

# **Town of Carrboro**

*301 W. Main St., Carrboro, NC 27510*



## **Meeting Agenda - Final**

**Tuesday, November 18, 2025**

**6:00 PM**

**Council Chambers - Room 110**

**Town Council**

**6:00-6:15****A. POETRY READING, RESOLUTIONS, PROCLAMATIONS, AND ACKNOWLEDGEMENTS****6:15-6:25****B. TOWN MANAGER'S REPORT****6:25-6:40****C. PUBLIC COMMENT****6:40-6:45****D. CONSENT AGENDA**

*Items on the consent agenda are part of normal town business. There will be no discussion of these items unless a Council Member request to pull an item, after which the item will be removed from the Consent Agenda and considered individually. All other items not removed from the Consent Agenda will be adopted by a single motion.*

1. [25-122](#) Approval of Minutes from Town Council meeting held on October 21, 2025
2. [25-123](#) Adoption of the 2026 Meeting Calendar

**PURPOSE:** The purpose of this item is for the Town Council to have any discussion and adopt the 2026 meeting calendar.

**Attachments:** [A - 2026 Draft Town Council Meeting Calendar](#)

3. [25-125](#) Adoption of the 2026 Town Event Calendar

**PURPOSE:** The purpose of this item is for the Town Council to adopt the 2026 event calendar.

**Attachments:** [A - 2026 Events Calendar](#)

4. [25-109](#) Request to Receive an Annual Title VI Compliance Report and Readopt the Title VI Plan

**PURPOSE:** The purpose of this agenda item is for the Town Council to receive the Annual Title VI Compliance Report, summarizing implementation updates from the past year, and to readopt the Title VI Plan with updated goals for the coming year.

**Attachments:** [A - Resolution to Readopt the Title VI Plan](#)  
[B - 2025 Title VI Compliance Report](#)  
[C - Title VI Plan](#)  
[D - Race & Equity Pocket Questions](#)  
[E - Climate Action Pocket Questions](#)

5. [25-110](#) Fiscal Year 2025-26 Budget Amendment #2 and Construction Contract Authorization (Project #81004)

**PURPOSE:** Action A: To approve budget, grant, and capital project ordinance amendments for Fiscal Year 2025-26.

Action B: The Town Council is to adopt a resolution authorizing the Town Manager to enter into a construction contract for drainage improvements along Fidelity Street and the addition of a bioretention cell next to Fire Station #1.

**Attachments:** [A - Ordinance To Amend The Project Ordinance](#)  
[B - Resolution to Enter Into a Construction Contract](#)  
[C - Construction Plans - Fidelity Street Drainage Improvements](#)  
[D - Climate Action Pocket Questions](#)  
[E - Race and Equity Pocket Questions](#)

6. [25-113](#) Amend Chapter 7, Article III of the Town Code to Align with New Temporary Street Closing Policy

**PURPOSE:** Request Town Council amend the Chapter 7, Article III of the Town Code to reflect the new Temporary Street Closing Policy

**Attachments:** [A - Chapter 7 - Town Code With Track Changes](#)  
[B - Temporary Street Closing Policy](#)  
[C - Town Code Ordinance Amending Chapter 7, Article III](#)  
[D - Race and Equity Pocket Questions](#)

7. [25-115](#) Consideration of Town Code Amendments Restricting Parking on Roberson Street

**PURPOSE:** The purpose of this agenda item is for the Town Council to consider amending the Town Code to restrict on-street parking on Roberson Street.

**Attachments:** [A - Town Code Ordinance Restricting Parking on Roberson Street](#)  
[B - Image Roberson Street](#)  
[C - RE PQ - Roberson](#)  
[D - CA PQ - Roberson](#)

8. [25-116](#) License Agreement with Chapel Hill Transit for Improved Bus Stop

**PURPOSE:** The Town Council is asked to authorize the Town Manager to enter into a license agreement with Chapel Hill Transit for the improved bus stop on West Main Street in front of Town Hall (Site 157). A resolution has been provided.

**Attachments:** [A - Resolution \(Site 157\)](#)  
[B - Chapel Hill Transit Site 157 Revision 20250925](#)

9. [25-118](#) Consideration of Transportation Projects for Regional Flexible Funding for FY28

**PURPOSE:** Triangle West Transportation Planning Organization has issued a call for projects for Regional Flexible Funding (RFF) for FY28. A resolution authorizing staff to submit a request for additional funding for the South Greensboro Street Sidewalk project (TIP#C-5650) has been provided for the Council's consideration.

**Attachments:** [A - Resolution](#)  
[B - TWTPPO Call for RFF Projects Memo](#)  
[C - FY 28 RFF Report for Town Council](#)  
[D - RE PQ for RFF](#)  
[E - CA PQ for RFF](#)

6:45-7:45

**E. PUBLIC HEARING**

1. [25-111](#) Carrboro Downtown Area Plan Continued

**PURPOSE:** The purpose of this agenda item is for the Town Council to continue the legislative public hearing, receive public comment on, and consider the adoption of the draft Downtown Area Plan, which explores opportunities for growth in the downtown area and along Jones Ferry Road in line with the Carrboro Connects Comprehensive Plan.

**Attachments:** [A - Resolution to Adopt and Resolution for Consistency](#)  
[A-1 - Resolution Specifying Revisions](#)  
[B - Draft Downtown Area Plan](#)  
[C - Draft Appendix \(Engagement Summaries\)](#)  
[D - Plan edits since May 2025](#)  
[E - Memo Response to Town Council Questions from October 21](#)  
[F - Climate Action Pocket Questions](#)  
[G - \[Short REAL\] Small Area Planning Process](#)  
[H - Advisory Board Recommendations & Comments](#)  
[I - Engagement Efforts to Date](#)  
[J - Consultant Presentation](#)

2. [25-114](#) Request for Voluntary Annexation of Property Contiguous to Town Limits

**PURPOSE:** The purpose of this item is for the Town Council to receive public comment on a request for the voluntary annexation of the 36.7-acre property located along Old NC 86 and known as the Jade Creek development. An ordinance annexing this property into the Town limits is provided for the Town Council's use.

**Attachments:** [A - Annexation Ordinance - Jade Creek v.1](#)  
[B - Map JadeCreek\\_Fall2025](#)  
[C - Jade Creek Annexation Application&Attachments\\_09-2025](#)  
[D - CA-PQ Voluntary Annexation\\_JadeCreek\\_11-18-2025](#)  
[E - RE-PQ Voluntary Annexation Jade Creek\\_11-18-2025](#)  
[F - Presentation Jade Creek Annexation\\_11-18-2025](#)

7:45-8:45

F. GENERAL AGENDA

*INFORMATION ITEMS*

1. [25-124](#) Update from OWASA Representatives

**PURPOSE:** The purpose of this agenda item is for members of the OWASA Board of Directors to provide a report on OWASA activities.

**Attachments:** [A - Annual Report](#)

2. [25-105](#) Town of Carrboro and Center for Policing Equity Partnership - Initial Data Gap Analysis and Findings

**PURPOSE:** The purpose of this Information Item is to introduce the Mayor and Councilmembers to the Town's partnership with the Center for Policing Equity, a policing policy non-profit that adopts a scientific, data-driven approach to understanding inequities in law enforcement and gaps in public safety data collection. Additionally, this Information Item will present the Data Gap Analysis, the first research product of the partnership, that indicates where the Town variously excels and requires improvement in its data collection efforts.

**Attachments:** [A - Carrboro PD DGA Final](#)

[B - Carrboro PD Data Recommendations](#)

3. [25-106](#) Automatic Vehicle Locator/Telematics Implementation

**PURPOSE:** The purpose of this Information Item is to introduce the Mayor and Council Members to the Town's implementation of Automatic Vehicle Locator/Telematics (AVL) technologies in the Town of Carrboro's fleet vehicles. This will include a brief overview of the data gathered through the Town's trial period with the Samsara vendor and a live presentation of the Town's Samsara dashboard.

**8:45-9:00**

- G. **CLOSED SESSION 143-318.11 (A)(5) To establish, or to instruct the public body's staff or negotiating agents concerning the position to be taken by or on behalf of the public body in negotiating (i) the price and other material terms of a contract or proposed contract for the acquisition of real property by purchase, option, exchange, or lease; or (ii) the amount of compensation and other material terms of an employment contract or proposed employment contract.**



# Town of Carrboro

301 W. Main St., Carrboro,  
NC 27510

## Agenda Item Abstract

**File Number: 25-122**

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**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Approval of Minutes from Town Council meeting held on October 21, 2025



## Agenda Item Abstract

**File Number: 25-123**

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**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Adoption of the 2026 Meeting Calendar

**PURPOSE:** The purpose of this item is for the Town Council to have any discussion and adopt the 2026 meeting calendar.

**DEPARTMENT:** Town Clerk

**INFORMATION:** The Town Clerk has provided the 2026 meeting calendar with conflicts shown. The Council should review the meeting dates and adopt the calendar, making any changes the Council finds necessary.

**FISCAL IMPACT:** N/A

**RECOMMENDATION:** It is recommended that the Town Council adopt the 2026 meeting schedule.



# TOWN COUNCIL MEETING CALENDAR 2026

JANUARY							FEBRUARY							MARCH							APRIL						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
28	29	30	31	1	2	3	1	2	3	4	5	6	7	1	2	3	4	5	6	7	29	30	31	1	2	3	4
4	5	6	7	8	9	10	8	9	10	11	12	13	14	8	9	10	11	12	13	14	5	6	7	8	9	10	11
11	12	13	14	15	16	17	15	16	17	18	19	20	21	15	16	17	18	19	20	21	12	13	14	15	16	17	18
18	19	20	21	22	23	24	22	23	24	25	26	27	28	22	23	24	25	26	27	28	19	20	21	22	23	24	25
25	26	27	28	29	30	31	1	2	3	4	5	6	7	29	30	31	1	2	3	4	26	27	28	29	30	1	2
1	2	3	4	5	6	7	8	9	10	11	12	13	14	5	6	7	8	9	10	11	3	4	5	6	7	8	9

MAY							JUNE							JULY							AUGUST						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
26	27	28	29	30	1	2	31	1	2	3	4	5	6	28	29	30	1	2	3	4	26	27	28	29	30	31	1
3	4	5	6	7	8	9	7	8	9	10	11	12	13	5	6	7	8	9	10	11	2	3	4	5	6	7	8
10	11	12	13	14	15	16	14	15	16	17	18	19	20	12	13	14	15	16	17	18	9	10	11	12	13	14	15
17	18	19	20	21	22	23	21	22	23	24	25	26	27	19	20	21	22	23	24	25	16	17	18	19	20	21	22
24	25	26	27	28	29	30	28	29	30	1	2	3	4	26	27	28	29	30	31	1	23	24	25	26	27	28	29
31	1	2	3	4	5	6	5	6	7	8	9	10	11	2	3	4	5	6	7	8	30	31	1	2	3	4	5

SEPTEMBER							OCTOBER							NOVEMBER							DECEMBER						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
30	31	1	2	3	4	5	27	28	29	30	1	2	3	1	2	3	4	5	6	7	29	30	1	2	3	4	5
6	7	8	9	10	11	12	4	5	6	7	8	9	10	8	9	10	11	12	13	14	6	7	8	9	10	11	12
13	14	15	16	17	18	19	11	12	13	14	15	16	17	15	16	17	18	19	20	21	13	14	15	16	17	18	19
20	21	22	23	24	25	26	18	19	20	21	22	23	24	22	23	24	25	26	27	28	20	21	22	23	24	25	26
27	28	29	30	1	2	3	25	26	27	28	29	30	31	29	30	1	2	3	4	5	27	28	29	30	31	1	2
4	5	6	7	8	9	10	1	2	3	4	5	6	7	6	7	8	9	10	11	12	3	4	5	6	7	8	9

- Regular Town Council Business Meetings- 6 pm
- Council Work Session- 6 pm
- Town Holidays
- Election Day- No Meeting
- Organizational Meeting

*\*Town Council business meetings, special meetings, work sessions, and retreats may be called or altered by the Council\**

Council Summer Break is typically the months of July-August

## 2026 Town Council Meeting Schedule

Date	Time	Meeting Type	Place
<b>January</b>			
January 6th	6:00 PM	Business Meeting	Town Council Chambers
January 13th	6:00 PM	Work Session	Town Council Chambers
January 20th	6:00 PM	Business Meeting	Town Council Chambers
<b>February</b>			
February 3rd	6:00 PM	Business Meeting	Town Council Chambers
February 10th	6:00 PM	Work Session	Town Council Chambers
February 17th	6:00 PM	Business Meeting	Town Council Chambers
<b>March</b>			
March 3rd	6:00 PM	Business Meeting	Town Council Chambers
March 10th	6:00 PM	Work Session	Town Council Chambers
March 17th	6:00 PM	Business Meeting	Town Council Chambers
<b>April</b>			
April 7th	6:00 PM	Business Meeting	Town Council Chambers
April 14th	6:00 PM	Work Session	Town Council Chambers
April 21st	6:00 PM	Business Meeting	Town Council Chambers
<b>May</b>			
May 5th	6:00 PM	Business Meeting	Town Council Chambers
May 12th	6:00 PM	Work Session	Town Council Chambers
May 19th	6:00 PM	Business Meeting	Town Council Chambers
<b>June</b>			
June 2nd	6:00 PM	Business Meeting	Town Council Chambers
June 16th	6:00 PM	Business Meeting	Town Council Chambers
<b>September</b>			
September 15th	6:00 PM	Business Meeting	Town Council Chambers
<b>October</b>			
October 6th	6:00 PM	Business Meeting	Town Council Chambers
October 20th	6:00 PM	Business Meeting	Town Council Chambers
<b>November</b>			
November 10th	6:00 PM	Business Meeting	Town Council Chambers
<b>December</b>			
December 1st	6:00 PM	Organizational/Business Meeting	Town Council Chambers

**Town Council Chambers, 301 W. Main St., Carrboro, NC 27510**

### **\*Notable dates for no Council meetings**

Months of Jul.-Aug. - Summer Break  
 Day after Labor Day - Tues., Sept. 8th  
 Election Day - Tues., Nov. 3rd  
 Dec. 8th, 15th, 22nd & 29th - Winter Break



## Agenda Item Abstract

**File Number: 25-125**

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**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Adoption of the 2026 Town Event Calendar

**PURPOSE:** The purpose of this item is for the Town Council to adopt the 2026 event calendar.

**DEPARTMENT:** Recreation, Parks & Cultural Resources

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

Town staff has worked to ensure we are meeting the communities needs via events throughout the calendar year while hosting events that related to both Climate Action and Race/Equity pillars.

**INFORMATION:** The calendar presented are the “Signature” events for 2026 along with private events that are historically Town Sponsored.

**FISCAL IMPACT:** Events are either currently in the adopted budget and events for FY26-27 will be a part of the department recommended budget.

**RECOMMENDATION:** It is recommended that the Town Council adopt the 2026 event schedule.

## 2026 Town Signature Events

January	
1/17/2026	Dr. MLK Jr. Youth Celebration
1/23/26 - 1/25/26	Carrboro Film Festival
February	
2/1/2026	Black History Concert Series
2/2/2026	Black History Lecture Series
2/9/2026	Black History Lecture Series
2/15/2026	Black History Concert Series
2/22/2026	Black History Concert Series
May	
4/19/2026	Carrboro Day (Earth Day & Open Streets)
5/15/2026	Freight Train Blues Concert Series
5/22/2026	Freight Train Blues Concert Series
5/29/2026	Freight Train Blues Concert Series
June	
6/5/2026	Freight Train Blues Concert Series
6/19/2026	Chapel Hill-Carrboro Juneteenth Celebration
6/26/2026	Carrboro Orgullo Pride Celebration
July	
7/4/2026	4th of July Celebration
7/4/2026	Frederick Douglass Essay Reading
August	
8/4/2026	National Night Out
September	
9/27/2026	Carrboro Music Festival
October	
10/15/26 - 10/17/26	West End Poetry Festival
December	
12/4/2026	Holiday Tree Lighting
12/5/2026	Holiday Parade

**Note: This list does not include smaller/non-Signature Department events  
(RPCR examples include Carrboro Community Egg Hunt, Halloween Carnival, Kite Fly, etc.)**

**"Private"/Town Supported Historically - Events**

<b>Date</b>	<b>Event</b>	<b>Group</b>
<b>March</b>		
3/15/2026	The Bazaar	The Bazaar
3/22/2026	CROP Hunger Walk	Inter-Faith Council for Social Service
<b>April</b>		
4/12/2026	The Bazaar	The Bazaar
<b>May</b>		
5/2/2026	Strawberry Jamboree	Carrboro Farmers Market
5/10/2026	The Bazaar	The Bazaar
<b>July</b>		
7/11/2026	Tomato Day	Carrboro Farmers Market
<b>August</b>		
8/23/2026	Fiestas en la Calle	El Centro Hispano
<b>September</b>		
9/13/2026	The Bazaar	The Bazaar
<b>October</b>		
10/4/2026	TABLE Empty Bowls Fundraiser	Table, Inc.
10/11/2026	The Bazaar	The Bazaar
<b>November</b>		
11/8/2026	The Bazaar	The Bazaar
<b>December</b>		
12/6/2026	The Bazaar	The Bazaar

**"Private"/Town Supported Historically - Road Races**

<b>Date</b>	<b>Event</b>	<b>Group</b>
<b>March</b>		
3/7/2026	St. Paul 5k	St. Paul AME Church
<b>July</b>		
7/4/2026	Four on the 4th	Cardinal Track Club
<b>October</b>		
10/3/2026	Carrboro 5k + 10k	Cardinal Track Club
<b>November</b>		
11/26/2026	Gallop & Gorge	Cardinal Track Club



## Agenda Item Abstract

**File Number: 25-109**

**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

Request to Receive an Annual Title VI Compliance Report and Readopt the Title VI Plan

**PURPOSE:** The purpose of this agenda item is for the Town Council to receive the Annual Title VI Compliance Report, summarizing implementation updates from the past year, and to readopt the Title VI Plan with updated goals for the coming year.

**DEPARTMENT:** Planning

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

As a recipient of federal aid, the Town of Carrboro is required to establish policies and procedures that ensure compliance with Title VI of the Civil Rights Act of 1964 and related federal nondiscrimination laws. Federal funding from the U.S. Department of Transportation also requires these assurances to be incorporated into a Title VI Plan.

Carrboro Town Council adopted the Title VI Plan in November 2024, with a directive to submit an annual Title VI Compliance Report summarizing implementation updates, and to readopt the Plan with updated goals for the coming year. These actions fulfill the Town’s annual reporting obligation to the NC Department of Transportation’s Office of Civil Rights.

**INFORMATION:**

As established in the Title VI Plan, it is the policy of the Town of Carrboro to ensure that no person is excluded from participation in, denied the benefits of, or otherwise subjected to discrimination under any program, service, or activity administered or funded by the Town on the basis of race, color, national origin, limited English proficiency, sex, gender identity or expression, sexual orientation, age, disability, familial status, pregnancy, income level, National Guard or veteran status, or religion, as provided by Title VI of the Civil Rights Act of 1964 and other federal nondiscrimination authorities. Contractors and subrecipients are also required to comply with this policy.

The Title VI Plan is organized into five core components: Administration; Public Involvement; Limited English Proficiency; Environmental Justice; and Complaint Process & Procedures. Each component is addressed in a dedicated chapter outlining current compliance efforts and future implementation strategies.

The Title VI Coordinator oversees the Plan’s administration, including preparing the annual compliance report to document progress on ensuring public dissemination of Title VI information, training staff and contractors on Title VI requirements, and highlighting departmental initiatives aligned with the Plan’s five components. The Coordinator also updates the Title VI Plan annually to reflect changes in federal law, incorporate findings from

the compliance report, and provide a new work plan for the upcoming year. The work plan for 2026 will focus on continued outreach, staff training, contract compliance, improved departmental reporting, and townwide alignment of nondiscrimination efforts.

A key implementation initiative during 2025 was the formation of an interdepartmental ADA and Title VI Workgroup, coordinated by the Town Manager's Office, which will support these efforts. It is also important to note that no Title VI complaints were received during this reporting period.

Please refer to the following documents for more information:

- **Attachment A** - Resolution to Readopt the Title VI Plan
- **Attachment B** - 2025 Title VI Compliance Report
- **Attachment C** - Title VI Plan
- **Attachment D** - Race & Equity Pocket Questions
- **Attachment E** - Climate Action Pocket Questions

**FISCAL IMPACT:** There are no significant fiscal or staffing impacts associated with the administration, implementation, or readoption of the Title VI Plan at this time.

**RECOMMENDATION:** The Town Manager recommends that the Town Council receive the 2025 Title VI Compliance Report and approve the resolution to readopt the Title VI Plan.

**A RESOLUTION TO READOPT THE TITLE VI PLAN**

WHEREAS, in 1964, Congress enacted Title VI of the Civil Rights Act of 1964, which states that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program, activity, or service receiving federal financial assistance; and

WHEREAS, since the adoption of Title VI, additional federal regulations and presidential executive orders have expanded federal nondiscrimination protections to also include limited English proficiency, sex, gender identity or expression, sexual orientation, age, disability, familial status, pregnancy, income level, National Guard or veteran status, or religion; and

WHEREAS the Civil Rights Act of 1987 extended nondiscrimination coverage to all programs and activities of federal aid recipients and their subrecipients, including those that are not directly federally funded; and

WHEREAS the Town of Carrboro is a recipient of federal financial assistance and required by the US Department of Transportation to adopt a Title VI Plan to show compliance with Title VI of the Civil Rights Act of 1964 and other related federal nondiscrimination authorities;

WHEREAS, the Carrboro Town Council adopted a Title VI Plan in November 2024, with a directive to submit an annual Title VI Compliance Report summarizing implementation updates, and to readopt the Plan with new compliance-related goals for the coming year; and

WHEREAS, these actions fulfill the Town's annual reporting obligation to the NC Department of Transportation's Office of Civil Rights.

NOW, THEREFORE, BE IT HEREBY RESOLVED that the Town Council of the Town of Carrboro hereby readopts the Town of Carrboro Title VI Plan. The resolution is effective upon adoption.

This is the 18<sup>th</sup> day of November in the year 2025.



TOWN OF CARRBORO • NC

# **Title VI**

# **Compliance Report**

November 2025

# Town of Carrboro – Title VI Compliance Report

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## **I. Introduction**

On November 19, 2024, the Carrboro Town Council adopted the Town’s Title VI Plan, which took effect immediately. The plan establishes policies and procedures to ensure compliance with Title VI of the Civil Rights Act of 1964 and related nondiscrimination authorities.

As a recipient of federal funding, specifically from the Federal Highway Administration (FHWA), Carrboro is required to maintain a Title VI Plan that ensures public funds are used equitably and without discrimination. Submission of this report fulfills the Town’s annual reporting obligation to the NC Department of Transportation (NCDOT) Office of Civil Rights (OCR).

This compliance report summarizes the Town’s progress toward its implementation goals and highlights departmental initiatives that advance the five core components of the Title VI Program over the past year.

## **II. Activities & Accomplishments**

### **A. Administration of the Title VI Plan**

#### **Title VI Coordinator**

During the reporting period, two individuals served as Carrboro’s Title VI Coordinator:

- Trish McGuire, Planning Director | November 19-December 31, 2024
- Bear Tosé, Planner | January 1, 2025-Present

Mr. Tosé managed the day-to-day administration of the Title VI Program under Ms. McGuire’s supervision but assumed the full responsibilities of the coordinator role after her retirement.

#### **Departmental Responsibilities**

In October 2025, departments submitted their annual Title VI Departmental Compliance Forms to inform this report.

### **B. Public Involvement**

#### **Major Town Projects & Initiatives**

The Inclusive Carrboro Communications & Community Engagement Plan continues to guide public involvement efforts for major town projects and initiatives. Below is a summary of engagement activities during the reporting period, with federal or state-funded efforts clearly labeled.

##### **Baldwin Park Improvements | Federally Funded**

On Friday, May 23, the Recreation, Parks & Cultural Resources Department officially reopened the improved playground at Baldwin Park. The new design includes age-appropriate play areas for children ages 2–5 and 6–12, with inclusive features to enhance accessibility for all users.

Community engagement was central to the project, including a public input event for residents within a 10-minute walkshed and a bilingual (English-Spanish) survey to gather feedback on park use and community preferences.

## Town of Carrboro – Title VI Compliance Report

### Carrboro in Motion

Communication and Engagement organized five Carrboro in Motion events between March and October 2025. These events are held at apartment complexes and other locations (such as laundromats) to reach diverse communities. Carrboro In Motion creates a method for the Town to establish a presence in communities and neighborhoods, build relationships, and offer multiple ways for residents to contribute input and feedback about services and topics. As part of these events, we partner with nonprofit agencies such as El Centro Hispano and employ a Zumba instructor whose day job is as a Spanish language interpreter for Durham County. As needed, he serves as our interpreter during these events.

### Downtown Area Plan

The Downtown Area Plan's engagement strategy focused on three core principles: coordinating with related projects, applying Inclusive Carrboro engagement practices, and advancing race equity and climate action. Outreach included a digital project page on Engage Carrboro website, banners and flyers posted across downtown, tabling at large events like the Latin American Festival and Open Streets, and smaller pop-ups at local businesses and the Farmer's Market. Town staff distributed postcards and hand-delivered materials to key neighborhoods (apartments and historically Black/African American communities) and mailed notices to all residents and property owners in the study area. Listening sessions were held with Town Council, stakeholder groups, and advisory boards.

Engagement materials were available in multiple languages, primarily English and Spanish. Interpretation was provided at specific events, including the Latin American Festival.

Demographic data from the visioning survey showed low participation from Black or African American respondents. To address this, the Town extended the survey period and pursued targeted in-person outreach through the local NAACP, Marion-Cheek Jackson Center, and St. Paul AME Church.

For more information, see the [Vision & Goals](#) chapter of the DRAFT Downtown Area Plan

### Tropical Storm Chantal Emergency Messaging

As part of the Town's response to impacts from Tropical Storm Chantal, Communication and Engagement posted multilingual emergency messages before the storm. Following the storm, we posted an Emergency Resources bilingual (English/Spanish) flyer throughout the community to inform residents of resources and services.

### Green Neighborhoods Grant Program

The Climate Action team worked closely with the Race & Equity Commission, NAACP, and other groups to ensure low income and historically black neighborhoods were able to apply for these grants. To increase participation, staff set up meetings with local non-profits, such as RENA and Pee Wee Homes, visited apartment complexes, set up yard signs in Spanish and English in low income and historically black neighborhoods, posted fliers in Spanish and English throughout the Town, but also made a special effort to hang them in houses of worship, laundromats, and barber shops around Town.

### New Unified Development Ordinance (UDO)

Planning Staff focused the engagement strategy on introducing the project, educating the community about the purpose of a Unified Development Ordinance, and gathering input on aligning it with Town policies, including race equity and climate action goals. In this initial phase, Town staff and consultants

## Town of Carrboro – Title VI Compliance Report

hosted public forums at Town Hall, attended events like Open Streets/Earth Day, Freight Train Blues, and July 4th, presented to Town Council, and held listening sessions with stakeholder groups. Community members have been encouraged to follow the project, review materials, and submit feedback via the Engage Carrboro webpage and online portals.

Engagement materials were available in multiple languages, primarily English and Spanish. Spanish interpretation was provided at the public forums.

For more information, visit the progress report section of the [project webpage](#).

### Safe Routes to School (SRTS) Action Plan Update | State & Federally Funded

For the SRTS Action Plan Update Planning Staff leveraged existing Town and Chapel Hill-Carrboro City School District events to reach families. Outreach has primarily aimed to raise awareness and direct families to the project webpage and online survey about school routes and barriers to walking or biking. Digital and print flyers were distributed through school newsletters, open houses, PTA meetings, Rec & Parks programs, El Centro, town information centers and town events like the Latin American Festival and Carrboro in Motion.

To strengthen outreach to underserved communities, Town staff visited every apartment complex and mobile home park with children attending one of the five study-area schools to distribute flyers directly.

Engagement materials were offered in multiple languages, primarily English and Spanish, with Spanish interpretation provided at school events serving large Spanish-speaking populations.

### Watershed Residential Assistance Program

Stormwater's Residential Assistance Program outreach materials were translated into Spanish, and the program's webpage includes integrated Google Translate functionality to support multilingual access and inclusive engagement.

### Weatherization Program | Federally Funded

The Weatherization Program engaged community partners throughout its development and implementation. Outreach efforts were guided by qualified census tract data and included flyer distribution, partner network engagement, and door-to-door canvassing. Yard signs were later introduced to raise visibility during active repairs. By June 2025, two rounds of door-to-door outreach had reached over 75 households. Town staff are currently exploring how to use funds for owner-occupied mobile/manufactured homes, particularly those owned by Latinx/Hispanic families who have historically faced barriers to accessing community resources.

### Representation on Advisory Boards & Commissions

During the reporting period, Carrboro Town Council consolidated several advisory boards and commissions to improve overall effectiveness. Self-reported demographic data from the 82 members appointed prior to October 21 is summarized in Table 2.1 below. Townwide demographics from the 2023 American Community Survey (5-year-estimates) are provided for comparison. See Appendix A for demographic breakdowns by individual board or commission.

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*Table 2.1 – Summary Demographics of Advisory Boards & Commission Members*

Demographic Category	Total Member (#)	Total Member (%)	Carrboro Population (%)
Male	36	44%	50%
Female	46	56%	50%
White or Caucasian	60	75%	64%
Black or African American	15	19%	13%
Asian	3	4%	8%
Native/Indigenous	1	1%	0%
Multiracial	1	1%	3%
Hispanic/Latinx	0	0%	12%
Race/Ethnicity Not Provided	2	-	-

### C. Limited English Proficiency

#### Language Access Plan Report

The Town of Carrboro’s Language Access Plan, adopted in April 2024, is actively guiding efforts across major Town projects and initiatives. The Communications & Engagement Department leads implementation, supporting translation and interpretation services for all departments.

Key achievements in this reporting period include:

- Installing bilingual signage in parking areas and parks
- Posting language access service information at all public facilities
- Translating over 50 documents
- Producing a bilingual (Spanish-English) wall calendar
- Providing interpretation services for public engagement events and services
- Purchasing state-of-the-art interpretation equipment
- Supporting residents via Language Line Solutions, with 82 calls totaling 968 minutes since August 2024
- Developing a bilingual staff stipend policy for 2025 rollout

For more details, please refer to the Language Access Plan Compliance Report.

### D. Environmental Justice

#### Racial Equity Assessment Lens

Town departments continue to complete Racial Equity Assessment Lenses (REAL) to evaluate existing and proposed policies, practices, and procedures for potential disparate impacts on BIPOC, low-income, and other marginalized groups. When barriers or unintended consequences are identified, staff develop mitigation plans for review by internal and/or external bodies.

As of October 31, Town staff have completed 36 REALs, including 11 during this reporting period. The table below lists these assessments by Town department and completion date.

## Town of Carrboro – Title VI Compliance Report

*Table 2.4 – REALs Completed (November 2024-October 2025)*

Policy, Practice or Procedure	Town Department	Date Completed
Small Area Plans	Planning, Zoning & Inspections	March 7, 2025
Residential Municipal Solid Waste Collection and Disposal Services	Public Works	April 25, 2025
Internal & External Communication	Communications & Engagement	June 6, 2025
Customer Service	Housing & Community Services	October 3, 2025
Text & Map Amendments	Planning, Zoning & Inspections	October 3, 2025
Land Use Permitting Process	Planning, Zoning & Inspections	October 3, 2025
Class & Compensation Study	Human Resources	August 22, 2025
Town Council Support	Town Manager	August 22, 2025
Determining Fees & Charges Including Financial Assistance Program	Recreation, Parks & Cultural Resources	September 27, 2025
Climate Action	Climate Action Team	October 31, 2025
Equitable Outcomes of Town Services – Guidance and Support	Town Manager	October 31, 2025

### Climate Action Team

In December 2024, the Town established a Climate Action Team within the Town Manager’s Office to accelerate progress on the Community Climate Action Plan and better integrate environmental justice and climate equity across Town operations.

As part of this effort, the team introduced Climate Action Pocket Questions, modeled after the Town’s Race & Equity Pocket Questions, to support informed decision-making by the Town Council. These tools help evaluate the environmental impact of proposed policies, procedures, services, grants, and initiatives, and include potential mitigation strategies.

Together, the Climate Action and Race & Equity Pocket Questions aim to assess how Town actions affect human health and the environment, particularly for communities of color, low-income residents, and other underrepresented groups.

### Facility Siting Projects

#### Drakeford Library Complex

In partnership with Orange County, the Town completed siting and development of the Drakeford Library Complex, a LEED Silver-eligible facility designed to serve all residents. The site selection process considered accessibility, proximity to transit, and equitable distribution of public resources. Public outreach included joint engagement efforts with Orange County, and materials were made available in Spanish to support language access. The facility’s sustainable design features—such as green roofs, rooftop solar panels, daylight harvesting, and high-efficiency HVAC systems—advance environmental justice by reducing energy use and greenhouse gas emissions while building resilience to climate impacts. No National Environmental Policy Act (NEPA) or NC State Environmental Policy Act (SEPA) review was required for this project.

## Town of Carrboro – Title VI Compliance Report

### FY25 Street Resurfacing Project

The Town prioritized resurfacing in areas with documented pavement deterioration, particularly in neighborhoods with limited pedestrian and bicycle infrastructure. Right-of-way (ROW) actions included curb ramp upgrades for ADA compliance, installation of a new sidewalk connecting the Drakeford Library Complex to the existing network, a pedestrian refuge island, and buffered bike lanes on Fidelity Street. These improvements were guided by equity mapping and asset condition data to ensure that underserved areas received targeted investment. Public outreach included multilingual communications and coordination with the Communications and Engagement Department to promote inclusive participation. No NEPA or SEPA review was required for this project.

### E. Title VI Complaints

No Title VI Complaints were received during this reporting period. See Appendix B to review the Title VI Complaint Log.

## III. Implementation Updates

### A. Disseminating Information

The Town of Carrboro has taken several steps to ensure the public is informed of their rights and staff understand their responsibilities under Title VI. Key efforts include:

- A Title VI Plan webpage was launched on the Town’s website immediately following adoption. It includes essential resources such as the plan, complaint form, and complaint procedures.
  - A companion webpage was created on the Town’s internal staff site, offering the same core resources along with additional training materials for employees.
- In December 2024, Title VI Nondiscrimination Notices were posted at Town Hall, Public Works, Carrboro Police Department, Carrboro Fire-Rescue Headquarters, and Carrboro Fire-Rescue Station 2.
  - Through the Departmental Compliance Form, it was identified that notices were missing at Carr Mill Mall, Century Center, the Drakeford Library Complex, and town information centers. This was corrected in late October.
  - The original notice included a statement about Spanish-language translation and interpretation services. The Title VI Coordinator collaborated with Communications & Engagement staff to revise the notice, translating the policy statement into the six languages outlined in the Language Access Plan. Once finalized, the updated notice will be posted in all public Town facilities and town information centers.
- In December 2024, printed copies of the Title VI Complaint Form and Procedures documents were made available in the Town Hall vestibule information kiosk. The Title VI Coordinator ensures these materials are consistently stocked and accessible.
- In October 2025, the Title VI Coordinator collaborated with Information Technology to establish a dedicated phone line for Title VI complaints and updated all documentation with the number: 919-918-7380.

## B. Training Staff & Contractors

### Staff Training

In October, the Town of Carrboro Human Resources Department conducted mandatory Title VI training sessions to ensure broad staff participation. The training included a 20-minute NeoGov Learn module titled *“Title VI of the 1964 Civil Rights Act for Municipalities”* and an accompanying PowerPoint presentation outlining the Town’s Title VI Plan presented by the Title VI Coordinator.

Training sessions were held on:

- Tuesday, October 21 | 10:00–11:00 AM
- Wednesday, October 22 | 11:00 AM–12:00 PM
- Wednesday, October 22 | 2:00–3:00 PM

Staff who were unable to attend were enrolled in the module individually or provided with an additional department-specific training session. Going forward, Human Resources will incorporate Title VI training into new employee onboarding to be completed within their first 90 days.

As of October 31, a total of 128.5 employees, or approximately 77.64% of Town staff, have completed the training. See Appendix C for a department-level breakdown.

### Town Contracts

In October, the Finance Department revised the Town’s federal and non-federal service contracts to include Title VI language provided by NCDOT OCR, ensuring contractor compliance and mitigating liability. Implementation will begin in the next reporting period.

## C. Developing Reporting System

Each department director was asked to complete a Title VI Departmental Compliance Form to assess how their staff meet the responsibilities outlined in the plan. The form collected information on how departments share Title VI information with the public, collect and analyze data to identify potential disparate impacts, and ensure compliance with core program components. Forms were received from the following Town Departments during the month of October:

- Climate Action
- Communications & Engagement
- Economic Development
- Finance
- Fire Rescue
- Housing & Community Services
- Human Resources
- Information Technology
- Planning, Zoning & Inspections
- Police
- Public Works
- Race & Equity

## Town of Carrboro – Title VI Compliance Report

- Recreation, Parks & Cultural Resources
- Town Clerk

In addition to informing this report, data collected from the form will guide future implementation and help strengthen alignment across the Town’s broader nondiscrimination efforts.

### D. Examining Other Nondiscrimination Policies

The Town Manager’s Office established an interdepartmental Title VI and ADA Workgroup to better align Town nondiscrimination efforts. The Workgroup had their first meeting in September 2025, with representatives from the following Town Departments:

- Communications & Engagement
- Human Resources
- Planning, Zoning & Inspections
- Public Works
- Race & Equity
- Recreation, Parks & Cultural Resources
- Town Manager

### IV. 2026 Title VI Work Plan

The 2026 work plan builds on the foundation established during the first year of the Title VI Plan implementation. It outlines key goals and actions to advance compliance across Town operations.

#### 1. Information Dissemination

- Goal: Ensure consistent, accessible communication of Title VI rights and responsibilities
- Actions:
  - Standardize nondiscrimination and accommodation language across all printed and digital materials
  - Align messaging with related initiatives, including the Language Access Plan, Race & Equity Action Plan, and ADA Transition Plan
  - Post newly translated Title VI notices in public facilities and town information centers

#### 2. Staff Training

- Goal: Achieve full staff understanding of Title VI responsibilities
- Actions:
  - Continue mandatory Title VI training for all full-time employees
  - Track and verify 100% staff completion
  - Integrate Title VI training into onboarding for new hires
  - Consider how to train part-time employees

#### 3. Contract Compliance

- Goal: Strengthen Title VI compliance in service delivery
- Actions:
  - Implement newly revised service contracts (federal and non-federal)

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- Identify effective ways to train or inform contractors about their Title VI responsibilities (i.e. onboarding materials, briefings, guidance documents)

#### 4. Departmental Reporting

- Goal: Improve monitoring and accountability across departments
- Actions:
  - Refine the Title VI Departmental Compliance Form and reporting process
  - Explore integration with other nondiscrimination tracking systems (Language Access, Race & Equity, ADA)

#### 5. Cross-Initiative Alignment

- Goal: Promote a unified approach to nondiscrimination across Town operations
- Actions:
  - Continue workgroup collaboration to assess and align current and future nondiscrimination initiatives
  - Identify opportunities for shared goals, data collection, and implementation strategies

Implementation will begin immediately upon re-adoption of the Title VI Plan. Progress will be documented in the next annual Title VI Compliance Report and the updated Title VI Plan, scheduled for Town Council review in November 2026.

## VII. Appendices

### Appendix A. Representation on Advisory Boards & Commissions

*Table 7.1 – Advisory Boards & Commissions by Gender Identity*

Advisory Board or Commission	Male	Female	Total
Board of Adjustment	4	5	9
Climate & Environmental Advisory Commission	3	6	9
Economic Sustainability Commission	5	4	9
Housing & Human Services Commission	1	4	5
North Transition Area Advisory Committee	1	4	5
Planning Board	5	6	11
Racial Equity Commission	6	3	9
Recreation, Parks & Cultural Resources Advisory Board	3	7	10
Stormwater Advisory Commission	3	3	6
Tourism Development Authority	2	1	3
Transportation, Mobility & Greenways Advisory Commission	3	3	6
<b>Total</b>	<b>36</b>	<b>46</b>	<b>82</b>

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Table 7.2 – Advisory Boards & Commissions by Race/Ethnicity

Advisory Board or Commission	White or Caucasian	Black or African American	Asian	Native or Indigenous	Multiracial	Not Provided	Total
Board of Adjustment	8	-	1	-	-	-	9
Climate & Environmental Advisory Commission	8	1	-	-	-	-	9
Economic Sustainability Commission	6	2	1	-	-	-	9
Housing & Human Services Commission	3	1	-	1	-	-	5
Northern Transition Area Advisory Committee	5	-	-	-	-	-	5
Planning Board	9	1	-	-	1	-	11
Racial Equity Commission	1	8	-	-	-	-	9
Recreation, Parks & Cultural Resources Advisory Board	8	-	-	-	-	2	10
Stormwater Advisory Commission	5	-	1	-	-	-	6
Tourism Development Authority	2	1	-	-	-	-	3
Transportation, Mobility & Greenways Advisory Commission	5	1	-	-	-	-	6
<b>Total</b>	<b>60</b>	<b>15</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>82</b>





TOWN OF CARRBORO • NC

# Title VI Plan

November 2025

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## I. Title VI Policy Statement & Nondiscrimination Notice

It is the policy of the Town of Carrboro to ensure that no person shall be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program, service, or activity administered or funded by the Town of Carrboro on the basis of race, color, national origin, limited English proficiency, sex, gender identity or expression, sexual orientation, age, disability, familial status, pregnancy, income level, National Guard or veteran status, or religion, as provided by Title VI of the Civil Rights Act of 1964 and other federal nondiscrimination authorities. The Town of Carrboro requires its contractors and subrecipients to comply with this policy.

If you feel you have been subjected to discrimination, you may file a complaint with the Town of Carrboro and/or related state/federal agency. Title VI complaints filed with the Town of Carrboro should be submitted to the Town of Carrboro Title VI Coordinator within 180 days of the alleged discrimination. For instructions on how to file a complaint or additional information regarding the Town of Carrboro’s Title VI compliance efforts, please visit [www.carrboronc.gov](http://www.carrboronc.gov) or contact our Title VI Coordinator at:

Bear Tosé  
Mailing Address: 301 W. Main Street, Carrboro, NC 27510  
Phone: 919-918-7380  
Email: [titlevi@carrboronc.gov](mailto:titlevi@carrboronc.gov)

This policy is an expression of our commitment to nondiscrimination and support of the Title VI Program.

\_\_\_\_\_  
Bear Tosé, Title VI Coordinator

\_\_\_\_\_  
Patrice Toney, Town Manager

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

## II. Introduction

### Legal Authority Requiring Title VI Compliance

Title VI of the Civil Rights Act of 1964 prohibits discrimination in federally funded programs, services, and activities, ensuring that no person is discriminated against based on race, color, or national origin. The Civil Rights Act of 1987 extended nondiscrimination coverage to all federally protected groups across all programs, services, and activities of federal aid recipients, not just those directly federally funded. Executive Orders 12898 and 13166 further emphasized environmental justice and meaningful access for limited English proficiency (LEP) individuals during the Clinton and Obama administrations.

As a federal aid recipient, the Town of Carrboro is subject to Title VI and required to develop policies, practices, and programs that ensure federal dollars are used in a manner that is nondiscriminatory. Federal aid recipients through the Federal Highway Administration (FHWA) or Federal Transit Administration (FTA) of the US Department of Transportation are furthermore required to include these

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assurances in a Title VI Plan. As the Town of Carrboro receives such funding through the NC Department of Transportation (NCDOT), it is required to have a Title VI Plan.

Prior to the development of this Title VI Plan, the Town of Carrboro's Safety Officer completed an NCDOT form to indicate ongoing Title VI compliance efforts. The adoption of this Title VI Plan, along with annual updates and compliance reports outlining implementation progress, will supplement this process. The Town establishes this Title VI Plan for the purpose of complying with Title VI of the Civil Rights Act of 1964 and pertinent nondiscrimination authorities. Signed USDOT Standard Title VI/Nondiscrimination Assurances are located in Appendix A.

### Title VI Plan Overview

23 CFR §200.9(b)(11) and Chapter 3, Section 4 of FTA C 4702.1B outline the specific requirements for a Title VI Plan. This Title VI Plan organizes these requirements into five broad components:

- To ensure the Town of Carrboro's compliance with Title VI and to assign responsibilities for ensuring compliance.
- To ensure that all persons can receive the benefits of Town programs, services, and activities.
- To ensure that individuals with limited English proficiency (LEP) are provided meaningful access to Town programs, services, and activities.
- To avoid, minimize, or mitigate disproportionate adverse environmental effects, including social and economic effects, on communities of color and low-income populations as a result of Town programs, services, and activities.
- To establish clear procedures for filing, investigating, and successfully resolving complaints on a timely basis and the lowest level possible.

The following chapters of the Title VI Plan provide policy commitments, review legal authorities, detail current compliance efforts, and present an implementation plan for future compliance.

### III. Administration of the Title VI Plan

The Carrboro Town Manager is ultimately responsible for implementing the Town's Title VI Plan and delegates day-to-day administration to the Planning, Zoning & Inspections Department. The Planning Director, or their designee, will serve as the Title VI Coordinator, working with departments to ensure compliance. The Town Attorney may provide legal guidance as needed. If the Title VI Coordinator changes, the signed Title VI Policy Statement & Nondiscrimination Notice will be updated and signed by the new coordinator immediately.

Several departments have played a crucial role in Town of Carrboro's Title VI compliance efforts. Administering and implementing the Title VI Plan involves close coordination with the following departments, guided by their respective documents:

- Communication & Engagement Department: Develops public involvement policies and manages resources to boost meaningful participation, especially among marginalized groups, through the [Inclusive Carrboro: Communications and Community Engagement Plan](#) (2020) and [Language Access Plan](#) (2024).

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- Race & Equity Office: Leads efforts to mitigate disparate impacts in Town policies and practices. as outlined in the [Race & Equity Action Plan: Weaving Equity in Carrboro Town Governance](#) (2023).
- Planning, Zoning & Inspections Department: Ensures equitable and inclusive land use, transportation, and community development through the [Carrboro Connects Comprehensive Plan](#) (2022), which center climate action and racial equity.
- Climate Action Team: Integrate environmental justice and climate equity across Town operations through the [Community Climate Action Plan](#) (2020).

### Title VI Coordinator Responsibilities

The Title VI Coordinator is responsible for the overall management of the Title VI Plan. Key responsibilities include:

- [Implementing the Title VI Plan](#) and ensuring compliance with policy objectives. Assisting departments with the review of programs, services, or activities in relation to Title VI requirements.
- [Maintaining Resources](#) to support departments in their efforts to ensure nondiscrimination in their programs, services, or activities.
- [Managing Data Collection](#) for the Town to better understand service area population characteristics. Supporting departmental data collection through surveys, public meetings, and other outreach efforts to understand the demographic makeup of participants in and beneficiaries of Town programs, activities, and services.
- [Providing Guidance on Disseminating Title VI Information](#) by creating notice procedures and informational campaign materials to disseminate Title VI Plan details to the public.
- [Coordinating or Facilitating Trainings](#) on the Title VI Plan and federal regulations for Town staff, contractors, and subrecipients. This includes updating the Town’s contract agreements to include Title VI assurances.
- [Processing and Reviewing Title VI Complaints](#) received by the Town, following the adopted complaint process, and ensuring every effort is made to resolve complaints at the lowest level possible. Maintaining permanent records in a secure location, which include, but are not limited to Title VI Complaint logs, documentation, correspondence, and investigations.
- [Preparing an annual Title VI Compliance Report](#) that documents progress, accomplishments, and/or challenges to implementing the Title VI Plan in the previous year, as well as new goals for the upcoming year.
- [Updating the Title VI Plan](#) on an annual basis per changes in federal laws, rules, and regulations, or to reflect items discussed in the Title VI Compliance Report. The updated Title VI Plan and Title VI Compliance Report will come before Town Council at the end of each fall council session.

### Departmental Responsibilities

Each Town of Carrboro Department, with support from the Title VI Coordinator, is responsible for Title VI compliance. Departmental responsibilities include:

- [Collecting and Analyzing Data](#) regarding participants in, and beneficiaries of, a department’s programs, activities, and services when conducting surveys, questionnaires, and other outreach efforts. Evaluating the data to determine department program or investment benefits and

## Town of Carrboro – Title VI Plan

burdens to affected populations, including persons protected by Title VI and other nondiscrimination statutes.

- Ensuring Involvement of All Stakeholders in important departmental planning and project decisions through community outreach and public involvement efforts.
- Providing LEP/Language Access to ensure department programs, services, and activities are accessible to LEP persons.
- Ensuring Environmental Justice by considering any potential disproportionate adverse human health and environmental impacts, including social and economic, by any Town project, program, service, or activity on minority and low-income populations.
- Ensuring Dissemination of Title VI Information in a manner that guarantees the public are aware of their rights. For example, Title VI notice language should be included in all applicable departmental documents and public meeting materials.
- Ensuring Departmental Compliance with Title VI when formulating policies, implementing plans, or executing contracts. Reviewing the Title VI Plan with department staff, contractors, and subrecipients. Working proactively with department staff to prevent disparities and take corrective action when necessary. If complaints arise, advise the Title VI Coordinator and work to resolve complaints.
- Submitting an annual Title VI Departmental Compliance Form concerning these responsibilities in a format directed by the Title VI Coordinator for inclusion in the annual Title VI Compliance Report.

## IV. Public Involvement Requirements

### Public Involvement Policy Statement

It is the policy of the Town of Carrboro to involve the public in important decisions by providing for early, open, and continuous public participation in and access to key planning and project decision-making processes. The Town of Carrboro is committed to improving communications with its external stakeholders and internally throughout the organization.

### Authorities

Federal statutory requirements mandate that the content and considerations of Title VI, Executive Order 13166, and other Department of Transportation guidance must be integrated into each recipient's public participation plan (FTA C 4702.1B). Recipients have flexibility in determining how to conduct public participation activities, based on demographic analysis and resources, while ensuring efforts to involve minority and LEP populations.

49 CFR Section 21.5(b)(1)(vii) prohibits denying a person the opportunity to participate in a planning or advisory body based on race, color, or national origin. Recipients with non-elected planning or transportation related boards or committees must provide a table showing the racial breakdown of members and describe efforts to encourage minority participation.

### Inclusive Carrboro Plan

The Carrboro Town Council adopted the [\*Inclusive Carrboro Communications & Community Engagement Plan\*](#) in August 2020, which provides strategies for how the Town of Carrboro can effectively educate,

## Town of Carrboro – Title VI Plan

inform, and engage with communities about programs, services, and activities, as well as opportunities for leadership. The plan guides the Town’s public involvement efforts by placing particular attention on alleviating barriers for people of color, immigrant, refugee, and other marginalized communities.

The Town will continually evaluate its communications and community engagement strategies, employing best practices to adhere to federal guidance and foster meaningful public involvement from traditionally underrepresented persons.

### Representation on Advisory Boards and Commissions

As outlined in the [Town of Carrboro Advisory Board Recruitment and Appointment Policy](#) (2021), the Carrboro Town Council is committed to appointing members who represent the ethnic, cultural, demographic, and geographic diversity of the community. The Town Council has a specific goal of promoting racial and ethnic diversity on advisory boards. To achieve this, the Town Clerk will bring forth applications to expand the racial and ethnic composition of the existing advisory board. If no applications exist that will expand the racial or ethnic diversity of the advisory board, the Town Clerk will notify the Town Council of the lack of racially or ethnically diverse applicants and at such time request that the Town Council work to recruit additional applicants.

Please refer to the latest Title VI Compliance Report for the demographic breakdown of advisory board and commission membership.

## V. Limited English Proficiency Requirements

### Limited English Proficiency Policy Statement

It is the policy of the Town of Carrboro to take reasonable steps to provide meaningful access to its programs, services, and activities for any individual who prefers to speak, read, or use a language other than English. Staff will inform community members of their right to free language services and secure these services when they are needed.

### Authority

Executive Order 13166 – Improving Access to Services or Persons with LEP (2011) requires recipients to take reasonable steps to ensure meaningful access to benefits, services, information, and other important portions of their programs and activities for individuals who are LEP. Consequently, it aims to prevent discrimination based on national origin in violation of Title VI and its regulations.

### Language Access Plan

The Carrboro Town Council adopted the [Language Access Plan](#) (LAP) in April 2024 to ensure compliance with federal requirements. The LAP establishes policies and procedures to ensure that residents with LEP have meaningful access to Town services, information, and civic opportunities.

Approximately 15.6% of Carrboro residents speak a language other than English, with Spanish being the most spoken followed by Chinese (Mandarin and Cantonese), Korean, Karen, Burmese, and Arabic. Speakers of these languages demonstrate various levels of English language proficiency, but in total, around 6.5% of Carrboro residents speak English less than “very well.”

Given this, each of these languages will appear in translated notices of available language services that are available to Town residents at no cost. The Town will also focus on securing translation of vital documents and in-person interpretation for Spanish speakers and identify language service providers who can translate and interpret for the other languages on request and, where possible, on demand. Town staff will continue to monitor and evaluate language access efforts based on requests for LEP assistance and adjust as needed to remain in compliance with federal regulations.

## **VI. Environmental Justice Requirements**

### **Environmental Justice Policy Statement**

It is the policy of the Town of Carrboro to consider whether any Town decision, program, service, activity, or benefit results in a potential disproportionate adverse human health and environmental effect, including social and economic effects, on communities of color, low-income persons, or other population groups underrepresented in public processes.

### **Site and Facility Location Policy Statement**

It is the policy of the Town of Carrboro to not make selection of a site or location of a facility for participants in and beneficiaries of the Town's federal aid program if that selection could exclude individuals from participation in, deny them benefits of, or subject them to discrimination on grounds of race, color, or national origin, or could substantially undermine the goals of the Title VI Nondiscrimination Policy.

### **Authorities**

Executive Order 12898 – Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (1994) directs federal aid recipients to identify and address, as appropriate, disproportionately high adverse human health and environmental effects of their programs, services, and activities on minority and low-income populations.

FTA C. 4702.1B requires that when selecting facility sites, recipients must not exclude or discriminate against individuals based on race, color, or national origin, as per 49 CFR Section 21.9(b)3. For the purposes of this requirement, "facilities" include, but are not limited to the construction and/or leasing activities of storage facilities, maintenance facilities, or operations centers. Facilities do not include bus shelters, transit stations, or power substations, as those are evaluated through the National Environmental Policy Act (NEPA) process.

The requirement for a Title VI Equity Analysis applies to projects requiring land acquisition and the displacement of persons from their residences and businesses. Should this occur, recipients must engage in outreach to persons potentially impacted by the siting of facilities and complete a Title VI Equity Analysis that compares the impacts of various site alternatives prior to the selection of the preferred site. If a recipient conducted a similar analysis during the NEPA process, then this can be utilized towards the Title VI Equity Analysis requirement.

## Compliance Efforts to Date

### Community Climate Action Plan

The [Community Climate Action Plan](#) was adopted by Town Council in January 2017 and updated in October 2020 with renewed emphasis on race and equity. The plan provides recommendations to reduce greenhouse gas emissions, raise the community’s awareness of and involvement in solutions to global climate change, and enhance ecosystem resilience. As it concerns the purposes of Title VI, the plan explicitly names that environmental justice and climate equity must be pursued in all aspects of implementation using racial equity toolkits and impact assessments when developing, implementing, and evaluating initiatives.

### Carrboro Connects Comprehensive Plan

The [Carrboro Connects Comprehensive Plan](#) was adopted by Town Council in July 2022 and provides visions, goals, strategies, and projects concerning affordable housing; economic sustainability; environment transportation; green infrastructure; recreation, parks, and culture; land use; and public services over the next 20 years. The plan was created with a commitment to community engagement and specifies the importance of including groups that may have not been involved in the Town’s programs, services, and activities previously.

As such, *Carrboro Connects* is built on a foundation of race and equity and climate action, meaning that these elements are woven into every part of the plan. In addition to outlining how strategies and projects integrate aspects of environmental justice or equitable facility siting into the intended outcomes, the plan also identifies opportunities for evaluating the impacts against these commitments throughout implementation.

### Race & Equity Action Plan

Carrboro Town Council adopted the [Race & Equity Action Plan: Weaving Racial Equity in Town Governance](#) (REAP) in October 2023. The REAP provides an overview of the Town’s race and equity journey and a blueprint for advancing the work through 2025. The REAP builds off years of collaborative efforts with the [Government Alliance on Race and Equity](#) (GARE) and the [OneOrange Collaborative](#), which aim to identify and address implicit biases to ensure that race no longer can be used to predict life outcomes.

One of the ways that the Town works to achieve this goal is by completing racial equity assessments on policies, practices, and procedures. Town Staff identified over 80 policies, practices, and procedures to go through the racial equity assessment lens (REAL) process which involves answering a series of questions that attempt to understand how communities of color and other marginalized population groups are affected by short- and long-term government decisions. The REAL places particular attention on the social, economic, health, and environmental impacts of an initiative and opportunities to mitigate burdens or unintended consequences. When completed, REALs are attached to related Town Council Agenda Items to bring the staff analysis into the legislative decision-making process.

By identifying any potential adverse impacts on BIPOC and low-income communities and considering mitigation plans, the Town of Carrboro intends to reduce environmental injustice and ensure facilities siting is not discriminatory.

## VII. Title VI Complaint Process & Procedures

For clarity and consistency, the following Title VI Complaint Process & Procedures are adapted from those used by NCDOT. These procedures are encouraged, but they are not a prerequisite to filing a timely Title VI complaint with the applicable state or federal agency having jurisdiction over the complaint.

### Eligibility

Any person or class of persons who believes they have been excluded from participation in, denied the benefits of, or otherwise subjected to discrimination under any program, services, or activity administered or funded by the Town of Carrboro on the basis of race, color, national origin, limited English proficiency, sex, gender identity or expression, sexual orientation, age, disability, familial status, pregnancy, income level, National Guard or veteran status, or religion, have the right to file a complaint with the Town of Carrboro Title VI Coordinator. The law also prohibits intimidation or retaliation against anyone who files a complaint.

### Applicability

These complaint procedures apply *solely* to programs, services, and activities administered or funded by the Town of Carrboro. This includes matters of discrimination involving Town of Carrboro staff and subrecipients/contractors. Discrimination cases involving non-governmental institutions (e.g., restaurants, private businesses, etc.) or disputes between community members fall outside the scope of Title VI and the Town of Carrboro's jurisdiction.

These complaint procedures also apply *solely* to community members outside the organization. Town of Carrboro employees who feel they have been discriminated against at work should refer to the grievance procedures as described in Chapter 4, Article 10 of the Town of Carrboro Code or contact the Equal Employment Opportunity Commission. Internal Equal Employment Opportunity complaints are not covered by this Title VI process.

### Filing Options and Time Limits

Complaints may be filed by the affected individual(s) or a representative and should be filed no later than 180 calendar days after the following:

- The date of the alleged act of discrimination,
- The date when the person(s) became aware of the alleged discrimination, or
- Where there has been a continuing course of conduct, the date on which that conduct was discontinued or the latest instance of the conduct.

Title VI and related discrimination complaints may be submitted to any of the entities listed below in Table 7.1. The Town of Carrboro encourages resolving complaints at the lowest possible level. Even if a complaint is filed with the Town of Carrboro Title VI Coordinator, complaints filed with these other agencies must also meet their time limits for filing (e.g., 180 days for the US Department of Justice).

**Town of Carrboro – Title VI Plan**

Table 7.1 – Title VI Contact Information

Agency	Contact Information
<b>Town of Carrboro</b>	Title VI Coordinator 301 W. Main Street Carrboro, NC 27510 Phone: 919-918-7380 Email: <a href="mailto:titlevi@carrboronc.gov">titlevi@carrboronc.gov</a>
<b>North Carolina Department of Transportation</b>	Office of Civil Rights 1511 Mail Service Center Raleigh, NC 27699-1511 Phone: 984-236-1211
<b>US Department of Transportation</b>	Departmental Office of Civil Rights 1200 New Jersey Ave, S.E. Washington, DC 20590 Phone: 202-366-4648
<b>Federal Highway Administration</b>	Office of Civil Rights 1200 New Jersey Avenue, S.E. Washington, DC 20690 Phone: 202-366-4000
<b>Federal Highway Administration</b>	North Carolina Division 310 New Bern Avenue, Suite 410 Raleigh, NC 27601 Phone: 919-747-7010
<b>Federal Transit Administration</b>	Office of Civil Rights 1200 New Jersey Avenue, S.E. Washington, DC 20590 Phone: 888-446-4511
<b>Federal Motor Carrier Safety Administration</b>	Civil Rights – Information Line 1200 new Jersey Avenue, S.E. Washington, DC 20590 Phone: 800-832-5660
<b>Federal Aviation Administration</b>	Office of Civil Rights 800 Independence Avenue, S.W. Washington, DC 20591 Phone: 202-267-3258
<b>US Department of Justice</b>	Civil Rights Division 950 Pennsylvania Division, N.W. Office of the Assistant AG, Main Washington, DC 20530 Phone: 202-514-3847

**Format for Complaints**

Title VI complaints may be filed with the Town of Carrboro Title VI coordinator via mail, email, telephone, or hand delivery. Complainants are encouraged to complete and sign the Town of Carrboro Title VI Complaint Form and Town of Carrboro Title VI Complainant Consent/Release Form. Electronic

## Town of Carrboro – Title VI Plan

copies of these forms are available on the Town website for download and physical copies can be collected at Carrboro Town Hall. The forms are also included as Appendices D and E of this Title VI Plan.

Complaints submitted directly to Town of Carrboro departments will be forwarded to the Title VI Coordinator for intake. Allegations received by telephone will be produced in writing on a complaint form and provided to the complainant for confirmation or revision, and signature or acknowledgement before processing. Allegations sent by email will not be processed until the identity of the complainant and the intent to proceed with the complaint have been established. An emailed complaint must be signed or acknowledged before processing.

### Complaint Basis

Allegations must involve issues of discrimination in programs, services, or activities administered or funded by the Town of Carrboro on the basis of race, color, national origin, limited English proficiency, sex, gender identity or expression, sexual orientation, age, disability, familial status, pregnancy, income level, National Guard or veteran status, or religion, as provided by Title VI of the Civil Rights Act of 1964 and other federal nondiscrimination authorities. Table 7.2 is provided to offer how the federal government defines these protected classes and their pertinent statutes. For more information, see Appendices A and C.

Table 7.2 – Legal Basis for Complaints

Protected Categories	Definition	Federal Nondiscrimination Authorities	
		FHWA	FTA
<b>Race</b>	A person belonging to a racial group; or the perception, based on physical characteristics (e.g., skin color, facial features, and hair texture) that a person is a member of a racial group	Title VI of the Civil Rights Act of 1964; 49 CFR Part 21; 23 CFR 200	Title VI of the Civil Rights Act of 1964; 49 CFR Part 21; Circular 4702.1B
<b>Color</b>	Color of skin, including shade of skin within a racial group		
<b>National Origin</b>	Place of birth. Citizenship is not a factor.		
<b>Limited English Proficiency</b>	Discrimination based on language or person’s accent.	Executive Order 13166	
<b>Income level</b>	A person or household determined to be low-income.	Executive Order 12898	
<b>Sex</b>	The sex of an individual. Note: Under these statutes and regulations, sex does not include sexual orientation or gender identity/expression.	1973 Federal-Aid Highway Act	Title IX of the Education Amendments of 1972
<b>Sexual Orientation*</b>	A person’s identity in relation to the gender(s) to which they are sexually attracted	Title VII of the Civil Rights Act of 1964 (see <i>Bostock v. Clayton County, GA</i> ); Title VIII of the Civil Rights Act of 1968 (Fair Housing Act)	
<b>Gender Identity or Expression*</b>	One’s self-identification and/or expression		

## Town of Carrboro – Title VI Plan

<b>Familial Status*</b>	The presence of at least one person under 18 years old in the household, including pregnant persons and those securing legal custody of a child	Title VIII of the Civil Rights Act of 1968 (Fair Housing Act)
<b>Pregnancy*</b>	A person who is experiencing a current pregnancy, past pregnancy, potential pregnancy, medical conditions related to pregnancy or childbirth	Title VII of the Civil Rights Act of 1964; Pregnancy Discrimination Act of 1978
<b>National Guard or Veteran Status*</b>	A person who has served in the military, naval, or air service	Uniformed Services Employment and Reemployment Rights Act of 1994; Vietnam Era Veterans' Readjustment Assistance Act of 1974
<b>Age</b>	A person of any age	Age Discrimination Act of 1975
<b>Disability</b>	Physical or mental impairment, permanent or temporary, real or perceived	Section 504 of the Rehabilitation Act of 1973; Americans with Disabilities Act of 1990
<b>Religion*</b>	Creed. A person belonging to a religious group; or the perception, based usually on distinguishable characteristics that a person is a member of a religious group	Title VIII of the Civil Rights Act of 1968 (Fair Housing Act); 49 USC 47123 (FAA); 49 USC 5332

*\*Note: Protections for federal protected categories including familial status, gender identity or expression, National Guard or veteran status, pregnancy, sexual orientation, and religion, are limited to discrimination cases involving employment, fair housing, or specific transportation programs under Title VI. Discrimination protections under Title VII of the Civil Rights Act of 1964 focus on employment issues. As these Title VI complaint procedures are intended for community members outside the organization, complaints from the public about employment discrimination should be directed to the Equal Employment Opportunity Commission (EEOC) or related federal agency.*

### Complaint Receipt and Response

The Title VI Coordinator will provide written acknowledgement via registered mail of a complaint within ten calendar days.

The Title VI Coordinator will review the complaint upon receipt to ensure the required information was provided, the complaint was timely filed, and jurisdictional requirements were met.

- If the complaint is complete and no additional information is needed, the Title VI Coordinator will send the complainant a letter of acceptance as well as a Title VI Complainant Consent/Release Form if not submitted along with the complaint.
- If the complaint is incomplete, the complainant will be contacted in writing to obtain the needed information. Failure to respond and/or provide the requested information within 15 calendar days may be considered good cause for a determination of no investigative merit.

Within fifteen calendar days of receiving the complaint, the Title VI Coordinator will determine the Town's jurisdiction in pursuing the matter and whether the complaint has sufficient merit to warrant investigation. Within five days of this decision, the Title VI Coordinator will notify the complainant and

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the respondent (the person(s) against whom the complainant has filed the complaint) via registered mail, starting the decision.

- If the decision is not to investigate the complaint, the notification shall specifically state the reasons for the decision.
- If the decision is to investigate the complaint, the notification shall state the grounds of the Town’s jurisdiction and require the complainant’s full cooperation in assisting the investigator.
- Interviews may be recorded during the investigation. Consent to record may be required if the interviewee is located outside of North Carolina.

The Title VI Coordinator will attempt to resolve all discrimination complaints within 60 days of accepting the complaint for investigation. Every effort will be made to obtain early resolution of complaints at the lowest level possible. The option of informal mediation between the affected party and respondent may be utilized for resolution.

### Appealing a Title VI Decision

If a complainant or affected party is not satisfied with the results of the investigation or the resolution of the complaint, the complainant or affected party may appeal the decision to the Carrboro Town Manager. The Title VI Coordinator’s decision will be upheld unless the Town Manager finds that it constitutes an abuse of discretion.

Following the appeal decision, the Town Manager shall inform the complainant or affected party of the right to file a complaint directly with the US Department of Justice (or other agency) by filling out their compliant form or calling the Title VI Hotline at 1-888-TITLE-06. The appeal must be filed by the 180-day deadline established by the US Department of Justice.

## VIII. 2026 Title VI Work Plan

The 2026 work plan builds on the foundation established during the first year of Title VI Plan implementation. It outlines key goals and actions to advance compliance across Town operations.

### 1. Information Dissemination

- Goal: Ensure consistent, accessible communication of Title VI rights and responsibilities
- Actions:
  - Standardize nondiscrimination and accommodation language across all printed and digital materials
  - Align messaging with related initiatives, including the Language Access Plan, Race & Equity Action Plan, and ADA Transition Plan

### 2. Staff Training

- Goal: Achieve full staff understanding of Title VI responsibilities
- Actions:
  - Continue mandatory Title VI training for all full-time employees
  - Track and verify 100% staff completion
  - Integrate Title VI training into onboarding for new hires
  - Consider how to train part-time employees

## Town of Carrboro – Title VI Plan

### 3. Contract Compliance

- Goal: Strengthen Title VI compliance in service delivery
- Actions:
  - Implement newly revised service contracts (federal and non-federal)
  - Identify effective ways to train or inform contractors about their Title VI responsibilities (i.e. onboarding materials, briefings, guidance documents)

### 4. Departmental Reporting

- Goal: Improve monitoring and accountability across departments
- Actions:
  - Refine the Title VI Departmental Compliance Form and reporting process
  - Explore integration with other nondiscrimination tracking systems (Language Access, Race & Equity, ADA)

### 5. Cross-Initiative Alignment

- Goal: Promote a unified approach to nondiscrimination across Town operations
- Actions:
  - Continue workgroup collaboration to assess and align current and future nondiscrimination initiatives
  - Identify opportunities for shared goals, data collection, and implementation strategies

Implementation will begin immediately upon re-adoption of the Title VI Plan. Progress will be documented in the next annual Title VI Compliance Report and the updated Title VI Plan, scheduled for Town Council review in November 2026.

## IX. Appendices

### Appendix A. USDOT Standard Title VI/Nondiscrimination Assurances

#### United States Department of Transportation

#### STANDARD TITLE VI/NONDISCRIMINATION ASSURANCES

DOT Order No. 1050.2A

The *Town of Carrboro* (herein referred to as the "Recipient"), **HEREBY AGREES THAT**, as a condition to receiving any Federal financial assistance from the U.S. Department of Transportation (DOT), through **Federal Highway Administration (FHWA)**, is subject to and will comply with the following:

#### Statutory/Regulatory Authorities

- Title VI of the Civil Rights Act of 1964 (42 U.S.C. § 2000d et seq., 78 stat. 252), (prohibits discrimination on the basis of race, color, national origin);
- 49 C.F.R. Part 21 (entitled Nondiscrimination In Federally-Assisted Programs Of The Department Of Transportation-Effectuation Of Title VI Of The Civil Rights Act Of 1964);
- 28 C.F.R. section 50.3 (U.S. Department of Justice Guidelines for Enforcement of Title VI of the Civil Rights Act of 1964).

The preceding statutory and regulatory cites hereinafter are referred to as the "Acts" and "Regulations," respectively.

#### General Assurances

In accordance with the Acts, the Regulations, and other pertinent directives, circulars, policy, memoranda, and/or guidance, the Recipient hereby gives assurance that it will promptly take any measures necessary to ensure that:

*"No person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity, for which the Recipient receives Federal financial assistance from DOT, including the Federal Highway Administration."*

The Civil Rights Restoration Act of 1987 clarified the original intent of Congress, with respect to Title VI and other Nondiscrimination requirements (The Age Discrimination Act of 1975, and Section 504 of the Rehabilitation Act of 1973), by restoring the broad, institutional-wide scope and coverage of these nondiscrimination statutes and requirements to include all programs and activities of the Recipient, so long as any portion of the program is Federally assisted.

#### Specific Assurances

More specifically, and without limiting the above general Assurance, the Recipient agrees with and gives the following Assurances with respect to its Federally assisted **Federal-Aid Highway Program**:

1. The Recipient agrees that each "activity," "facility," or "program," as defined in §§ 21.23(b) and 21.23(e) of 49 C.F.R. § 21 will be (with regard to an "activity") facilitated, or will be (with regard to a

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"facility") operated, or will be (with regard to a "program") conducted in compliance with all requirements imposed by, or pursuant to the Acts and the Regulations.

2. The Recipient will insert the following notification in all solicitations for bids, Requests For Proposals for work, or material subject to the Acts and the Regulations made in connection with all Federal-Aid Highway Program and, in adapted form, in all proposals for negotiated agreements regardless of funding source:

*"The North Carolina Department of Transportation, in accordance with the provisions of Title VI of the Civil Rights Act of 1964 (78 Stat. 252, 42 U.S.C. §§ 2000d to 2000d-4) and the Regulations, hereby notifies all bidders that it will affirmatively ensure that any contract entered into pursuant to this advertisement, disadvantaged business enterprises will be afforded full and fair opportunity to submit bids in response to this invitation and will not be discriminated against on the grounds of race, color, or national origin in consideration for an award."*
3. The Recipient will insert the clauses of Attachment A and E of this Assurance in every contract or agreement subject to the Acts and the Regulations.
4. The Recipient will insert the clauses of Attachment B of this Assurance, as a covenant running with the land, in any deed from the United States effecting or recording a transfer of real property, structures, use, or improvements thereon or interest therein to a Recipient.
5. That where the Recipient receives Federal financial assistance to construct a facility, or part of a facility, the Assurance will extend to the entire facility and facilities operated in connection therewith.
6. That where the Recipient receives Federal financial assistance in the form, or for the acquisition of real property or an interest in real property, the Assurance will extend to rights to space on, over, or under such property.
7. That the Recipient will include the clauses set forth in Attachment C and Attachment D of this Assurance, as a covenant running with the land, in any future deeds, leases, licenses, permits, or similar instruments entered into by the Recipient with other parties:
  - a. for the subsequent transfer of real property acquired or improved under the applicable activity, project, or program; and
  - b. for the construction or use of, or access to, space on, over, or under real property acquired or improved under the applicable activity, project, or program.
8. That this Assurance obligates the Recipient for the period during which Federal financial assistance is extended to the program, except where the Federal financial assistance is to provide, or is in the form of, personal property, or real property, or interest therein, or structures or improvements thereon, in which case the Assurance obligates the Recipient, or any transferee for the longer of the following periods:
  - a. the period during which the property is used for a purpose for which the Federal financial assistance is extended, or for another purpose involving the provision of similar services or benefits; or
  - b. the period during which the Recipient retains ownership or possession of the property.
9. The Recipient will provide for such methods of administration for the program as are found by the Secretary of Transportation or the official to whom he/she delegates specific authority to give

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reasonable guarantee that it, other recipients, sub-recipients, sub-grantees, contractors, subcontractors, consultants, transferees, successors in interest, and other participants of Federal financial assistance under such program will comply with all requirements imposed or pursuant to the Acts, the Regulations, and this Assurance.

- 10. The Recipient agrees that the United States has a right to seek judicial enforcement with regard to any matter arising under the Acts, the Regulations, and this Assurance.

By signing this ASSURANCE, the *North Carolina Department of Transportation* also agrees to comply (and require any sub-recipients, sub-grantees, contractors, successors, transferees, and/or assignees to comply) with all applicable provisions governing the **FHWA** access to records, accounts, documents, information, facilities, and staff. You also recognize that you must comply with any program or compliance reviews, and/or complaint investigations conducted by the **FHWA**. You must keep records, reports, and submit the material for review upon request to **FHWA**, or its designee in a timely, complete, and accurate way. Additionally, you must comply with all other reporting, data collection, and evaluation requirements, as prescribed by law or detailed in program guidance.

The *North Carolina Department of Transportation* gives this ASSURANCE in consideration of and for obtaining any Federal grants, loans, contracts, agreements, property, and/or discounts, or other Federal-aid and Federal financial assistance extended after the date hereof to the recipients by the U.S. Department of Transportation under the **Federal-Aid Highway Program**. This ASSURANCE is binding on the *State of North Carolina*, other recipients, sub-recipients, sub-grantees, contractors, subcontractors and their subcontractors', transferees, successors in interest, and any other participants in the **Federal-Aid Highway Program**. The person(s) signing below is authorized to sign this ASSURANCE on behalf of the Recipient.

Town of Carrboro

By \_\_\_\_\_

Patrice Toney  
Town Manager

DATED \_\_\_\_\_

## Town of Carrboro – Title VI Plan

### ATTACHMENT A

During the performance of this contract, the contractor, for itself, its assignees, and successors in interest (hereinafter referred to as the "contractor") agrees as follows:

1. **Compliance with Regulations:** The contractor (hereinafter includes consultants) will comply with the Acts and the Regulations relative to Nondiscrimination in Federally-assisted programs of the U.S. Department of Transportation, Federal Highway Administration (FHWA), as they may be amended from time to time, which are herein incorporated by reference and made a part of this contract.
2. **Nondiscrimination:** The contractor, with regard to the work performed by it during the contract, will not discriminate on the grounds of race, color, or national origin in the selection and retention of subcontractors, including procurements of materials and leases of equipment. The contractor will not participate directly or indirectly in the discrimination prohibited by the Acts and the Regulations, including employment practices when the contract covers any activity, project, or program set forth in Attachment B of 49 CFR Part 21.
3. **Solicitations for Subcontracts, Including Procurements of Materials and Equipment:** In all solicitations, either by competitive bidding, or negotiation made by the contractor for work to be performed under a subcontract, including procurements of materials, or leases of equipment, each potential subcontractor or supplier will be notified by the contractor of the contractor's obligations under this contract and the Acts and the Regulations relative to Nondiscrimination on the grounds of race, color, or national origin.
4. **Information and Reports:** The contractor will provide all information and reports required by the Acts, the Regulations, and directives issued pursuant thereto and will permit access to its books, records, accounts, other sources of information, and its facilities as may be determined by the Recipient or the FHWA to be pertinent to ascertain compliance with such Acts, Regulations, and instructions. Where any information required of a contractor is in the exclusive possession of another who fails or refuses to furnish the information, the contractor will so certify to the Recipient or the FHWA, as appropriate, and will set forth what efforts it has made to obtain the information.
5. **Sanctions for Noncompliance:** In the event of a contractor's noncompliance with the Non discrimination provisions of this contract, the Recipient will impose such contract sanctions as it or the FHWA may determine to be appropriate, including, but not limited to:
  - a. withholding payments to the contractor under the contract until the contractor complies; and/or
  - b. cancelling, terminating, or suspending a contract, in whole or in part.
6. **Incorporation of Provisions:** The contractor will include the provisions of paragraphs one through six in every subcontract, including procurements of materials and leases of equipment, unless exempt by the Acts, the Regulations and directives issued pursuant thereto. The contractor will take action with respect to any subcontract or procurement as the Recipient or the FHWA may direct as a means of enforcing such provisions including sanctions for noncompliance. Provided, that if the contractor becomes involved in, or is threatened with litigation by a subcontractor, or supplier because of such direction, the contractor may request the Recipient to enter into any litigation to protect the interests of the Recipient. In addition, the contractor may request the United States to enter into the litigation to protect the interests of the United States.

**ATTACHMENT B: CLAUSES FOR DEEDS TRANSFERRING UNITED STATES PROPERTY**

The following clauses will be included in deeds effecting or recording the transfer of real property, structures, or improvements thereon, or granting interest therein from the United States pursuant to the provisions of Assurance 4:

NOW, THEREFORE, the U.S. Department of Transportation as authorized by law and upon the condition that the *North Carolina Department of Transportation (NCDOT)* will accept title to the lands and maintain the project constructed thereon in accordance with the *North Carolina General Assembly*, the Regulations for the Administration of the Federal-Aid Highway Program, and the policies and procedures prescribed by the Federal Highway Administration of the U.S. Department of Transportation in accordance and in compliance with all requirements imposed by Title 49, Code of Federal Regulations, U.S. Department of Transportation, Subtitle A, Office of the Secretary, Part 21, Nondiscrimination in Federally-assisted programs of the U.S Department of Transportation pertaining to and effectuating the provisions of Title VI of the Civil Rights Act of 1964 (78 Stat. 252; 42 U.S.C. § 2000d to 2000d-4), does hereby remise, release, quitclaim and convey unto the *NCDOT* all the right, title and interest of the U.S. Department of Transportation in and to said lands described in Exhibit A attached hereto and made a part hereof.

**(HABENDUM CLAUSE)**

**TO HAVE AND TO HOLD** said lands and interests therein unto the *North Carolina Department of Transportation (NCDOT)* and its successors forever, subject, however, to the covenants, conditions, restrictions and reservations herein contained as follows, which will remain in effect for the period during which the real property or structures are used for a purpose for which Federal financial assistance is extended or for another purpose involving the provision of similar services or benefits and will be binding on the *NCDOT*, its successors and assigns.

The *NCDOT*, in consideration of the conveyance of said lands and interests in lands, does hereby covenant and agree as a covenant running with the land for itself, its successors and assigns, that (1) no person will on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination with regard to any facility located wholly or in part on, over, or under such lands hereby conveyed [,] [and]\* (2) that the *NCDOT* will use the lands and interests in lands and interests in lands so conveyed, in compliance with all requirements imposed by or pursuant to Title 49, Code of Federal Regulations, U.S. Department of Transportation, Subtitle A, Office of the Secretary, Part 21, Nondiscrimination in Federally-assisted programs of the U.S. Department of Transportation, Effectuation of Title VI of the Civil Rights Act of 1964, and as said Regulations and Acts may be amended [,] and (3) that in the event of breach of any of the above-mentioned nondiscrimination conditions, the Department will have a right to enter or re-enter said lands and facilities on said land, and that above described land and facilities will thereon revert to and vest in and become the absolute property of the U.S. Department of Transportation and its assigns as such interest existed prior to this instruction].\*

(\*Reverter clause and related language to be used only when it is determined that such a clause is necessary in order to make clear the purpose of Title VI.)

**ATTACHMENT C: CLAUSES FOR TRANSFER OF REAL PROPERTY ACQUIRED OR IMPROVED UNDER THE ACTIVITY, FACILITY, OR PROGRAM**

The following clauses will be included in deeds, licenses, leases, permits, or similar instruments entered into by the *North Carolina Department of Transportation (NCDOT)* pursuant to the provisions of Assurance 7(a):

- A. The (grantee, lessee, permittee, etc. as appropriate) for himself/herself, his/her heirs, personal representatives, successors in interest, and assigns, as a part of the consideration hereof, does hereby covenant and agree [in the case of deeds and leases add "as a covenant running with the land"] that:
  - 1. In the event facilities are constructed, maintained, or otherwise operated on the property described in this (deed, license, lease, permit, etc.) for a purpose for which a U.S. Department of Transportation activity, facility, or program is extended or for another purpose involving the provision of similar services or benefits, the (grantee, licensee, lessee, permittee, etc.) will maintain and operate such facilities and services in compliance with all requirements imposed by the Acts and Regulations (as may be amended) such that no person on the grounds of race, color, or national origin, will be excluded from participation in, denied the benefits of, or be otherwise subjected to discrimination in the use of said facilities.
- B. With respect to licenses, leases, permits, etc., in the event of breach of any of the above Nondiscrimination covenants, the *NCDOT* will have the right to terminate the (lease, license, permit, etc.) and to enter, re-enter, and repossess said lands and facilities thereon, and hold the same as if the (lease, license, permit, etc.) had never been made or issued.\*
- C. With respect to a deed, in the event of breach of any of the above Nondiscrimination covenants, the *NCDOT* will have the right to enter or re-enter the lands and facilities thereon, and the above described lands and facilities will there upon revert to and vest in and become the absolute property of the *NCDOT* and its assigns.\*

(\*Reverter clause and related language to be used only when it is determined that such a clause is necessary to make clear the purpose of Title VI.)

**Town of Carrboro – Title VI Plan**

**ATTACHMENT D: CLAUSES FOR CONSTRUCTION/USE/ACCESS TO REAL PROPERTY ACQUIRED UNDER THE ACTIVITY, FACILITY OR PROGRAM**

The following clauses will be included in deeds, licenses, permits, or similar instruments/agreements entered into by the *North Carolina Department of Transportation (NCDOT)* pursuant to the provisions of Assurance 7(b):

- A. The (grantee, licensee, permittee, etc., as appropriate) for himself/herself, his/her heirs, personal representatives, successors in interest, and assigns, as a part of the consideration hereof, does hereby covenant and agree (in the case of deeds and leases add, "as a covenant running with the land") that (1) no person on the ground of race, color, or national origin, will be excluded from participation in, denied the benefits of, or be otherwise subjected to discrimination in the use of said facilities, (2) that in the construction of any improvements on, over, or under such land, and the furnishing of services thereon, no person on the ground of race, color, or national origin, will be excluded from participation in, denied the benefits of, or otherwise be subjected to discrimination, (3) that the (grantee, licensee, lessee, permittee, etc.) will use the premises in compliance with all other requirements imposed by or pursuant to the Acts and Regulations, as amended, set forth in this Assurance.
- B. With respect to (licenses, leases, permits, etc.), in the event of breach of any of the above Non discrimination covenants, the *NCDOT* will have the right to terminate the (license, permit, etc., as appropriate) and to enter or re-enter and repossess said land and the facilities thereon, and hold the same as if said (license, permit, etc., as appropriate) had never been made or issued.\*
- C. With respect to deeds, in the event of breach of any of the above Nondiscrimination covenants, the *NCDOT* will there upon revert to and vest in and become the absolute property of the *NCDOT* and its assigns.\*

(\*Reverter clause and related language to be used only when it is determined that such a clause is necessary to make clear the purpose of Title VI.)

## Town of Carrboro – Title VI Plan

### ATTACHMENT E

During the performance of this contract, the contractor, for itself, its assignees, and successors in interest (hereinafter referred to as the "contractor") agrees to comply with the following nondiscrimination statutes and authorities; including but not limited to:

#### **Pertinent Nondiscrimination Authorities:**

- Title VI of the Civil Rights Act of 1964 (42 U.S.C. § 2000d et seq., 78 stat. 252), (prohibits discrimination on the basis of race, color, national origin); and 49 CFR Part 21.
- The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, (42 U.S.C. § 4601), (prohibits unfair treatment of persons displaced or whose property has been acquired because of Federal or Federal-aid programs and projects);
- Federal-Aid Highway Act of 1973, (23 U.S.C. § 324 et seq.), (prohibits discrimination on the basis of sex);
- Section 504 of the Rehabilitation Act of 1973, (29 U.S.C. § 794 et seq.), as amended, (prohibits discrimination on the basis of disability); and 49 CFR Part 27;
- The Age Discrimination Act of 1975, as amended, (42 U.S.C. § 6101 et seq.), (prohibits discrimination on the basis of age);
- Airport and Airway Improvement Act of 1982, (49 USC § 471, Section 47123), as amended, (prohibits discrimination based on race, creed, color, national origin, or sex);
- The Civil Rights Restoration Act of 1987, (PL 100-209), (Broadened the scope, coverage and applicability of Title VI of the Civil Rights Act of 1964, The Age Discrimination Act of 1975 and Section 504 of the Rehabilitation Act of 1973, by expanding the definition of the terms "programs or activities" to include all of the programs or activities of the Federal-aid recipients, sub-recipients and contractors, whether such programs or activities are Federally funded or not);
- Titles II and III of the Americans with Disabilities Act, which prohibit discrimination on the basis of disability in the operation of public entities, public and private transportation systems, places of public accommodation, and certain testing entities (42 U.S.C. §§ 12131-12189) as implemented by Department of Transportation regulations at 49 C.F.R. parts 37 and 38;
- The Federal Aviation Administration's Nondiscrimination statute (49 U.S.C. § 47123) (prohibits discrimination on the basis of race, color, national origin, and sex);
- Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, which ensures Nondiscrimination against minority populations by discouraging programs, policies, and activities with disproportionately high and adverse human health or environmental effects on minority and low-income populations;
- Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency, and resulting agency guidance, national origin discrimination includes discrimination because of Limited English proficiency (LEP). To ensure compliance with Title VI, you must take reasonable steps to ensure that LEP persons have meaningful access to your programs (70 Fed. Reg. at 74087 to 74100);
- Title IX of the Education Amendments of 1972, as amended, which prohibits you from discriminating because of sex in education programs or activities (20 U.S.C. 1681 et seq).

## Appendix B. Definitions

The following definitions apply to this Title VI Plan. Definitions were adapted from GARE, OneOrange, or other Town of Carrboro resources unless otherwise stated.

- **Affected Parties/Populations:** A term used to describe persons protected against discrimination.
- **BIPOC:** Acronym that refers to Black, Indigenous, and other People of Color.
- **Communities of Color:** A term used to describe communities of people who are not identified as White, emphasizing common experiences of racism.
- **Contractor/Subcontractor:** A person, corporation, partnership, or unincorporated association that holds a direct or federally assisted contract or subcontract with the Town and is therefore subject to Title VI compliance obligations. (23 CFR 230.407(i))
- **Discrimination:** The unequal treatment of members of various groups based on race, age, sex, disability or other categories that may result in differences in provision of goods, services or opportunities.
- **Disparities:** A term used to describe a social or economic condition that's considered unfairly unequal. Examples include (1) a racial disparity in hiring, (2) a health disparity between the rich and the poor, or (3) an income disparity between men and women. Its adjective, disparate, is used to emphasize strong differences.
- **Environmental Justice:** The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. (US Environmental Protection Agency)
- **Limited English Proficiency (LEP):** Limited English proficiency (LEP) refers to individuals who cannot speak, read, write, or understand the English language at a level that permits them to interact effectively.
- **Locating and Siting Actions:** Refers to a recommendation or decision by the Town staff or the Town Council that will result in the construction of a public facility that could have adverse environmental impacts on the surrounding area.
- **Marginalized/Marginalization:** The process by which minority groups/cultures are excluded, ignored, or relegated to the outer edge of a group/society/community. A tactic used to devalue those that vary from the norm of the mainstream, sometimes to the point of denigrating them as deviant and regressive.
- **Meaningful access:** Refers to the provision of communicative assistance by the Town necessary to allow affected persons to participate in governmental services/activities.
- **Person/People of Color:** Often the preferred collective term for referring to non-White racial groups.
- **Recipient:** Refers to an entity or person to whom federal assistance is directly extended and thereby subjects them to Title VI compliance obligations. (23 CFR 200.5(n))
- **Subrecipient:** Refers to an entity or person to whom federal assistance is indirectly extended either through a recipient or another subrecipient and therefore subjects them to Title VI compliance obligations. (23 CFR 200.5(n))

## Appendix C. Selected List of Nondiscrimination Authorities

This list is provided for informational purposes and should not be considered an exhaustive list of all nondiscrimination statutes and regulations.

### Selected Town of Carrboro Resolutions and Proclamations

While not regulatory in nature, these resolutions and proclamations speak to the Town of Carrboro's efforts to ensure nondiscrimination and encourage participation in Town programs, services, and activities particularly among federally protected groups over the past five years. Many of these proclamations and resolutions are renewed annually. If so, the example provided is that of its most recent adoption by Carrboro Town Council between 2020-2025.

- [Disability Pride Proclamation](#) (2025)
- [Juneteenth Proclamation](#) (2025)
- [Pride Month Proclamation](#) (2025)
- [Sexual Assault Awareness Month Proclamation](#) (2025)
- [Transgender Day of Visibility Proclamation](#) (2025)
- [Black History Month Proclamation](#) (2025)
- [International Holocaust Remembrance Day Proclamation](#) (2025)
- [National Day of Racial Healing Proclamation](#) (2025)
- [Hispanic Heritage Month Proclamation](#) (2024)
- [Americans With Disabilities Act Day Proclamation](#) (2024)
- [A Resolution in Support of Immigrant Communities in Carrboro](#) (2024)
- [Women's History Month and International Women's Day Proclamation](#)(2024)
- [Veterans Day Proclamation](#) (2023)
- [Minority Enterprise Development Week Proclamation](#) (2023)
- [Immigrant Heritage Month Proclamation](#) (2023)
- [Resolution in Solidarity with The Carrboro LGBTQ Community](#) (2023)
- [Transgender Day of Remembrance Proclamation](#) (2021)
- [Resolution Supporting Reparations for Black Carrboro](#) (2020)
- [Women's Equality Day Proclamation](#) (2020)

### Town of Carrboro Code of Ordinances

- [Article IV, Section 4-18: Equal Employment Opportunity Policy](#). Prohibits employment discrimination based on age, race, color, religion, sex, national origin, political affiliation, non-disqualifying disability, sexual orientation, marital status, gender identity, or gender expression by the Town of Carrboro.
- [Article IV, Section 4-30: Harassment](#). Prohibits discrimination based on age, race, color, religion, sex, national origin, political affiliation, non-disqualifying disability, sexual orientation, marital status, gender identity, or gender expression.
- [Article V, Section 5-1: Housing Discrimination Prohibited](#). Prohibits housing discrimination based on race, color, religion, sex, or national origin, from real estate brokers, agents, and salespersons.
- [Article VIII, Section 8-82: Discrimination in Places of Public Accommodations Prohibited](#). Prohibits discrimination when providing public accommodations based on race, natural hair or hairstyles, ethnicity, creed, color, sex, sexual orientation, gender identity or expression, national

## Town of Carrboro – Title VI Plan

origin or ancestry, marital or familial status, pregnancy, veteran status, religious belief or non-belief, age, or disability.

- Article VIII, Section 8-83: Discrimination in Employment Prohibited. Prohibits employment discrimination based on race, natural hair or hairstyles, ethnicity, creed, color, sex, sexual orientation, gender identity or expression, national origin or ancestry, marital or familial status, pregnancy, veteran status, religious belief or non-belief, age, or disability.

### Selected North Carolina General Statutes

- NC G.S. 126-16. Equal Employment Opportunity. Prohibits employment discrimination based on race, sex, age, color, national origin, religion, or disability (as defined in NC G.S. 168A-3).
- NC G.S. 168A-6. Discrimination in Public Accommodations, Public Service, & Public Transportation. Prohibited discrimination based on disability when providing public accommodations, public service, or public transportation.

### Federal Nondiscrimination Statutes

- Title VI of the Civil Rights Act of 1964 (42 U.S.C. §§ 2000d through 2000d-4). Prohibits discrimination based on race, color, or national origin under any program or activity receiving federal financial assistance.
- Title VII of the Civil Rights Act of 1964 (42 U.S.C. § 2000e). Prohibits employment discrimination based on race, religion, national origin, color, and sex (including gender identity, pregnancy, and sexual orientation).
- Fair Housing Act of 1968 (42 U.S.C. §§ 3601-3619). Prohibits discrimination in housing based on religion or familial status, which includes families with children under 18, pregnant individuals, and those in the process of obtaining legal custody of a child.
- Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (42 U.S.C. § 4601). Prohibits unfair treatment of persons displaced or whose property has been acquired under any program or activity receiving federal financial assistance.
- Title IX of the Education Amendments of 1972 (20 U.S.C. § 1681). Prohibits discrimination based on sex in education programs or activities.
- Federal Aid Highway Act of 1973 (23 U.S.C. § 324). Prohibits discrimination based on sex under any program or activity receiving federal financial assistance.
- Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. § 794). Prohibits discrimination based on handicapped status under any program or activity receiving federal financial assistance.
- Vietnam Era Veterans' Readjustment Assistance Act of 1974 (38 U.S.C. § 4212). Prohibits employment discrimination against protected veterans for contractors and subcontractors received federal financial assistance.
- Age Discrimination Act of 1975 (42 U.S.C. § 6102). Prohibits discrimination based on age under any program or activity receiving federal assistance.
- Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. § 794). Prohibits discrimination based on disability under any program or activity receiving federal financial assistance.
- Civil Rights Restoration Act of 1987 (42 U.S.C. § 2000d-4a). Restores the broad, institution-wide scope and coverage of the nondiscrimination statute to include all programs and activities of federal-aid recipients, subrecipients, and contractors, whether such programs, activities, and services are federally assisted or not.

## Town of Carrboro – Title VI Plan

- Titles II and III of the Americans with Disabilities Act of 1990 (42 U.S.C. §§ 12131-12134). Prohibits discrimination based on disability in the operation of public entities, public and private transportation systems, places of public accommodation, and certain testing entities as implemented by 49 CFR Parts 37 & 38.
- Uniformed Services Employment and Reemployment Rights Act of 1995 (38 U.S.C. § 4212). Prohibits employment discrimination based on your National Guard or veteran status.
- 23 CFR Part 200. Administers Federal Highway Authority regulations that specify the Title VI implementation requirements for departments of transportation at state and local levels.
- 49 CFR Part 21. Administers US Department of Transportation regulations that specify the Title VI implementation requirements for departments of transportation at state and local levels.

### Federal Nondiscrimination Executive Orders

- Executive Order No. 12898. Regards federal actions to address Environmental Justice in minority populations and low-income populations.
- Executive Order No. 13166. Requires Federal agencies and their recipients to improve access to federally sponsored programs for persons with limited English proficiency (LEP).

Appendix D. Title VI Complaint Form

**Title VI Complaint Form**

*(Note: You may use this form or a letter, email, or phone call with the same information.)*

Section I: Contact Information			
Last Name:		First Name:	
Mailing Address:			
City:	State:	Zip:	
Phone Number:		Email Address:	

Section II: Are you filing this complaint on your own behalf? If yes, please go to Section III. If no, please provide the name and relationship of the person for whom you are complaining.		<input type="checkbox"/> Yes	<input type="checkbox"/> No
Name:	Relationship:		

Please explain why you have filed for a third party.

Please confirm that you have obtained permission of the aggrieved party if you are filing on behalf of a third party.		<input type="checkbox"/> Yes	<input type="checkbox"/> No
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Section III: Identify the Basis of Discrimination (Check all that apply)				
<input type="checkbox"/> Age	<input type="checkbox"/> Familial Status*	<input type="checkbox"/> Limited English Proficiency	<input type="checkbox"/> Pregnancy*	<input type="checkbox"/> Sex
<input type="checkbox"/> Color	<input type="checkbox"/> Gender Identity or Expression*	<input type="checkbox"/> National Guard or Veteran Status*	<input type="checkbox"/> Race	<input type="checkbox"/> Sexual Orientation*
<input type="checkbox"/> Disability	<input type="checkbox"/> Income Level	<input type="checkbox"/> National Origin	<input type="checkbox"/> Religion*	<input type="checkbox"/> Other:

*\*Note: Protections for federal protected classes including familial status, gender identity or expression, National Guard or veteran status, pregnancy, religion, and sexual orientation, are limited to discrimination cases involving employment, fair housing, or specific transportation programs under Title VI. Discrimination protections under Title VII of the Civil Rights Act of 1964 focus on employment issues. As these Title VI complaint procedures are intended for community members outside the organization, complaints from the public about employment discrimination should be directed to the Equal Employment Opportunity Commission (EEOC) or related federal agency.*

**Town of Carrboro – Title VI Plan**

**Date and place of alleged discriminatory action(s). Please include earliest date of discrimination and most recent date of discrimination if applicable.**

**Name(s) of individual(s) or Town department responsible for discriminatory action(s). Please include contact information if available.**

**How were you discriminated against? Please describe the nature of the action, decision, or conditions of the alleged discrimination. Explain as clearly as possible what happened and why you believe your protected status (basis) was a factor in the discrimination. Attach additional page(s), if necessary.**

**Were you retaliated against? Federal law prohibits intimidation or retaliation against anyone because they have either taken action, or participated in action, to secure rights protected by these laws. If you feel you have been retaliated against, separate from the discrimination alleged above, please explain the circumstances below. Explain what action you took that you believe was the cause for the alleged retaliation. Attach addition page(s) if necessary.**

**Town of Carrboro – Title VI Plan**

**Section IV: Names of persons (witnesses, fellow employees, supervisors, or others) whom we may contact for additional information to support or clarify your complaint.**

Name:	Phone Number:	Email Address:

**Have you discussed the complaint with any Town of Carrboro representative? If yes, please indicate their name below.**  Yes  No

Name: \_\_\_\_\_

**Section V: Have you filed this complaint with any other federal, state, or local agency or with a federal or state court? If yes, check all that apply below.**  Yes  No

<input type="checkbox"/> NC Department of Transportation	<input type="checkbox"/> US Department of Transportation	<input type="checkbox"/> Federal/State Court
<input type="checkbox"/> US Department of Justice	<input type="checkbox"/> Other: _____	

**If yes, please provide information about a contact person at the agency/court where the complaint was filed.**

Name:	Phone Number:	Email Address:
Title:		Agency:

**Complainant's Signature: \_\_\_\_\_ Date: \_\_\_\_\_**

*(Note: Your complaint form cannot be processed without your signature.)*

**Mail, Email, Call in, or Hand Delivery Complaint Form To:**

**Title VI Coordinator  
 301 W Main Street  
 Carrboro, NC 27510  
 Phone: 919-918-7380  
 Email: [titlevi@carrboronc.gov](mailto:titlevi@carrboronc.gov)**

**FOR TOWN OF CARRBORO USE ONLY**

Date Complaint Received:	Processed By:	Case #:
Referred to:		Date Referred:

**Town of Carrboro – Title VI Plan**

Appendix E. Title VI Complainant Consent/Release Form

**Title VI Complainant Consent/Release Form**

Contact Information		
Last Name:	First Name:	
Mailing Address:		
City:	State:	Zip:
Phone Number:	Email Address:	

As a complainant, I understand that during an investigation it may become necessary for the Town of Carrboro to reveal my identity to individuals outside of the Town of Carrboro government in the course of verifying information or gathering facts and evidence to develop a basis for making a civil rights compliance determination. I understand that it may be necessary for the Town of Carrboro to share information, including personal details collected as part of its complaint investigation. In addition, I understand that as a complainant, I am protected by Title VI of the Civil Rights Act of 1964, as amended, and its related statutes and regulations prohibiting intimidation or retaliation for taking action or participating in an action to secure rights protected by the nondiscrimination statutes enforced by the Town of Carrboro.

Please read both paragraphs below, check your choice of CONSENT or CONSENT DENIED and sign.	
<input type="checkbox"/> CONSENT	I have read and understand the above information and authorize the Town of Carrboro to disclose my identity to individuals as needed during the course of the investigation for the purpose of verifying information or gathering facts and evidence relevant to the investigation of my complaint. I authorize the Town of Carrboro to receive, review, and discuss material and information about me relevant to the investigation of my complaint. I understand that the material and information will be used for authorized civil rights compliance and enforcement activities. I further understand that I am not required to authorize this release and volunteer to do so.
<input type="checkbox"/> CONSENT DENIED	I have read and understand the above information and do not want the Town of Carrboro to disclose my identity to any individual during the course of the investigation. I understand this choice could delay the investigation of my complaint and may, in some circumstances, result in an administrative closure of the investigation of my complaint without the Town of Carrboro making a determination in my case.

<b>Signature:</b>	<b>Date:</b>
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FOR TOWN OF CARRBORO USE ONLY		
Date Received:	Processed By:	Associated Case #:



## Race and Equity Pocket Questions

Title: Title VI Plan

Purpose: *The Title VI Plan aims to ensure that no person shall be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program, service, or activity administered or funded by the Town of Carrboro on the basis of race, color, national origin, limited English proficiency, sex, gender identity or expression, sexual orientation, age, disability, familial status, pregnancy, income level, National Guard or veteran status, or religion, as provided by Title VI of the Civil Rights Act of 1964 and other federal nondiscrimination authorities. By adopting a Title VI Plan, the Town of Carrboro is showing compliance towards federal funding requirements.*

Department: Planning

**1. What are the root causes of inequity in Carrboro and/or overall as it pertains to this subject area?**

The root causes of disparities in the United States include residential segregation (discriminatory lending practices, racial covenants, single-family zoning), racial wealth/wage gap (slavery, immigration, Jim Crow era policies), gentrification, inequitable federal infrastructure investment (urban renewal, highway construction), and overall environmental racism and structural racism. These disparities exist due to a combination of intentional and unintentional acts by government entities.

**2. Who is experiencing community burden now? Who will experience community burden if this action is passed? Will others experience community burden if this action is NOT passed?**

The Title VI Plan provides a structured complaint process to resolve nondiscrimination complaints. Complainants coming forward may experience emotional burden from revisiting their experiences and other lingering impacts of local and systemic discrimination.

**3. Who is experiencing community benefit now? Who will experience community benefit if this action is passed? Will others experience community benefit if this action is NOT passed?**



Every resident of the Town of Carrboro has the potential to benefit from the adoption of a Title VI Plan, but specifically those recognized as part of a federally protected class. The Title VI Plan aims specifically to ensure environmental justice and equitable public involvement so that disparate impacts are not experienced among communities of color, low-income populations, and other underrepresented groups.

**4. What might be the unintended consequences of this action or strategy?**

The Title VI Plan aims to ensure nondiscrimination for all federally protected classes. Federal protections under Title VI for certain classes such as familial status, gender identity or expression, National guard or veteran status, pregnancy, sexual orientation, and religion are limited to discrimination cases involving employment, fair housing, or specific transportation matters. The different protections related to certain classes may be confusing and present difficulties to individuals trying to understand their legal right to complain and how to pursue a complaint.

It is a goal of the Title VI Plan to improve community relations. There is a potential to also increase tensions with communities who have a history of discriminatory government interaction and wish for this plan to provide protections that exceed the federal requirements.

Increased awareness of rights under Title VI may result in a rise in complaints and legal actions, which can require additional resources of time and funding to address.

**5. What steps has your department taken to mitigate any burdens, inequities, and unintended consequences? What strategies might your department take to address these in the future? NOTE: This does not reflect a formal commitment by the Town of Carrboro.**

The Title VI Plan's complaint process, while legal in nature, attempts to be accessible and acknowledge the limitations of and the pathways to accessing these federal protections. Successful implementation will emphasize the Title VI Coordinator's comfortability with the process and capacity to address questions.

The Town of Carrboro is committed to acknowledging the role that government has historically played in discrimination and working to resolve these matters. The Title VI Plan emphasizes throughout that the Town of Carrboro wishes to be proactive in ensuring antidiscrimination. More specifically, it includes in its implementation plan that Town Staff will explore how to align all existing Town nondiscrimination efforts and consider opportunities to support community members whose complaints fall outside the scope of Title VI and/or Carrboro's jurisdiction.

The goal of the Title VI complaint process is to resolve complaints at the lowest level possible and not escalate the situation to the point where legal representation is



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required. That said, the Town Attorney may play a role in investigations or provide guidance to the Title VI Coordinator.



## Climate Action Pocket Questions

Title: Title VI Plan

Purpose: *The Title VI Plan aims to ensure that no person shall be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program, service, or activity administered or funded by the Town of Carrboro on the basis of race, color, national origin, limited English proficiency, sex, gender identity or expression, sexual orientation, age, disability, familial status, pregnancy, income level, National Guard or veteran status, or religion, as provided by Title VI of the Civil Rights Act of 1964 and other federal nondiscrimination authorities. By adopting a Title VI Plan, the Town of Carrboro is showing compliance towards federal funding requirements.*

Department: Planning

**1. How will this action impact municipal or community greenhouse gas emissions?**

Not applicable

**2. Please explain.**

While the Title VI Plan does not directly impact greenhouse gas emissions, it emphasizes the importance of ensuring that all programs, services or activities administered or funded by the Town do not lead to disparate impact, especially as it relates to environmental justice. It specifically highlights the need to pursue environmental justice in all emission-reduction strategies and references the Community Climate Action Plan and Carrboro Connects Comprehensive Plan as guiding frameworks for upholding the Town's Race & Equity and Climate Action pillars.

**3. How will this action impact the Town's environment?**

The Town's updated Title VI Plan will work to reduce any disproportionate impacts on water quality, erosion and surface run-off, flooding, air quality, heat islands or extreme heat, biodiversity, solid waste, and hazardous waste experienced by the Town's BIPOC and low-income communities.

**4. Please explain.**

Readopting the Title VI Plan reinforces the Town's commitment to environmental justice



and mitigating adverse health impacts of its programs and services on BIPOC and low-income communities across the potential environmental impacts listed above.

**5. How is your department planning to mitigate any climate or environmental impacts?**

*NOTE: This does not reflect a formal commitment by the Town of Carrboro.*

The Title VI Plan highlights existing Town practices (i.e. REALs, pocket questions, data collection, and public engagement) that support departments in identifying and addressing disparate impacts of their programs, services, and activities. This work is collaborative across departments and calls for stronger alignment of all Town nondiscrimination and antidiscrimination efforts.



Agenda Item Abstract

File Number: 25-110

Agenda Date: 11/18/2025

File Type: Consent Agenda

In Control: Town Council

Version: 1

Fiscal Year 2025-26 Budget Amendment #2 and Construction Contract Authorization (Project #81004)

**PURPOSE:** Action A: To approve budget, grant, and capital project ordinance amendments for Fiscal Year 2025-26.

Action B: The Town Council is to adopt a resolution authorizing the Town Manager to enter into a construction contract for drainage improvements along Fidelity Street and the addition of a bioretention cell next to Fire Station #1.

**DEPARTMENT:** Stormwater Utility / Public Works

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

Climate - The project has multiple natural resource and sustainability benefits.

Comprehensive Plan - The project advances green infrastructure and community beautification.

Other - This project advances water quality and helps the Town meet MS4 compliance.

**INFORMATION:** Fidelity Street Drainage Improvements: This project includes construction of a bioretention cell retrofit and replacement of municipal stormwater pipes along Fidelity Street to improve stormwater management, reduce flooding, enhance water quality, and ensure compliance with Municipal Separate Storm Sewer System (MS4) permit goals. The design will feature engineered media which filters stormwater and runoff, removing potential contaminants and reducing discharge rates. Special design considerations have been incorporated to accommodate both short- and long-term operational needs of the Fire Department. The project includes grading, drainage pipe replacement, waterline relocations, natural landscaping, community asset enhancements, and installation of all stormwater control measure infrastructure. Collectively, improvements support regulatory compliance, protect public infrastructure, and enhance community resilience through effective urban stormwater management.

Action A: The Stormwater Division is requesting an increase to the Stormwater Utility Capital Project #81004 - Fidelity Street Drainage Improvements in the amount of \$395,000. This amendment increases the project ordinance by \$395,000 and authorizes a transfer of the same amount from the Stormwater Utility Enterprise Fund. The transfer will be funded through an appropriation of fund balance within the Stormwater Utility Enterprise Fund.

Action B: Town Council is to adopt a resolution authorizing the Town Manager to enter into a construction contract for the stormwater capital project. The site was selected as a retrofit candidate due to compounding benefits that include stormwater retention and treatment, an opportunity to better manage subsurface drainage,

existing property ownership, and enhancement to fire operational compliance.

**FISCAL IMPACT:** Not to exceed \$444,996.88 from the Stormwater Capital Fund. There is no General Fund impact associated with this item.

**RECOMMENDATION:** The Manager recommends the Council (1) approve the budget, grant, and capital project ordinance amendment for Fiscal Year 2025-26; and (2) adopt the resolution allowing the Town to execute the project's construction contract.

**ATTACHMENT A**

**AN ORDINANCE TO AMEND STORMWATER CAPITAL PROJECT ORDINANCE FOR THE FIDELITY STREET DRAINAGE IMPROVEMENTS**

BE IT ORDAINED by the Council of the Town of Carrboro that, pursuant to Section 13.2 of Chapter 159 of the General Statutes of North Carolina, the Stormwater Capital Project Ordinance is hereby amended as follows:

**SECTION I**

Revenue anticipated to be available to the Town to complete the project is as follows:

<b>Fidelity Street Stormwater Improvements #81004</b>		<b>Current Budget</b>	<b>Increase</b>	<b>Decrease</b>	<b>Revised Budget</b>
<b>Revenue</b>	Stormwater Fund - Transfer In	\$50,000	\$395,000	-	\$445,000
<b>Total</b>		<b>\$50,000</b>	<b>\$395,000</b>	-	<b>\$445,000</b>

**SECTION II**

The amount appropriated for the project is as follows:

<b>Fidelity Street Stormwater Improvements #81004</b>		<b>Current Budget</b>	<b>Increase</b>	<b>Decrease</b>	<b>Revised Budget</b>
<b>Construction</b>		\$50,000	\$306,000	-	\$356,000
<b>Contingency</b>			\$89,000	-	\$89,000
<b>Total</b>		<b>\$50,000</b>	<b>\$395,000</b>	-	<b>\$445,000</b>

**SECTION III**

Within five (5) days after this ordinance is adopted, the Town Clerk shall file a copy of this ordinance with the Chief Financial Officer, Public Works Director, and Stormwater Manager

This is the 18<sup>th</sup> day of November in the year 2025.

## Stormwater

**Fidelity Street Drainage Improvements:** The Stormwater Division is requesting an increase to the Stormwater Utility Capital Project #81004 - *Fidelity Street Drainage Improvements* in the amount of \$395,000. This amendment provides for an increase to the project ordinance in the amount of \$395,000, and authorizes a transfer from the Stormwater Utility Enterprise Fund of the same amount, to be provided for by an appropriation of fund balance in the Stormwater Utility Enterprise Fund.

**FISCAL IMPACT:** This amendment increases the budget appropriation of the Stormwater Fund by \$395,000 and increases the Stormwater Capital Project Fund by \$395,000.

**ATTACHMENT B**

**A RESOLUTION AUTHORIZING THE TOWN MANAGER TO EXECUTE A  
CONSTRUCTION CONTRACT FOR STORMWATER CAPITAL IMPROVEMENTS  
PROJECT #81004: FIDELITY STREET DRAINAGE IMPROVEMENTS.**

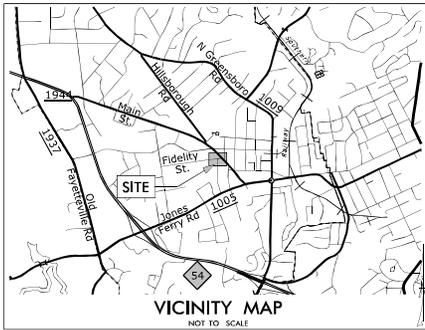
THE TOWN COUNCIL OF THE TOWN OF CARRBORO RESOLVES:

That the Town Manager enter into and execute the necessary construction contract with the identified lowest responsible bidder for the amount of \$444,996.88. This resolution shall become effective upon authorization to amend the corresponding project ordinance (Attachment A).

NOW, THEREFORE, BE IT RESOLVED.

This the 18th day of November 2025.

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TOWN OF CARRBORO  
PUBLIC WORKS

# FIDELITY STREET DRAINAGE IMPROVEMENTS

LOCATION: TOWN OF CARRBORO FIDELITY STREET AND BIM STREET

TYPE OF WORK: DRAINAGE, BIORETENTION BASIN AND WATERLINE RELOCATION

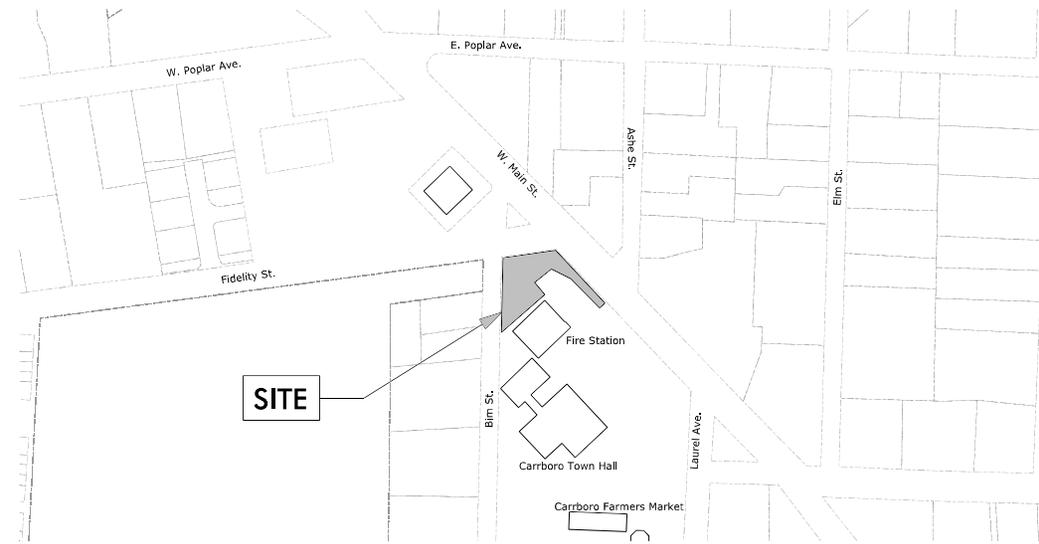
**FINAL 100% PLANS 9/3/2025**

CONSTRUCTION PLANS

DISTURBED AREA =  
7,950 SQ. FT.

SITE DATA

PIN: 9778668579  
Town of Carrboro  
301 W. Main St.  
Carrboro, NC 27510  
Chief Potter  
(919) 918-7359  
wpotter@carrboronc.gov  
Stormwater Inspections  
(919) 918-2999  
stormwater@carrboronc.gov  
Site Address  
301 W. Main St.  
Carrboro, NC 27510  
Project Area: 7,950 sq. ft.  
Watershed: Cape Fear  
Drainage Area: 17,000 sq. ft.



INDEX OF SHEETS

SHEET NUMBER	SHEET
1.00	Title Sheet
1.01	Symbology
2.01 - 2.02	General and Erosion Control Notes
3.01	Erosion Control Details
3.02 - 3.07	Site Details
3.08	Landscaping Details
3.09	Utility Details - Water
4.01	Existing Conditions Plan
4.02	Erosion Control C&G
4.03	Site Plan
4.04	Landscape Plan
4.05	Utility Plan

TOWN OF CARRBORO  
APPROVED CONSTRUCTION PLANS

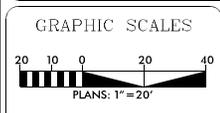
Approved by: *Stephen Kuch*  
CARRBORO PUBLIC WORKS DEPARTMENT  
DATE: 9/3/2025

ENGINEER'S CERTIFICATION STATEMENT

I, JOSHUA G. DALTON, AS A DULY REGISTERED PROFESSIONAL ENGINEER IN THE STATE OF NORTH CAROLINA, HEREBY CERTIFY THAT THE STORMWATER CONTROL MEASURES COMPLY WITH THE NCDEQ STORMWATER DESIGN MANUAL MINIMUM DESIGN CRITERIA (MDC) AND THE TOWN OF CARRBORO LAND USE ORDINANCE.

Prepared by: *Josh Dalton*  
SIGNATURE

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DESIGN DATA  
NCDOT - JANUARY 2024  
STANDARD SPECIFICATIONS

OWASA - MANUAL OF SPECIFICATIONS, STANDARDS AND DESIGN, JULY 2021

TOWN OF CARRBORO STANDARDS

Prepared in the Office of:  
**SUNGATE DESIGN GROUP, P.A.**  
905 JONES FRANKLIN ROAD  
RALEIGH, NORTH CAROLINA 27606  
TEL: (919) 884-7442  
ENG FIRM LICENSE NO. C-480

**JOSHUA G. DALTON, P.E.**  
PROJECT ENGINEER  
9/3/2025

Prepared by: *Josh Dalton*  
SIGNATURE: \_\_\_\_\_ P.E.

OWNER: TOWN OF CARRBORO  
CONTACT: MICHAEL JOHNSON  
PUBLIC WORKS DEPT.  
CAPITAL PROJECTS MANAGER  
(919) 918-7424  
301 W. MAIN STREET  
CARRBORO, NC 27510



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SUNGATE DESIGN GROUP, P.A.  
400 JONES BRANFORD ROAD  
CARRBORO, NC 28581  
TEL: 919.499.2222  
WWW.SUNGATEDESIGN.COM



9/3/2025

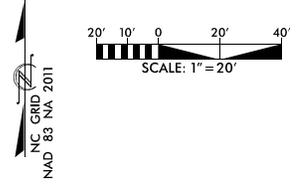
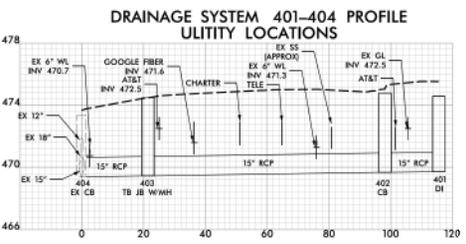
FIDELITY STREET DRAINAGE IMPROVEMENTS  
OWNER: TOWN OF CARRBORO, NC

PROJECT #:  
K081-2-1024  
DRAWING NAME:  
STATIONING/CM PSH 403  
DATE:  
9/3/2025  
DRAWN BY:  
JRH  
REVIEWED BY:  
JGD  
REV IS (N):

SHEET NO.  
4.03

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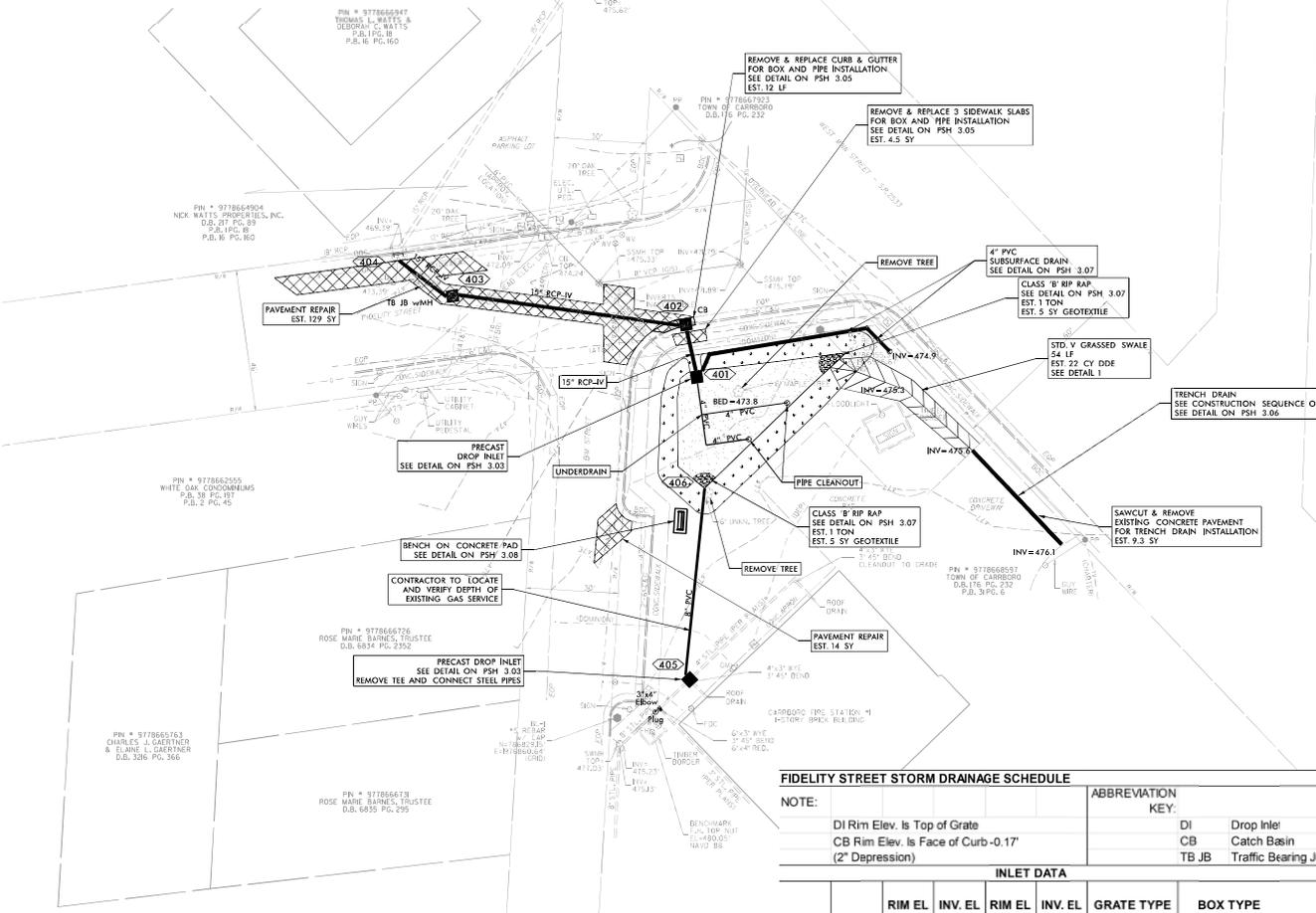


**DETAIL 1**  
STANDARD V GRASSED SWALE  
(Not to Scale)

Min. D=1.5 FT  
EST. 96 SY SODDING

\*NOTES:  
1) LONGITUDINAL SLOPES BETWEEN 0.3% AND 4.0%.  
2) MODIFICATIONS MAY BE NEEDED, AS APPROVED BY ENGINEER.

BIORETENTION SURFACE AREA  
REQUIRED = 919 SQ FT  
PROVIDED = 1171 SQ FT



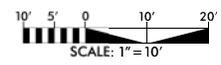
**FIDELITY STREET STORM DRAINAGE SCHEDULE**

NOTE: DI Rim Elev. Is Top of Grate  
CB Rim Elev. Is Face of Curb -0.17'  
(2" Depression)

INLET DATA		PIPE DATA											
FROM	TO	RIM EL (FROM)	INV. EL (FROM)	RIM EL (TO)	INV. EL (TO)	GRATE TYPE	BOX TYPE (FROM)	LF	DIA	TYPE	SLOPE FT./FT.	NOTES:	
401	402	474.59	469.72	474.79	468.68	840.16	DI	840.14	16"	15"	RCP-IV	0.0031	Precast
402	403	474.79	469.68	474.49	469.45	840.03G	CB	840.02	76"	15"	RCP-IV	0.0031	
403	404	474.49	469.45	---	469.39	840.54	TB JB	840.34	20"	15"	RCP-IV	0.0031	
405	406	477.39	475.20	---	473.80	840.16	DI	840.14	64"	8"	PVC	0.0217	

9/23/2025 9:23:03 AM C:\Users\jgarcia\OneDrive\Documents\DWG\PSH\403\403.dwg

DOCUMENT NOT CONSIDERED FINAL  
UNLESS ALL SIGNATURES COMPLETED



**SUNGATE DESIGN GROUP, P.A.**  
400 JONES FRANKLIN ROAD  
CARRBORO, NC 27510  
TEL: 919.492.2222  
WWW.SUNGATEDESIGN.COM

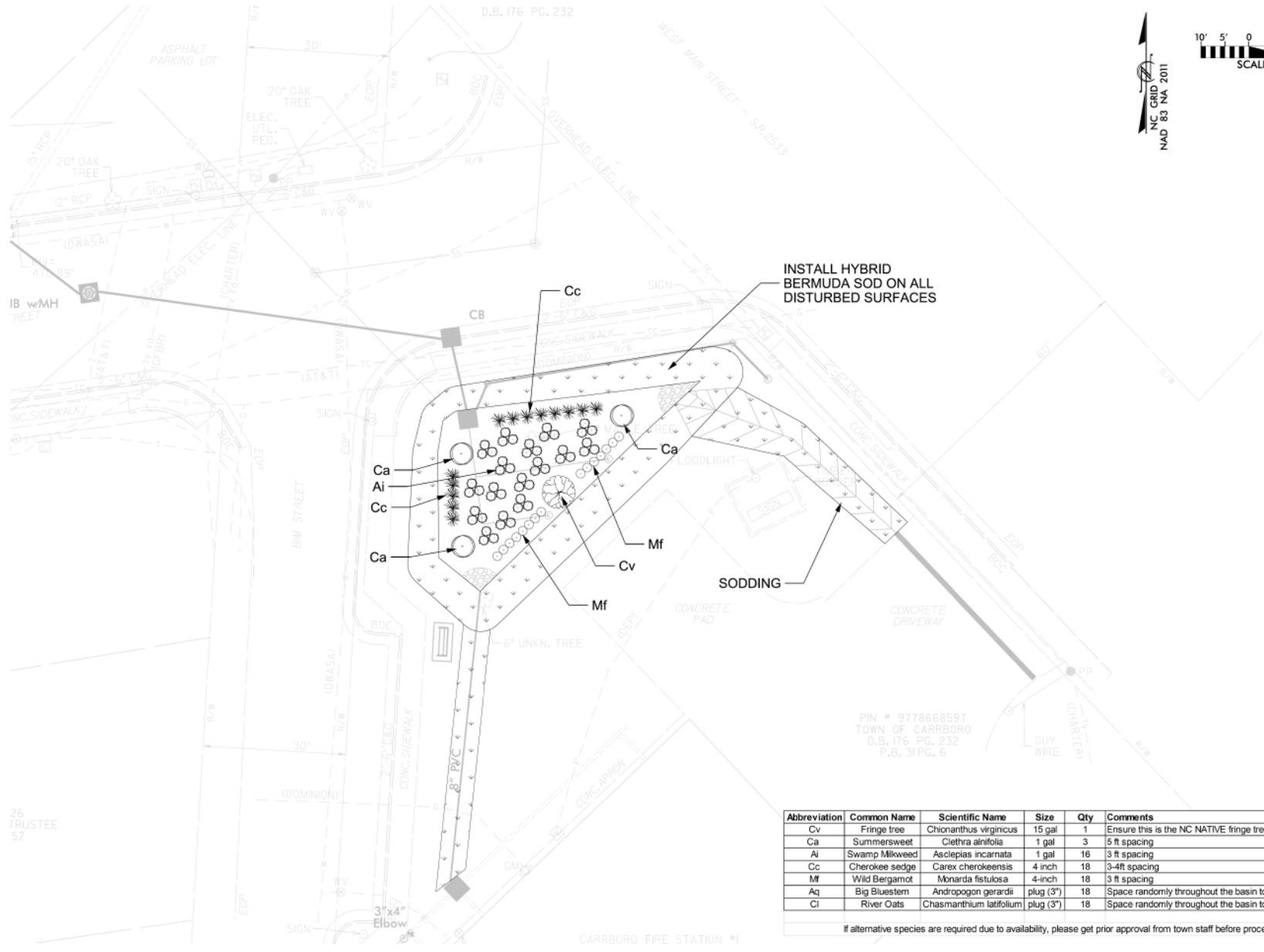


9/3/2025

**FIDELITY STREET DRAINAGE IMPROVEMENTS**  
OWNER: TOWN OF CARRBORO, NC

PROJECT # :  
1083-23024  
DRAWING NAME:  
FIRESTATIONSCM PSH 404  
DATE:  
9/3/2025  
DRAWN BY:  
JCB  
REVIEWED BY:  
JCB  
REVISIONS:

SHEET NO.  
**4.04**



Abbreviation	Common Name	Scientific Name	Size	Qty	Comments
Cv	Fringe tree	Chionanthus virginicus	15 gal	1	Ensure this is the NC NATIVE fringe tree
Ca	Summersweet	Clethra alnifolia	1 gal	3	5 ft spacing
Ai	Swamp Milkweed	Asclepias incarnata	1 gal	16	3 ft spacing
Cc	Cherokee sedge	Carex cherokeensis	4 inch	18	3-4ft spacing
Mf	Wild Bergamot	Monarda fistulosa	4-inch	18	3 ft spacing
Aq	Big Bluestem	Andropogon gerardii	plug (3")	18	Space randomly throughout the basin to fill in gaps.
Cl	River Oats	Chasmanthium latifolium	plug (3")	18	Space randomly throughout the basin to fill in gaps.

If alternative species are required due to availability, please get prior approval from town staff before proceeding.

9/23/2025 FirestationSCM\_PSH\_404.dgn



## Climate Action Pocket Questions

**Title:** Consent Item Project #81004 Construction Contract Authorization

**Purpose:** *The Town Council is asked to consider adopting the resolution authorizing the Town Manager to enter into a construction contract for drainage improvements along Fidelity Street and the addition of a bioretention cell next to Fire Station #1.*

**Department:** Stormwater Utility / Public Works

**1. How will this action impact the Town's or the community's greenhouse gas emissions?**

This action will reduce and increase greenhouse gas emissions.

**2. Please explain.**

- Short-term greenhouse gas emissions will increase due to the use of heavy equipment used during construction.
- Long-term, the hope is that the natural vegetated system offers added benefits of climate change mitigation. Installation of the device works as a proactive deterrent against possible downstream algae blooms and their eventual decomposition.

**3. How will this action impact the Town's environment?**

This action will impact water quality, flooding, biodiversity, and other environmental impacts.

**4. Please explain.**

**Water Quality** – The device's main purpose is to improve water quality by using a combination of plants, engineered soil, and microbes to naturally filter, absorb, and treat stormwater runoff.



TOWN OF CARRBORO • NC

**Flooding** – As a bioretention cell, the facility detains stormwater. This creates greater community flood capacity, slowing stormwater down as it moves from the built environment onto natural drainage ways.

**Biodiversity** – Natural plant selection promotes pollinator habitat.

**Other** – The installation provides an opportunity to showcase community stormwater practices and creates a teachable moment with our residents. Staff have included a bench and plan for interpretive signage at the facility.

**5. How is your department planning to mitigate any climate or environmental impacts?**

*NOTE: This does not reflect a formal commitment by the Town of Carrboro.*

As an environmental enhancement project there is no anticipated net negative impact. Staff will work with contractors to minimize the short-term air pollution and emissions related to construction. We anticipate these impacts will be greatly outweighed by the long-term environmental benefits.



**Race and Equity Pocket Questions**

**Title:** Consent Item Project #81004 Construction Contract Authorization

**Purpose:** *The Town Council is asked to adopt the resolution authorizing the Town Manager to enter into a construction contract for drainage improvements along Fidelity Street and the addition of a bioretention cell next to Fire Station #1.*

**Department:** Stormwater Utility / Public Works

**1. What are the root causes of inequity in Carrboro and/or overall as it pertains to this subject area?**

Root causes of inequity affecting BIPOC and marginalized communities regarding stormwater infrastructure include historic disinvestment in certain neighborhoods, inequitable infrastructure maintenance, disproportional environmental burdens, and administrative practices that prevented equal access to a healthy environment for all people.

**2. Who is experiencing community burden now? Who will experience community burden if this action is passed? Will others experience community burden if this action is NOT passed?**

Current Burden:

Residents within the Cape Fear River Basin that rely on water and sanitation services, as well as those impacted through recreational activities. Industries within the basin with a direct, indirect, and induced effect given a relationship to water quantity and or quality.

Passed Burden:

If the action is passed temporary burdens may be experienced by residents and local traffic users during the off-season construction. This may include short-term disruptions such as noise, dust, water service, access limitations, or temporary rerouting of pedestrian or vehicle traffic. Additionally, the Fire Department may experience minor adjustments which we are in communication with them about.



Not Passed Burden:

The entire community, particularly those who live, work, or travel on Fidelity Street or visit Town Commons, that are currently experiencing a burden due to poor subgrade conditions and unimproved municipal infrastructure.

**3. Who is experiencing community benefit now? Who will experience community benefit if this action is passed? Will others experience community benefit if this action is NOT passed?**

Current Benefit:

Town staff have traditionally used the space for training and operational needs. We have worked to preserve space for the Fire’s planned training exercises.

Passed Benefit:

If the action is passed, downstream communities and the natural environment will benefit through improved water quality, reduced pollutant loads, and compliance with MS4 permit requirements.

Not Passed Benefit:

If the resolution is not passed, it is unlikely this issue will significantly benefit a particular group.

**4. What might be the unintended consequences of this action or strategy?**

There is the possibility that improvements could increase nearby property values, indirectly contributing to gentrification or affordability challenges. Additionally, without continued maintenance, long-term performance of the bioretention system could decline, limiting intended benefits.

**5. What steps has your department taken to mitigate any burdens, inequities, and unintended consequences? What strategies might your department take to address these in the future? NOTE: This does not reflect a formal commitment by the Town of Carrboro.**

The Stormwater Utility will include monitoring and maintenance of the bioretention system to sustain long-term performance. We plan to include a bench and plan to add an additional interpretative sign that addresses the engineering and ecological science occurring at the site.



## Agenda Item Abstract

File Number: 25-113

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**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Amend Chapter 7, Article III of the Town Code to Align with New Temporary Street Closing Policy

**PURPOSE:** Request Town Council amend the Chapter 7, Article III of the Town Code to reflect the new Temporary Street Closing Policy

**DEPARTMENT:** Public Works

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

The Temporary Street Closing Policy advances the objectives of the Carrboro Connects Comprehensive Plan by establishing a uniform regulatory framework for the administration of public events requiring street closures. Through standardized permitting procedures, the policy promotes equitable access to public space, ensures consistent application of insurance and safety requirements, and enhances coordination among Town departments.

The policy supports environmental and mobility goals by encouraging car-free events that reduce vehicular emissions and promote pedestrian and multimodal transportation. It further requires compliance with accessibility standards and traffic control protocols to safeguard public safety and ensure inclusive participation.

By formalizing public notification procedures and removing exemptions, the policy strengthens transparency and fosters trust in Town processes.

**INFORMATION:** The proposed amendments to Chapter 7, Article III of the Town Code (Attachment A) are intended to align existing ordinances with the newly adopted Temporary Street Closing Policy (Attachment B). These changes aim to standardize the public event permitting process, clarify administrative procedures, and ensure consistent enforcement of requirements related to insurance, fees, and street closures. The policy was developed collaboratively by the Fire Department, Police Department, Public Works Department, and the Department of Recreation, Parks and Cultural Resources, and was formally approved by the Town Manager on November 10, 2025. At present, temporary street closing regulations are governed by Sections 7-16 through 7-26 of the Town Code; however, there is no standalone policy document. Previously, procedural guidance was limited to the “Steps to Accomplish” section on Page 5 within the Town of Carrboro Community Event Guide.

Notable amendments to Chapter 7, Article III of the Town Code include requiring all permit applications to follow the procedures outlined in the Temporary Street Closing Policy, which standardizes forms, insurance requirements, review protocols, and public notification. The ordinance also removes the list of exempt events to ensure uniform permitting standards and equitable treatment of all applicants.

Collectively, the amendment and Temporary Street Closing Policy are intended to advance the Town's commitment to transparency, public safety, and equitable access to public spaces, while ensuring that all events are managed in a consistent and legally sound manner.

**FISCAL IMPACT:** There are minimal staff impacts associated with updating the Town Code.

**RECOMMENDATION:** The Town Manager recommends that the Town Council approve the proposed ordinance amendment to Chapter 7, Article III of Town Code (Attachment C).

## CHAPTER 7

### STREETS AND SIDEWALKS

#### ARTICLE I - OBSTRUCTIONS

Section 7-1	Obstructions Prohibited
Section 7-2	Overhanging or Protruding Trees, Shrubs, Fences, etc.
Section 7-3	Drainage-Related Interference with Sidewalks
Section 7-4	Warnings Required for Obstructions
Section 7-5	Depositing Injurious Materials on Street
Section 7-6	Snow and Ice Removal
Section 7-7	Maintenance of Drainage Swales
Sections 7-8	Reserved

#### ARTICLE II – ENCROACHMENTS, DRIVEWAYS AND EXCAVATIONS

Section 7-9	Encroachment Permit Required
Section 7-10	General Conditions for Use of Rights-of-Way
Section 7-11	Application Requirements
Section 7-12	Driveways Additional Requirements
Section 7-13	Excavations Additional Requirements
Section 7-14	Additional Requirements for Wireless Support Structures, Wireless Facilities, and any other Wireless Communication Facility, Small Wireless Facility or Micro Wireless Facilities in the Rights of Way
Section 7-15	Town Indemnified

#### ARTICLE III - STREET OR OTHER PUBLIC EVENTS

Section 7-16	Activities Covered
Section 7-17	Permit Required
Section 7-18	Permit Application
Section 7-19	Permit Exemptions
Section 7-20	Staff Review
Section 7-21	Insurance
Section 7-22	Fees; Costs Incurred by Town
Section 7-23	Standards for Issuance of Permit
Section 7-24	Street Closings
Section 7-25	Sponsor Responsible for Cleanup
Section 7-26	Certain Payment Exemptions for First Amendment Public Events
Section 7-27	Appeals

#### ARTICLE IV - MISCELLANEOUS

Section 7-31	Damaging Street Surfaces, Street Signs, Other Facilities
Section 7-32	House and Building Numbers
Section 7-33	Administrator
Section 7-34	Penalties and Remedies ( <i>amend. 10/11/22</i> )
Section 7-35	Reserved

ARTICLE V - CARE AND PROTECTION OF TREES

Section 7-36	Purpose, Intent and Scope of Article
Section 7-37	Tree Board
Section 7-38	Permits
Section 7-39	Additional Measures to Protect Trees and Shrubs

## Article I

### OBSTRUCTIONS

#### **Section 7-1 Obstruction Prohibited**

(a) Except as otherwise authorized by statute or ordinance (including Sections 7-11 and 7-12 of this chapter), and except to the extent required by the performance of some function authorized or mandated by a statute or ordinance, no person may obstruct or impede travel in the public streets or sidewalks within the Town by placing or leaving any object within the traveled portion of the public right-of-way.

(b) Except as provided in this subsection, subsection (a) applies to goods, wares or merchandise displayed for sale. Partial obstruction of a public sidewalk for a sidewalk sale is permissible in accordance with a permit issued by the administrator upon a finding that:

(1) The sale will not extend for more than three consecutive days;

(2) The obstruction will take place only during daylight hours;

(3) The permit, together with any other permits issued to the same applicant or to other applicants for sale at the same location, will not authorize an obstruction for more than ten days during any 365-day period; and

(4) The sidewalk will not be partially obstructed in a manner that does not seriously inconvenience the public or threaten the public safety.

(c) Subsection (a) of this section shall not apply to temporary obstructions caused by persons engaged in construction work on abutting property when proper warning devices are maintained in accordance with Section 7-4.

#### **Section 7-2 Overhanging or Protruding Trees, Shrubs, Fences, etc.**

(a) No person may cause or allow (from property under their control) any tree limb, bush, shrub, or other growth or any trellis, fence or other obstruction to overhang a public street at a distance of less than 12 feet above the traveled portion of such street or a public sidewalk at a distance of less than 7 feet above such sidewalk.

(b) No person may cause or allow grass, vines, weeds, or other vegetation to grow from property under their control over, onto, or across any public street or sidewalk.

(c) Any violation of subsection (a) or (b) is declared to be a public nuisance, and if not corrected by the responsible person within 7 days after being notified of the violation by the administrator, the Town may summarily abate such nuisance.

### **Section 7-3 Drainage-Related Interference with Sidewalks**

(a) No person may cause or permit gutters, ditches, ducts, or drain pipes to be constructed or placed on property under their control in such a manner that the water runs across a public sidewalk.

(b) Subject to the next sentence, all owners of property abutting concrete, brick, or other permanently improved public sidewalks shall grade such property or construct a retaining wall in such a manner as to prevent the washing of dirt, grass, gravel, or other material upon the Town sidewalks. If the Town constructs a sidewalk, it shall be responsible initially for taking the necessary steps to prevent the washing of such materials upon the sidewalk.

### **Section 7-4 Warnings Required for Obstructions**

(a) All persons engaged in doing work that creates any dangerous condition or obstruction in the public right-of-way of any street or sidewalk shall take whatever action is necessary, including the placement of barricades and warning signs or devices, to warn the traveling public of the condition or obstruction.

(b) No person may remove, destroy, injure, or tamper with any barricade, sign, lantern, torch, or other device placed in any street or sidewalk to warn or give notice to the traveling public of any dangerous condition or obstruction.

### **Section 7-5 Depositing Injurious Materials on Street**

(a) No person may throw or deposit upon any street or public right-of-way any glass bottle, nails, tacks, wire, paper containers, cans, or any other substance likely to injure any person, animal or vehicle.

(b) Any person who deliberately or inadvertently causes or allows any of the materials specified in subsection (a) to be deposited on any public street or right-of-way shall immediately remove such materials or cause them to be removed.

### **Section 7-6 Snow and Ice Removal**

Every occupant of any building used for commercial purposes, and the owner of any building used for multi-family residential purposes (i.e., more than 2 dwelling units) in front of which there is (a) a sidewalk paved with stone, brick, asphalt or cement, or (b) a paved parking area intended for the use of customers, employees or residents, shall clear snow, ice or other similar obstruction from the sidewalk and/or paved parking area at the earliest possible time and as soon as the weather permits.

**Section 7-7 Maintenance of Drainage Swales**

(a) The owner of every lot that has a drainage swale running along the street shall mow and otherwise properly maintain such swale so that it can continue to serve its proper drainage functions.

(b) Subsection (a) applies only to swales constructed in accordance with the standards established by the Town's subdivision ordinance.

(c) If a lot is leased by the owner to a single tenant, the owner shall be responsible for the obligations set forth in subsection (a).

**Sections 7-8 Reserved**

## Article II

### DRIVEWAYS AND EXCAVATIONS

#### **Section 7-9 Encroachment Permit Required**

Prior to performing work or placing facilities in a public right-of-way in the Town, a user must obtain an Encroachment Permit (also called “work permit”) issued by the administrator. An encroachment permit is required for the following activities:

- (a) Excavation or restoration within the public way, including but not limited to construction of new portions of a driveway, sidewalk or public way;
- (b) Cutting, mobbing, or alteration of concrete, pavement, paver (for example, brick or stone), pipe, conduit, pole, meter, fire hydrant, facility, or other equipment or structure owned by the Town, or attachment to such objects;
- (c) Installation or repair of facilities within the public way, including, but not limited to, placing facilities on other facilities already located in the public way;
- (d) Construction of private streets (including, but not limited to, paving and gutters), sidewalks, or alleys;
- (e) Installation or repair of facilities for the conveyance of water, sewer, or stormwater;
- (f) Installation or repair of facilities for electrical, gas, video, internet, telephone, cable, telecommunications, television, or other information or data transfer service to customers within the Town;
- (g) Work in the rights-of-way that affects traffic patterns, either permanently or temporarily;
- (h) The installation of any permanent structures or property in the public right-of-way including utilities and communication networks;
- (i) Make Ready Work. The Town shall provide estimates for any make-ready work necessary to enable a Town utility pole to support the requested collocation, including pole replacement, if necessary, within 60 days after receipt of a complete application. Make-ready work, including any pole replacement, shall be completed within 60 days of written agreement on the cost of the work;
- (j) Attachments to or replacements of Town utility poles;
- (k) Attachments to Town property (other than Town utility poles) in NCDOT or other rights-of-way;
- (l) The Town may approve agreements for the use of Town property that substitute for encroachment or work permits, such as the lease of antenna space on a water tower.

## **Section 7-10 General Conditions for Use of Rights-of-Way**

(a) Rights-of-way in the Town may be controlled by N.C. Department of Transportation (DOT), private parties, and/or the Town. The Town issues and/or monitors work and/or encroachments in the Town's right-of-way by issuing encroachment permits. Where Town property is located in DOT rights-of-way, the Town issues permits for disturbance or use of its properties including attachments to Town-owned poles located within DOT right-of-way.. Encroachment permits, or agreements are required to attach or use any Town property. Wireless telecommunication facility encroachments in the public rights-of-way require review by the Planning Department. (See Chapter 15 of this Code, (Land Use Ordinance). All public right-of-way encroachments must be reviewed by the Town Manager or designee, including attachments to Town utility poles, replacement of Town utility poles, and "make ready" requests.

(b) The right to perform work in the public right-of-way and the ability to maintain facilities in the public right-of-way are allowed subject to the conditions in §§ 7-9 and 7-11 and below, as supplemented by those set forth in other sections of this ordinance, standards adopted by the Public Works Department, and requirements contained in permits and/or other authorizations.

- (1) An encroachment permit does not convey any legal right, title, or interest in the public way. Persons doing work in the public way and users may need to obtain approvals from persons with property interests in the property.
- (2) A permit or authorization does not limit the Town's exercise of its regulatory, police, government, legislative, or contracting authority. The Town retains all rights to use all portions of public rights-of-way for its purposes not prohibited by law. If a permit or authorization conflicts with the terms of another permit or authorization, or with the Town Code, the stricter of the applicable provisions shall control. The stricter provision shall not control, however, if a later-issued permit, authorization, or ordinance explicitly and specifically states that particular terms are to override prior, less strict terms in an authorization.
- (3) The Town and its officials, officers, and employees are not liable for any direct, indirect, or consequential damages that result when facilities in the public way are damaged during the construction, installation, inspection, maintenance, use, or repair of public improvements that have received Town funding or that are installed pursuant to a contract with the Town.
- (4) Users and persons who cause work to be done in the public way shall pay for all damage that results, directly or indirectly, from work performed for their benefit in the public right-of-way, and for the installation, repair, maintenance, and operation of their facilities in the public right-of-way.

- (5) An encroachment permit creates no third-party rights against the Town and is intended only for the benefit of the person receiving the permit or authorization.
- (6) Persons doing work in the public right-of-way shall not interfere with existing utilities, such as infrastructure for conduit and fiber optics, electricity, water, natural gas and sewer, the natural and constructed stormwater system, and traffic signals and associated lines, or the repair or replacement of such systems. Persons doing work in the public right-of-way that does not involve creating a new structure shall apply for an encroachment permit at least ten
- (10) working days prior to initiating work, to allow time to locate and mark any existing Town utility lines. Persons building structures and/or utility poles, including wireless facilities, and associated underground conduit, shall apply for an encroachment permit at least thirty (30) calendar days prior to beginning work. (See section 7-9.) The application shall accurately describe the portion of the street to be affected. Damage to Town utilities or other infrastructure shall be paid for by the person or user contracting for the work that resulted in such damage. If an encroachment permit is not required, persons doing work in the public right-of-way shall also give the Town Public Works Department at least ten (10) working days' notice to locate and mark any existing Town utility lines prior to initiating work. In addition, in all cases mentioned above, persons will give the department a second notice 24-hours before beginning any work in the public right-of-way as required by Section 7-10(15) below.
- (7) Persons and users performing work in the public way shall ensure worker, traffic, and pedestrian safety and shall ensure that all work is performed in accordance with industry standards. Compliance with all federal, State, and local regulations, and all federal, State, local, and industry codes and standards are required. These include, but are not limited to, compliance with the Occupation Safety and Health Act; compliance with the Manual of Uniform Traffic Control Devices, National Electrical Code, and National Electrical Safety Code; compliance with fiber optic installation standards and telecommunication industry standards; compliance with plumbing and pipe installation codes and standards; and compliance with standards and codes for traffic safety and lane closures. Persons and users shall provide all equipment and personnel necessary to meet applicable regulations, codes, and standards, and shall furnish additional equipment or personnel if requested by the Town.
- (8) The administrator shall have the discretion, for reasons of public health or safety, to approve, deny, alter, and condition all proposed locations of facilities in the public way, and to determine whether placement, if allowed, shall be above ground or below ground.
- (9) Wires, fiber, and other similar conduit shall generally be located underground. A user that wishes to place such facilities above ground shall demonstrate to the Town's satisfaction why above-ground placement is necessary.

- (10) The Town recommends but does not require that facilities be located in existing ducts if such ducts are available and practicable to use.
- (11) A user shall demonstrate to the administrator's satisfaction that sufficient space exists in the public way for its proposed facilities without interfering with existing or planned public projects, and that placement of the facilities will not unduly disrupt use of the public way or negatively impact the condition of the public way.
- (12) The administrator may require a user to post written notice of proposed work or activities along the public way impacted and/or distribute notices to individual properties located along the impacted public way.
- (13) Users shall give the Town as-built or other maps, which shall be furnished in the form required by the Public Works Department, and changes to planned locations that were necessary to avoid pre-existing infrastructure. Users shall give the Town any other commercially reasonable information it requests regarding the installation of facilities, including underground conduit, upon completion in accordance with application requirements.
- (14) A person or user that conducts excavation or other activities that disturb the public rights-of-way or plantings within the public rights-of-way or facilities within the public way shall restore the area to a functional condition equivalent to that it was in prior to the disturbance. The restoration shall include, but is not limited to, installation of pavement, resurfacing nearby areas, grading other surface areas, restoring below-ground areas, planting and landscaping, replacing curb ramps to current standards, and repairing improvements and facilities. Replacement landscaping shall comply with the requirements of Article XIX and Appendix E of Chapter 15 of this code.
- (15) Users shall contact the Public Works Department at least 24-hours prior to actual work performed in the right-of-way, except in the case of an emergency.
- (16) To the extent permitted by North Carolina law, the Town may require a performance bond for work to be done in the public right-of-way.
- (17) A user shall, at its own cost, relocate its facilities within a time determined at the discretion of the Town, upon providing at least 120 days prior written notice to the user, if the Town determines that the facilities were placed in the public right-of-way without first obtaining permission from the Town, and the facilities:
  - a. Interfere with the use of the public way, or the provision of services to Town residents; or
  - b. Interfere with the repair or maintenance of any Town-maintained utility; or

- c. Will impede the construction of a project funded in part with public funds, or a project to be dedicated to the public upon completion. The Town agrees to work in good faith to identify a suitable alternative location to relocated affected facilities.

### **Section 7-11 Application Requirements**

An application must be filed with the administrator before the commencement of any work described in Section 7-9, including modification, change, or replacement of equipment that would be different in size, weight, or appearance than the existing equipment that is not otherwise exempt under this ordinance. The following information shall be submitted in an application for an encroachment permit:

- (a) Contact information for the user of the public right-of-way and contractors performing the work. Include all contractor's/trade's/professional licenses held and license numbers.
- (b) Description of the work to be performed, including the specific location or the requested make ready work.
- (c) Construction drawings demonstrating compliance with the Town's Engineering Specifications and Standard Details, the NCDOT Subdivision Road Manual, the latest edition of the Manual on Uniform Traffic Control Devices (MUTCD), and all relevant portions of Chapter 15 of this Code (Land Use Ordinance).
- (d) Description of all existing infrastructure within the proposed work area and any proposed modification, improvement, or movement of infrastructure.
- (e) Evidence that the owners of other utilities or encroachers near the new work have been notified.
- (f) Proposed work schedule.
- (g) The Town may require persons that do work in the public right-of-way and users to provide insurance by a company authorized to do business in the state, including, but not limited to:
  - (a) workers' compensation coverage for all employees;
  - (b) employers' liability insurance; (c) commercial general liability; and
  - (d) business auto policy. The Town may require that the Town, its officials, employees, and consultants be named as additional insureds on such insurance policies. In such cases, the applicant shall provide a certificate of insurance. If an applicant has previously damaged Town property or has not adequately repaired damaged Town property during the past three (3) years, the amount of insurance shall be as determined by the Town, in part based on the scope of the work and the tenure or term of occupancy.

(h) To facilitate the preparation and submittal of an application in compliance with this ordinance, and thereby expedite the review and permitting of an application, a pre-application meeting may be held.

(i) No permit or authorization shall be granted for new equipment or facilities that are not expressly and individually identified at the time of the application, including the specific location and design characteristics of each facility.

(j) A site visit of each facility or proposed location of a new facility may be conducted to determine the physical condition of the facility or proposed location and to identify any issues of concern, non-compliance with applicable laws, rules, and regulations, and any safety issues or concerns.

(k) Installations in the public right-of-way shall be located and constructed to create the least visual impact on the immediate surrounding area and the least physical intrusion and impact on the limited space in the public right-of-way. Such facilities/equipment shall not be constructed in a sight triangle or so close to the curb or edge of pavement that a safety hazard is created. (See Manual on Uniform Traffic Control Devices and Chapter 15 of this Code, (Land Use Ordinance), Appendix A on Sight Triangles).

(l) All cable risers or other vertically run cable of any kind attached to a pole or other support structure shall be protected with non-conductive, non-degradable material matching the color of the pole or support structure as closely as is reasonably possible.

( ) New and replacement wireless telecommunication facilities (poles or support structures that are not substantial modifications or routine maintenance) shall require a zoning permit and encroachment permit application. An application for a new or replacement pole or support structure must include detailed design criteria, including material composition, aesthetic appearance and structural adequacy analysis with calculations which must be able to be independently verified using the information submitted by the applicant to determine compliance with Town standards.

1. New and replacement installations shall be consistent throughout Town limits;

2. When feasible, in lieu of installing new poles, new wireless telecommunication facilities, installations shall first consider the following:

(i) replace existing distribution poles,

(ii) then secondary poles, or

( ) thirdly streetlights with a pole that meets the standards set forth in this section. New poles shall not be installed unless no existing pole is suitable or can be modified or replaced by a new pole in the same location;

3. New utility poles shall comply with the Town's adopted standards for small wireless utility poles.

### **Section 7-12 Driveways Additional Requirements**

- (a) Any person who receives a permit under this section shall be responsible for repairing any damage to the sidewalk or street (including curb and gutter) caused by the driveway construction.
- (b) The administrator shall review the driveway construction and design plans and shall issue the permit unless he finds the driveway, if constructed as proposed, will substantially interfere with or pose a danger to: (1) persons using the street or sidewalk intersected by the driveway, or (2) public facilities (including utility poles, traffic signal standards, etc.), or will fail to comply with any of the provisions of this section.
- (c) No driveway may be constructed closer than 3 feet to a fire hydrant or catch basin or closer than 30 feet to the right-of-way line of a street that intersects with the street the driveway opens onto.
- (d) If the driveway crosses a drainage ditch on a lot that abuts a street without curb or gutter, then piping of sufficient size and strength (as approved by the administrator) shall be installed beneath the driveway surface so that the drainage capability of the drainage ditch is not materially impaired.
- (e) This section shall not apply to driveways that open into state-maintained streets to the extent that the state has approved the driveway. Nor shall a person be required to obtain a permit under this section to the extent that the driveway is being constructed in accordance with plans approved pursuant to a review process authorized by Chapter 15 of this Code.

### **Section 7-13 Excavations Additional Requirements**

- (a) Except in emergency situations or as otherwise provided in this section, no person may dig in or excavate any street or sidewalk within the town without having obtained a written permit from the administrator.
- (b) Any person who receives a permit in accordance with this section shall be responsible as soon as weather permits for putting the street or sidewalk where any excavation is made in as good a condition as it was prior to the excavation.
- (c) Before granting an encroachment permit pursuant to this section, the administrator shall determine that the applicant has decided to comply with subsection (b), and if the town is to do the necessary repair work, the permit shall not be issued until the applicant makes a deposit equal to the estimated costs of repair.
- (d) This section shall not apply to any excavation made in a state-maintained street to the extent that the state has given its permission for such an excavation to be made, except that the person making the excavation shall still be responsible for notifying the administrator of the intended excavation forty-eight (48) hours before the work begins.

**Section 7-14 Additional Requirements for Wireless Support Structures, Wireless Facilities, and any other Wireless Communication Facility, Small Wireless Facility or Micro Wireless Facilities in the Rights of Way**

An applicant shall demonstrate compliance with Sections 7-9, 7-10 and 7-11 of this section and provide the additional supplemental information specific to wireless facilities, structures, and ancillary equipment. The definitions adopted in Chapter 15 of this Code (Land Use Ordinance) Article II, shall be used in this section and are incorporated herein by reference.

- (a) Persons adding or modifying wireless facilities in a public right-of-way shall apply for an encroachment permit at least thirty (30) calendar days prior to initiating work.
- (b) To facilitate the application process and to mitigate application-related costs for applicants, applications for small/micro wireless facilities may be submitted in groups of up to twenty-five (25) facilities in a single application.
- (c) No Taxpayer Subsidization. Taxpayers may not directly or indirectly subsidize an applicant's costs.
- (d) The height of wireless support structures, utility poles, and Town utility poles and small wireless facilities shall meet the standards in Section 176(d) of Chapter 15 of this code.
- (e) On blocks where decorative light or utility poles are installed, collocations may only occur on decorative poles if feasible. New poles shall be of the same design and materials as the decorative poles. (See Section 7-10 for information on encroachment on Town utility poles).
- (f) New small wireless support structures may be built no closer than 200 feet front an existing support structure or utility pole. The Town may consider a deviation from this standard upon request of the user if no feasible alternative in the public right-of-way exists.
- (g) Compliance with National Electrical Safety Code NESC (NESC) and National Electrical Code (NEC): all electronic attachments to poles or other structures in the public right-of-way shall always follow the edition of the NESC and the NEC in effect the later of (a) the time the facility was constructed; or (b) the time of the last modification of equipment on the pole or other support structure; or (c) the edition in effect at the time of the current application.
- (h) Service Date: Applicants shall attest that small wireless facilities be activated and placed in service no later than one year from the date the permit is issued.
- (i) Abandonment. Wireless service providers are required to remove an abandoned wireless facility within 180 days of abandonment. Should the wireless services provider fail to timely remove the abandoned facility, the Town may cause such wireless facility to be removed and may recover the actual cost of such removal, including legal fees, if any, from the wireless service provider. For purposes of this subsection, a wireless facility shall be deemed abandoned at the earlier of the date that the wireless service provider indicates that it is abandoning such facility or the date that is 180 days after the date that such wireless facility

ceases to transmit a signal, unless the wireless service provider give the Town reasonable evidence that it is diligently working to place such wireless facility back service.

(j) Materials. The composition of new poles shall comply with the standards in Section 176 of Chapter 15 of this code.

(k) Sizes: Micro and Small Wireless Facilities shall meet the size limits found in Article II of Chapter 15 of this code, "Definitions."

### **Section 7-15 Town Indemnified**

Any person obtaining a permit authorized by this Article agrees as a condition of the permit to indemnify the town of and hold the town harmless from any expense (including but not limited to attorney's fees, litigation costs and judgments) incurred as a result of claims made for damages arising out of operations conducted by the permit recipient pursuant to the permit, except for the Town's intentional misconduct.

## **Article III**

### **STREET OR OTHER PUBLIC EVENTS**

#### **Section 7-16 Activities Covered**

This article applies to:

(1) All street fairs, festivals, carnivals, parades, marches, rallies, demonstrations, pickets, and other activities that require the temporary closing or obstruction of a street, sidewalk, or other public right-of-way or any segment thereof or that otherwise substantially hinders or prevents the normal flow of vehicular or pedestrian traffic along any street or other public right-of-way; and

(2) Any public activity reasonably expected to be attended by 400 or more individuals for the purpose of making a public display or demonstration of sentiment for or against a person or cause (including protesting that may include the distribution of leaflets or handbills, the display of signs or any oral communication or speech, or that may involve an effort to persuade or influence, including all expressive or symbolic conduct, whether active or passive) to be held at the Town Commons or at any park or other open space of the Town.

Any of the foregoing activities, which are covered by this article, are hereafter referred to as “the public event.”

#### **Section 7-17 Permit Required**

No person may run, operate, or sponsor any public event without a permit obtained from the administrator in accordance with this article.

#### **Section 7-18 Permit Application**

Applications for the permit authorized by this article shall be submitted on a form provided by the administrator. All application procedures, deadlines, and requirements shall be governed by the Town’s Temporary Street Closing Policy.

For public events not conducted for the exercise of freedoms protected under the First Amendment, applications must be submitted in accordance with the deadlines established in the Temporary Street Closing Policy. For public events conducted for the exercise of freedoms protected under the First Amendment or under Section 7-16(2), applications must be submitted at least 36 hours before the event is expected to begin, or as otherwise provided in the Temporary Street Closing Policy.

#### **Section 7-19 Staff Review**

Upon receipt of the permit application, the administrator shall circulate it to the police chief, the fire chief, the public works director, and other appropriate persons, such as the Special Events Committee for their comment. The administrator may arrange to have a conference on the application with the applicant and one or more department heads.

### **Section 7-20 Insurance**

As a condition of permit issuance, the applicant is required to obtain a liability insurance policy appropriate for the nature and scope of the public event. The policy must be issued by an insurance company authorized to do business in this state, must name the Town as an additional insured, and must provide coverage for the entire event area.

All insurance requirements shall be administered in accordance with the Town's Temporary Street Closing Policy.

### **Section 7-21 Fees; Costs Incurred by Town**

(a) A basic minimum fee sufficient to cover the cost of the permit shall be paid by the applicant.

(b) In addition, if the Town is requested to provide extra-ordinary services or equipment or the Town administration otherwise determines that extraordinary services or equipment should be provided for reasons related to public health or safety, the Town shall take whatever action is necessary under the Local Government Budget and Fiscal Control Act to make available the necessary funds for the provision of such services or equipment.

(c) The event organizer shall reimburse the Town for the costs of any extraordinary services or equipment provided for the public event, as determined in the Town's Temporary Street Closing Policy.

### **Section 7-22 Standards for Issuance of Permit**

(a) Subject to subsection (e) of this section, the administrator shall issue the permit authorizing the public event unless it finds that:

(1) Conduct of the public event will require the assignment of so many police officers that the remainder of the Town cannot adequately be protected; or

(2) The public event will interfere with the movement of emergency vehicles to such an extent that adequate police, fire, or other emergency services cannot be provided throughout the Town; or

(3) The applicant has failed to obtain any necessary permits or licenses, including any required building permit or privilege license, or the applicant is otherwise in violation of any Town ordinance; or

(4)The public event will work a severe hardship on persons occupying property adjacent to the site, location, or route of the public event as a result of the denial of access to property or for other substantial reasons; or

(5)The public event, if held at the time or at the location or along the route proposed, will cause an unreasonable and unwarranted disruption to vehicular or pedestrian traffic; or

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(6) The applicant has failed to comply with any of the provisions of this article, including the payment of any fees required.

(b) If a permit is issued in accordance with subsection (a), the administrator may attach to it any reasonable conditions, including, without limitation, alternative time, place, and manner restrictions for the public event.

(c) If the administrator finds that the permit cannot be issued for reasons specified in subsection (a), the administrator may request the applicant to modify its application to remove any objections to the issuance of the permit.

(d) Any public event conducted pursuant to a permit issued under this section shall be conducted strictly in accordance with the terms of the permit, including any conditions attached thereto.

(e) The administrator may issue a permit under this article for a road race public event only if such event will benefit a non-profit organization that is based in or provides services in Orange County.

### **Section 7-23 Street Closings**

(a) If the administrator finds that the permit should be issued and that, to conduct the event, it is necessary to close a street or to reroute traffic, the applicant must obtain a Street Closing Permit in accordance with the Town's Temporary Street Closing Policy. No street that is part of the State-maintained system may be closed without prior approval of the North Carolina Department of Transportation.

(b) The Street Closing Permit shall identify the street or portion thereof to be affected and shall indicate the date and time when the street or portion thereof is to be closed or traffic thereon is to be limited in some way. The administrator shall ensure that appropriate traffic control devices are installed to provide notice of the temporary traffic controls.

(c) No person may operate any vehicle contrary to the traffic control devices installed in accordance with subsection (b).

(d) The event organizer shall notify persons occupying property abutting the affected street of the details of the Street Closing Permit including location, timing, and nature of closure in accordance with the Town's Temporary Street Closing Policy..

### **Section 7-24 Sponsor Responsible for Cleanup**

The sponsor of the public event shall be responsible for cleaning up any litter caused by the event, removing all temporary obstructions, and in general returning the area where the event takes place to the condition that existed prior to the event. If the Town must perform additional cleaning, the organizer will be charged the full cost of staff time and materials. The administrator may require the sponsor to post a bond or other sufficient security to guarantee compliance with this section.

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### **Sections 7-25 Certain Payment Exemptions for First Amendment Public Events**

Persons engaged in public events conducted for the exercise of freedoms protected under the First Amendment are not required to pay for any insurance, fees, costs, or bond as otherwise may be required under Sections 7-21, 7-22, and 7-24.

### **Section 7-26 Appeals**

The decision of the administrator is subject to review in the Superior Court of Orange County by proceedings in the nature of certiorari. Any petition for writ of certiorari shall be filed with the Clerk of Superior Court within 30 days after the applicant has received notice of the decision. Unless good cause exists to contest a petition for writ of certiorari, the Town shall stipulate to certiorari no later than five business days after the petitioner requests such stipulation. The Town shall transmit the record to the court no later than five business days after receiving the order allowing certiorari. Notwithstanding the provisions of any local rule of the reviewing court that allows for a longer time period, the Town shall file its brief within 15 days after it is served with the petitioner's brief. If the petitioner serves their brief by mail, the Town shall add three days to this time limit in accordance with North Carolina General Statute 1A-1, Rule 5. If the local rule is subsequently amended to provide for a shorter time period for the filing of any brief, then the shorter time shall control.

## Article IV

### MISCELLANEOUS

#### **Section 7-31 Damaging Street Surfaces, Street Signs, Other Facilities**

- (a) No person may intentionally mutilate, deface, remove, damage, or in any manner interfere with any of the street name signs, traffic control signs and devices, and other signs erected by any public body.
- (b) No person may drag, run, or cause to be dragged or run upon any public street, any harrow, or other implement, machine or tool likely to injure or cut the surface of such street.
- (c) No person may intentionally damage, injure, obstruct or otherwise interfere with any street, sidewalk, bridge, culvert, ditch, or drain owned or maintained by the Town.

#### **Section 7-32 House and Building Numbers**

- (a) The owner of every house and every principal building shall display or cause to be displayed on the front thereof, or on the grounds in a position easily observed from the street, the number assigned to the owner's house or building by the administrator. The owner shall comply with this section within thirty (30) days after receiving a written notice from the administrator requesting the owner to do so and specifying the house or building number assigned.
- (b) No person may display or cause to be displayed on any house or building any number other than the number assigned by the administrator.
- (c) No person may remove, obliterate or destroy any number displayed in accordance with subsection (a).
- (d) The administrator shall assign house and building numbers in accordance with a house and building numbering system that adheres as closely as possible to the principles set forth in this section. However, matters of interpretation regarding the following principles shall rest within the sound discretion of the administrator.
  - (1)The Town shall be divided by two axes. The north-south axis shall be Greensboro Street and Hillsborough Road, and the east-west axis shall be Main Street through Jones Ferry Road.
  - (2)Numbers shall run in an ascending order from east to west on streets to the west of the north-south axis. Numbers shall run in an ascending order from west to east on streets to the east of the north-south axis. Numbers shall run in ascending order from south to north on streets to the north of the east-west axis. Numbers shall run in ascending order from north to south on streets to the south of the east-west axis.

(3) All dead-end streets shall begin numbering at the open end no matter which compass direction they follow.

(4) Streets with both ends opening from the same direction shall begin numbering on the end closest to the axis.

(5) Streets which do not run north-south or east-west shall begin numbering at the end closest to the axis.

(6) Streets which connect to both axes shall begin numbering on the end coming off the east-west axis.

(7) Each block shall begin a new number series, for examples, 101, 201, or 301.

(8) Numbers shall remain unassigned in order to accommodate future development and block numbering that anticipates additional development shall be reserved in undeveloped areas.

### **Section 7-33 Administrator**

As used in this chapter, the term "administrator" refers to the public works director or any other person designated by the Town Manager to perform the responsibilities assigned to the administrator by this chapter.

### **Section 7-34 Penalties and Remedies** *(amend. 10/11/22)*

(a) A violation of this Article IV shall subject the violator to a civil penalty of \$25.00. If a person fails to pay this penalty within ten days after being cited for a violation, the Town may seek to recover the penalty by filing a civil action in the nature of debt.

(b) The Town may seek to enforce this chapter through any appropriate equitable action.

(c) Each day that a violation continues after the offender has been notified of the violation shall constitute a separate offense.

(d) The Town may seek to enforce this chapter by using any one or any combination of the foregoing remedies.

### **Section 7-35 Reserved**

## Article V

### CARE AND PROTECTION OF TREES

#### Section 7-36 Purpose, Intent and Scope of Article

(a) The Council finds that:

(1) Trees are proven producers of oxygen, a necessary element for the survival of people;

(2) Trees appreciably reduce the ever-increasing environmentally dangerous carbon dioxide content of the air and play a vital role in purifying the air that we breathe;

(3) Trees precipitate dust and other particulate air-borne pollutants from the air and create temporary conditions of narcosis allowing air-borne pollutants to settle to the ground;

(4) Trees transpire considerable amounts of water each day and thereby purify the air much like the air-washer devices used on commercial air conditioning systems;

(5) Trees have an important role in neutralizing waste water passing through the ground from the surface to ground water tables and lower aquifers;

(6) Trees through their root systems stabilize the ground water tables and play an important effective part in community-wide soil conservation, erosion control and flood control;

(7) Trees are an invaluable physical, aesthetic and psychological counterpoint to the urban setting, making urban life more comfortable by providing shade and cooling the air and land, reducing noise levels and glare, and breaking the monotony of human developments on the land; and

(8) The need for trees is particularly acute and trees are especially valuable along public rights-of-way and other Town-owned property.

(b) Based upon the findings set forth in subsection (a), the Council declares that it is not only desirable but essential to the health, safety and welfare of all the citizens of the Town of Carrboro, present and future, to protect present trees and to encourage the propagation of trees along the public rights-of-way and other Town-owned property, and the provisions of this article are designed to accomplish this objective.

(c) The provisions of this article apply to all areas within 30 feet of the center line of a public street, or to the right-of-way line, whichever embraces more area, as well as all other Town-

owned property. For purposes of this article, these areas shall be referred to collectively as "public property."

### **Section 7-37 Tree Board**

(a) The Carrboro Appearance Commission shall henceforth also act and function as the Carrboro Tree Board.

(b) The Tree Board shall be empowered to:

(1) Develop and administer a comprehensive tree program;

(2) Recommend needed ordinances to properly regulate tree planting, maintenance and removal;

(3) Develop and prepare a long-range management plan that deals with existing and planned or proposed trees and shrubs on public property (master street tree plan) to be adopted by the Town Council;

(4) Develop and implement annual work plans (annual street tree plan) to be adopted by the Town Council; and

(5) Designate one of its members to advise and assist the administrator in implementing this article.

### **Section 7-38 Permits**

(a) No person, without a written permit issued by the administrator, may plant, cut down, remove, destroy, severely prune (including the root system) or treat with a view to its preservation from disease or insects, any tree or shrub on public property.

(b) No person, without a written permit issued by the administrator, may place or maintain upon the ground on public property any stone, cement or other impervious matter or substance in such a manner as to obstruct the free access of air and water to the roots of any tree or shrub in such place.

(c) The administrator shall issue the permit required by subsections (a) or (b) within 10 days of a request for such permit unless the administrator finds that:

(1) With respect to the planting of a tree or shrub, the proposed planting is inconsistent with the master street tree plan or the annual street tree plan;

(2) With respect to the proposed treatment of a tree or shrub, the proposed treatment poses a danger to other trees or shrubs on public property or a danger to the public health or safety;

(3) With respect to the cutting down or removal of trees or shrubs, such actions would be inconsistent with the master street tree plan or the annual street tree plan and other means are reasonably available to achieve the legitimate objectives sought to be accomplished by the removal of such trees or shrubs.

(4) With respect to the placement of stone, cement or other impervious matter around trees or shrubs, such actions would be inconsistent with the master street tree plan or the annual street tree plan by posing a substantial danger to existing or proposed trees or shrubs, and other means that are reasonably available to achieve the legitimate sought to be accomplished by such actions.

**Section 7-39 Additional Measures to Protect Trees and Shrubs**

(a) It shall be the responsibility of the person in charge of the erection, repair, alteration or removal of any building or structure to place a guard around any tree on public property so as to prevent injury to such tree. As provided in Section 7-38, if such severe pruning or removal of any tree is necessary, a written permit shall be obtained.

(b) No person may attach any rope or wire to any tree or shrub or to the guard or stake intended for the protection of such tree or shrub on public property, except for the purpose of protecting such tree or shrub or the public.

(c) Trees or shrubs that are diseased or that have an infectious condition that endanger other trees or shrubs on public property or that otherwise pose a danger to the public health or safety shall be removed by the owners of the property on which such trees are located within 10 days after being notified by the administrator of such condition. Such trees are declared to be a public nuisance, and if not corrected by the responsible person within the time specified herein, the Town may summarily abate any such nuisance that is located on Town property on a public right-of-way.

(d) Any person aggrieved may appeal any decision of the administrator to the Board of Adjustment in accordance with the procedures specified for appeals set forth in Chapter 15 of the Town Code.



TOWN OF CARRBORO • NC

# TEMPORARY STREET CLOSING

TOWN OF CARRBORO  
**POLICY**

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**NOVEMBER 18, 2025**

## Temporary Street Closing Policy

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# Temporary Street Closing Policy

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**Temporary Street Closing Policy**

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## Temporary Street Closing Policy

### Glossary of Terms

**ADA (Americans with Disabilities Act):** Federal law that requires public facilities and events to provide equal access to individuals with disabilities, including accessible parking, restrooms, and routes.

**Application Deadline:** The minimum advance time required for submitting a permit application. For temporary street closures the application deadline is **120 days prior to the event**.

**Bicycle Race:** A moving event in which participants compete on bicycles along a specified course. Bicycle races must comply with North Carolina General Statute § 20-171.2 and all applicable safety and traffic control requirements.

**Carnival:** A public or community event featuring amusement rides, games, food vendors, and entertainment, usually confined to a specific area or block.

**Community Event Pre-Application:** An initial application submitted by organizers to determine whether an event is eligible for a temporary street closure and to facilitate early feedback.

**Crowd Manager:** An individual who has successfully completed the state-approved training course and is certified to oversee crowd safety and emergency preparedness at large events, in accordance with North Carolina Fire Prevention Code Section 403.11.3.

**Detour:** A temporary route established to redirect traffic around a closed street during an event.

**Emergency Egress / Evacuation Routes:** Designated pathways that must remain clear to allow emergency vehicles and personnel to access the event site and to allow safe evacuation of attendees.

**Event Organizer / Sponsor:** The individual, group, or organization responsible for planning, executing, and ensuring compliance with all Town requirements for a temporary street closing event.

**Festival:** A public or community event, typically held in a fixed location, that celebrates a particular theme, culture, or interest.

**Fire Protection Access Point:** Any designated location or pathway that provides emergency personnel direct access to fire suppression systems, equipment, or areas requiring protection during an incident.

**Indemnification Agreement:** A signed agreement in which the event organizer releases the Town of Carrboro from liability arising from the event.

**Moving Event:** An event that progresses along a route, such as a parade, race, or walk, and typically requires traffic control measures along the entire route.

**Notification Affidavit:** A signed document submitted by the event organizer certifying that all affected property owners and businesses have been notified in accordance with Town requirements.

## Temporary Street Closing Policy

**NCDOT Roads:** Roads maintained by the North Carolina Department of Transportation. Approval from NCDOT is required before the Town can permit any closure on these roads.

**North Carolina Fire Prevention Code Section 403.11.3:** A provision within the state fire code that mandates the presence of certified Crowd Managers at events anticipating attendance of 1,000 or more individuals, with a minimum ratio of one Crowd Manager per 250 attendees.

**North Carolina Office of State Fire Marshal (OSFM):** The state agency responsible for administering fire safety regulations, training programs, and certifications, including the Crowd Manager Training Course.

**Parade:** A moving event in which participants (on foot, in vehicles, or floats) travel along a designated route for ceremonial, celebratory, or community purposes. Parades must comply with applicable Town, County, and State regulations.

**Public Notification:** The process of informing affected property owners, businesses, and the general public about the street closure, including approved marketing materials, letters, and posted signage.

**Public Safety Officials:** Designated representatives from the Town's police, fire, and emergency services departments who evaluate and ensure the safety and security of public events.

**Public Works Department:** Carrboro's department responsible for overseeing infrastructure, maintenance, and logistical support related to public spaces, including streets and sidewalks.

**Safety Plan / Traffic Control Plan:** A detailed plan showing street closures, barricade placement, signage, emergency lanes, and other measures to ensure the safety of participants, the public, and emergency services.

**Sanitation / Waste Management:** Measures implemented by the event organizer to provide trash, recycling, and proper disposal of hazardous or cooking waste, and to ensure the event site is returned to its original condition.

**Site Map / Route Map:** A detailed visual representation of the event area, including street closures, emergency lanes, amenities, vendor areas, and traffic control measures.

**Special Events Committee:** The Town committee responsible for reviewing, approving, and monitoring temporary street closure events, including site plans, notifications, and compliance with Town regulations.

**Static Event:** An event that occurs in a fixed location, generally limited to one block, and does not involve moving along streets or intersections. Examples include block parties and neighborhood festivals.

**Temporary Street Closing:** The official restriction of travel lanes, bicycle lanes, sidewalks, parking areas, or other public rights-of-way for a limited duration to accommodate an event.

## Temporary Street Closing Policy

**Temporary Street Closing Permit Application:** The formal application submitted by the organizer requesting approval for a street closure, including required maps, traffic plans, insurance, and notifications.

**Town-recognized Holidays:** A calendar date officially designated by the Town of Carrboro as a holiday for municipal operations, during which special staffing provisions and compensation policies apply. Carrboro Town holidays are New Year's Days, Dr. Martin Luther King, Jr. Day, Easter Friday, Memorial Day, Juneteenth, Independence Day, Labor Day, Thanksgiving (2 days), and Christmas (3 days).

**Traffic Control Company / Personnel:** Licensed individuals or firms responsible for implementing traffic control measures, such as barricades and signage, as required by NC General Statute § 20-114.1.

**Waste Containers / Roll-out Waste Containers:** Containers used to collect trash, recycling, and other waste materials during an event. The Town may provide a limited number for use.



## Temporary Street Closing Policy

This policy outlines the process and requirements for temporary street closures in the Town of Carrboro for special events. It is intended to guide event sponsors through the application process, ensure public safety, minimize disruptions, and maintain accessibility and sustainability standards.

### 1. Overview

Temporary street closures involve the restriction of travel lanes, bicycle lanes, sidewalks, parking areas, and other public rights-of-way. These closures must be approved by the Town and, in some cases, the State of North Carolina. Multiple departments may be involved in the review process to ensure that closures are safe, accessible, and minimally disruptive to the public.

### 2. Event Types

The Town recognizes several types of events that may require temporary street closures:

- **Static Events:** Events that occur in a fixed location, generally limited to one block and not involving intersections. Examples include block parties, neighborhood festivals, and carnivals.
- **Moving Events:** Events that progress along a designated route, such as parades, races, or walks. Moving events typically require more extensive traffic control and public safety planning.

Additional regulations may apply depending on the type of event:

- **Bicycle Races:** Must comply with North Carolina General Statute § 20-171.2 regarding race safety and traffic regulations.

**Parades or Similar Moving Events Involving Motor Vehicles:** Must comply with North Carolina General Statute § 14-277.2 governing weapons and conduct at parades.

These requirements are in addition to all other applicable Town of Carrboro, Orange County, State of North Carolina, and federal regulations governing temporary street closures.

### 3. Application Process and Deadlines

Event organizers must first submit a Community Event Pre-Application for review. Once this has been approved, the organizer may submit a Temporary Street Closing Permit Application.

Temporary Street Closing Applications must be submitted at least 120 days prior to the event.

## Temporary Street Closing Policy

### 4. Approved Days and Times for Closures

Street closures are generally permitted only on weekends and Town-recognized holidays. However, special requests for closures outside these general days may be considered on a case-by-case basis, subject to approval.

### 5. Event Layout and Traffic Plans

All temporary street closing applications must include a detailed site map or route map showing the exact location, layout, and traffic control plan for the event. For moving events, such as races or parades, organizers are encouraged to use greenways whenever possible. All routes are subject to review and approval by the Special Events Committee.

The site plan must clearly show:

- All proposed street closures and detours
- Emergency egress and evacuation routes (including a 20-foot emergency lane)
- Locations of barricades, signage, tents, restrooms, waste containers, and vendor areas
- Any temporary parking restrictions

Sidewalks, greenways, and multi-use paths must remain clear unless specifically included in the street closure permit. Temporary parking restrictions must be posted 24 hours in advance.

Fire hydrants and other designated fire protection access points shall always remain unobstructed and fully accessible.

The Special Events Committee reserves the right to modify the proposed event route and associated traffic control measures.

### 6. Use of NCDOT Roads

The Town cannot authorize the closure of roads that are part of the North Carolina Department of Transportation (NCDOT) system. Event organizers must obtain approval from NCDOT before the Town can finalize its own permitting process.

NCDOT maintained roadways in the Town of Carrboro:

- East Main Street
- Estes Drive
- Franklin Street
- Hillsborough Road
- Homestead Road
- Jones Ferry Road
- NC-54
- NC-54 Bypass
- North Greensboro Street
- Old Fayetteville Road
- Old NC 86
- Public Works Drive
- Rogers Road
- South Greensboro Street
- Strowd Lane
- University Lake Road
- West Main Street

Event Sponsors should submit the [NCDOT Special Event Request Form](#) to [NCDOT Division 7 District 1](#). For questions, please contact NCDOT District 7 Division 1 directly by calling (336) 570-6833.

## **Temporary Street Closing Policy**

### **7. Accessibility / Americans with Disabilities Act (ADA)**

Under the Americans with Disabilities Act (ADA), any public event must provide equal access to individuals with disabilities. Event organizers must ensure compliance with the Americans with Disabilities Act (ADA) by providing:

- ADA-accessible parking if existing accessible spaces are impacted or if temporary parking is offered.
- At least one ADA-compliant portable toilet where portable restroom facilities are provided.
- Accessible routes connecting parking, restrooms, and event areas.

### **8. Parking and Transportation**

A comprehensive Parking and Transportation Plan is required for all events. This plan must ensure safe access for attendees, participants, vendors, and emergency services. The plan should address traffic congestion, pedestrian access, and alternative transportation options such as public transit, biking, or carpooling.

Use of private parking areas, such as shopping center lots, requires written permission from the property owner or their authorized agent. Public parking may not be reserved or monetized. Promotional materials must include accurate information about parking availability.

### **9. Public Notification**

All event-related marketing materials and signage must comply with the Town's sign ordinance and must receive prior approval from the Special Events Committee before distribution or display.

Upon approval of a street closing event, organizers are required to notify all affected property owners and businesses no later than forty-five (45) days prior to the event. All notification letters must be pre-approved by the Special Events Committee before being sent. Notifications may be delivered via mail, hand-delivery, or email. For reference see Attachment A: Sample Public Notification Letter.

A copy of the approved notification letter, along with a signed Notification Affidavit, must be submitted to the Town no later than thirty (30) days prior to the event. See Attachment B: Notification Affidavit.

In addition, street closure signs must be posted at all affected locations no later than seven (7) days prior to the event.

Organizers must also submit their event for inclusion on the Town of Carrboro's Community Events Calendar, available on the Town website. For assistance with this process, please contact the Communications and Engagement Department at (919) 918-7314.

### **10. Safety and Emergency Services**

Organizers are responsible for developing and implementing a traffic control plan. Traffic control must be provided by either Town personnel or a professional traffic control company licensed under NC General Statute § 20-114.1. Associated costs for staffing (Police, Fire, Public Works) will be billed to the event sponsor.

## Temporary Street Closing Policy

An Emergency Action Plan must be submitted and will be reviewed with the event organizer sixty (60) days prior to the event. Depending on the size and characteristics of the event, the Town may require the presence of on-site emergency medical services (EMS), such as support from South Orange Rescue Squad.

In accordance with North Carolina Fire Prevention Code Section 403.11.3, events expecting more than 1,000 attendees must provide certified Crowd Managers. A minimum of one (1) Crowd Manager is required for every 250 attendees. Certification may be obtained by completing the official Crowd Manager Training Course offered by the North Carolina Office of State Fire Marshal (OSFM), based on the 2024 Fire Code. The online course provides a Certificate of Completion, which serves as proof of compliance with state law. Organizers and volunteers may access the training course here: <https://www.ncosfm.gov/licensing-cert/pyrotechnics/classes-pyrotechnic-license-fusing-crowd-manager>. Upon certification, organizers must submit the names and certificates of all Crowd Managers to the Town.

### 11. Notification of Central Communications (911):

The **Event Organizer** is responsible for notifying Central Communications (911):

- on the day of closing, prior to the actual closing of the street (dialing 911)
- on the day of closing, when the street is re-opened (dialing 911)

### 12. Sanitation and Sustainability

Organizers are required to manage litter and waste during and after the event. This includes providing:

- Adequate trash and recycling containers
- Personnel or volunteers to handle litter throughout the event
- Proper disposal plans for cooking grease and similar waste

The Town may provide up to five roll-out waste containers. Any hazardous waste disposal violations will be subject to penalties under the North Carolina Fire Prevention Code. The event site must be returned to its original condition.

[Orange County Solid Waste](#) provides support with recycling and waste diversion planning for events. Organizers may contact their office at (919) 968-2788 for assistance with implementing recycling initiatives.

### 13. Post-Event Cleanup

Organizers are required to clean up all debris and signage immediately following the event. If the Town must perform additional cleaning, the organizer will be charged the full cost of staff time and materials.

## **Temporary Street Closing Policy**

### **14. Insurance Requirements**

Event organizers must provide a Certificate of Insurance for General Liability Insurance in the amount of \$5,000,000 naming the Town of Carrboro, 301 W. Main St., Carrboro, NC 27510 as an Additional Insured.

The Town may require higher limits depending on the size and nature of the event.

### **15. Holiday Staffing Rates**

Events scheduled on Town-recognized holidays that require traffic control support will incur staffing costs at applicable holiday rates. These rates will be confirmed with the organizer during the event review process.

### **16. Weather and Cancellation**

The event sponsor is responsible for monitoring weather conditions and determining whether to cancel due to inclement weather. The Town reserves the right to cancel any event in the interest of public health and safety.

Sponsors may cancel their event without penalty if they provide at least 24 hours' written notice. If less than 24 hours' notice is given, the organizer will be responsible for a four-hour minimum pay for Police and Public Works staff scheduled to work on the event.

### **17. Permit Approval Standards**

The Town of Carrboro reserves the right to deny a Street Closure Permit under any of the following circumstances:

- The event requires too many Town employees or compromises public safety
- The event creates a hardship on staff and resources capacity
- It obstructs emergency vehicle access
- Required permits or licenses have not been obtained
- The event would create undue hardship on nearby property owners
- The event would cause unreasonable traffic disruption
- The applicant has failed to meet the conditions of this policy or any other Town ordinance

### **18. Permit Approval Authorities**

All street closing permits are subject to final approval by the Town of Carrboro's Public Works Department and Public Safety officials. Approval is contingent upon a thorough review of the event's site plan, traffic control measures, and compliance with applicable safety and operational standards.

## Temporary Street Closing Policy

### 19. Revocation of Permit

The Town reserves the right to revoke a Street Closure Permit if any condition of this policy, the Town Code, or the Community Event Pre-Application, is violated.

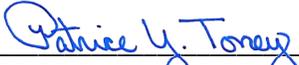
### 20. Indemnification Agreement

All applicants must sign an indemnification agreement releasing the Town of Carrboro from liability arising from the event. This agreement is included with the permit application. See Attachment C: Temporary Street Closing Permit Application.

### Attachments

- Attachment A: Sample Public Notification Letter
- Attachment B: Notification Affidavit
- Attachment C: Temporary Street Closing Permit Application

Effective Date: November 10, 2025

Approved by:   
Patrice Y. Toney, Town Manager

**Attachment A: Sample Public Notification Letter**

## Temporary Street Closing Policy

[Date]

[Property Owner / Business Name]

[Street Address]

[City, State, ZIP]

Dear [Property Owner / Business Owner],

We are writing to inform you that the Town of Carrboro has granted approval for a temporary street closing for the following event:

- **Event Name:** [Insert Event Name]
- **Date:** [Insert Date]
- **Time:** [Insert Start and End Time]
- **Street(s) Affected:** [List specific streets or blocks]
- **Event Type:** [Walk / Run / Festival]
- **Organizer Contact Information:** [Name, Phone Number, Email Address]

This event has been reviewed and approved in accordance with the Town of Carrboro's Temporary Street Closing Policy. As part of this process, we are required to provide advance notice to all property owners and businesses that may be affected.

The street closure is necessary to ensure the safety of participants, spectators, and the public during this event. Temporary parking restrictions may be posted 24 hours before the event. Access for emergency vehicles will remain open at all times, and ADA-compliant pedestrian access will be maintained wherever possible.

If you have any questions or concerns, please feel free to contact [Organizer's Name] at [phone/email] or reach out to the Town of Carrboro Special Events Committee at [Town contact email/phone].

Thank you for your attention and support.

Sincerely,

[Organizer's Name]

[Title]

[Organization / Sponsoring Group]

[Phone] | [Email]

**Attachment B: Notification Affidavit**



**Notification Affidavit**  
*(For Temporary Street Closing Events)*

**Event Name:** \_\_\_\_\_

**Event Date(s):** \_\_\_\_\_

**Organizer / Sponsoring Organization:** \_\_\_\_\_

**Affidavit of Notification**

I, the undersigned, hereby certify that I am the authorized representative of the above-listed event and that I have complied with the Town of Carrboro’s **Temporary Street Closing Policy** by:

1. **Notifying all affected property owners and businesses** within the designated event area **no later than forty-five (45) days prior** to the scheduled event date(s).
2. Delivering notifications via the approved method(s) — [ ] mail, [ ] hand-delivery, [ ] email — as authorized by the Special Events Committee.

I affirm that the attached copy of the notification letter represents the exact version approved by the Special Events Committee and was provided to all affected parties as required.

**Certification**

I certify under penalty of perjury that the information provided above is true and accurate to the best of my knowledge.

**Organizer / Applicant Name (Printed):** \_\_\_\_\_

**Signature:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**For Town Use Only**

- **Reviewed by:** \_\_\_\_\_
- **Date Received:** \_\_\_\_\_
- **Approved by:** \_\_\_\_\_

**Attachment C: Temporary Street Closing Permit Application**



## Temporary Street Closing Permit Application

### 1. Applicant and Sponsoring Organization Information:

Sponsoring Organization Name: \_\_\_\_\_

Type of Organization:  Non-Profit  For Profit  Other: \_\_\_\_\_

Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_

Telephone: \_\_\_\_\_ Email: \_\_\_\_\_

Event Coordinator's Name(s): \_\_\_\_\_

Telephone: \_\_\_\_\_ Email: \_\_\_\_\_

Day of Event Contact Name: \_\_\_\_\_

Telephone: \_\_\_\_\_ Email: \_\_\_\_\_

### 2. Event Information

Event Name: \_\_\_\_\_

Event Website: \_\_\_\_\_

Type of Event: (please check all that apply)

Block Party  Festival  Run/Walk  Other: \_\_\_\_\_

Is the Event Open to the General Public?  Yes  No

Estimated Attendance: \_\_\_\_\_

Purpose of Event: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

## Temporary Street Closing Policy (Temporary Street Closing Permit Application page 2)

Event Date(s): \_\_\_\_\_ Inclement Weather/Rain Date: \_\_\_\_\_

Event Time Period: From: \_\_\_\_\_ To: \_\_\_\_\_

Event Set-Up Time: From: \_\_\_\_\_ To: \_\_\_\_\_

Event Clean-Up Time: From: \_\_\_\_\_ To: \_\_\_\_\_

Event Location(s): (Please list streets to be closed) \_\_\_\_\_  
\_\_\_\_\_

Please attach a detailed site map or route plan.

### Parking and Transportation:

Will the event utilize private parking areas, such as a school or shopping center lot?  Yes  No

### Traffic Control:

Will the event need the Town to provide traffic control?  Yes  No

Additional Information about the event: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

### 3. Hold Harmless / Indemnification Agreement

The Applicant has requested permission from the **Town of Carrboro** to host an event, which involves the **temporary closure of public rights-of-way** or other Town property.

In consideration of such permission, the **Applicant** hereby fully **releases and discharges** the **Town of Carrboro**, its elected officials, officers, employees, agents, and volunteers from any and all claims, demands, actions, liabilities, damages, losses, costs, and expenses — including but not limited to those involving **personal injury, death, or property damage** — which may arise or may be alleged to have arisen out of, or in connection with, the Applicant's event.

The **Applicant** further **agrees to indemnify, defend, and hold harmless** the Town of Carrboro, its elected officials, officers, employees, agents, and volunteers from and against **any and all claims, liabilities, damages, or losses** — including those asserted by third parties or members of the public — which may arise or may be alleged to have arisen out of, or in connection with, the Applicant's event, its preparation, execution, cleanup, or any related activity.

**Temporary Street Closing Policy (Temporary Street Closing Permit Application page 3)**

In addition, the Applicant agrees to maintain, at its sole cost, insurance coverage that meets or exceeds the Town’s **minimum insurance requirements** as outlined in the **Temporary Street Closing Policy**. The **Town of Carrboro** must be listed as an **Additional Insured** on all applicable insurance policies. The Certificate(s) of Insurance must be submitted at least **30 days prior to the event** and approved by the Town’s Special Events Committee.

By signing below, the Applicant acknowledges that they have read, understood, and agreed to abide by the **Temporary Street Closing Policy** and this **Hold Harmless / Indemnification Agreement** as a condition of receiving a Temporary Street Closing Permit.

\_\_\_\_\_  
**Applicant’s Signature**

\_\_\_\_\_  
**Date**

**FEE: \$100.00 application fee.** Application fee must accompany the submittal of this application.

<b>For Town Use Only</b>		
	<u>Date completed</u>	<u>Completed By</u>
Permit Application and Fee Received	[_____]	[_____]
Preliminary Permit Approved	[_____]	[_____]
Insurance Certificate	[_____]	[_____]
Public Notification	[_____]	[_____]
NC DOT Approval (if applicable)	[_____]	[_____]
Crowd Manager Certification (if applicable)	[_____]	[_____]
Private Parking Permission (if applicable)	[_____]	[_____]
Street Signs Posted	[_____]	[_____]
Notify OC EMS (5 days prior to event)	[_____]	[_____]
Chapel Hill Transit Notified (if applicable)	[_____]	[_____]

## **AN ORDINANCE AMENDING CHAPTER 7, ARTICLE III OF THE CARRBORO TOWN CODE TO ALIGN WITH THE TEMPORARY STREET CLOSING POLICY**

THE CARRBORO TOWN COUNCIL ORDAINS:

**Section 1.** Sections 7-18, 7-19, 7-20, 7-21, 7-22, 7-23, 7-24, 7-25, and 7-26 of the Carrboro Town Code are amended to read:

### **Section 7-18 Permit Application**

Applications for the permit authorized by this article shall be submitted on a form provided by the administrator. All application procedures, deadlines, and requirements shall be governed by the Town's Temporary Street Closing Policy.

For public events not conducted for the exercise of freedoms protected under the First Amendment, applications must be submitted in accordance with the deadlines established in the Temporary Street Closing Policy. For public events conducted for the exercise of freedoms protected under the First Amendment or under Section 7-16(2), applications must be submitted at least 36 hours before the event is expected to begin, or as otherwise provided in the Temporary Street Closing Policy.

### **Section 7-19 Staff Review**

Upon receipt of the permit application, the administrator shall circulate it to the Police Chief, the Fire Chief, the Public Works Director, and other appropriate persons, such as the Special Events Committee for their comment. The administrator may arrange to have a conference on the application with the applicant and one or more department heads.

### **Section 7-20 Insurance**

As a condition of permit issuance, the applicant is required to obtain a liability insurance policy appropriate for the nature and scope of the public event. The policy must be issued by an insurance company authorized to do business in this state, must name the Town as an additional insured, and must provide coverage for the entire event area.

All insurance requirements shall be administered in accordance with the Town's Temporary Street Closing Policy.

### **Section 7-21 Fees; Costs Incurred by Town**

- (a) A basic minimum fee sufficient to cover the cost of the permit shall be paid by the applicant.
- (b) In addition, if the Town is requested to provide extra-ordinary services or equipment or the Town administration otherwise determines that extraordinary services or equipment should be provided for reasons related to public health or safety, the Town shall take whatever action is necessary under the Local Government Budget and Fiscal Control Act to make available the necessary funds for the provision of such services or equipment.
- (c) The event organizer shall reimburse the Town for the costs of any extraordinary services or equipment provided for the public event, as determined in the Town's Temporary Street Closing Policy.

### **Section 7-22 Standards for Issuance of Permit**

- (a) Subject to subsection (e) of this section, the administrator shall issue the permit authorizing the public event unless it finds that:
  - (1) Conduct of the public event will require the assignment of so many police officers that the remainder of the Town cannot adequately be protected; or
  - (2) The public event will interfere with the movement of emergency vehicles to such an extent that adequate police, fire, or other emergency services cannot be provided throughout the Town; or
  - (3) The applicant has failed to obtain any necessary permits or licenses, including any required building permit or privilege license, or the applicant is otherwise in violation of any Town ordinance; or
  - (4) The public event will work a severe hardship on persons occupying property adjacent to the site, location, or route of the public event as a result of the denial of access to property or for other substantial reasons; or
  - (5) The public event, if held at the time or at the location or along the proposed route, will cause an

unreasonable and unwarranted disruption to vehicular or pedestrian traffic; or

(6) The applicant has failed to comply with any of the provisions of this article, including the payment of any fees required.

(b) If a permit is issued in accordance with subsection (a), the administrator may attach to it any reasonable conditions, including, without limitation, alternative time, place, and manner restrictions for the public event.

(c) If the administrator finds that the permit cannot be issued for reasons specified in subsection (a), the administrator may request the applicant to modify its application to remove any objections to the issuance of the permit.

(d) Any public event conducted pursuant to a permit issued under this section shall be conducted strictly in accordance with the terms of the permit, including any conditions attached thereto.

(e) The administrator may issue a permit under this article for a road race public event only if such event will benefit a non-profit organization that is based in or provides services in Orange County.

### **Section 7-23 Street Closings**

(a) If the administrator finds that the permit should be issued and that, to conduct the event, it is necessary to close a street or to reroute traffic, the applicant must obtain a Street Closing Permit in accordance with the Town's Temporary Street Closing Policy. No street that is part of the State-maintained system may be closed without prior approval of the North Carolina Department of Transportation.

(b) The Street Closing Permit shall identify the street or portion thereof to be affected and shall indicate the date and time when the street or portion thereof is to be closed, or traffic thereon is to be limited in some way. The administrator shall ensure that appropriate traffic control devices are installed to provide notice of the temporary traffic controls.

(c) No person may operate any vehicle contrary to the traffic control devices installed in accordance with subsection (b).

(d) The event organizer shall notify persons occupying property abutting the affected street of the details of the Street Closing Permit including location, timing, and nature of closure in accordance with the Town's Temporary Street Closing Policy.

### **Section 7-24 Sponsor Responsible for Cleanup**

The sponsor of the public event shall be responsible for cleaning up any litter caused by the event, removing all temporary obstructions, and in general returning the area where the event takes place to the condition that existed prior to the event. If the Town must perform additional cleaning, the organizer will be charged the full cost of staff time and materials. The administrator may require the sponsor to post a bond or other sufficient security to guarantee compliance with this section.

### **Sections 7-25 Certain Payment Exemptions for First Amendment Public Events**

Persons engaged in public events conducted for the exercise of freedoms protected under the First Amendment are not required to pay for any insurance, fees, costs, or bond as otherwise may be required under Sections 7-21, 7-22, and 7-24.

### **Section 7-26 Appeals**

The decision of the administrator is subject to review in the Superior Court of Orange County by proceedings in the nature of certiorari. Any petition for writ of certiorari shall be filed with the Clerk of Superior Court within 30 days after the applicant has received notice of the decision. Unless good cause exists to contest a petition for writ of certiorari, the Town shall stipulate to certiorari no later than five business days after the petitioner requests such stipulation. The Town shall transmit the record to the court no later than five business days after receiving the order allowing certiorari. Notwithstanding the provisions of any local rule of the reviewing court that allows for a longer time period, the Town shall file its brief within 15 days after it is served with the petitioner's brief. If the petitioner serves their brief by mail, the Town shall add three days to this time limit in accordance with North Carolina General Statute 1A-1, Rule 5. If the local rule is subsequently amended to provide for a shorter time period for the filing of any brief, then the shorter time shall control.

**Section 2.** All provisions of any Town ordinance in conflict with this ordinance are repealed.

**Section 3.** This ordinance shall become effective upon adoption.



## Race and Equity Pocket Questions

Title: Amend Chapter 7, Article III of the Town Code to Align with New Temporary Street Closing Policy

Purpose: Request Town Council amend the Town Code to reflect the new Temporary Street Closing Policy

Department: Public Works

**1. What are the root causes of inequity in Carrboro and/or overall as it pertains to this subject area?**

Historically, Carrboro has experienced inequities in access to public spaces due to unclear permitting procedures, limited guidance for event organizers, and a general lack of public awareness about how to initiate and participate in community events. The proposed amendments to Chapter 7, Article III of the Town Code, are designed to address these challenges by aligning with the newly adopted Temporary Street Closing Policy. This alignment will help standardize the permitting process, improve clarity, and support transparency, safety, and equitable access for community events.

**2. Who is experiencing community burden now? Who will experience community burden if this action is passed? Will others experience community burden if this action is NOT passed?**

The absence of standardized requirements and clear procedures in the current permitting process has led to uneven access to public spaces, making navigation challenging for many organizers. The proposed amendments to Chapter 7, Article III, in coordination with the standalone Temporary Street Closing Policy, aim to establish a more transparent and equitable framework by standardizing requirements and improving clarity. Without these changes, disparities in participation and access are likely to persist, limiting broader community engagement in public events.

**3. Who is experiencing community benefit now? Who will experience community benefit if this action is passed? Will others experience community benefit if this action is NOT passed?**



Carrboro’s current permitting system tends to favor larger or more experienced organizers who are already familiar with the process, resulting in uneven access to public spaces. The proposed Town Code Amendments would help establish a more standardized and transparent process, making it easier for a wider range of community members to participate in public events. Without these changes, existing inequities are likely to continue, limiting broader engagement and reducing the diversity of events across the community.

**4. What might be the unintended consequences of this action or strategy?**

While the new Temporary Street Closing Policy and Town Code Amendments aim to enhance equity, transparency, and consistency, they may also result in unintended consequences. Small or informal groups could face increased administrative burdens if they lack the resources or support to navigate the standardized permitting process. Additionally, the policy could be perceived as over-regulation or gatekeeping, potentially disrupting long-standing community traditions and straining trust if not implemented with inclusive outreach and sensitivity to legacy practices.

**5. What steps has your department taken to mitigate any burdens, inequities, and unintended consequences? What strategies might your department take to address these in the future? NOTE: This does not reflect a formal commitment by the Town of Carrboro.**

To address longstanding burdens in the event permitting process, the Town adopted a standalone Temporary Street Closing Policy to improve clarity, consistency, and equitable access to public spaces. Future efforts will include translation, technical assistance, and feedback monitoring, guided by inclusive outreach and sensitivity to legacy practices. In partnership with the Communications and Engagement Department, the Town will also promote Public Works services and programs to increase awareness and participation.



## Agenda Item Abstract

**File Number: 25-115**

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**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Consideration of Town Code Amendments Restricting Parking on Roberson Street

**PURPOSE:** The purpose of this agenda item is for the Town Council to consider amending the Town Code to restrict on-street parking on Roberson Street.

**DEPARTMENT:** Planning & Public Works

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

Shared streets accommodate all users and provide sufficient access for emergency services. Regarding the Comprehensive Plan, the Fire Department's goals and strategies are included in the Public Services & Communications Chapter and include a focus on safety and providing the community with the best possible services. Recommendations in the Transportation and Mobility Chapter speak to traffic calming and parking management. Pocket questions have been prepared and are provided (*Attachments C & D*).

**INFORMATION:** Prior to the construction of the Drakeford Library Complex, the property at 203 South Greensboro was a gravel lot, used for public parking. On-street parking was also allowed along the western end of Roberson Street where the shoulder area was gravel. Now the Drakeford Library Complex is completed, and the former on-street parking can be accommodated within the parking deck. The installation of a new sidewalk along the south side of Roberson Street, moreover, reduces the width of the paved travelway.

The Town had anticipated that once the library and new deck were completed, on-street parking on Roberson would be prohibited to ensure emergency access. Currently on-street parking is restricted from East Main to a point just east of Maple Avenue. The draft amendment, if adopted, would prohibit on-street parking on both sides of the street from East Main to South Greensboro. On-street parking is already prohibited on East Braxton Foushee Street.

**FISCAL IMPACT:** There are minimal staff impacts associated with updating the Town Code and fabricating and installing no-parking signs.

**RECOMMENDATION:** Staff recommends that the Town Council consider the draft ordinance amending the Town Code provided as Attachment A.

AN ORDINANCE AMENDING THE TOWN CODE TO RESTRICT PARKING ALONG  
ROBERSON AND BRAXTON FOUSHEE STREETS

\*Draft 11-5-2025\*

THE CARRBORO TOWN COUNCIL ORDAINS:

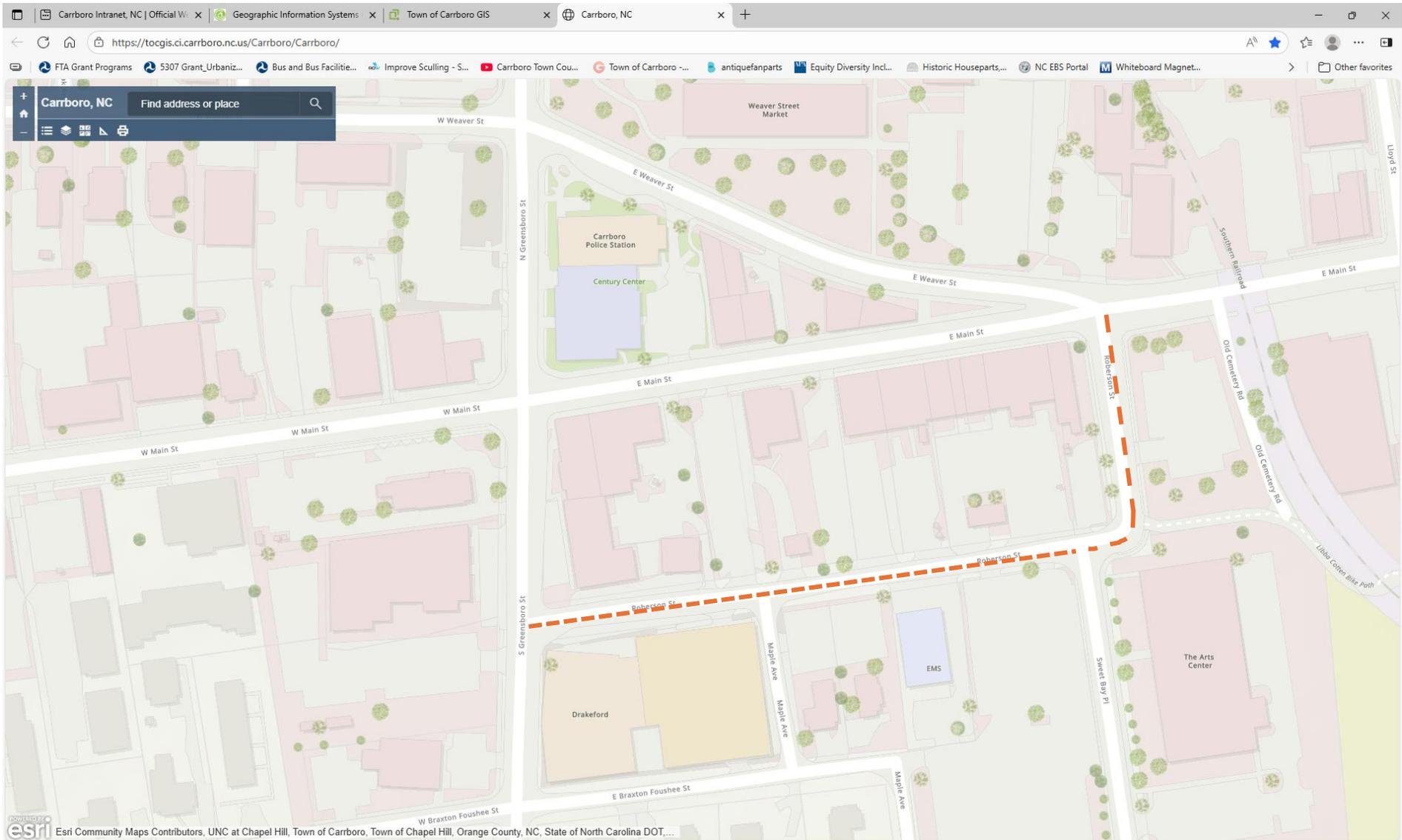
**Section 1.** Article IV of Chapter 6, Section 6-19 of the Carrboro Town Code (Parking Prohibited in Certain Locations at Certain Times)(b)(1) is amended by revising subsection (g) to read as follows:

- (g) Both sides of Roberson Street from the intersection of East Main to the intersection of South Greensboro.

**Section 2.** All provisions of any town ordinance in conflict with this ordinance are repealed.

**Section 3.** This ordinance shall become effective upon adoption.

# Roberson Street – Parking Prohibited Both Sides





## Race and Equity Pocket Questions

Title: Consideration of Town Code Amendments Restricting Parking on Roberson Street

Purpose: The purpose of this agenda item is for the Town Council to consider amending the Town Code to restrict on-street parking on Roberson Street.

Department: Planning & Public Works

1. **What are the root causes of inequity in Carrboro and/or overall as it pertains to this subject area?**
  - Parking access is often needed most by community members with physical disabilities, those that need ADA accommodations, or those that must live far from Town or far from transit that allows them to access Downtown.
  - These often include service-sector employees and other members of low-income households where living along transit or in town is cost burdensome and/or prohibitive
2. **Who is experiencing community burden now? Who will experience community burden if this action is passed? Will others experience community burden if this action is NOT passed?**
  - Both South Orange Rescue Squad employees and travelers along Roberson Street are currently burdened by the potential for cars to park on Roberson Street
  - Long-time community members may expect to park on Roberson Street, as was allowed prior to the construction of the Drakeford Library Complex.
3. **Who is experiencing community benefit now? Who will experience community benefit if this action is passed? Will others experience community benefit if this action is NOT passed?**
  - Now that the sidewalk and resurfacing has been completed, and structured parking at the Drakeford Library is available, there is not enough space for street parking, nor a need.
  - Responders at South Orange Rescue Squad, as well as bicyclists, pedestrians, and drivers will all benefit from this public safety improvement
4. **What might be the unintended consequences of this action or strategy?**
  - Visitors and residents who have lived or traveled to Downtown Carrboro for a long time might not realize parking on Roberson is now prohibited.



5. **What steps has your department taken to mitigate any burdens, inequities, and unintended consequences? What strategies might your department take to address these in the future?** *NOTE: This does not reflect a formal commitment by the Town of Carrboro.*

- This action addresses a public safety issue, now that the sidewalk and resurfacing has been completed. Few unintended consequences are anticipated due to the structured parking at the Drakeford Library Complex.
- This action was anticipated and communicated to the public by the Town and serves mostly as a final logistical step.
- The Town will continue to communicate with the public consider the installation of no parking signs to provide clarity to long-time visitors and residents.



## Climate Action Pocket Questions

Title: Consideration of Town Code Amendments Restricting Parking on Roberson Street

Purpose: The purpose of this agenda item is for the Town Council to consider amending the Town Code to restrict on-street parking on Roberson Street.

Department: Planning & Public Works

**1. How will this action impact municipal or community greenhouse gas emissions?**

Not applicable

**2. Please explain.**

This action addresses a public safety issue, now that the sidewalk and resurfacing has been completed. Few unintended consequences are anticipated due to the structured parking at the Drakeford Library Complex.

**3. How will this action impact the Town's environment?**

This action does not impact the environment.

**4. Please explain.**

See above.

**5. How is your department planning to mitigate any climate or environmental impacts? NOTE: This does not reflect a formal commitment by the Town of Carrboro.**

No climate or environmental impacts are anticipated.



## Agenda Item Abstract

**File Number: 25-116**

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**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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License Agreement with Chapel Hill Transit for Improved Bus Stop

**PURPOSE:** The Town Council is asked to authorize the Town Manager to enter into a license agreement with Chapel Hill Transit for the improved bus stop on West Main Street in front of Town Hall (Site 157). A resolution has been provided.

**DEPARTMENT:** Planning

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

Goal 2 of the Transportation and Mobility Chapter of the Comprehensive Plan recommends expanding the transportation system to provide at least one non-automobile option for every neighborhood, and to continue to partner with transit partners to improve public transit access.

**INFORMATION:** Chapel Hill Transit has engaged with consultant services to evaluate existing bus stops and to identify maintenance and ADA needs for all bus stops within the local transit system. The plans for the improved stop in front of Town Hall (Site 157), includes a slightly larger concrete pad to accommodate a new bus shelter. The Town Attorney has recommended that the Town enter into a license agreement with Chapel Hill Transit for the area dedicated to the shelter, which is owned by the Town. The area in question is approximately 20 feet by 7 feet, or 140 square feet.

**FISCAL IMPACT:** Minor staff time and costs associated with finalizing the legal documents and recording at the Orange County Register of Deeds will be needed.

**RECOMMENDATION:** Staff recommends that the Town Council consider the attached resolution (*Attachment A*), authorizing the Town Manager to enter into a license agreement with Chapel Hill Transit for bus stop improvements at location 157.

**A RESOLUTION AUTHORIZING THE TOWN MANAGER TO ENTER INTO A LICENSE AGREEMENT WITH CHAPEL HILL TRANSIT FOR THE BUS STOP ON WEST MAIN STREET IN FRONT OF TOWN HALL (SITE 157)**

WHEREAS, the Town of Carrboro, the Town of Chapel Hill and UNC-Chapel Hill have an established partnership to provide transit service and EZ Rider service in the greater Chapel Hill-Carrboro community; and,

WHEREAS, the Town entered into an agreement with Chapel Hill Transit for the transit agency to take over the installation of new transit stops, and the expansion and maintenance of existing stops in the Town of Carrboro; and,

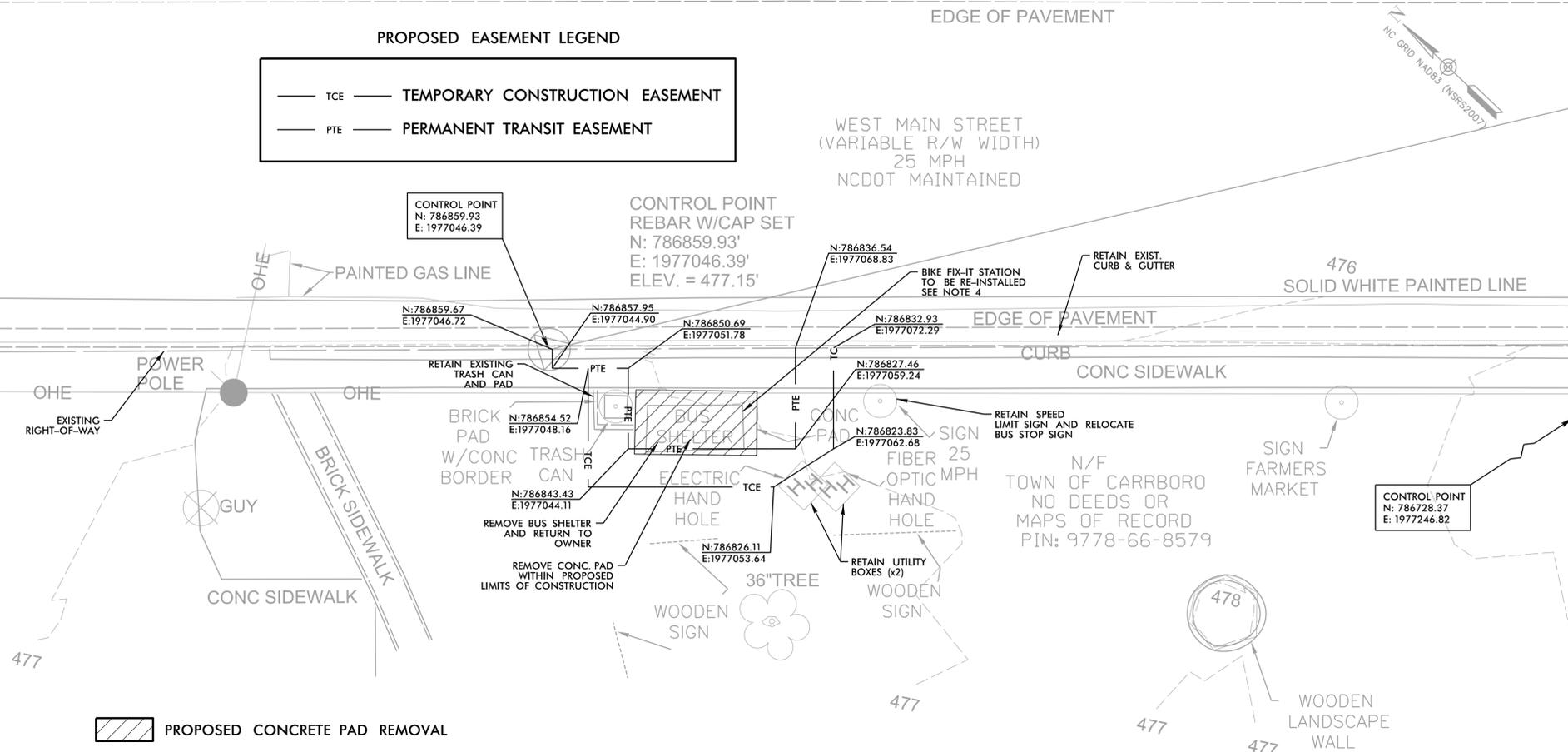
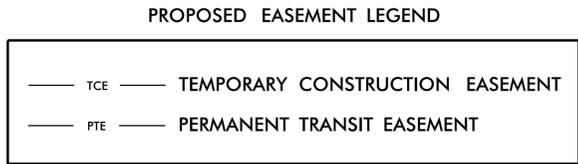
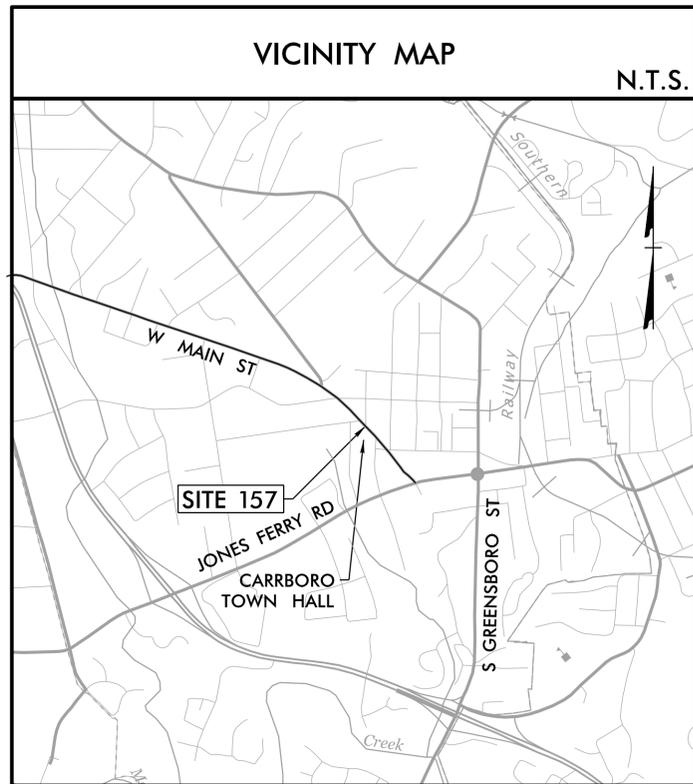
WHEREAS, Chapel Hill Transit has engaged consultant services to take an inventory of all transit stops and to prioritize improvements to bus stops; and,

WHEREAS, stop improvements, particularly improvements for new and/or larger shelters and changes to accommodate ADA needs often require increasing the bus stop footprint, necessitating easements and/or license agreements between Chapel Hill Transit and the property owner(s).

NOW, THEREFORE BE IT RESOLVED that the Town Council authorizes the Town Manager to enter into a license agreement with the Chapel Hill Transit to allow for the use of approximately 140 square feet of Town property for a bus stop/shelter.

This is the 18<sup>th</sup> day of November in the year 2025.

EXISTING SURVEY/DEMOLITION PLAN

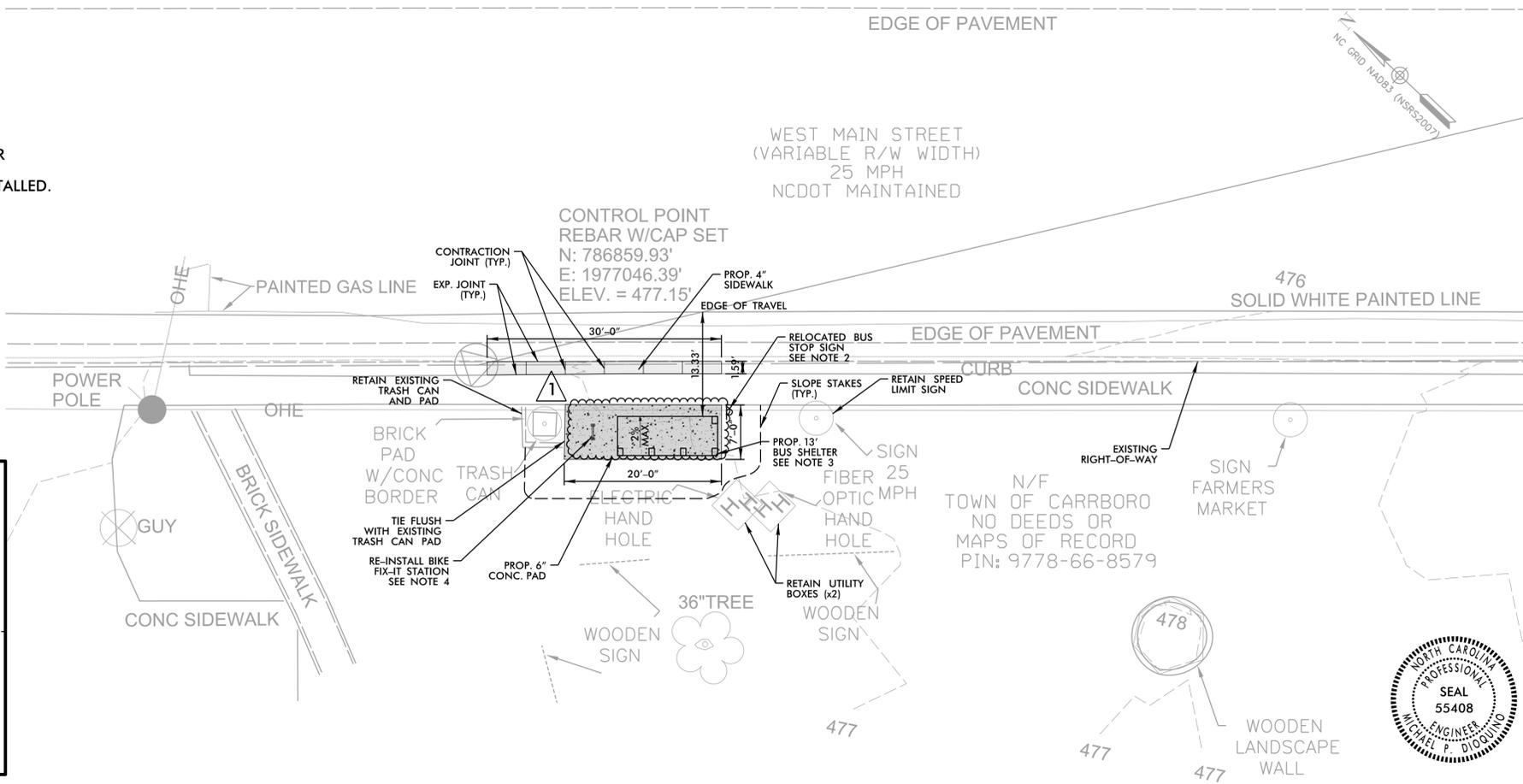
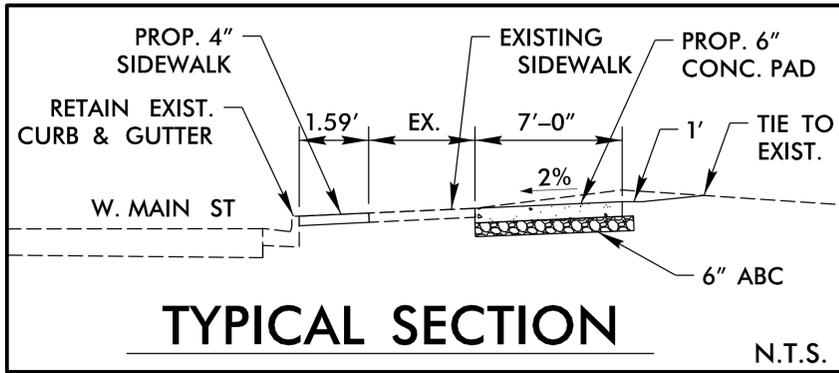
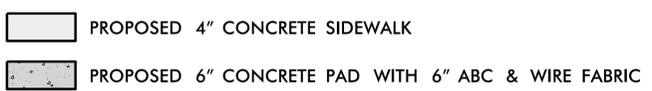


SITE NO. 157

TOWN OF CHAPEL HILL  
CHAPEL HILL TRANSIT BUS STOP IMPROVEMENTS  
W MAIN STREET AT  
CARRBORO TOWN HALL

PROPOSED PLAN

- NOTES:
- SEE GENERAL NOTES, LIST OF STANDARDS, AND DETAILS ON SERIES 2 SHEETS.
  - MOUNT BUS STOP SIGN 7' ABOVE SIDEWALK, 2' MINIMUM FROM FACE OF CURB TO EDGE OF SIGN (SEE TOWN OF CHAPEL HILL STANDARD DETAIL ST-12).
  - CONTRACTOR TO INSTALL SOLAR LIGHTING MODULE PROVIDED BY THE TOWN PER MANUFACTURER'S INSTRUCTIONS.
  - DO NOT DISPOSE OF THE BIKE FIX-IT STATION. BIKE FIX-IT STATION TO BE RE-INSTALLED.



REVISIONS

NO.	DATE	DESCRIPTION
01	09/26/2025	BUS SHELTER SIZE CHANGED AND BIKE FIX-IT STATION TO BE RE-INSTALLED.

DOCUMENT NOT CONSIDERED FINAL UNLESS ALL SIGNATURES COMPLETED

DATE: 04/28/2022  
DESIGNED BY: APK  
CHECKED BY: GSS

0 5' 10'

NOT A CERTIFIED DOCUMENT AS TO THE ORIGINAL DOCUMENT BUT ONLY AS TO THE REVISIONS.  
THIS DOCUMENT ORIGINALLY ISSUED AND SEALED BY:  
G. SCOTT SALLADE JR.  
050518 ON 04-28-2022  
THIS DOCUMENT IS ONLY CERTIFIED AS TO THE REVISIONS.



DRMP, INC.  
5808 FARINGTON PLACE  
RALEIGH, NC 27609  
(919) 872-5115  
NC LICENSE NO. F-1524  
www.drmp.com

9/25/2025  
User: rmespiatt  
Chapel Hill\_Site\_157\_PSH.dgn



## Agenda Item Abstract

File Number: 25-118

**Agenda Date:** 11/18/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

Consideration of Transportation Projects for Regional Flexible Funding for FY28

**PURPOSE:** Triangle West Transportation Planning Organization has issued a call for projects for Regional Flexible Funding (RFF) for FY28. A resolution authorizing staff to submit a request for additional funding for the South Greensboro Street Sidewalk project (TIP#C-5650) has been provided for the Council’s consideration.

**DEPARTMENT:** Planning

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

The Regional Flexible Funding (RFF) Call for Projects is an opportunity to seek federal funds for transportation infrastructure projects thereby advancing the implementation of the 2021 Bicycle Plan Update and Transportation and Mobility chapter of the Comprehensive Plan. Most transportation infrastructure projects advance the Town’s interests toward Climate Action and Race & Equity. Pocket Questions evaluating the South Greensboro Sidewalk project are provided (*Attachments D & E*).

**INFORMATION:** In early November 2025, Triangle West Transportation Planning Organization (TWTPO) issued a call for projects for the upcoming regional flexible funding cycle (*Attachment B*). This is a competitive -based opportunity to seek funding for new projects or additional funding for existing projects from the following federal programs: Congestion Mitigation Air Quality Improvement (CMAQ), Transportation Block Grant Direct Attributable (STBGDA), and Transportation Alternatives program Direct Attributable (TAPDA). Projects must be included in a locally adopted plan and/or the 2050 MTP to be considered for funding. The deadline for project submittal is January 30, 2026.

On March 4, 2025, the Town Council received an update on the development of the FY2028-2037 State Transportation Improvement Program (STIP) and identified projects for staff to submit for the prioritization process P8.0 ([Town of Carrboro - Meeting of Town Council on 3/4/2025 at 6:00 PM](#)

<https://carrboro.legistar.com/MeetingDetail.aspx?ID=1264695&GUID=156A7579-0684-48C8-9ADC-35B2901F092D&Options=info|&Search=>>). Staff submitted five projects per the Council’s direction. Subsequent

to the March meeting, the Old NC 86 bike lanes & sidewalk project was also added to the list of TWTPO projects in the direction of NCDOT. This increased the number of Carrboro projects under consideration for federal funding in the FY2028-2037 STIP to six.

Town staff have been working closely with the project engineer preparing the plans for the South Greensboro Street Sidewalk to advance this project, and it is anticipated that costs will increase prior to advertising for construction. Based on the timing of the project and cost estimates from the engineering firm, staff recommend that the Town submit a request for \$750,000 in additional funds for the South Greensboro Street Sidewalk. Federal funds require a 20-percent local match (\$750,000 of additional funds = \$600,000 80% federal +

\$150,000 20% local match). If the project is selected for the additional funds, staff would bring back a budget amendment and a request to enter into a revised municipal agreement with NCDOT.

Orange County Transit funds have been allocated to the South Greensboro Street Sidewalk and can be used toward the local match. If the request for regional flexible funding is granted, there would be an opportunity to request additional transit funds if desired.

**FISCAL IMPACT:** There is no fiscal impact associated with the discussion of this item. Should the project be selected for funding, matching funds of approximately \$150,000 would need to be identified.

**RECOMMENDATION:** Staff recommend that the Town Council consider the resolution (*Attachment A*) directing staff to submit to the TWTPD a request for \$750,000 of FY28 Regional Flexible Funds for the South Greensboro Street Sidewalk project by the January 2026 deadline.

**A RESOLUTION TO IDENTIFY THE SOUTH GREENSBORO STREET SIDEWALK  
PROJECT FOR SUBMITTAL FOR REGIONAL FLEXIBLE FUNDS FOR FY28**

WHEREAS, the Triangle West TPO has announced a call for projects for Regional Flexible Funds for FY28 to be submitted by January 30, 2026; and

WHEREAS, the Town has identified several bike and pedestrian infrastructure projects in the Safe Routes to Schools Action Plan, the Carrboro Comprehensive Bicycle Transportation Plan and 2021 Update to the Bike Plan, the Carrboro Comprehensive Plan, Carrboro Connects; and

WHEREAS, the following project, identified as a priority in one or more of the above documents, appears to be good candidate for Regional Flexible Funds during this call.

- South Greensboro Street Sidewalk

NOW, THEREFORE BE IT RESOLVED by the Carrboro Town Council that the Council receives the updated information on the call for projects and directs staff to submit a request for \$750,000 of Regional Flexible Funding for the South Greensboro Street Sidewalk to Triangle West TPO by the January deadline.

This is the 18<sup>th</sup> day of November in the year 2025.



## TRIANGLE WEST

Transportation Planning Organization

TO: Triangle West Technical Committee  
FROM: Filmon Fishastion, TPO Staff  
SUBJECT: Call for Projects

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Triangle West Transportation Planning Organization (TW TPO) invites member agencies to submit project applications for federal funding from the Regional Flexible Funding (RFF) pool.

The project application and selection process will be guided by the Federal Funding Policy that was amended by the TPO Board on October 16, 2023.

Final applications are due on January 30, 2026, by 5 p.m.

A few things to keep in mind:

- Applicants may seek funding for new and/or existing projects for FY27 & FY28
- Applicants are encouraged to submit bicycle, pedestrian, and transit projects to support the growth of a multimodal transportation network in our region.
- All funding sources require a 20% local match.

### Regional Flexible Funding

The regional flexible funding pool consists of Congestion Mitigation Air Quality Improvement (CMAQ), Block Grant Direct Attributable (BGDA), and Transportation Alternatives Program (TAP).

Project and phase eligibility, project requirements and procedures, and scoring criteria can be found in the adopted Federal Funding Policy.

TMPO staff will determine which projects will receive which type of funding based on final project scores and applicability of projects to funding criteria.



Funding Type	Amount From Past Years*	Amount for FY27	Amount for FY28	Total Amounts
CMAQ	\$2,700,000	\$1,727,000	\$2,368,000	\$6,795,000
BGDA	\$13,194,000	\$1,723,000	\$7,126,000	\$22,043,000
TAP	\$0	\$531,000	\$829,000	\$1,360,000
Total	\$15,894,000	\$3,981,000	\$10,323,000	\$30,198,000

\*Funding from previous years is included because this funding can be moved into later years of the work program.

Funding amounts are current as of November 2025 and are subject to change due to factors such as, but not limited to:

- Additional funding for ongoing activities
- Bid adjustments
- Schedule changes

### Application Procedure

For detailed guidance about project and phase eligibility, please consult the attached Federal Funding Policy.

Applicants may apply for funding for new and existing projects using the appropriate forms below:

- [New Project Form](#)
- [Existing Project Form](#)



Once your applications are submitted, please email the following supporting documentation to [Filmon Fishastion](mailto:filmon.fishastion@twtpo.org).

- 1) A list of all submitted project applications ranked by priority
- 2) Shapefiles for each project submitted
- 3) Budget and Scheduling documentation using the provided templates.
- 4) A designated point of contact for submissions

### New Project Submission Cap

Triangle West wishes to encourage agencies to complete existing projects before starting new projects to:

- Avoid overextending staff and resources
- Promote the timely completion of existing projects

Agencies with a total number of projects below the cap may submit new projects. Agencies with a total number of projects above the cap may not submit new project requests but may submit funding requests for existing projects.

Agency	Agency Cap (Based on cost share)	Current Active Projects
City of Durham	20	16
Town of Chapel Hill	15	9
GoTriangle	15	4
Orange County	15	1
Durham County	15	0
Town of Carrboro	10	8
Town of Hillsborough	10	1
Chatham County	10	1



## Funding Minimums and Maximums

### Funding Request Minimum

Due to the high administrative burden associated with RFF projects, the total project cost is required to be at least \$250,000. Agencies may bundle smaller projects to meet this threshold.

### Funding Request Maximum

As a regional organization, Triangle West works to ensure that all of its member agencies have a chance to receive funding through the RFF program to support the creation of a robust, regional, multi-modal transportation system. Further, given the limited availability of RFF, agencies should submit their strongest projects that meet pressing transportation needs. For these reasons, the following funding caps exist:

Individual Project Maximum (40% of RFF): \$ 12,079,200

Agency Request Maximum (65% of RFF): \$ 19,628,700

### Schedule

August 12 – Advanced Notification of FY26 Call for Projects presented to the TC

November 4 – Formal Call for Projects announcement

November 12 – Pre-submittal meeting for all applicants & tentative training date

January 30 – Project applications with all supporting materials due to TPO Staff

February/March – TPO Staff scores projects and develops funding recommendations

April 14 – Scores and funding recommendation published along with TC agenda

April 28 – TPO Board releases funding recommendation for a 30-day public comment period



## TRIANGLE WEST

Transportation Planning Organization

June 9 – TC provides recommendation on funding recommendation

June 23 – TPO Board approves LAP projects for FY27-28

August 11 – TIP Amendment #4 with RFF projects is brought to the TC

August 25 – TPO Board releases Amendment #4 for public comment

October 27 – TPO Board approves Amendment #4

February 2027 – NC Board of Transportation approves the January Item N Handout containing the RFF projects

### Questions

Questions or comments about the Call for Projects should be directed to:

Filmon Fishastion

(919) 503 4117

[filmon.fishastion@twtpo.org](mailto:filmon.fishastion@twtpo.org)



# memo

**To:** Patrice Toney, Town Manager  
Mayor and Town Council

**From:** Becca Everson-Robinson, Transportation Planner

**Date:** November 13, 2025

**Subject:** Consideration of Transportation Projects for FY 2028 Regional Flexible Funding

The Triangle West Transportation Planning Organization (TWTPO) provides its member agencies with the opportunity to receive federal funding through its Regional Flexible Funding (RFF) pool to design and construct transportation infrastructure projects. Final applications for RFF funds through fiscal year 2028 will be due on January 30, 2026.

## Regional Flexible Funding

The RFF pool of money consists of money from the following federal funding sources: Congestion Mitigation Air Quality Improvement (CMAQ), Surface Transportation Block Grant Direct Attributable (STBGDA), and Transportation Alternatives Program Direct Attributable (TAPDA). The process for selecting RFF projects is based on TWTPO's Federal Funding Policy and a scoring rubric that selects the best matches for the funding. Each municipal and county government in the TWTPO region has a cap on projects allowed in the Locally Administered Projects (LAP) program. Carrboro's cap is set at 10, and the Town currently has 8 listed LAPs:

1. Bike Plan Projects: Shelton St Sidepath, Maple Ave Contraflow Bike Lane, E Poplar Ave Pedestrian Path.
2. Bolin Creek Greenway Phase 2 (funded for design only)
3. Jones Creek Greenway
4. South Greensboro St Sidewalk
5. Jones Ferry Rd Sidewalk
6. Estes Dr Bike/Ped Improvements
7. Barnes St Sidewalk
8. Morgan Creek Greenway, Phase 1

## Project Evaluation

The following projects have been submitted to NCDOT for consideration in SPOT 8.0: Bolin Creek Phase 2 (for ROW, utilities, and construction), Bolin Creek Phases 3 & 4, Morgan Creek Greenway Phase 2, Old NC 86 Bike/Ped Improvements, Seawell School Road Sidepath, and NC 54 Sidepath. It is likely that if any of these projects are funded via SPOT, they would have a timeline beyond the



current call for RFF. Staff has also been instructed by TWTPPO to not “double dip” with funding sources, meaning applying for multiple sources of funding for the same project work.

After consulting with the project engineer and considering the anticipated timeline for when the project will be ready for construction, staff recommend submitting a request for \$750,000 of additional funding for the South Greensboro Street Sidewalk. The current project budget for the sidewalk is approximately \$3,000,000 with approximately \$2,400,000 earmarked for construction. The additional funds will provide a 30-percent construction contingency, the amount that TWTPPO recommends for projects that are not quite finished with design.

Of note, several Town projects have been allocated Orange County Transit Tax funds as they are linked with public transit access. These include the Morgan Creek Greenway, Phase 1, the South Greensboro Street Sidewalk and the Estes Drive Bike/Ped improvements. Transit funds can be used toward the 80-percent local match for federal funding.

### **Recommendation**

Staff recommend that the Town submit to Triangle West TPO the following projects for Regional Flexible Funds:

- **South Greensboro Street Sidewalk** - \$750,000 in supplemental funding in FY 28 to complete project.



## Race and Equity Pocket Questions

Title: Consideration of Transportation Projects for Regional Flexible Funding FY28

Purpose: The purpose of this agenda item is to provide the Town Council with additional information about the call for projects for Regional Flexible Funding, for which the Town of Carrboro is requesting additional funds for the South Greensboro Street sidewalk.

Department: Planning

1. **What are the root causes of inequity in Carrboro and/or overall as it pertains to this subject area?**

At a structural level:

- Personal experiences with government can contribute to reticence by historically marginalized people to participate or collaborate with their local government.
- Working individuals and families may find it difficult to learn about transportation projects and/or to attend meetings when transportation projects are being discussed.

S. Greensboro Sidewalk

- BIPOC community members may be more likely to face barriers to accessing reliable transportation and live in communities with limited access to bike-ped facilities for recreation.

2. **Who is experiencing community burden now? Who will experience community burden if this action is passed? Will others experience community burden if this action is NOT passed?**

- Pedestrians at South Green and at the southern end of Downtown (near the Drakeford) either have to take an alternate pedestrian route (Roberson Bike Path) or walk in the right-of way to move between the two commercial areas
- Drivers will likely experience delays accessing South Greensboro Street during construction to get to and from the downtown area and may occasionally need to use detours to reach their destinations
- Landowners along the west side of the street may lose some of their road frontage to temporary or permanent easements to provide space to construct the sidewalk and/or associated stormwater features.
- Residents along the corridor may experience additional pedestrians walking in front of their homes.
- Cyclists will still need to walk their bikes up/down the hill on the sidewalk or use one of the alternative routes—Old Pittsboro Road or Purple Leaf/the Roberson Bike Path.



3. **Who is experiencing community benefit now? Who will experience community benefit if this action is passed? Will others experience community benefit if this action is NOT passed?**
  - Landowners along the west side of the street currently have relatively unfettered access to road frontage, and don't currently expect much pedestrian traffic on South Greensboro Street.
  - Once completed, the sidewalk will connect the neighborhoods along Smith Level Road to downtown Carrboro, including the Drakeford Library Complex.
  - It will complete a significant segment of pedestrian infrastructure along a main north-south corridor in Carrboro, connecting West Braxton Foushee Street to Carrboro High School.
  - Over time, the sidewalk will provide a connection to the Morgan Creek Greenway in Chapel Hill and Carrboro, particularly for households in the QCT, of which more than 15% have no access to a car.
  
4. **What might be the unintended consequences of this action or strategy?**
  - Transportation infrastructure projects can benefit or harm land values and quality of life experiences for surrounding property owners and occupants
  - As noted above, some property owners along the
  - corridor may lose some of their frontage along the corridor and/or experience a loss of privacy from increased pedestrian traffic.
  
5. **What steps has your department taken to mitigate any burdens, inequities, and unintended consequences? What strategies might your department take to address these in the future? NOTE: This does not reflect a formal commitment by the Town of Carrboro.**
  - The completion of this project should be of great benefit to Town residents and provide a much safer way to walk or roll along South Greensboro Street
  - Public outreach before and during the construction process will be an important part of keeping residents apprised of the project and when noise is anticipated/traffic impacts are expected
  - Continued updating of the project page on the Town's website, and continued work to report out on project status and progress through a variety of reporting tools



## Climate Action Pocket Questions

Title: Consideration of Transportation Projects for Regional Flexible Funding FY28

Purpose: The purpose of this agenda item is to provide the Town Council with additional information about the call for projects for Regional Flexible Funding, for which the Town of Carrboro is requesting additional funds for the South Greensboro Street sidewalk.

Department: Planning

**1. How will this action impact municipal or community greenhouse gas emissions?**

This action will reduce greenhouse gas emissions.

**2. Please explain.**

The completion of this project should be of great benefit to Town residents and provide a much safer way to walk or roll along South Greensboro Street. The project will provide a direct route from the Drakeford Library Complex to South Green and connect with the existing sidewalk on Smith Level Road that leads to Carrboro High. Completion of this key piece of the network supports multimodal travel to and from downtown, and will allow folks to walk, rather than drive, when spending time in and near Downtown Carrboro.

**3. How will this action impact the Town's environment?**

This action does not impact the environment.

**4. Please explain.**

Construction of the sidewalk replaces currently permeable landscape with impervious surface. Understanding this, the project has been designed with drainage features that mitigate stormwater impacts to nearby properties and areas downstream. While during construction there may be reduced air quality in the vicinity, the ability for downtown residents and visitors to travel by foot rather than by car may reduce vehicle traffic in the long-term.

**5. How is your department planning to mitigate any climate or environmental impacts? NOTE: This does not reflect a formal commitment by the Town of Carrboro.**

The Town has worked with NCDOT and their partners on the project to understand impacts and mitigate them throughout the design. This action is to add additional funding to complete the project construction, as impacts have been properly considered and mitigated through the design of the sidewalk.



## Agenda Item Abstract

File Number: 25-111

**Agenda Date:** 11/18/2025

**File Type:** Public Hearing

**In Control:** Town Council

**Version:** 1

Carrboro Downtown Area Plan Continued

**PURPOSE:** The purpose of this agenda item is for the Town Council to continue the legislative public hearing, receive public comment on, and consider the adoption of the draft Downtown Area Plan, which explores opportunities for growth in the downtown area and along Jones Ferry Road in line with the Carrboro Connects Comprehensive Plan.

**DEPARTMENT:** Planning

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

The Downtown Area Plan is a priority project for implementing the *Carrboro Connects* Comprehensive Plan (Projects Land Use 2.1 and Economic Sustainability 2.1). The Downtown Area Plan builds on the foundations of climate action and race & equity set forth in *Carrboro Connects*, including goals specifically related to addressing climate change and equity, the breadth of equitable and strategic engagement completed over the course of the project, and generalized impacts of recommended actions identified in the Implementation chapter of the plan. The Racial Equity Analysis Lens (REAL) completed for Small Area Plans in 2024 is provided (*Attachment G*); climate action pocket questions have been provided (*Attachment F*).

**INFORMATION:** This is a continuation of the public hearing on October 21, 2025. Council members and community members may wish to review materials provided at the October 21<sup>st</sup> meeting, which can be found at this link: [Town of Carrboro - File #: 25-098 <https://carrboro.legistar.com/LegislationDetail.aspx?ID=7707814&GUID=A6D84173-82CC-4703-9DC7-B7C40189B9F5&Options=&Search=>](https://carrboro.legistar.com/LegislationDetail.aspx?ID=7707814&GUID=A6D84173-82CC-4703-9DC7-B7C40189B9F5&Options=&Search=>)

The Town has engaged the consulting firm, Freese & Nichols, Inc. (FNI) to develop a Downtown Area Plan, an implementation project identified in the *Carrboro Connects* Comprehensive Plan. The scope of the project is to refine the goals of the comprehensive plan specifically related to the downtown area, to guide future development and inform other work such as the development of a new Carrboro Unified Development Ordinance (UDO).

Outreach activities incorporated a variety of strategies to collect feedback from the community. The plan includes an overview of outreach (pp. 124-134 of *Attachment B*). A detailed summary of feedback received is provided as an appendix to the plan (*Attachment C*), and a table and map of engagement efforts has also been provided (*Attachment D*).

The Town Council held a worksession on the draft downtown area plan on May 13, 2025. Following the presentation from the consultant, the Council requested additional, strategic engagement with community members of color over the summer to garner more feedback on the plan from community members of color. Questions from the community as to how the plan would be used, the relationship between the vision and the representative renderings, and comments from the Town Council worksession prompted FNI to make

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contextual edits to the plan. Changes to the text since the May worksession have been provided (*Attachment D*). Following the opening of the public hearing on October 21, 2025, the Town Council directed the manager to engage neighborhoods outside of the study area and extend the public hearing to ensure community members had a chance to familiarize themselves with the plan and provide comments. Staff addressed this with the following strategies:

- Published a press release, included at the headline in the ‘Carrboro This Week’ email blast, and posted to various social media channels.
- Posted information about the plan and neighborhood meetings in Dr. MLK Jr. Park on Town Information Centers (TICs).
- Emailed Homeowners Associations (HOA) and neighborhood representatives with a project summary and a notification of upcoming neighborhood events.
- Completed interviews by *The Daily Tar Heel* and on WCOM local radio station.
- Held two neighborhood meetings in Dr. MLK Jr. Park on November 5, and November 8; each event had approximately 50 attendees.

Planning staff answered questions about contents of the plan, its relationship to *Carrboro Connects* and the New UDO, and engagement for the project. Participants at the neighborhood meetings were informed of the extended public hearing on November 18 and encouraged to provide feedback as public comment to the Town Council.

Attachments to this item include a combined consistency statement and resolution to adopt the Downtown Area Plan (*Attachment A*), the draft plan (*Attachment B*), the draft appendix (*Attachment C*), a compilation of plan edits since the May worksession (*Attachment D*), a memo response to questions asked by the Town Council on October 21 (*Attachment E*), climate action pocket questions (*Attachment F*), the Short REAL for Small Area Plans (*Attachment G*), recommendations from Town advisory boards and commissions (*Attachment H*), a summary of engagement efforts (*Attachment I*), and a copy of the consultant’s presentation (*Attachment J*).

Minor modifications to the plan can be articulated as part of a motion to approve and added to the resolution (*Attachment-A*). If the Town Council would like to see more substantial revisions to the plan before taking action, an alternate resolution (*Attachment A-1*) has been provided with space to describe specific changes. Use of the Resolution for Specific Revisions (*Attachment A-1*) would likely involve bringing back the draft plan as a consent item for adoption at a future Town Council meeting.

**FISCAL IMPACT:** There are no fiscal impacts associated with the receipt of public comment as part of the consideration of the Downtown Area Plan. Plan implementation will involve fiscal impacts and staff time. Substantial revisions requested to the plan may require additional funding to be allocated to the project.

**RECOMMENDATION:** The Manager recommends that the Town Council receive continued public comment during the hearing and adopt the Downtown Area Plan (*Attachment A*).

**A RESOLUTION ADOPTING THE CARRBORO DOWNTOWN AREA PLAN**

**WHEREAS**, the Carrboro Town Council seeks to implement the Carrboro Connects Comprehensive Plan, Land Use and Economic Sustainability priority projects for a Small Area Plan for the Downtown and Jones Ferry Road corridor, and;

**WHEREAS**, the Downtown Area Plan further refines the visions, goals, and strategies of the Carrboro Connects Comprehensive Plan, and sets forth guidance for the development of downtown and;

**WHEREAS**, since July of 2024, the Town has worked with a contracted consulting team to draft the Downtown Area Plan, and;

**WHEREAS**, the Downtown Area Plan is a community-driven effort that prioritized equitable engagement over the course of a year of outreach and provided a variety of opportunities for the community to participate, and;

**WHEREAS**, the Town’s advisory boards and commissions participated in multiple reviews of the Downtown Area Plan to provide feedback and confirm consistency with the Carrboro Connects Comprehensive Plan, and;

**WHEREAS**, the Carrboro Town Council held a public hearing on adopting the Downtown Area Plan,

**NOW, THEREFORE BE IT RESOLVED** that the Town Council adopts the Carrboro Downtown Area Plan.

**BE IT FURTHER RESOLVED THAT** the Council finds the plan is consistent with the Comprehensive Plan as described below:

**Section 1. The Council has reviewed the draft plan and concludes that the Downtown Area Plan is:**

\_\_\_\_\_ *Consistent* with the Town of Carrboro 2022-2042 Comprehensive Plan, as noted below, and Section 15-2 of the Land Use Ordinance which specifies the authority granted to the Town through state enabling legislation.

Land Use Chapter, and in particular Goal 2, Strategy 2.1: Pursue concerted land use planning/small land use plans for high priority/high potential areas.

- A. Develop small land use plans for strategic nodes that promote Carrboro Connects principles including more affordable housing, land conservation, and improved walkability.

Economic Sustainability Chapter, particularly Goal 2, Strategy 2.1: Support well-planned and designed, higher density and mixed-use development in the downtown.

- A. Develop a small area plan for the downtown.

Advancing the Town’s efforts toward Climate Action and Racial Equity, foundational elements of the Comprehensive Plan.

\_\_\_\_\_ *Inconsistent* with current adopted plans. The proposed action is *inconsistent* with the comprehensive plan for the following reason(s):

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\_\_\_\_\_ *Inconsistent* with the current adopted plans; however, because of the following changed circumstance(s), the Council’s approval shall also be deemed as amendments to the existing adopted plan, as described below.

Changed circumstance(s):

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Amendment to current adopted plan:

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**Section 2. The Town Council’s action is reasonable and in the public interest for the following reason(s):**

The Town seeks to implement the Carrboro Connects Comprehensive Plan, which sets forth guidance for the physical and social development of Carrboro based on analyses of present and future needs, and to develop plans and policies through extensive engagement and public input.

**Section 3. This resolution becomes effective upon adoption.**

Adopted by the Carrboro Town Council this is the 18<sup>th</sup> day of November in the year 2025.

A RESOLUTION SPECIFYING REVISIONS TO THE CARRBORO DOWNTOWN AREA PLAN

WHEREAS, the Carrboro Town Council seeks to implement the Carrboro Connects Comprehensive Plan, Land Use and Economic Sustainability priority projects for a Small Area Plan for the Downtown and Jones Ferry Road corridor, and;

WHEREAS, the Downtown Area Plan shall further refine the visions, goals, and strategies of the Carrboro Connects Comprehensive Plan, and set forth guidance for the physical and social development of downtown based on an analysis of present and future needs, and;

WHEREAS, since July of 2024, the Town has worked with a contracted consulting team, which has led to the development of a draft plan, and;

WHEREAS, the Carrboro Town Council has held a public hearing and received community input and advisory board recommendations on a draft plan.

NOW, THEREFORE BE IT RESOLVED THAT the Town Council specifies the following revisions be incorporated into a final plan and the plan brought back for final action:

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_

This is the 18<sup>th</sup> day of November in the year 2025.



TOWN OF CARRBORO

# DOWNTOWN AREA PLAN

DRAFT SEPTEMBER 2025



# *Volume 1: Master Plan*

DRAFT

# ACKNOWLEDGMENTS

Many thanks to the Town of Carrboro’s elected and appointed officials, the Town staff, Joint Advisory Board, community members, and stakeholders who provided knowledge, assistance, and invaluable insight throughout the process of developing this Downtown Area Plan.

## MAYOR & TOWN COUNCIL

Mayor Barbara Foushee  
Catherine Fray, Council Member  
Randee Haven-O’Donnell, Council Member  
Jason Merrill, Council Member  
Danny Nowell, Council Member  
Cristóbal Palmer, Council Member  
Eliazar Arturo Posada-Orozco Jr, Council Member

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Christina Moon, Interim Planning Director; Planning & Transportation Administrator  
Duncan Dodson, Planner  
Evelyn Greene, Specialist, Communication and Engagement  
Jon Hartman-Brown, Director, Economic Development  
Keith Berger, Deputy Director, Public Works Program  
Kevin Belanger, Director, Public Works  
Laura Janway, Manager, Climate Action  
Marty Roup, e Development Review Administrator

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Terri Buckner

## CONSULTANT TEAM



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# Introduction



# OVERVIEW

## PLAN ORGANIZATION

This Downtown Area Plan (Plan) is organized into two volumes. **Volume 1** includes the overarching vision and plan for the downtown area, including character areas, representative renderings, streetscape typologies and the implementation action plan. **Volume 2** contains the background analysis, a summary of how the vision and goals were developed, overarching strategies and considerations, guidelines for monitoring the implementation of the Plan, and an appendix with complete engagement summaries.

## ABOUT THE PLAN

This Downtown Area Plan was prepared as a priority project in the implementation of the Carrboro Connects Comprehensive Plan. In particular, this project helps achieve the goals identified in the Land Use and Economic Sustainability sections of the Town's Comprehensive Plan. Advancing the Town's Race and Equity and Climate Action efforts are key considerations for this project and are reflected in the Plan recommendations. See the **Volume 2, Background Analysis, Previous Planning Efforts** section for more information about the relationship between this project and the Carrboro Connects Comprehensive Plan.

The Downtown Area Plan includes analysis, assessment and recommendations for the study area. These elements were formed from objective analysis, assessment of existing plans and ongoing projects, community engagement and feedback, appointed and elected official input, Town staff direction and professional planning best practices.

Over the years, the Town has worked hard to make the downtown area a thriving, diverse and welcoming space. This Plan intends to help build upon those successes without recommending monumental changes that could disrupt the carefully cultivated space that already exists.

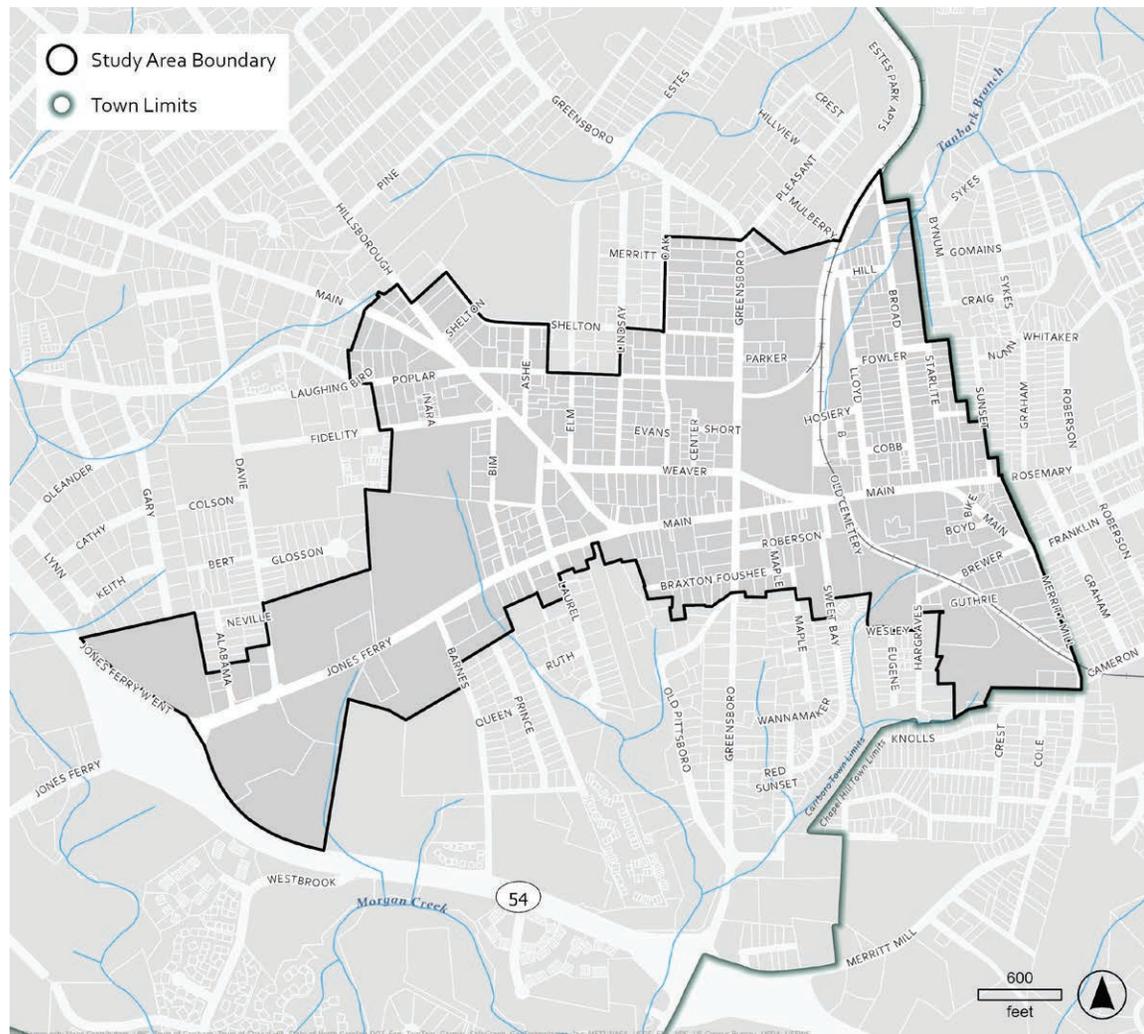


# STUDY AREA

The Downtown Area Plan looks at the area highlighted in the adjacent map (“study area”), including the downtown central business district, Jones Ferry Road, surrounding neighborhoods and the Lloyd-Broad Neighborhood. Carrboro Connects calls for a study that looks at downtown and Jones Ferry Road together, to achieve a balance that acknowledges the present character of the places in the study area with new opportunities.

The study area is located south of the Town’s geographic center, with its eastern edge abutting the Town of Chapel Hill. The study area offers a multi-modal environment with many destinations that serve as focal points for community life. See the **Volume 2, Background Analysis** chapter for further information about the location, context and characteristics of the study area.

**Map 1. Downtown Area Plan Study Area**



# MAKING THE PLAN

## PLANNING PROCESS

The planning process included five general phases and 12 months of close coordination with Town staff and elected and appointed officials. An advisory board made up of various existing appointed board and commission members served as a sounding board during the process. A robust community engagement process included opportunities for different types of engagement during each phase of the project. Specific community engagement information is detailed later in the **Volume 2, Vision and Goals** chapter, and individual engagement event summaries are located in the appendix.

The introductory analysis phase included a study area tour, extensive review of previous planning efforts, and an analysis of existing demographics and the downtown area context. Community engagement included multiple community events, an online public survey, multiple

pop-up events around the Town and many opportunities for public feedback. The community was given opportunities to voice their experience with the current downtown area and how they would like to see it evolve over time.

During the visioning phase, the planning team started to analyze community and Town feedback to-date and summarize common themes rising to the surface. This information was used to develop a draft vision and goals intended to provide a guiding framework for Plan recommendations developed later in the process. Two advisory board meetings, a stakeholder listening session and another community event were held to gather feedback on more specific design and transportation considerations. The planning team created draft character areas and streetscape typologies based on the feedback received.

Figure 1. Planning Process



The master plan phase included development of five renderings to illustrate representative site layouts, building and landscape designs, and outdoor gathering spaces that could serve as examples during further development processes and discussions. The character areas, streetscape typologies and renderings were reviewed with stakeholders and the advisory board during a series of meetings. Based on feedback received, the planning team developed a series of considerations, best practices and overarching strategies for the Town to consider.

The final two phases of the Plan included the strategies and considerations and implementation plan. The strategies and considerations section includes a range of strategies to support plan implementation and achieving the vision and goals that were identified during the planning process. Multiple community meetings and a Town Council meeting were held to review this information with the public.

The implementation plan section outlines detailed steps that the Town can follow to advance the Plan's goals. Beyond these steps, it also includes metrics and reporting methods to monitor progress- helping to track changes over time, assess community impact and evaluate whether the Plan is being effectively put into practice. While the implementation plan is closely connected to the Carrboro Connects Comprehensive Plan, it is tailored specifically to achieve the objectives unique to the downtown area. All strategies and action steps relate directly to public feedback gathered throughout the process, as well as to best practices designed to help achieve the desired outcomes.



Community Event #1



Community Event #2

## VISION STATEMENT

The following vision statement comes from community members' thoughts and ideas and from input from Advisory Boards, Town Council, community partners and residents.\*

It embodies the collective aspiration heard from the community and serves as the foundation for moving forward and is built directly on Carrboro Connects and its commitments to advancing racial equity and addressing climate change.

This statement guides the formation of goals and implementation strategies that make up the Strategies and Considerations, Master Plan, and Implementation chapters.

*\*All data, comments and other inputs can be seen in the Appendix.*

*Carrboro's downtown area is a vibrant, walkable and community-oriented space that balances preserving historic charm with thoughtful growth.*

*The downtown area serves every Carrboro resident, with particular attention to BIPOC and marginalized community members; as a place for daily needs, a place to gather with community and a place to live. The downtown area fosters economic diversity, celebrates arts and culture, and ensures accessibility for all.*

## GOALS

The following goals provide overall direction for the downtown area of Carrboro to achieve the community's direction, vision and aspirations. The goals serve as the ultimate basis for the Plan's recommendations and implementation. They also provide a framework to evaluate changes, challenges, opportunities and issues that were not anticipated by this Plan, allowing it to function as a living document responsive to future needs.

1

Build for climate resilience; protect and plant trees, install and incentivize green stormwater features, enhance and establish public green spaces.

2

Ensure a range of housing choices, including affordable and workforce housing, to support economic diversity and prevent displacement, allowing all current and future residents to thrive in Carrboro's downtown.

3

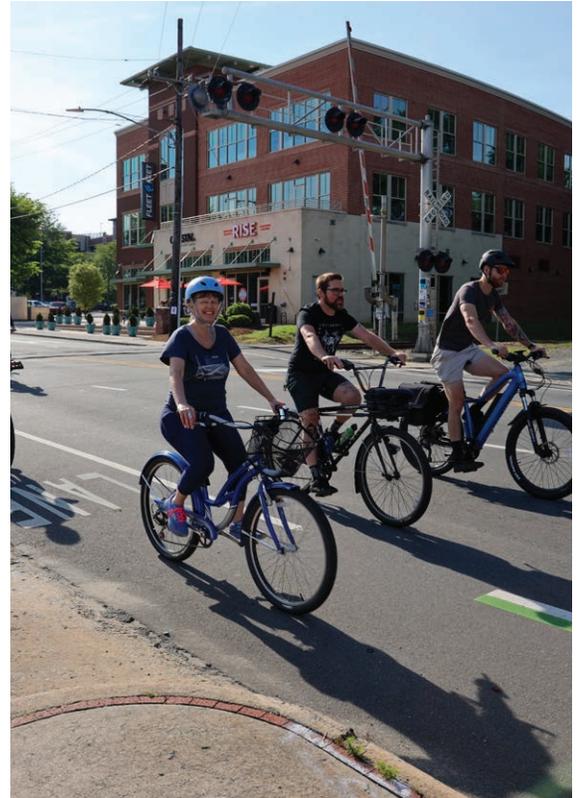
Improve pedestrian and bicycle infrastructure, reduce traffic congestion, and expand public transit options to ensure safe and equitable mobility for all residents.

4

Support small businesses, entrepreneurs and minority-owned enterprises by ensuring affordable commercial spaces, fostering a dynamic local economy, and encouraging inclusive economic opportunities.

5

Maintain the architectural integrity of historic buildings while encouraging sustainable and compatible development that aligns with Carrboro's unique identity.





# *Master Plan*

DRAFT



# CHARACTER AREAS

The Plan analyzes the commercial section of downtown Carrboro, surrounding residential areas, and the Jones Ferry Road corridor. These distinct places each present a different look and feel. To capture the nuances of these differences, the Plan divides the study area into “character areas.” Each character area includes important elements in the existing land uses, urban form, building types and the physical realm that define that sub-area as unique. Each highlights the key character-defining elements that should remain in place as new development and infill development occurs. Recommended types of activities, building types and development standards that are appropriate within each location as development and land use patterns change are identified. A map of these character areas follows on the next page.

The four character areas and their associated objectives are:

- **Downtown Core** - Enhance the thriving commercial sector.
- **Core Extension** - Expand the mixed-use development patterns and integrate the look and feel with the commercial core.
- **Surrounding Neighborhoods** - Maintain the existing dense residential character, while finding opportunities for infill development of affordable housing
- **Lloyd-Broad Neighborhood** - Protect the historically Black and African American neighborhood, provide equitable access, and minimize burdens and unintended consequences of nearby infill development and re-development.

Because of the proximity of character areas and the relatively small size of the downtown, context and the need for a transition from one character area to another are important. For example, a prominent building that is more appropriate in the center of the Downtown Core, may not be appropriate at the edge of the character area, next to smaller residential homes in the surrounding neighborhoods.

See the following pages for an assessment of the existing conditions, examples of the scale of future development appropriate for each area, and other development considerations.





## DOWNTOWN CORE

### EXISTING CONDITIONS

The Downtown Core includes the primary commercial districts within the downtown study area generally along Jones Ferry Road, Main Street, Weaver Street and Greensboro Street.

This area is largely developed and includes three National Register Historic Districts: the Carrboro Commercial Historic District, the Alberta Mill Complex and the Thomas F. Lloyd Historic District. It also includes individual historic buildings such as Town Hall, the Century Center, Carr Mill Mall, Cat's Cradle, the Strayhorn Houses and St. Paul African Methodist Episcopal Church. Other prominent buildings include CommunityWorx, 300 East Main, Shelton Station and the Drakeford Library Complex.

Buildings range from one to five stories in height, and are generally positioned along a sidewalk. This area includes a variety of uses such as retail, offices, restaurants and entertainment, as well as important civic uses, places of worship and centrally located community services provided by Interfaith Council (IFC), El Centro, Club NOVA and other community organizations.

While many residents consider East Main Street and East Weaver Street as the traditional downtown area, established commercial and mixed-uses are present along West Weaver Street, West Main Street, Roberson Street and Greensboro Street.

These commercial areas are concentrated along the major road network that brings residents and visitors to, and through, downtown: Greensboro Street as a north-south thoroughfare, and both Weaver Street and Main Street as east-west thoroughfares. Several of these roads contain dedicated bicycle infrastructure, including bike lanes and bike boxes. Sidewalks on both sides of most primary and secondary roads provide pedestrian access and connectivity to private businesses, public spaces and two off-street multi-use pathways (Libba Cotten Bikepath and PTA Bikepath) which serve as an east-west network for pedestrians and cyclists.



## FUTURE VISION FOR THE DOWNTOWN CORE AREA

There are opportunities to further invest in the existing properties in this character area and build on the successful implementation of previous planning efforts, like the Downtown Carrboro New Vision from 2001. The Downtown Core is compact and walkable. These strengths contribute to its character and an overall user experience that the Town should continue to enhance. New developments should be multi-story, with special consideration for the historic context and existing adjacent developments. They should be built close to the sidewalk and street and focus on improving the pedestrian experience and streetscape.

	<b>Intended Uses</b>	Mix of affordable housing and commercial uses, such as retail, office, restaurants, entertainment, bars, nightlife. Special consideration should be made for businesses at a variety of price points that meet the daily needs of residents.
	<b>Building Types</b>	New or redeveloped urban, vertical, mixed-use buildings that fit in the surrounding context and include historic architectural components where appropriate. Neighborhood-scale commercial is appropriate adjacent to existing residential neighborhoods.
	<b>Building Scale and Placement</b>	Two- to five-story buildings aligned along public streets and sidewalks. The height and placement of the buildings should consider adjacent structures to ensure compatibility.
	<b>Parking</b>	Shared surface parking, parking garages or leased off-site parking. New surface parking areas are discouraged. Parking areas should be located away from the street, where possible.
	<b>Urban Design</b>	New development should be bike- and pedestrian-friendly and walkable in design, with connected pedestrian paths. Streetscapes should include wayfinding and shade structures such as awnings or street trees. Parks, open spaces, plazas and seating should be incorporated where possible.



## CORE EXTENSION

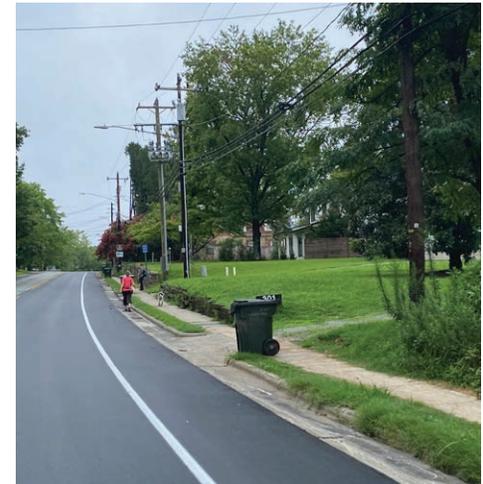
### EXISTING CONDITIONS

This character area includes the Jones Ferry Road corridor and the active railroad corridor just outside of the Downtown Core. These areas have a mix of developed and undeveloped properties, including businesses and single-family and multi-family homes.

Buildings in this area are currently one to three stories in height, and are typically set back from the street, with large surface parking lots. Notable landmarks include the Town's water and sewer utility provider (OWASA), access points to two historically Black and African American neighborhoods (Alabama Avenue and Lincoln Park), the Collins Crossing apartments and street corner gathering places for nearby residents, including food trucks off Barnes Street and the taquería near the Collins Crossing bus stop, where many shift workers gather for lunch and catch the bus.

The Jones Ferry section of the Core Extension serves as a major transit corridor with access to the downtown area from NC-54, including a GoTriangle route to Durham from a park-and-ride lot. The existing network of bicycle and pedestrian facilities provide multi-modal options for a high population corridor, and connect residents to everyday uses and needs.

Parcels of land in this area are generally larger than those found in other character areas presenting opportunities for larger-scale development projects. Impacts to the Alabama Avenue, Lincoln Park and Glosson Circle neighborhoods should be considered.



## FUTURE VISION FOR THE CORE EXTENSION

The Core Extension provides an opportunity to expand the existing character of the Downtown Core along the major corridors to create a continuous experience and transition to the adjacent areas. This area should include commercial uses like retail, office and entertainment, as well as recreation uses in a mixed-use design that meets the daily needs of the community. A range of medium- to high-density housing options should be provided for families and households at different income levels.

	<b>Intended Uses</b>	Mix of commercial uses, including office, retail, restaurants, entertainment, bars, nightlife, as well as public recreation facilities and affordable housing of all types. Special consideration should be made for businesses at a variety of price points that meet the daily needs of residents.
	<b>Building Types</b>	New or redeveloped urban-style mixed-use development, with both vertical and horizontal mixed-use integration. Residential developments of all types, including single-family, duplex, townhome and apartments. Commercial spaces of varied masses that allow for diverse businesses and everyday uses.
	<b>Building Scale and Placement</b>	Two- to five-story buildings aligned along public streets and sidewalks. The height and placement of the building should consider adjacent structures. Taller buildings may be appropriate in some instances, where design can mitigate externalities of development to areas that do not change for a long time—like where large properties abut longstanding neighborhoods, or where building height impacts shading, access to potential for solar and/or pedestrian experience.
	<b>Parking</b>	Shared surface parking and parking garages. Parking structures are encouraged. Generally, parking areas should be located away from the street and behind the building. However, due to the high mode split, there are opportunities to orient parking infrastructure close to alternative modes of transportation to support mode shift strategies like park and ride.
	<b>Urban Design</b>	New development should be bike- and pedestrian-friendly and walkable, with connected pedestrian paths. Streetscapes should include street trees and other pedestrian amenities, and seek to complement and connect to streetscapes in the Downtown Core. Building design does not have to be as prescriptive nor as influenced by the historic building design and development patterns of the Downtown Core; however, it should still be compatible with surrounding neighborhoods.



## SURROUNDING NEIGHBORHOODS

### EXISTING CONDITIONS

This character area includes the existing neighborhoods directly adjacent to the central commercial area in the Downtown Core. This area is predominantly residential and includes single-family homes, duplexes, townhomes, apartments and other multi-family units. Some homes date to the early twentieth century mill period. Building heights largely range from one to two stories. These areas generally do not include nonresidential uses; however, home occupations may exist.

Notable buildings include mill homes along Shelton and N. Greensboro, and the White Oak and Cedar Court townhomes. This character area includes access points to Carrboro Elementary, and access to the PTA and Frances Shetley Bikepaths.

The streets within this area are intended for low-speed, local traffic and have narrower rights-of-way (ROWs). The Surrounding Neighborhoods character area includes the transition areas of West Main, Hillsborough and Greensboro Streets as they move from residential land use patterns toward gateways into the Downtown Core and Core Extension character areas.

Pedestrian and bike facilities vary from street to street; the existing network provides safe routes to Carrboro Elementary School and connections to the Frances Shetley Bikepath. The character area provides access to the Downtown Core and other areas by foot, bike or vehicle.



## FUTURE VISION FOR THE SURROUNDING NEIGHBORHOODS

Many residents like the character of the quirky downtown neighborhoods that are walkable and support locally owned businesses. It is important to maintain this character while encouraging new infill development over time. New residential development should reflect the dense neighborhood pattern and complement the size and scale of existing homes. Bikeability and proximity to downtown are features of the area that make it an attractive place to live. Community priorities in this area focus on improving bike and pedestrian infrastructure and preserving and planting street trees.

	<b>Intended Uses</b>	Mix of housing options, medium density residential (smaller setbacks, small lots with efficient footprints, 5-10 units per acre) and home occupations. Neighborhood-scale commercial businesses may be appropriate.
	<b>Building Types</b>	Accessory dwelling units, single-family homes, duplexes, quadplexes, cottage homes, townhomes and other cluster development types. Special attention should be paid to the adjacent properties to support compatibility with the existing homes and neighborhoods.
	<b>Building Scale and Placement</b>	One- to two-and-a-half stories. New and infill residential structures should match the setback of the surrounding properties.
	<b>Parking</b>	As of 2023, the Town instituted residential parking maximums, recognizing the proximity of many residences to downtown. Parking needs for infill properties should take into consideration accessibility needs of residents seeking to age in place, ROW constraints limiting on-street parking and affecting emergency service delivery, and potential conflicts with cyclists.
	<b>Urban Design</b>	Neighborhoods should be designed to be pedestrian- and bike-friendly with connected streets, pedestrian paths and the incorporation of green spaces where possible. New and infill development should be consistent with the design of surrounding properties. Streetscapes should continue to include street trees and sidewalks where ROW widths are wide enough to allow.



# LLOYD-BROAD NEIGHBORHOOD

## EXISTING CONDITIONS

The Lloyd-Broad Neighborhood encompasses the historically Black and African American neighborhood along Lloyd Street, Broad Street and Starlite Drive. This area is predominantly residential, with some long-time businesses, the Piedmont Community Health Center and Henry W. Baldwin Park.

The Lloyd-Broad Neighborhood is also part of the Northside Neighborhood Initiative and the Good Neighbor Initiative. These interlocal efforts of Black and African American community members, who are long-time residents, and the Marian Cheek Jackson Center seek to land bank and prioritize access to housing for Black residents in Carrboro-Chapel Hill. This is further reinforced by the Town's Lloyd-Broad overlay district designed to retain the existing neighborhood scale.

The Lloyd-Broad Neighborhood is in close proximity to the Downtown Core, and next to businesses on Main and Lloyd Streets. The area is bounded by the Town limits to the east and the railroad to the north and west, limiting access to only two roadways—Lloyd Street and Starlite Drive. The streets within this area are intended for low-speed, local traffic with a narrower ROW. Sidewalks along Lloyd, Broad and Cobb Streets provide access to nearby businesses and services. The Town is currently exploring pedestrian connections from the eastern edge of the neighborhood into Chapel Hill.



## FUTURE VISION FOR THE LLOYD-BROAD NEIGHBORHOOD AREA

Protecting and preserving this historic neighborhood is a key goal of the residents and the Northside Neighborhood Initiative. Growth in this area should foremost maintain its existing character and support the provision of affordable housing opportunities and land banking work of community groups. As the downtown area continues to grow and develop, impacts and unintended consequences to this area should be carefully considered. These include how circulation pattern changes could exacerbate congestion at the entrance/exit of the neighborhood, how the scale of new development impacts the affordability and quality of life of the area, the ability of long-time residents to age in place, and other considerations.

The Town reports on the impacts of the Lloyd-Broad Overlay District every 18 months. These updates should incorporate any measured and observed impacts from changes in the Downtown Core, and continued consideration should be given to the existing protections for the Lloyd-Broad Neighborhood and its long-time residents to evaluate if it is meeting the equity needs expressed by neighbors. Efforts should be made to increase connectivity to the Downtown Core and surrounding areas through pedestrian paths and connections to the greenway trails.

<b>Intended Uses</b>	Medium-density residential (smaller setbacks, small lots with efficient footprints) and limited neighborhood-scale businesses.
<b>Building Types</b>	Single-family homes, duplexes, quadplexes, cottage homes. Structures built or transferred in partnership with local affordable housing organizations.
<b>Building Scale and Placement</b>	One to two stories. New and infill residential structures should match the setback of the surrounding properties.
<b>Parking</b>	As of 2023, the Town instituted residential parking maximums. Due to access to the neighborhood along Lloyd and Starlite, on-street parking may exacerbate concerns voiced by neighbors about congestion and circulation. Consideration of how off-street parking impacts pedestrian and cyclist safety must also be considered.
<b>Urban Design</b>	Neighborhoods should be designed to be pedestrian-friendly and walkable, with connected streets, pedestrian paths and green spaces where possible. New and infill development should match the design of surrounding properties. Narrow ROWs present additional constraints in installing street trees and sidewalks. Existing and new public spaces should incorporate design elements to celebrate the neighborhood's history.



# REPRESENTATIVE RENDERINGS

The Carrboro community has expressed a desire for an engaging, inclusive and multi-modal future for the downtown area. There is a desire for outdoor spaces where community members can gather, affordable housing and business spaces, vibrant art and entertainment options, more plants and trees, and a mix of uses to provide the community with safe and convenient access to their daily needs.

Development should include a variety of business types to serve locals and visitors alike while blending with the building character in downtown. Sustainable design practices should be encouraged for buildings, landscaped areas and infrastructure to help the Town achieve its climate action goals.

Downtown Carrboro is a desirable place to live, work, visit and do business. While this is an excellent statement about the quality of the area, it can also drive up costs for land, housing and commercial buildings. It is important that the Town take steps to minimize gentrification impacts and support racial equity and cultural inclusivity in the day-to-day experiences of people in the downtown area (see the **Volume 2, Strategies & Considerations, Property Development** section for more information).

The following pages describe development considerations, at a high level, for downtown projects and a series of five representative renderings. These renderings are not intended to convey an exact proposed development on a

specific site. Rather, they illustrate example site layouts, building and landscape designs, and the intersection of the public, quasi-public and private realm. These renderings are intended to serve as examples for the Town and private developers to reference during design and development discussions. Each rendering is intended to illustrate a different development focus and context, including:

- Mixed-use development with a recreation focus
- Mixed-use development along a greenway

- Context-sensitive development in the downtown core
- Mixed-use development with quasi-public space
- Downtown green space

While there are similar elements found in some renderings, such as affordable housing and commercial spaces, the narrative brings attention to distinctive elements from each rendering that could also be considered on other properties.



## DEVELOPMENT CONSIDERATIONS IN DOWNTOWN

### IMPACT OF LOT SIZE

Small lot sizes (less than 1.5 acres) are viable for small-scale residential infill, but most commercial or mixed-use developments will require larger lots than are found in many areas throughout downtown in order to be financially viable. There are a few larger lots (1.5+ acres) within the study area that could potentially support a larger-scale project if they are developed or redeveloped at some point. Otherwise, many commercial, multi-family or mixed-use developments will likely require consolidation of multiple parcels. While a minimum of 1.5 acres is ideal for an affordable housing development due to the residential density needed for financial feasibility, opportunities for mixing in scattered affordable housing throughout the study area should be pursued.

### CONTEXT MATTERS

The aesthetic and scale of development in the study area varies from unique, small single-story structures, to a more urban five-story hotel, to large-scale apartment complexes with a more suburban character. As infill and redevelopment occur throughout the area, it will be important to consider and respect the context of surrounding development including land uses, building scale and character, and building placement on the property as it relates to adjacent properties and the ROWs. Context-sensitive development considers adjacent existing buildings to create a more harmonious feel and should be encouraged to help preserve the existing character of Carrboro that the community loves.

### QUASI-PUBLIC SPACE

The community has voiced a strong desire for additional outdoor public gathering space in downtown. Due to minimal Town-owned land and relatively narrow ROWs, it will be important for quasi-public space to be encouraged and provided as part of private development projects. Quasi-public space refers to privately owned areas that are accessible to the public. These spaces can be designed to encourage social interaction, provide aesthetic value to the project and enhance the urban environment, and often include plazas, courtyards and certain types of parks or gardens within private developments. They serve as transition zones between fully public spaces (like streets and sidewalks) and private spaces (like homes and businesses).

### SUSTAINABLE PRACTICES

Sustainable building and design practices should be encouraged in the downtown area. This includes solutions such as solar panels, rain gardens, pervious pavement, green roofs, water reuse, building and material reuse, promoting bicycles and electric vehicles to reduce emissions, and geothermal heating. Many of these features are appropriate at both the residential and commercial scale. Through an incentive program and aiding in grant access, the Town can help support these elements and encourage the private market to embrace their use. As these strategies are not one-size fits all, careful consideration and evaluation will be needed to evaluate the long-term benefits of implementation.

### LAND AVAILABLE FOR DEVELOPMENT

The vast majority of parcels within the study area are already developed. This means that while a limited number of infill projects may be possible, most changes will need to be accomplished through redevelopment. If properties redevelop, strategies should be taken to minimize residential and business gentrification and help residents and business owners remain in the downtown area, if that is their desire.

### EQUITY

The importance of retaining the existing welcoming and diverse atmosphere should be conveyed to entities looking to develop and redevelop property in the downtown area. This atmosphere is created, in part, through opportunities for residents to meet daily needs through the variety and type of businesses and supportive attitude from business owners and residents alike. These efforts can also be supported by creating a wide variety of spaces for residential and commercial uses, including spaces that are for sale and for rent and those that are less than 1,000 square feet. Supporting small businesses and businesses that provide residents the ability to meet daily needs in an affordable manner is critical to maintain and expand the livability of the downtown area.

See the **Volume 2, Strategies & Considerations** chapter for further information about development considerations in the study area.

## MIXED-USE DEVELOPMENT WITH RECREATION FOCUS

This rendering depicts a dense mixed-use development with retail and commercial spaces and a community recreation center on the first level. Upper levels feature residential units of various sizes to accommodate different price points. The example development strives to blend a dense, urban development into a more suburban context by incorporating expanded green space along the street frontage and pedestrian connectivity to the surrounding area. While this image illustrates approximately 7.5 acres of land with ample space for a large-scale development, it showcases elements that can also be adapted for smaller sites, such as:

- Sustainable building practices like solar panels and green roofs.
- Parking garages with multi-purpose (e.g., movie projection) or artistic exterior walls.
- Multi-functional outdoor spaces (e.g., a splash plaza that doubles as an event space).
- Dense building design to preserve space for outdoor gathering and landscape areas.
- Enhanced landscaping and paved areas between buildings and streets to create extended pedestrian spaces beyond the ROW.
- Convenient transit and bicycle access integrated into the development design.
- Non-vehicular connectivity between quasi-public spaces and nearby residential areas.
- Activated ground floor frontages (e.g., outdoor cafe seating) to create a welcoming pedestrian realm.





A	Retail/commercial spaces with outdoor seating
B	Recreation center with outdoor seating
C	Residential units of varying sizes and price points
D	Shaded and accessible resident amenities
E	Parking garage with multi-purpose wall space for outdoor movies
F	Parking garage screen wall for improved aesthetics
G	Shaded, multi-purpose splash plaza and gathering areas
H	Shaded, accessible playground
I	Flexible open space
J	Bus stop and enhanced streetscape
K	Stream buffer with native plantings
L	Enhanced landscape and pedestrian areas
M	Solar panels
N	Green roof
O	Pedestrian connection to central courtyard from adjacent residential area
P	Separated vehicular access and parking

**Figure 2.** Representative Rendering of Mixed-Use Development with Recreation Focus

## MIXED-USE DEVELOPMENT ALONG A GREENWAY

This rendering envisions a 3- to 4-acre mixed-use development next to a greenway, featuring a large central gathering space between the buildings. The ground floors include commercial, retail and office spaces with active outdoor areas like dining and seating. Upper floors offer residential units of various sizes and prices. A parking garage at the rear is wrapped by these uses, minimizing its visual impact. Equal prominence is given to access from adjacent roadways and the trail, ensuring safe and inviting routes for all travel modes. The community indicated support for taller development in suitable locations within the study area, so this site includes buildings up to six stories.

Elements from this rendering that could be incorporated elsewhere include:

- Parking primarily located on the site's exterior to preserve a non-vehicular core.
- Design elements like awnings, repeating ground floor windows, varied building materials, murals and nearby seating add a human scale to tall buildings.
- Prominent wayfinding signage and art by local artists.
- Diverse native plantings for aesthetics, habitat, interest and to reduce the heat island effect.
- Blend of colorful, modern building materials with the historic brick aesthetic of the downtown area.
- Retail and commercial fronting a greenway to provide convenient non-vehicular access to everyday destinations.





A	Retail/commercial space fronting a greenway
B	Office space fronting a central courtyard
C	Residential units of varying sizes and price points
D	Wrapped parking garage
E	Greenway/multi-use path
F	Pedestrian/bicycle access to development
G	Wayfinding signage
H	Enhanced native plantings
I	Seat walls around decorative plantings
J	Central courtyard with flexible gathering space between the buildings
K	Opportunity for local art
L	Unique colors and building design elements

**Figure 3.** Representative Rendering of Mixed-Use Development Along a Greenway

## CONTEXT-SENSITIVE DEVELOPMENT IN THE DOWNTOWN CORE

This rendering illustrates a 2- to 3-acre context-sensitive mixed-use development. The road on the left is a major thoroughfare, while the road at the bottom leads to a residential area. Buildings near the thoroughfare are taller and step back above the second story, gradually decreasing in height toward the residential area. Outdoor dining and seating areas enhance the ground floor commercial spaces. A pedestrian corridor between the buildings provides access to rear parking.

Features from this example that could be used in other areas include:

- Urban building character with traditional materials (e.g., brick, fiber cement siding).
- Building heights that step down to transition between larger and smaller structures and maintain the look and feel of the streetscape in relation to the building height for pedestrians.
- Buildings close to the sidewalk with extensive windows to create a consistent, engaging frontage and urban feel.
- Shaded outdoor seating to encourage community interaction and patronage of local businesses.
- Street trees along wide sidewalks to provide shade and encourage slower vehicle speeds by narrowing the visual perception of the road.
- Rear parking to maintain a pedestrian-focused frontage.

<b>A</b>	Retail/commercial spaces with outdoor seating under colonnade
<b>B</b>	Second-story office/commercial space with outdoor seating
<b>C</b>	Residential units of varying sizes and price points on upper stories
<b>D</b>	Townhomes that blend into surrounding residential homes
<b>E</b>	Pedestrian access to parking at rear of buildings
<b>F</b>	Wide sidewalk with street trees



See inset A



Eye-level vantage point showing the pedestrian experience adjacent to the building

**Inset A**

**Figure 4.** Representative Rendering of Context-Sensitive Development in the Downtown Core

## MIXED-USE DEVELOPMENT WITH QUASI-PUBLIC SPACE

This rendering showcases an approximately 2-acre mixed-use development featuring commercial, office and residential spaces, with a prominent quasi-public area at the corner. Ground floor commercial spaces include outdoor seating and shade trees between the building and the ROW to expand the pedestrian space. Second floor office spaces open onto a rooftop seating area and upper floor residential units have individual balconies. The buildings blend colorful, modern materials with the brick aesthetic found in various places in Carrboro. The large outdoor gathering area includes a variety of spaces, preserved large shade trees, and a mixture of pervious pavement types and native plantings to create diverse outdoor experiences.

Elements from this rendering that could be applied in other contexts include:

- Building materials that are inspired by local architectural character.
- Site layout that preserves and celebrates large shade trees.
- Native trees planted just outside the ROW in areas where ROW constraints limit street trees (e.g., narrow ROW, overhead utilities).
- Varied outdoor seating for different size groups.
- Pervious paving for stormwater infiltration.
- Flexible outdoor spaces for events or casual use.
- Prominent placement of outdoor gathering space.





A	Retail/commercial space of varying sizes and price points
B	Office space with balcony seating
C	Residential units of varying sizes and price points
D	Shaded seating and pedestrian space extending streetscape into private realm
E	Enhanced native plantings
F	Flexible gathering area/plaza with pervious pavers
G	Shaded seating with pervious decomposed granite
H	Preserved large shade trees
I	Mural by local artist

**Figure 5.** Representative Rendering of Mixed-Use Development with Quasi-Public Space

## DOWNTOWN GREEN SPACE

Downtown green spaces offer many benefits, such as improved air quality, reduced urban heat, reduced impervious surface coverage and enhanced biodiversity. They also promote mental and physical health and can boost traffic to local businesses. This rendering shows a 0.4-acre public park with a multi-purpose pavilion, walking paths, a splash pad, picnic areas shaded by trees, interactive art, ornamental native plantings and play features integrated into the landscape. Depending on the park's size and location, restrooms may be needed (not shown here). The site's context, including surrounding uses, topography and natural drainage patterns, can influence the choice of ground materials like grass, artificial turf, mulch, garden beds, pavers, play surfacing and/or pervious pavement.

Elements from this rendering that could be incorporated elsewhere include:

- Diverse shaded areas from structures or tree groves.
- A multi-purpose pavilion for Town events, party rentals and informal daily use.
- Accessible play features of various sizes and styles to encourage imaginative play (e.g., play mounds with tunnels).
- Ornamental native plantings with educational signage about their benefits.
- Accessible seating areas for people of all abilities.
- A rain garden to support stormwater management.
- Engaging public art, such as interactive or kinetic installations, to attract visitors.



<b>A</b>	Multi-purpose pavilion
<b>B</b>	Accessible seating/gathering areas
<b>C</b>	Flexible event space
<b>D</b>	Splash pad/plaza
<b>E</b>	Ornamental native plantings with educational signage
<b>F</b>	Preserved large shade trees
<b>G</b>	Rain garden between the street and sidewalk
<b>H</b>	Bicycle parking
<b>I</b>	Engaging public art (e.g., musical, moving)
<b>J</b>	Interactive play area
<b>K</b>	Wide sidewalks for enhanced pedestrian connectivity
<b>L</b>	Pedestrian connectivity to nearby residential areas



Figure 6. Representative Rendering of Downtown Green Space

# STREETSCAPE TYPOLOGIES

The streets in Carrboro’s downtown area mainly fall into three typologies:

<b>Core Primary Streets</b>	Primary Streets in the Core are places where people experience social life in Carrboro. Pedestrians, bikes, and vehicles share limited space.
<b>Non-Core Primary Streets</b>	Primary Streets outside the Core carry people and vehicles into and out of the Downtown Core Area. They tend to be wider than those in the Core and have more room for separated lanes for different travel modes.
<b>Secondary Streets</b>	Secondary Streets provide vital connections between neighborhoods and the Downtown Area. Many have sidewalks on only one side, and bikes must safely share road space with slow vehicle traffic.

The typology of each street is determined by the street’s location and function in the community, as well as the characteristics of the street (such as speed and width) and the characteristics of the buildings on the street (such as design and distance from the street.) The Streetscape Typologies Map on the following page shows the locations of these typologies on Carrboro streets. The following pages describe each typology and provide recommendations for street cross-sections, facilities for all applicable modes of transportation, and street-side building regulations.

The remaining streets, which are mainly local neighborhood streets, are diverse and have a variety of characteristics, and will be discussed in a separate section with more generalized recommendations. In addition, Roberson Street has unique recommendations and will be discussed in its own section.

Streetscape recommendations are shaped by how much space is available in the ROW, the amount of space that is dedicated for public street use. ROWs have multiple functions – they carry vehicles; have sidewalks and bike lanes for pedestrians; provide access to homes, businesses, and transit; and provide stormwater drainage. All of these functions must be considered when designing streetscapes. The recommendations in this section provide a long-term vision for Carrboro’s streets. As Carrboro’s Primary Streets (other than Weaver

Street) are owned and maintained by NCDOT, the Town will continue to partner with NCDOT to add bicycle and pedestrian amenities to those streets. Where the Town has identified amenities needed on Town-owned roads, they will be implemented during resurfacing projects. Due to wide-ranging street conditions, recommendations are not always possible at every location. Individual street segments will be studied in more detail as opportunities arise to ensure all people and modes of transportation are served with high-quality infrastructure.

Some of the recommendations for streetscape improvements can be implemented quickly and at lower cost using temporary means such as paint and removable barriers. This allows an opportunity to test the impacts of projects and make improvements before committing to more costly permanent changes. Opportunities for pilot projects have been identified throughout this section.

These recommendations build upon the work that the Town has done and is currently working on to improve Carrboro’s streetscapes. These efforts include, but are not limited to, recent planning efforts such as the Carrboro Bike Plan (2020 Update) and capital improvement projects including re-striping on East Main Street, re-striping lanes on Jones Ferry Road and North Greensboro Street to include bike lanes, and sidewalks on South Greensboro Street.



## CORE PRIMARY

Primary streets in the downtown area’s core are at the heart of activity. These streets are places where people experience social life in Carrboro. They should feel safe and welcoming for pedestrians. People are prioritized, whether they are on foot, wheel, or bike. Vehicles can travel along these streets to access downtown parking and businesses, but they must move slowly and carefully. Design elements should be incorporated that slow traffic, such as narrow lane widths, bulb-outs, bollards, or alternative road surfaces (e.g. bricks or pavers). Buildings are oriented toward the sidewalk, with frontages that create opportunities for interaction and engagement with people walking past. The table below includes a variety of elements that could be incorporated for Primary streets in the downtown area’s core. Items in **bold** are opportunities for pilot projects (i.e., short-term improvements for long-term change).



East Main Street

Vehicle Lanes	<ul style="list-style-type: none"> <li>• 10-foot maximum travel lane width to encourage safe vehicular speeds.</li> <li>• <b>Left-turn pockets where new development causes increased need to avoid undue congestion.</b></li> </ul>
Intersections	<ul style="list-style-type: none"> <li>• <b>Traffic signals should be calibrated to minimize pedestrian delays, and evaluated periodically to adjust for changes in vehicle and pedestrian movement patterns. Pedestrian signals should always be on – no “beg button” – and use a 5-second leading pedestrian interval.</b></li> <li>• <b>Consider the conversion of some signals to all-way stops. Compared to signals, all-way stops maximize pedestrian priority at intersections, encourage eye contact between road users, reduce idling at times of low traffic, and reduce energy usage in line with Carrboro’s commitment to climate action. They also remove the need for left turn lanes, which creates an opportunity to repurpose road space.</b></li> </ul>
Bicycle Infrastructure	<ul style="list-style-type: none"> <li>• Protected bike lanes where there is sufficient space. The interaction of bikes and vehicles at curb-cuts needs to be considered.</li> <li>• Where there is not space for protected bike lanes, other options include dedicated bike lanes (i.e., striping only) or sharrows where traffic is slow enough for bikes to share the lane with cars.</li> </ul>
Pedestrian Infrastructure	<ul style="list-style-type: none"> <li>• Sidewalks on both sides as wide as space allows. The Land Use Ordinance requires 10-foot sidewalks in the Downtown Core.</li> <li>• Continue to use the decorative brick treatment that already exists on some sidewalks downtown.</li> <li>• Minimize driveways across sidewalks as much as possible.</li> <li>• Pedestrian-scale street lighting.</li> <li>• Benches that incorporate art.</li> <li>• <b>Mid-block art crosswalks designed by local artists collaborating with transportation officials.</b></li> </ul>
Transit Infrastructure	<ul style="list-style-type: none"> <li>• Shelters should be provided where space allows.</li> </ul>
Buildings <sup>1</sup>	<ul style="list-style-type: none"> <li>• Buildings set back zero to 10 feet from edge of sidewalk. Space between the building and sidewalk could include plantings, space for tables, signage, art, benches, and other elements that encourage interaction.</li> <li>• Constructed awnings (wood or metal) for shade and rain protection (example: Orange County Social Club awning).</li> <li>• Encourage string lighting for patios, and other off-street spaces. Lighting should be dark-sky compliant to reduce impact on wildlife.</li> </ul>
Plants and Landscaping	<ul style="list-style-type: none"> <li>• Street trees where space allows.</li> <li>• Pervious strips to build on existing curbline and narrow road width, or to create bulb-outs at crosswalks.</li> </ul>

<sup>1</sup> West Weaver Street is a Core Primary street for street design purposes, but its building context is more like a Secondary street.



Art crosswalk on West Weaver Street



Wooden awnings and brick sidewalk treatment on East Main Street



Seating provides an opportunity to add art to the streetscape



Pervious strips capture and slow runoff



String lighting



Pedestrian-scale streetlights 10-14 feet tall, add charm and a welcoming glow after dark

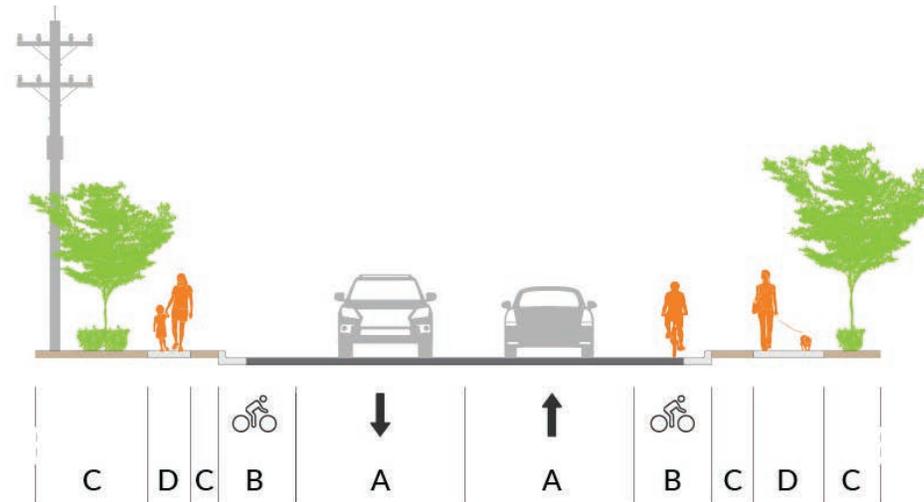
## EXAMPLE: NORTH GREENSBORO STREET

### EXISTING CROSS-SECTION

The existing cross-section on North Greensboro Street between Poplar Avenue and Shelton Street has the following characteristics:

- 11-12 foot vehicle lanes.
- Painted bike lane on the southbound side and part of the northbound side.
- Narrow sidewalks.
- Some trees between sidewalk and buildings.

	Element	Size	Material
A	Drive Lane	12 ft.	Asphalt
B	Bike Lane	5.5 ft.	Asphalt
C	Planting Strip	2-8 ft.	Native Vegetation
D	Sidewalk	3-5 ft.	Concrete



North Greensboro Street Existing Cross-section



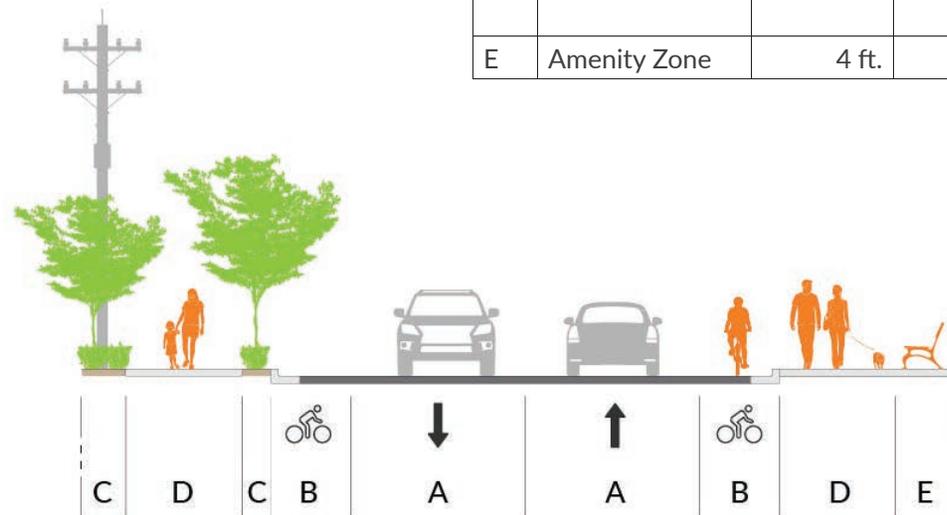
North Greensboro Street south of Parker Street

## POTENTIAL CROSS-SECTION

The Town uses a multi-prong approach to reducing vehicular speeds in the downtown area which includes partnering with NCDOT on state resurfacing projects, such as North Greensboro Street, to narrow travel lanes to slow vehicles and to add, when possible, improved infrastructure for cyclists/ pedestrians. In addition to bike lanes, wider sidewalks should be incorporated to allow space for street trees and other pedestrian amenities. A potential cross-section for North Greensboro Street as a Core Primary streetscape includes the following enhancements:

- Wider sidewalks on both sides where space allows.
- Additional shade trees in tree wells on sidewalk.
- Benches.
- Redevelopment of surface parking lots.

	Element	Size	Material
A	Drive Lane	10-12 ft.	Asphalt
B	Bike Lane	5.5 ft.	Asphalt
C	Planting Strip	2-5 ft.	Native Vegetation
D	Sidewalk	8 ft.	Concrete with Brick Accents
E	Amenity Zone	4 ft.	Concrete



North Greensboro Street Potential Cross-section

## EXAMPLE: JONES FERRY ROAD (EAST OF DAVIE ROAD)

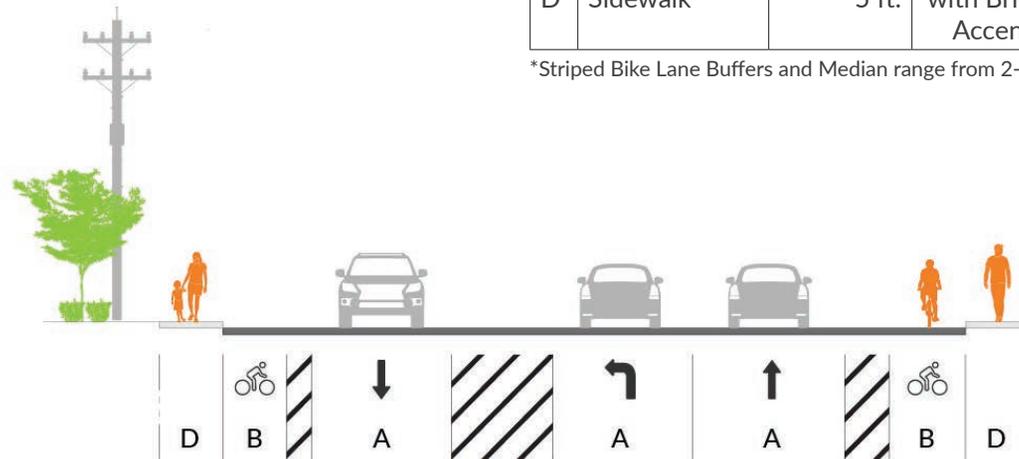
### EXISTING CROSS-SECTION

The Town of Carrboro completed a resurfacing and re-striping project on Jones Ferry Road, in partnership with NCDOT. The lanes were narrowed from 12 feet to 11, and a buffered bike lane with flexposts was added on the westbound side. (There was already one on the eastbound side.) The existing cross-section on Jones Ferry Road east of Davie Road has the following characteristics:

- 11- and 12-foot vehicle lanes, a left turn lane, and a striped median.
- Buffered bike lanes on both sides with flexposts in some locations.
- Narrow sidewalk on one side.

	Element	Size	Material
A	Drive Lane/ Turn Lane	11-12 ft.	Asphalt
B	Bike Lane	5-6 ft.	Asphalt
C	Planting Strip	0 ft.	Native Vegetation
D	Sidewalk	5 ft.	Concrete with Brick Accents

\*Striped Bike Lane Buffers and Median range from 2-8 ft.



Jones Ferry Road (East of Davie Road) Existing Cross-section



Jones Ferry Road near Davie Road

## POTENTIAL CROSS-SECTION

Because Jones Ferry Road was recently re-striped to add new bicycle infrastructure, the main focus for this location is on improving the pedestrian experience. There is very little additional ROW along Jones Ferry Road. Therefore, as development occurs, the Town may wish to seek additional ROW to support wide sidewalks and trees along both sides.

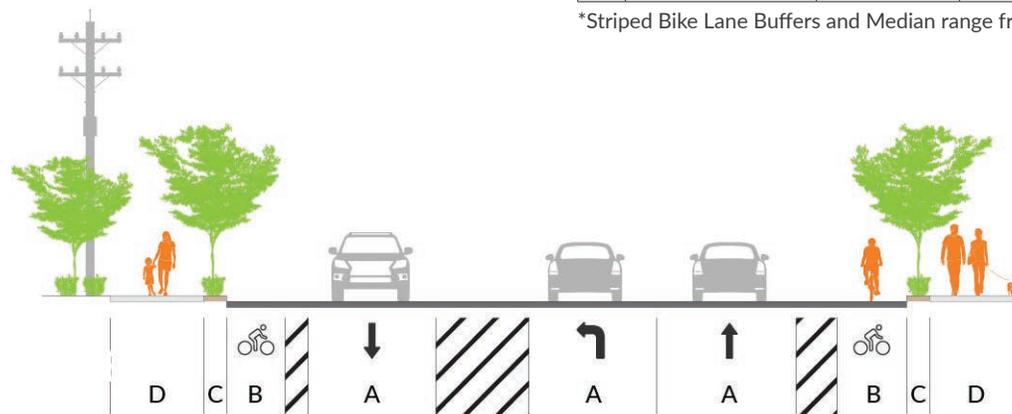
The potential cross-section for Jones Ferry Road as a Core Primary streetscape could include the following enhancements:

- Bike lanes on both sides with buffers and physical protection from vehicle traffic.
- 10-foot sidewalks where space allows.
- Shade trees in tree wells along street side of sidewalk.
- New pedestrian-friendly development that is oriented to the sidewalk.

Jones Ferry Road serves several bus lines, including the J route, which is a popular connection between Carrboro and Chapel Hill / UNC, and the GoTriangle 405 commuter route to Durham. There is potential for this wide section of Jones Ferry Road to include additional bus infrastructure, such as a bus priority lane in one or both directions. Additional study would be required to determine the benefits and requirements of these improvements.

	Element	Size	Material
A	Drive Lane / Turn Lane	11-12 ft.	Asphalt
B	Bike Lane	5-6 ft.	Asphalt
C	Planting Strip/ Street Trees	2 ft.	Native Vegetation
D	Sidewalk	8 ft.	Concrete with Brick Accents

\*Striped Bike Lane Buffers and Median range from 2-8 ft.



Jones Ferry Road (East of Davie Road) Potential Cross-section



Chapel Hill Transit Bus

## NON-CORE PRIMARY

Primary streets outside the downtown core carry people and vehicles into and out of downtown. They are likely locations for shared or public parking facilities serving downtown businesses. These streets tend to be wider than those in the core and have more room for separated lanes for different travel modes. They have some commercial activity, but at a lower density than in the Core. Even so, these streets should be safe and comfortable for pedestrians and people on bikes and provide an interesting and pleasant walk to and from the Core. As on Core Primary streets, design elements should be included to encourage vehicles to travel at a safe speed. The table below includes a variety of elements that could be incorporated for primary streets outside of the Downtown Core Area. Items in **bold** are opportunities for pilot projects (e.g., short-term improvements for long-term change).



Jones Ferry Road

Vehicle Lanes	<ul style="list-style-type: none"> <li>• 10-foot maximum travel lane width to encourage safe speeds.</li> <li>• <b>Re-evaluate the need for full-length center turn lanes, and consider maintaining left turn pockets only where needed to avoid undue congestion.</b></li> <li>• Consider opportunities to repurpose road space to add on-street parking, as a strategy to slow traffic and reduce the need for surface parking lots. Parking should be located on the outside of the bike lane to add protection for bikes. This is known as “parking protected bike lanes.”</li> </ul>
Intersections	<ul style="list-style-type: none"> <li>• <b>Improve pedestrian crossings at side streets (e.g., reduce crossing distances, add striped crosswalks).</b></li> </ul>
Bicycle Infrastructure	<ul style="list-style-type: none"> <li>• <b>Bike lanes separated from traffic with painted buffers. Physical barriers, such as flexposts, bollards, or planters, should be used to the extent feasible to provide more physical separation.<sup>1</sup></b></li> <li>• Alternatively, shared-use paths on one or both sides (like those on Estes Drive in Chapel Hill).</li> </ul>
Pedestrian Infrastructure	<ul style="list-style-type: none"> <li>• Sidewalks on both sides (6 to 8 feet wide where there are on-street bike lanes, or wider when designed to be shared with bicycles).</li> <li>• Benches.</li> <li>• High-visibility crosswalks.</li> <li>• Pedestrian refuges in raised central medians.</li> <li>• For mid-block crossings, consider rectangular rapid flashing beacons (RRFB) where speed limits are higher than 25 mph on Jones Ferry Road or North Greensboro Street.</li> </ul>
Transit Infrastructure	<ul style="list-style-type: none"> <li>• Shelters.</li> <li>• Pull-outs where space allows, and where they can be designed to coordinate safely with bike lanes.</li> <li>• Potential for dedicated transit lanes in some locations.</li> </ul>

1 Provision of physical barriers depends on the width of the buffer and the frequency of driveways and bus pull-outs on the street segment.

Buildings <sup>2</sup>	<ul style="list-style-type: none"> <li>• Buildings set back 10 to 20 feet from edge of sidewalk. Space between the building and sidewalk could include shade trees, plantings, porches or patios, tables, art, and other elements that enhance the streetscape.</li> <li>• No off-street parking in front of buildings.</li> </ul>
Plants and Landscaping	<ul style="list-style-type: none"> <li>• Street trees in planter strips, tree wells, or encouraged on private property.</li> <li>• Planter strips (with native species) between sidewalk and curb where space allows, but not at the cost of sidewalk width.</li> </ul>

2 Hillsborough Road is a Non-Core Primary street for street design purposes, but its building context is more like a Secondary street.



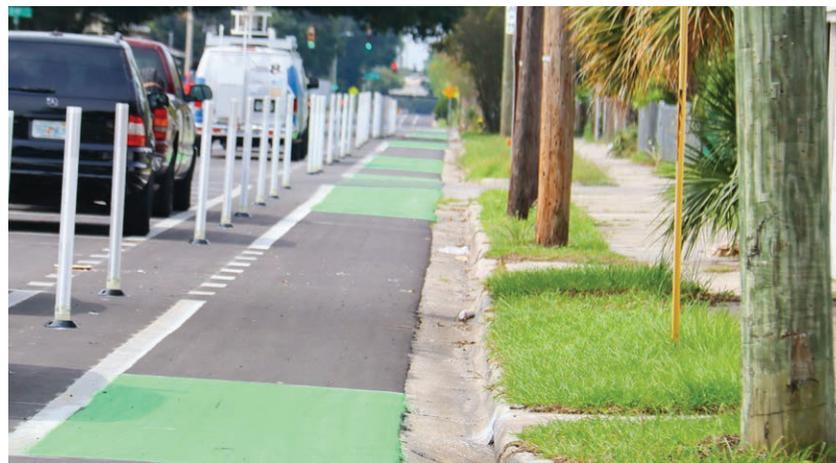
A protected cycle track with planters is another option for wide streets



High-visibility crosswalk



Bus shelter on North Greensboro Street



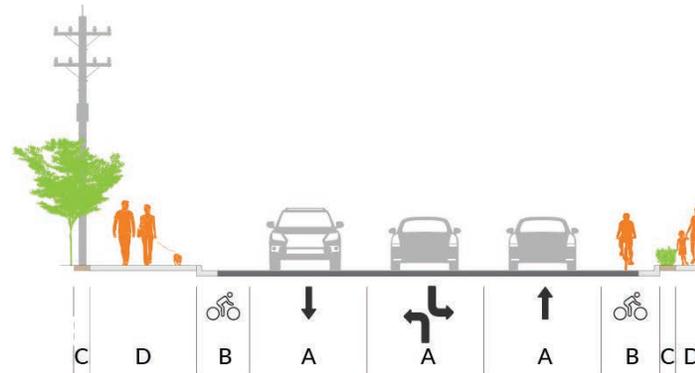
This parking-protected bike lane in Tampa, FL was installed as part of Tampa's QuickBuild program

## EXAMPLE: WEST MAIN STREET (SOUTH OF POPLAR AVENUE)

### EXISTING CROSS-SECTION

The existing cross-section on West Main Street south of Poplar Avenue has the following characteristics:

- 11-foot vehicle lanes and a center turn lane.
- Painted bike lanes on both sides.
- Narrow sidewalk on one side.



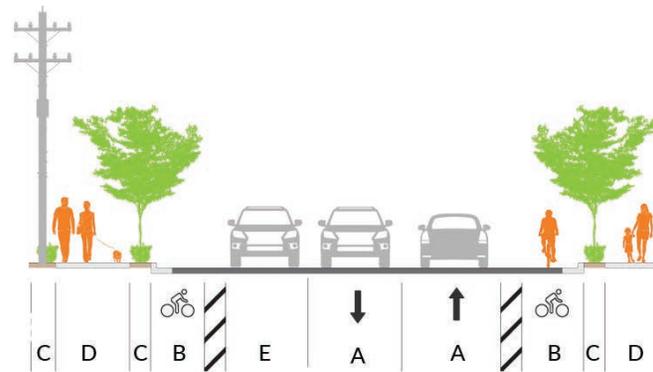
West Main Street (south of Poplar Avenue) Existing Cross-section

Element	Size	Material
A	11 ft.	Asphalt
B	5 ft.	Asphalt
C	1.5 ft.	Native Vegetation
D	3-10 ft.	Concrete

### POTENTIAL CROSS-SECTION - OPTION 1

One potential cross-section for West Main Street as a Non-Core Primary streetscape includes the following enhancements:

- Removal of the center turn lane.
- Bike lanes on both sides with buffers and physical protection from vehicle traffic.
- Wider sidewalks to the extent possible on both sides where space allows.
- Additional shade trees where space allows.
- Pedestrian-friendly design for new development.



West Main Street (south of Poplar Avenue) Potential Cross-section - Option 1

Element	Size	Material
A	10 ft.	Asphalt
B	5 ft.	Asphalt
C	1.5-3 ft.	Native Vegetation
D	6 ft.	Concrete with Brick Accents
E	7 ft.	Asphalt

\*Bike Lane Buffer is 2 ft.



West Main Street south of Poplar Avenue

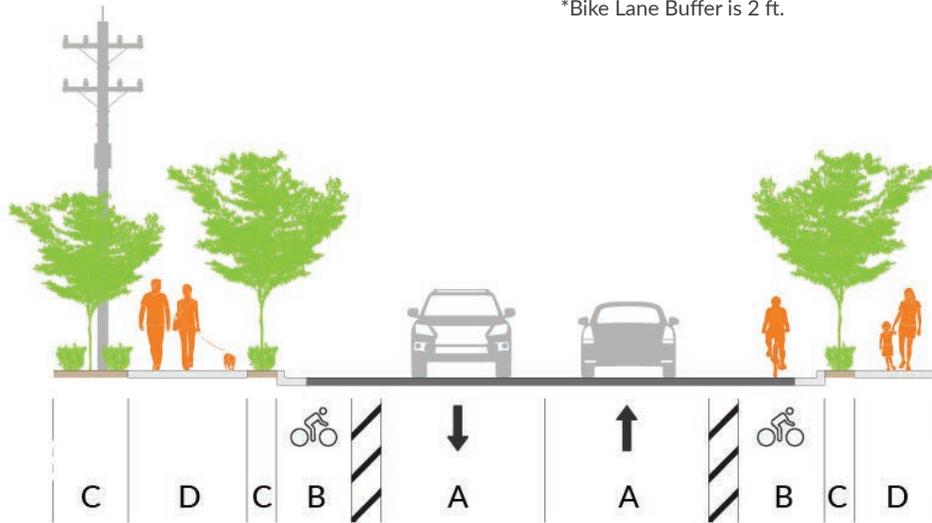
## POTENTIAL CROSS-SECTION - OPTION 2

Instead of adding on-street parking, West Main Street could support a linear park along one side to create a fun and safe space for children on their way to and from Carrboro Elementary School. This can include a wide planted section along one side with butterfly gardens and educational signs. The Town could work with new development to create additional space along the eastbound side.

- Vehicle lanes narrowed to 10 feet to reduce speeds.
- Removal of the center turn lane.
- Bike lanes on both sides with buffers and physical protection from vehicle traffic.
- Wider sidewalks on both sides.
- Expansion of the sidewalk area on the eastbound side to allow additional space for planting trees and flowers.
- Trees in tree wells on the westbound side.
- Pedestrian-friendly design for new development.

	Element	Size	Material
A	Drive Lane	10 ft.	Asphalt
B	Bike Lane	5 ft.	Asphalt
C	Planting Strip/ Utilities	2-5 ft.	
D	Sidewalk	6-8 ft.	Concrete with Brick Accents

\*Bike Lane Buffer is 2 ft.



West Main Street (south of Poplar Avenue) Potential Cross-section - Option 2

## SECONDARY

Secondary Streets are mainly residential streets with currently limited commercial activity, though commercial use could increase over time. These streets provide vital connections between neighborhoods and the various parts of the downtown area. Speed limits on secondary streets are 20 or 25 miles per hour, and they have a sidewalk on at least one side. Design elements should discourage speeding and ensure that bikes can safely share the lane with cars, as many of these streets do not have space for bike lanes. For example, the lack of centerline striping on most secondary streets should be maintained to help provide space for bikes and maintain lower vehicular speed.

Many Secondary Streets have very long block lengths and lack connectivity between them, where local streets do not connect all the way through. To improve accessibility, off-street bike and pedestrian connections can be made where opportunities exist to connect these streets through neighborhoods. This can result in a transportation network where the most direct route is by walking.



*Wide crossing distance on Poplar Avenue where it intersects West Main Street*

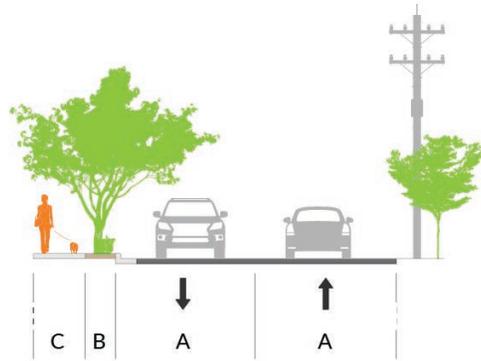
Vehicle Lanes	<ul style="list-style-type: none"> <li>• 10-foot maximum travel lane width to encourage safe speeds.</li> <li>• No turn lanes except at intersections with primary streets, if needed to maintain access from neighborhoods. If not, remove turn lanes to reduce pedestrian crossing distances. No additional centerline striping, except where necessary for safety (e.g., on sharp curves).</li> </ul>
Intersections	<ul style="list-style-type: none"> <li>• Stop-controlled, except where there are existing signals. Evaluate signal timings to ensure vehicles exiting neighborhoods onto primary streets are given enough time.</li> <li>• Minimize crossing distances at intersections.</li> </ul>
Bicycle Infrastructure	<ul style="list-style-type: none"> <li>• Bike facilities are context-dependent. Sharrows on narrow streets, painted lanes on wider streets.</li> </ul>
Pedestrian Infrastructure	<ul style="list-style-type: none"> <li>• 6-foot wide sidewalks on at least one side, both sides where space allows.</li> <li>• High-visibility striped crosswalks.</li> <li>• Find opportunities to increase pedestrian connectivity between streets.</li> </ul>
Transit Infrastructure	<ul style="list-style-type: none"> <li>• Shelters where space allows. No bus pull-outs due to space constraints.</li> </ul>
Buildings	<ul style="list-style-type: none"> <li>• Buildings set back 10 to 30 feet from edge of sidewalk. Space between the building and sidewalk could include shade trees, plantings, porches or patios, tables, art, and other elements that enhance the streetscape.</li> <li>• No off-street parking in front of buildings. Parking at rear or to the side (for future redevelopment).</li> </ul>
Plants and Landscaping	<ul style="list-style-type: none"> <li>• Street trees where space allows in ROW or encouraged on private property.</li> </ul>

## EXAMPLE: BREWER LANE

### EXISTING CROSS-SECTION

The existing cross-section on Brewer Lane east of East Main Street has the following characteristics:

- Approximately 13-foot vehicle lanes with sharrows.
- A sidewalk on only one side of street.
- Additional ROW available on one side.



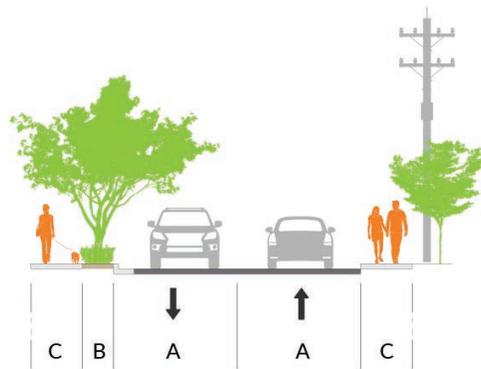
Brewer Lane Existing Cross-section

Element	Size	Material
A	13.5 ft. - 13.7 ft.	Asphalt
B	3 ft.	Native Vegetation
C	5 ft.	Concrete

### POTENTIAL CROSS-SECTION

The Brewer Lane streetscape would be enhanced by having sidewalks on both sides. As development occurs, the Town may wish to seek additional ROW to support enhanced bicycle and pedestrian infrastructure. Vehicle lane widths are maintained as-is, to ensure larger vehicles (e.g., concrete trucks and tour buses) are able to access industrial uses in this part of the downtown area. Maintaining the existing widths is not ideal for non-motorized users; however, in this context it necessary for the street to continue functioning properly. A potential cross-section for Brewer Lane as a Secondary streetscape could have the following characteristics:

- Vehicle lanes maintained at current width.
- Street trees and sidewalk added to northbound side, in coordination with private landowners.



Brewer Lane Proposed Cross-section

Element	Size	Material
A	13.5 ft. - 13.7 ft.	Asphalt
B	3 ft.	Native Vegetation
C	5 ft.	Concrete with Brick Accents



West Main Street south of Poplar Avenue

## OTHER STREETS

The remaining streets in the downtown area are local neighborhood streets and are widely varied throughout Carrboro. For instance, many neighborhood streets are very narrow and do not have sidewalks, such as Lindsay Street, and some have a sidewalk only on one side, such as Broad Street. Part of the character of these neighborhoods includes slow traffic with streets that are safe for walking, biking, and playing.

When streets are resurfaced, it is an opportunity to reimagine the space and add enhancements that reduce through traffic, improve safety for people to walk and play in the streets, and improve drainage. These enhancements may include:

- Sidewalk on one side, if residents want a sidewalk.
- Consider the application of traffic calming to discourage through traffic and encourage slow speeds while prioritizing people on foot and on bike on the full length of the street, such as:
  - » Chicanes
  - » Speed tables
  - » Mini traffic circles
- Street trees should be added wherever possible. There may be an opportunity to collaborate with residents by providing trees for planting at the street edges of front yards.
- Crosswalks can be added where they are needed, such as at intersections where there are sidewalks.



*Lindsay Street*



*Broad Street*

## TRAFFIC CALMING DEVICES

### CHICANES

Chicanes reduce vehicle speeds by requiring drivers to steer through a series of horizontal shifts in the roadway. Chicanes should be considered on wide, low-volume, local streets (maximum of two moving lanes) with demonstrated speeding issues. Avoid on transit routes, truck routes, and major bike routes.

### SPEED TABLES

Speed tables are a mid-block traffic calming device that reduces traffic speed by raising the entire wheelbase of the vehicle and are longer than speed humps. Speed tables can be considered on collector streets or emergency routes and are usually used in conjunction with curb extensions.

### MINI TRAFFIC CIRCLES

Mini traffic circles are used at minor intersections along roadways with lower speeds. They can be installed with simple markings or raised islands and are most ideal for uncontrolled intersections. Consideration should be made for the available lane width and vehicle turning radius requirements.

The downtown circulation study analyzed potential locations for the application of mini traffic circles within the downtown area. Future implementation includes a mini roundabout, also known as a mini traffic circle, on Inglewood Street.



*A neighborhood traffic circle like this one in Durham, NC, calms traffic and adds unpaved space for planting and stormwater management*



*A speed table on High Street in Carrboro*



*A chicane with crosswalk in Hendersonville, NC*

## ROBERSON STREET

Roberson Street presents a unique opportunity for Carrboro. This street runs parallel to Main Street and provides access to parking behind Main Street’s historic commercial buildings. It connects the new Drakeford Library Complex to the ArtsCenter and the Libba Cotten Bikeway. It will provide access to the new parking garage behind the Drakeford Complex. Roberson Street is envisioned as a “festival street,” a shared space where pedestrians and bicycles are prioritized, and vehicular traffic must travel slowly. This could have “sidewalks” that are at the same level as the street, to indicate the free movement of pedestrians throughout the corridor. The road surface should be something other than asphalt, such as bricks or pavers, serving as a visual cue to traffic that Roberson is not an ordinary street. Trees, flowers, and other vegetation could be added to create a linear park along Roberson Street, and art installations could be added to celebrate Carrboro’s history and rich art scene to tie in with the ArtsCenter at the eastern end.



*Wall Street in Asheville, NC is an example of a festival street*

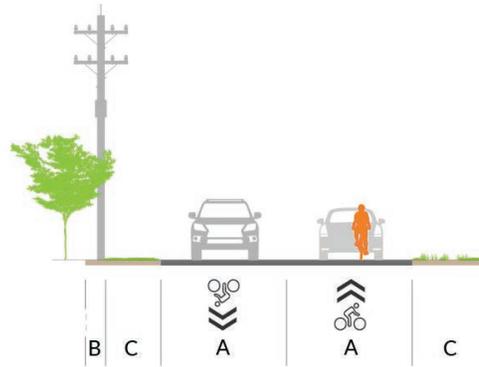


*The ArtsCenter, Libba Cotten Bikeway, and art crosswalk on Roberson Street*

### EXISTING CROSS-SECTION

The existing cross-section on Roberson Street has the following characteristics:

- Roadway of varying widths (25 feet is a typical width), with additional space in the public ROW on both sides (total of 40 feet).
- Two-way traffic, no striping, and sharrowrows.
- No sidewalks.



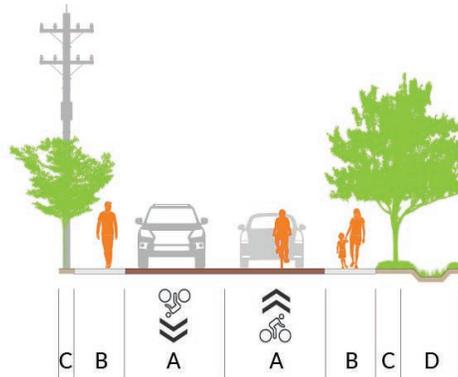
Roberson Street Existing Cross-section

	Element	Size	Material
A	Drive Lane / Sharrow	12.5 ft.	Asphalt
B	Utilities	2 ft.	Varies
C	Planting Strip	5.5-7.5 ft.	Native Vegetation

### POTENTIAL CROSS-SECTION

A potential cross-section for Roberson Street as a festival street includes the following enhancements:

- Paving with a material other than asphalt, such as brick or stone.
- Curbless “sidewalks” delineated with paving, paint, bollards, or other elements.
- Elements that create interest along the eastbound side to create a linear park or art trail between the Drakeford Complex and the ArtsCenter.



Roberson Street Proposed Cross-section

	Element	Size	Material
A	Drive Lane/ Sharrow	10 ft.	Stamped Concrete, Brick or Stone
B	Sidewalk	5 ft.	Concrete with Brick Accents
C	Street Trees/ Utilities	1.5-2.5 ft.	Native Vegetation
D	Planting Strip/ Rain Garden	6 ft.	Native Vegetation



Roberson Street Existing



# Implementation

DRAFT



# INTRODUCTION

This chapter includes the implementation plan, followed by metrics that can be used to monitor the progress of Plan implementation over the next 20 years. As explained in **Volume 1, Introduction**, the Downtown Area Plan is intended to help advance the goals of the adopted Carrboro Connects Comprehensive Plan, as well as the Town’s Race and Equity and Climate Action efforts, within this Plan’s study area (see Map 1 on page 9 in Volume 1). Recommendations in this Plan are intended to focus on the study area, rather than town-wide efforts identified in Carrboro Connects. While some recommendations are similar to those in Carrboro Connects, they are listed here to allow for closer tracking of implementation in the downtown area. Additionally, while targeted to the downtown area, some recommendations may also offer benefits that extend to the broader community.

## DOWNTOWN AREA PLAN GOALS

- 1** Build for climate resilience; protect and plant trees, install and incentivize green stormwater features, enhance and establish public green spaces.
- 2** Ensure a range of housing choices, including affordable and workforce housing, to support economic diversity and prevent displacement, allowing all current and future residents to thrive in Carrboro’s downtown.
- 3** Improve pedestrian and bicycle infrastructure, reduce traffic congestion, and expand public transit options to ensure safe and equitable mobility for all residents.
- 4** Support small businesses, entrepreneurs and minority-owned enterprises by ensuring affordable commercial spaces, fostering a dynamic local economy, and encouraging inclusive economic opportunities.
- 5** Maintain the architectural integrity of historic buildings while encouraging sustainable and compatible development that aligns with Carrboro’s unique identity.

## CARRBORO CONNECTS PLAN GOAL CATEGORIES

-  Affordable Housing
-  Climate & Environment
-  Transportation & Mobility
-  Green Stormwater Infrastructure, Energy & Water
-  Economic Sustainability
-  Recreation, Parks & Culture
-  Land Use
-  Public Services & Communication

## IMPLEMENTATION PLAN

The implementation plan is organized into three categories:

- Built environment
- Operational and programming
- Policy and regulatory

Recommendations are designed to help propel the downtown area toward the community's desired vision for the future. These items are not intended to be viewed as mutually exclusive and should be used together to create a combined strategy to achieve the desired outcomes in Carrboro.

The implementation plan for each category includes:

- A reference number to easily identify the implementation recommendation.
- A description of the recommendation with a page reference listing the most prominent area in the Plan that provided background information on the topic.
- The Carrboro Connects and Downtown Area Plan goal(s) it supports.
- The time frame in which the project is recommended to be initiated (with the understanding that some of these projects may take months and even years to be fully implemented).
- The entity or organization who would lead (as designated with an \*) and support the effort.
- Impacts to the Town's Climate Action and Race and Equity goals - identified as negative, neutral, and positive.

- An overall anticipated magnitude of cost. Further refinement of project scopes and designs are needed to determine more specific cost estimates and align with funding sources. Several of the recommendations necessitate the coordination with private developers and land owners to achieve successful implementation.
- Funding source that identifies the most common way to cover costs associated with the implementation step. Funding sources are identified by abbreviations that are listed on the following pages, which are used in the implementation table (e.g., Municipal Service District is listed as MSD)

The implementation plan includes recommended initiatives and actions the Town should consider to achieve the goals of the Downtown Area Plan, while also furthering the goals in Carrboro Connects. As with all actions, careful consideration of impacts to Race and Equity and Climate Action should be assessed prior to implementation of each item to evaluate current conditions and maintain alignment with the Town's core values.

Although the Plan encompasses five distinct goals, each one holds significant value, even if the implementation steps are not distributed equally among them. By recognizing the unique importance of each goal, the Plan takes a comprehensive and balanced approach to progress, regardless of how resources and actions are allocated to each specific goal.

***Implementation items are not listed in a prioritized order. Rather, they are listed in alphabetical order within each initiation time frame.***





## CONNECTION TO OTHER STRATEGIES AND CONSIDERATIONS

While the implementation plan includes numerous recommendations, additional strategies that can be carried out on their own or in conjunction with the recommendations in this chapter are found in *Vol. 2, Strategies & Considerations*. For example, recommendations BE-02, BE-04, BE-05, BE-06, BE-09 and OP-05 can incorporate multiple strategies found in the Intersections and Pedestrian Safety Strategies section on page 152.

There are many other actions that can be taken by the Town, non-profit organizations and the private sector to help further the goals and ideas of this Plan which may not be explicitly listed in this chapter. The Town should use the implementation steps identified in this chapter, identified strategies listed in the Plan, the examples provided throughout the Plan and the overall vision of the Downtown Area Plan when evaluating other ideas, concepts and opportunities that may arise to determine how to best steer those opportunities to achieve the community's goals.

In addition, the renderings contained in this Plan depict how a site can be developed or redeveloped to include elements that help achieve many different aspects of this Plan, such as affordable housing, affordable commercial spaces, green infrastructure, quasi-public spaces, activated streetscapes, non-motorized transportation, impervious coverage reduction, green energy, tree plantings, and many others. The renderings should be used to help inspire the private sector when development is being considered.

## POTENTIAL FUNDING SOURCES

### GENERAL FUNDS (GF)

The Town can set aside funds within its annual general fund as part of the normal operating budget. These can be used for a variety of projects on an annual basis.

### CAPITAL FUNDS (CF)

Capital funding is used for larger, specific projects rather than day-to-day operations. The Town can include projects in the Capital Improvement Program (CIP) to plan for these projects and set aside sufficient funds for project completion.

### LOW INTEREST LOANS/SUBORDINATION (LIL)

The Town may issue low interest loans for the purpose of encouraging investment within neighborhoods. Loans are typically granted to small businesses that may have a harder time qualifying for affordable financing.

### BONDS (BO)

Bonds are debt securities issued by the Town to fund projects. In this case, funds could be used to fund capital projects, which could include affordable housing, transportation projects, park projects or other projects that provide public benefit. Money is lent to the bond issuer in exchange for a promise of regular interest payments and the return of the original investment.

### **MUNICIPAL SERVICE DISTRICT (MSD)**

An MSD is a special district in which owners pay a supplemental assessment with their taxes. The MSD uses those funds for additional services such as marketing, landscaping, lighting, street cleaning and recreational improvements.

### **INCENTIVES FOR SMALL BUSINESS OWNERS (IN)**

Small business owners promote the local economy by providing local goods and services and creating a sense of place. Incentives may include small business loans, technical assistance and/or expedited permitting.

### **COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)**

The Department of Housing and Urban Development (HUD) provides CDBG funds for a variety of projects to eligible communities. The program provides financing for economic development, housing rehabilitation, public facilities and other physical development projects. Funding for these projects can be through annual allocations from HUD, competitive grants or low-cost loans.

### **TRANSPORTATION GRANTS (TG)**

Many grants and funding opportunities exist for transportation projects that may be from federal or state sources. The Town could continue to work with the Triangle West Transportation Planning Organization and NCDOT on aligning potential projects with appropriate funding sources.

### **TAX INCREMENT FINANCING DISTRICT (TIF)**

A TIF is a special district where any increase in tax revenues caused by new development and higher property values is paid into a special fund to finance improvements. The purpose of a TIF is to finance new public improvements in the area in which the funds originated. Potential improvements include wider sidewalks, utilities, public landscaping, lighting, environmental remediation and historic facades, etc.

### **PUBLIC PRIVATE PARTNERSHIPS (P3)**

A P3 is a joint agreement between the Town and a private entity to provide public benefit through the development of land, which could include affordable housing development, public parking deck construction, park development or many other actions that further Town goals. The Town may use development agreements to coordinate these types of projects.

### **PRIVATE DEVELOPMENT (PD)**

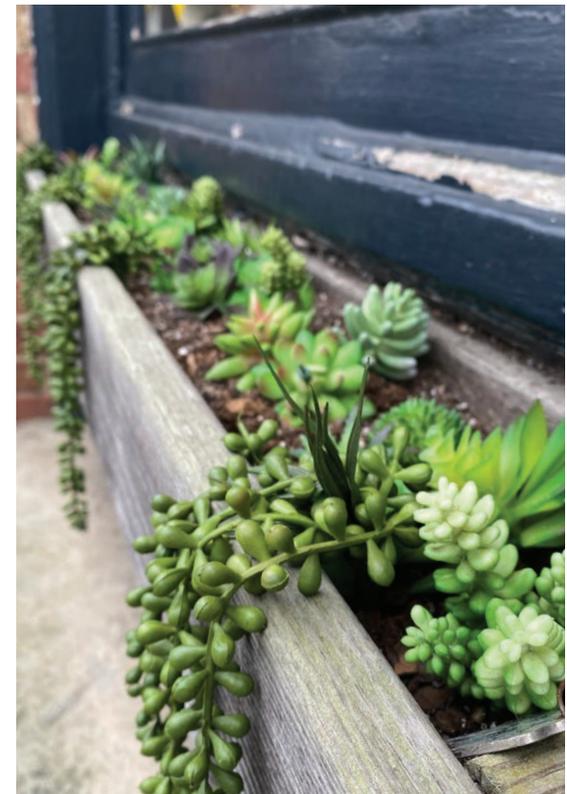
Private development is the development of land under private ownership by a non-governmental entity. This development is typically driven by market demands and can be used to achieve a variety of goals, such as creating commercial spaces, building affordable housing and increasing the use of green infrastructure.

### **PARKS AND RECREATION TRUST FUND (PARTF)**

PARTF grants are awarded by North Carolina to eligible local governments for development of park facilities, land acquisition for new parks and renovation of existing public parks.

### **NON-PROFIT AGENCY FUNDING (NAF)**

Funding from nonprofit agencies can include grants, donations, corporate sponsors and revenue from services provided. These funds can be used for varying purposes to meet community needs.



# IMPLEMENTATION PLAN

## BUILT ENVIRONMENT RECOMMENDATIONS

The built environment will provide the most visual impact on downtown area users. These recommendations include improvements such as streetscape enhancements, public gathering spaces and aesthetic improvements, among others. Through these implementation items, the Town can continue supporting a lively downtown area with improved pedestrian and vehicular experiences, and encourage the development of a high-quality mixed-use area.

Figure 7. Built Environment Recommendations

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
BE-01	<p><b>Construct Pocket Parks</b> Convert several smaller properties or pursue acquisition or easements for several smaller properties to create pocket parks scattered throughout the downtown area for spaces with amenities such as benches, swings, interactive art, native plantings, shade trees and rain gardens. This Plan's renderings show example parks/green spaces at multiple scales.</p> <p><i>Page References: p. 34, 157</i></p>	<p>1 3 4</p>		1-3	Town*	Positive	Positive	\$\$	GF, CF, PARTF, P3
BE-02	<p><b>Develop Streetscape Pilot Program</b> Begin a pilot program to test improvements using temporary measures (such as striping, cones, barrels, and/or hay bales) to demonstrate how permanent modifications to the transportation system may operate. This is a lower-cost way to test higher-cost projects before committing to full implementation.</p> <p><i>Page References: p. 40-55, 147-153</i></p>	<p>1 3</p>		1-3	Town*, NCDOT	Positive	Neutral	\$	GF, CF, TG

Downtown Area Plan

- 1 Climate Resilience
- 2 Housing Choice
- 3 Improved Mobility
- 4 Economic Sustainability
- 5 Architectural Compatibility

Carrboro Connects

- Affordable Housing
- Climate & Environment
- Transportation & Mobility
- Green Stormwater Infrastructure, Energy & Water
- Economic Sustainability
- Recreation, Parks & Culture
- Land Use
- Public Services & Communication

Figure 7. Built Environment Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
BE-03	<p><b>Enhance Accent Lighting Throughout</b> Add and/or enhance accent lighting to public buildings in the study area, including Drakeford Library Complex, Century Center and others to increase evening ambiance and highlight unique architectural elements. Support similar efforts for other entities such as religious buildings and cultural institutions. This Plan’s renderings show some examples of accent lighting.</p> <p><i>Page References: p. 170</i></p>			1-3	Town*, Duke Energy	Neutral	Neutral	\$	GF
BE-04	<p><b>Improve Neighborhood Streets</b> Continue working with residents and property owners in the residential neighborhoods to determine the desired level of street enhancements (i.e., traffic calming, sidewalks, curb/gutter installation) for the neighborhood streets.</p> <p><i>Page References: p. 52</i></p>			1-3	Town*	Positive	Positive	\$\$	GF, CF, TG
BE-05	<p><b>Improve Sidewalk Network</b> Identify sidewalk gaps, narrow sidewalks and areas in need of repairs to create a sidewalk enhancement plan to systematically make improvements to the sidewalk network.</p> <p><i>Page References: p. 148</i></p>			1-3	Town*, NCDOT	Positive	Positive	\$\$\$	GF, CF, TG

**Downtown Area Plan**

-  Climate Resilience
-  Housing Choice
-  Improved Mobility
-  Economic Sustainability
-  Architectural Compatibility

**Carrboro Connects**

-  Affordable Housing
-  Climate & Environment
-  Transportation & Mobility
-  Green Stormwater Infrastructure, Energy & Water
-  Economic Sustainability
-  Recreation, Parks & Culture
-  Land Use
-  Public Services & Communication

Figure 7. Built Environment Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
BE-06	<p><b>Install Primary Corridor Decorative Crosswalks</b></p> <p>Install decorative crosswalks on primary streetscape corridors (such as the plans for resurfacing and painted crosswalks on Roberson Street), including creative crosswalks in select locations, to enhance pedestrian safety and celebrate arts and culture. Decorative crosswalks (e.g., painted patterns or colorful art) help improve the visibility of pedestrian crossing locations to drivers. These can be implemented on Town-owned roads and the Town should collaborate with NCDOT to evaluate options to install these on NCDOT roads. The crosswalks also support the design of decorative sidewalk elements that are already in place.</p> <p><i>Page References: p. 38-55, 152, 164</i></p>	<p>3</p> <p>4</p>		1-3	Town*, NCDOT	Positive	Positive	\$	GF, CF, TG
BE-07	<p><b>Build Downtown Gateways</b></p> <p>Design and install primary and secondary gateways. Gateways should use a combination of landscaping, public art and signage to provide greater visual indication to visitors that they are entering a unique area of the Town. Gateways should blend with the aesthetic of the Town's proposed Wayfinding Program.</p> <p><i>Page References: p. 158, 164</i></p>	<p>3</p> <p>4</p>		4-6	Town*	Neutral	Neutral	\$\$	GF, CF

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Figure 7. Built Environment Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
BE-08	<p><b>Construct Downtown Area Park</b> Convert an existing parcel or pursue acquisition of a parcel to create a centrally located park in the downtown area. This space can help support having a park within a 15-minute walk for all residences. The parcel should be a suitable size for the design and installation of small neighborhood park amenities such as shaded play areas, shade trees, picnic amenities, restrooms, native plantings and a spray plaza (approximately 0.4 - 1.5 acres). This Plan’s renderings show an example of a downtown area park.</p> <p><i>Page References: p. 36-37</i></p>	<p>1 4</p>		4-6	Town*	Positive	Positive	\$\$\$	GF, CF, PARTF, PF, P3
BE-09	<p><b>Continue Implementing Complete Streets</b> Continue working with NCDOT, where necessary, to implement complete streets throughout the downtown area to improve all core primary, non-core primary and secondary streets, as described in the <b>Vol. 1, Master Plan</b> chapter. To the extent possible, include streetscape enhancements, narrowed travel lanes to increase the space available for non-motorized transportation, and appropriate lighting, while reducing the number of curb cuts to create a comfortable and safe street environment for all users. This may require working with private property owners to obtain easements for sidewalk expansions. This Plan’s renderings show an example of complete streets.</p> <p><i>Page References: p.40-55, 147-153</i></p>	<p>1 3 4</p>		4-6 (Ongoing)	Town*, NCDOT	Positive	Positive	\$\$\$\$	CF, TG, BO

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Figure 7. Built Environment Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
BE-10	<p><b>Create Bike and Pedestrian Only Spaces</b> Continue to explore the conversion of downtown streets, like East Weaver Street or Roberson Street, to bike- and pedestrian- only/plaza space. <i>Page References: p. 54, 120, 130</i></p>	<p>1 3 4</p>		4-6	Town*, NCDOT	Positive	Neutral	\$\$\$\$	CF, TG
BE-11	<p><b>Enhance Streetscapes</b> Incorporate interactive public art, street trees, native landscaping, rain gardens, seating, trash cans and other enhancements that support a visual appealing public right-of-way and encourage pedestrian usage. This Plan's renderings provide examples of enhanced streetscapes. <i>Page References: p. 26-55, 147-155</i></p>	<p>1 3 4</p>		4-6	Town*, NCDOT	Positive	Neutral	\$\$\$	GF, CF, TG
BE-12	<p><b>Evaluate Communal Stormwater Control Measures</b> Evaluate feasible locations and create designs to install communal stormwater control measures (e.g., retention ponds, detention basins and rain gardens) that the Town can manage to help support downtown area businesses and the redevelopment of small lots, while also improving stormwater runoff from the area. <i>Page References: p. 154-155</i></p>	<p>1 2 4</p>		4-6	Town*	Positive	Positive	\$\$\$\$	GF, CF, P3, DA, TIF, MSD

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Figure 7. Built Environment Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
BE-13	<p><b>Improve Bus Stops</b> Work with Chapel Hill Transit to design, replace and/or install new (where applicable), unique downtown area bus stop improvements for enhanced user comfort and safety, as well as specialized branding and integration of public art. <i>Page References: p. 28-29, 450-51, 153</i></p>	<p>1 3 4</p>		4-6	Town*, Chapel Hill Transit	Positive	Positive	\$\$\$	GF, CF, TG
BE-14	<p><b>Retrofit Parking Lots</b> Work with property owners to retrofit existing parking lots to reduce impervious surfaces, encourage tree and plant diversity, and incorporate rain gardens to help clean stormwater runoff. <i>Page References: p. 154-155, 163</i></p>	<p>1 3 4</p>		4-6	Town*, Private Sector	Positive	Neutral	\$\$	GF, CF, PD, P3
BE-15	<p><b>Reduce Overhead Utility Lines</b> Work with Duke Energy and telecommunication companies to eliminate redundant poles and consolidate lines onto one set of poles. It is also recommended to work with Duke Energy to explore where utility lines can be moved underground. This would reduce visual clutter, improve accessibility, remove poles and provide more opportunities to plant street trees. <i>Page References: p. 156</i></p>	<p>1 3</p>		7-10+	Town*, Duke Energy	Neutral	Neutral	\$-\$\$\$\$	CF, P3, TIF, MSD

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## OPERATIONAL & PROGRAMMING RECOMMENDATIONS

Operational and programming recommendations relate to the day-to-day activities, support for local businesses and special events. Successful implementation of the vision for the downtown area may require coordination with many entities, targeted branding and promotional marketing, and additional programming. The following operational and programming actions are recommended to support implementation.

**Figure 8.** Operational & Programming Recommendations

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-01	<p><b>Build Out Volunteer Networks</b> Build out volunteer networks to assist with plantings, beautification efforts, art installations and other aspects of this Plan. Volunteers can help support both commercial and residential areas for equitable opportunities for beautiful landscaping. This will allow some tasks to be divided between volunteers rather than relying entirely on staff support to accomplish programs. An example program is the “Keep Durham Beautiful” organization. <i>Page References: N/A</i></p>			1-3 (Ongoing)	Town*	Positive	Positive	\$	GF
OP-02	<p><b>Continue to Increase Promotion of Downtown</b> Continue to develop new promotion strategies for downtown. Evaluate past strategies on an annual basis; continue successful promotions, discontinue less successful ones, and develop new strategies to try. <i>Page References: N/A</i></p>			1-3 (Ongoing)	Town*	Positive	Positive	\$	GF

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**Figure 8.** Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-03	<p><b>Create a Public Art Plan</b>                      Create a Public Art Plan to determine strategic locations for permanent and/or temporary public art installations in both small- and large-scale spaces in the downtown area. The Recreation, Parks &amp; Cultural Resources Advisory Board should play a crucial role in the development of this plan, and the plan should inform future public art decisions. The Town could also consider creating a public art program that dedicates a certain percentage of project budgets to a public art fund.</p> <p><i>Page References: p. 158</i></p>	4		1-3	Town*	Neutral	Positive	\$	GF
OP-04	<p><b>Create a Public Tree Master Plan</b>                      Create a public tree master plan for the downtown area that includes public and private properties. This plan can examine locations for new tree plantings where room allows, as well as strategies for retaining the existing tree canopy that exists today.</p> <p><i>Page References: p. 161-162</i></p>	1 3 4		1-3	Town*	Positive	Positive	\$\$	GF

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**Figure 8.** Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-05	<p><b>Develop Interim Pedestrian Improvement Program</b></p> <p>Develop a program for interim pedestrian improvements throughout the downtown area, such as crosswalks enhanced with public art painted on the pavement, painted intersection bulb-outs with planters and delineators to define the space, etc. These improvements will allow near-term enhancement to the pedestrian experience without requiring heavy public investment and can help improve accessibility. This also allows improvement strategies to be “tested” prior to more costly permanent installation. Other Town plans, policies and programs also contain information that can help direct this program.</p> <p><i>Page References: p. 38-55, 147-153</i></p>	<p>1 3</p> <p>4</p>		1-3 (Ongoing)	Town*, NCDOT	Positive	Positive	\$\$	GF, CF, TG

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**Figure 8.** Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-06	<p><b>Enhance Public and Mural Arts Program Including Rotating Displays</b></p> <p>Based on the Public Art Plan (see OP-03), enhance public art throughout the downtown area, including interactive art and murals. In addition, seek funding to provide grants and design assistance to artists in an effort to create more opportunities for artists to place murals and other forms of art on public and private property throughout the Town. The use of rotating displays allows for temporary installations and an ever-changing art atmosphere to create interest and continued visitation.</p> <p><i>Page References: p. 158</i></p>			1-3 (Ongoing)	Town*	Neutral	Positive	\$\$	GF, CF
OP-07	<p><b>Evaluate Property Redevelopment Opportunities</b></p> <p>Work with property owners who own larger parcels in the study area to envision property redevelopment opportunities and support the transition into new development, when feasible, that includes affordable housing and affordable and diversified commercial spaces. These projects should include elements identified as part of the renderings in this Plan and also create quasi-public spaces. The evaluation process may occur during site plan review and discussions with the property owner when plans are submitted to the Town for review.</p> <p><i>Page References: p. 16-37, 142-171</i></p>			1-3 (Ongoing)	Town*, Private Sector	Positive	Positive	\$	GF, CF, LIL, P3, PD, TIF, MSD

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Figure 8. Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-08	<p><b>Host Arbor Day and Earth Day Tree Planting Events</b></p> <p>Increase tree canopy coverage on private property by providing free trees to residents and property owners and having a group of volunteers to plant the trees and provide care instructions. Additional tree canopy helps support the Town's climate action efforts. Trees to be planted can be obtained by the Town at low cost from the Arbor Day Foundation or through a local plant nursery partnership.</p> <p><i>Page References: p. 154, 161-162</i></p>	<p>1 3</p> <p>4</p>		1-3 (Ongoing)	Town*, Non-profits	Positive	Positive	\$\$	GF
OP-09	<p><b>Regularly Develop, Assess and Update Downtown Events</b></p> <p>To keep the success of Town events growing, regularly assess the following:</p> <ul style="list-style-type: none"> <li>• Estimated attendance</li> <li>• The purpose/intent of the events</li> <li>• Impact to sales (through surveys of stakeholders)</li> <li>• The best organizations to lead each event</li> <li>• If events that serve the entire Town population are being held.</li> </ul> <p><i>Page References: p. 130</i></p>	<p>4</p>		1-3 (Ongoing)	Town*	Neutral	Neutral	\$	GF, MSD

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**Figure 8.** Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-10	<p><b>Strengthen and Celebrate Supporters</b> Strengthen and celebrate partnerships and sponsors through events and programming such as annual dinners and support for other organizations. This encourages continued partnerships, which can help the Town meet a variety of goals, including affordable housing, environmental and other goals.</p> <p><i>Page References: N/A</i></p>			1-3 (Ongoing)	Town*	Neutral	Neutral	\$	GF, MSD
OP-11	<p><b>Support Lloyd Broad Neighborhood Improvements</b> Continue supporting the Lloyd Broad Neighborhood with home repair grants and neighborhood assistance (such as street tree planting, native plant planting, house painting, porch repair, weatherization, and drainage improvements along the street).</p> <p><i>Page References: p. 24-25, 155</i></p>			1-3 (Ongoing)	Town*	Positive	Positive	\$\$\$	GF, CF, CDBG, P3, PD
OP-12	<p><b>Assist with Temporary Downtown Business Relocation</b> Provide temporary relocation assistance for downtown businesses that are being displaced due to redevelopment activities either through use of a publicly owned/leased space or through grant assistance to help offset business expenses.</p> <p><i>Page References: p. 27, 134</i></p>			4-6 (Ongoing)	Town*	Neutral	Positive	\$\$\$\$	GF, CF, LIL, IN, MSD

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**Figure 8.** Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-13	<p><b>Continue Regular Business Outreach, Enrichment and Networking</b> Collaborate with the Carrboro Business Alliance (CBA) and/or Chamber of Commerce to determine strategies to further enrich the business community. This could include strategies such as more frequent meetings, additional speakers addressing current challenges faced by local businesses, feedback opportunities, etc. Inviting people who are thinking about opening businesses in downtown can help them develop relationships and resources. Example meeting topics could include:</p> <ul style="list-style-type: none"> <li>• Developing an online marketplace and web presence</li> <li>• Social media strategies and brand management</li> <li>• Storefront design and displays</li> <li>• Approaches to point-of-sale management and equipment</li> <li>• Retail and service trends and emerging opportunities</li> <li>• Planning and permitting process and UDO changes</li> </ul> <p><i>Page References: p. 27, 134</i></p>	4	  	4-6 (Ongoing)	Town*, Chamber	Neutral	Positive	\$\$	GF, MSD

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**Figure 8.** Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-14	<p><b>Develop Curb Appeal Idea Books</b>                      Develop “idea books” to support improvements to curb appeal, such as recommended color palettes based on architectural style, approaches to landscaping, and similar do-it-yourself techniques that encourage resident pride. An example of a similar publication is used by the City of Hopewell, VA to provide guidance to property owners for ways to help improve property appearance and curb appeal.</p> <p><i>Page References: p. 157-171</i></p>	5		4-6	Town*	Positive	Positive	\$	GF
OP-15	<p><b>Expand Current Walking Tours</b>                      Expand the Town’s current self-guided walking tour with variable distances, themes from different eras and perspectives of Carrboro’s history, interpretive signage, and route designations using sidewalk medallions. These tours should feature key people and events in addition to architectural history. Creating an art walk can also increase interest to other members of the community.</p> <p><i>Page References: p. 158</i></p>	1 3 4 5		4-6 (Ongoing)	Town*	Neutral	Neutral	\$\$	GF

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**Figure 8.** Operational & Programming Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
OP-16	<p><b>Increase Downtown Staffing Resources</b>                      Increase staffing resources as needed to effectively implement this Plan and other Town goals for the downtown area. Increased staffing should support climate action, race and equity, business management, marketing, communications, entrepreneurship and economics. Staffing could be incorporated into several different Town departments, based on desired organization, structure and focus.</p> <p><i>Page References: N/A</i></p>	4	  	4-6 (Ongoing)	Town*	Neutral	Neutral	\$\$	GF, MSD
OP-17	<p><b>Develop and Maintain a Pop-Up Storefront</b>                      Using a vacant or underutilized building, create a pop-up space to allow entrepreneurs to “test the waters” on a new business concept at reduced risk. This may involve the Town renting or purchasing a space.</p> <p><i>Page References: p. 27, 134</i></p>	4 5	   	7-10+ (Ongoing)	Town*	Neutral	Positive	\$\$\$\$	GF, CF, TIF, MSD, CDBG

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## POLICY & REGULATORY RECOMMENDATIONS

Policy and regulatory recommendations are intended to promote downtown activation and define clear expectations for the private development community and business owners. The area’s success is tied to its appeal to residents, visitors and businesses. Having proactive policies that describe desired outcomes and are easy to understand and implement help to support this success. Many of these recommendations impact the ongoing update of the Unified Development Ordinance; these actions start with “UDO Update” in the following table.

**Figure 9.** Policy & Regulatory Recommendations

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
PR-01	<p><b>Establish Parking Lot Joint Agreements</b> Continue proactively reaching out to parking lot property owners to enhance the properties through a joint agreement for adding landscaping and LID stormwater techniques for existing and future parking lots and decks. The agreements can include provisions for the Town to make the improvements if the property owner maintains them. Additionally, while some joint-use agreements exist for public parking today, the Town should continue working on an as-needed basis to establish additional joint-use agreements for public parking to maintain a sufficient amount of public parking in the downtown area. All parking areas should meet ADA requirements. This Plan’s renderings show an example of shared-use parking decks that can support both on-site parking needs and general public parking needs.</p> <p><i>Page References: p. 26-37, 150, 153, 163</i></p>			1-3 (Ongoing)	Town*, Private Sector	Positive	Neutral	\$\$	GF, P3, PD

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Figure 9. Policy & Regulatory Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
PR-02	<p><b>Maintain a Bicycle and Pedestrian Crash Report</b></p> <p>In order to support bicycle and pedestrian safety in the downtown area, the Town should generate an annual report for vehicular/pedestrian and vehicular/bicycle crashes in the study area. This report can identify hot spots for safety concerns and be used to help track bicycle and pedestrian safety.</p> <p><i>Page References: p. 152</i></p>	3		1-3	Town*	Neutral	Neutral	\$	GF
PR-03	<p><b>UDO Update - Activate the First Floor</b></p> <p>As part of the ongoing UDO project, the Town should include provisions that require first floor activation in all multi-family and mixed-use projects in the downtown area. This can include locating commercial businesses and amenities for building residents on the first floor.</p> <p><i>Page References: p. 169</i></p>	4 5		1-3	Town*	Neutral	Neutral	\$\$	GF

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Figure 9. Policy & Regulatory Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
PR-04	<p><b>UDO Update - Address Building Heights</b> As part of the ongoing UDO project, the Town should include provisions to set both minimum and maximum building heights in the downtown area that align with the Character Area descriptions in this Plan. Maximum building height exceptions should be included for affordable housing and affordable commercial space inclusion in projects as an incentive.</p> <p><i>Page References: p. 16-35, 166-167</i></p>	2 4 5	  	1-3	Town*	Neutral	Neutral	\$\$	GF
PR-05	<p><b>UDO Update - Encourage Affordable Commercial Spaces</b> As part of the ongoing UDO project, the Town should include provisions to encourage affordable commercial spaces in all commercial and mixed-use developments through incentives that increase the number and variety of affordable commercial spaces in the downtown area.</p> <p><i>Page References: p. 16-21, 26-35, 146</i></p>	4	 	1-3	Town*	Neutral	Positive	\$\$	GF
PR-06	<p><b>UDO Update - Encourage Affordable Housing</b> As part of the ongoing UDO project, the Town should include provisions to encourage affordable housing in all private developments through incentives that increase the number and variety of affordable housing units in the downtown area. Additionally, an upcoming Affordable Housing Strategy project will help guide future implementation of affordable housing strategies in the downtown area.</p> <p><i>Page References: p. 16-35, 145-146</i></p>	2	 	1-3	Town*	Neutral	Positive	\$\$	GF

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Figure 9. Policy & Regulatory Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
PR-07	<p><b>UDO Update - Encourage Green Building</b> As part of the ongoing UDO project, the Town should include provisions to encourage the use of building green techniques in all private developments through incentives that support renewable energy and green building techniques, such as LEED.</p> <p><i>Page References: p. 27, 153-156, 160-163, 170</i></p>	<p>1 5</p>	  	1-3	Town*	Positive	Neutral	\$\$	GF
PR-08	<p><b>UDO Update - Incorporate Quality Open Spaces</b> As part of the ongoing UDO project, the Town should include provisions that require private developments to incorporate quality, functional open spaces that interface with the public realm. These spaces should include plazas, greens, pocket parks, gathering spaces and other types of open space, as shown in the renderings included in this Plan.</p> <p><i>Page References: p. 26-37, 157</i></p>	<p>1 4</p>	   	1-3	Town*	Positive	Neutral	\$\$	GF
PR-09	<p><b>UDO Update - Increase Tree Canopy and Native Plantings</b> As part of the ongoing UDO project, the Town should include provisions that require robust tree planting and preservation requirements, as well as limit plantings to native and beneficial species for trees, shrubs and ground covers.</p> <p><i>Page References: p. 27, 161-162</i></p>	<p>1</p>	  	1-3	Town*	Positive	Neutral	\$\$	GF

Downtown Area Plan

- 1 Climate Resilience
- 2 Housing Choice
- 3 Improved Mobility
- 4 Economic Sustainability
- 5 Architectural Compatibility

Carrboro Connects

-  Affordable Housing
-  Climate & Environment
-  Transportation & Mobility
-  Green Stormwater Infrastructure, Energy & Water
-  Economic Sustainability
-  Recreation, Parks & Culture
-  Land Use
-  Public Services & Communication

Figure 9. Policy & Regulatory Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
PR-10	<p><b>UDO Update - Preserve Historic Buildings and Properties</b></p> <p>As part of the ongoing UDO project, the Town should include provisions that preserve historic buildings and properties in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties. This may include the use of an overlay district and the creation of a Historic Preservation Commission.</p> <p><i>Page References: p. 171</i></p>	5	 	1-3	Town*	Neutral	Neutral	\$\$	GF
PR-11	<p><b>UDO Update - Reduce Stormwater Runoff</b></p> <p>As part of the ongoing UDO project, the Town should include provisions to reduce stormwater runoff through the use of high-quality and robust stormwater control measures and reduce impervious surface coverage for all private developments.</p> <p><i>Page References: p. 27, 154-155</i></p>	1	  	1-3	Town*	Positive	Neutral	\$\$	GF
PR-12	<p><b>UDO Update - Support Appropriate Parking</b></p> <p>As part of the ongoing UDO project, the Town should include provisions that limit surface parking lots in the downtown area and allow them in locations based on the Character Area as described in the Plan.</p> <p><i>Page References: 26-37, 150, 153, 163</i></p>	1 3 4	    	1-3 (Ongoing)	Town*	Positive	Neutral	\$\$	GF

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Figure 9. Policy & Regulatory Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
PR-13	<p><b>UDO Update - Support Green Infrastructure</b> As part of the ongoing UDO project, the Town should include provisions to require the incorporation of green infrastructure as part of all private development, including rain gardens, native plantings, LID techniques and robust stormwater control measures.</p> <p><i>Page References: p. 26-35, 146, 154-155</i></p>	1	  	1-3	Town*	Positive	Neutral	\$\$	GF
PR-14	<p><b>UDO Update - Support Mill House Neighborhood</b> As part of the ongoing UDO project, the Town should include provisions that support and preserve the Mill House neighborhood's look and feel through an overlay district.</p> <p><i>Page References: p. 22-23, 32-33, 166, 171</i></p>	2 5	  	1-3	Town*	Neutral	Neutral	\$\$	GF
PR-15	<p><b>UDO Update - Support Mobile Vendors</b> As part of the ongoing UDO project, the Town should include provisions that support mobile food vending and provide opportunities for small business startups using mobile operations in the downtown area.</p> <p><i>Page References: p. 27, 134</i></p>	4	 	1-3	Town*	Neutral	Neutral	\$\$	GF

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Figure 9. Policy & Regulatory Recommendations (cont.)

Ref. #	Recommendation	Goals Supported		Time Frame (Yrs)	Entities	Climate Action	Race and Equity	Est. Budget	Funding Sources
		Downtown Area Plan	Carrboro Connects						
PR-16	<p><b>Update Urban Design Guidelines</b> Update the Town's urban design guidelines to facilitate consistent streetscape design and incremental enhancements to public spaces. Guidelines should designate updated design standards for elements such as street furniture, lights, rain garden planting information and typical sidewalk treatments. Conceptual approaches of enhancements for primary and secondary streetscapes are contained in this Plan. This Plan's renderings show elements of urban design techniques that could be included in the updated guidelines.</p> <p><i>Page References: p. 157-171</i></p>	<p>1 2 3 4 5</p>		1-3	Town*	Positive	Positive	\$	GF
PR-17	<p><b>Create Land Bank Program</b> Create a land bank program to purchase, hold and sell property for affordable housing and to encourage businesses that support everyday needs, as well as provide for a range of affordable commercial spaces.</p> <p><i>Page References: p. 144</i></p>	<p>1 2 3 4 5</p>		4-6	Town*	Positive	Positive	\$\$\$\$	GF, CF, TIF, MSD, BO
PR-18	<p><b>Continue to Evaluate Establishing a Municipal Service District (MSD)</b> Establishing an MSD creates a recurring revenue source to help with staffing, marketing and built environment improvements in the downtown area.</p> <p><i>Page References: N/A</i></p>	<p>1 2 3 4 5</p>		7-10+	Town*	Neutral	Neutral	\$\$	GF

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- Land Use
- Public Services & Communication

# METRICS & REPORTING

The previous action items and metrics in Figure 10 have been developed to support implementation of the recommendations laid out in this Plan. Metrics demonstrate progress toward achieving the vision and goals set forth in the Plan, while the recommendations outline the steps and resources needed to see progress within the metrics.

The metrics allow the Town to track the success of the Plan as it is implemented. The Town will need to track and analyze certain data points in order to accurately track the progress of each defined metric. Recommended metrics are described in Figure 10. On an annual basis, metrics should be tracked by appropriate Town departments and the results consolidated in a report prepared for Town Council.

Based on the philosophy of continuous improvement (i.e., aim to improve regardless of whether you have already met a target), each metric includes the desired trend (up, down or maintain). Alternatively, the Town could establish current baseline conditions for each metric and set a defined target. However, if a target is set, it is recommended to reassess routinely to “move the goal post,” as appropriate.

Some of the metrics are similar or identical to those in Carrboro Connects. They are repeated or supported here since tracking them within the Plan’s study area will be helpful to gauge the effectiveness of Plan recommendations and progress toward Plan implementation.

**Figure 10.** Downtown Area Metrics

Metric (within study area) Tracked Annually	Desired Trend	Additional Context
Number of small businesses	Up	Increasing numbers of small businesses helps to indicate that localized conditions are attractive and conducive to sustaining a small business operation. The Town should determine an appropriate definition of “small business” in the downtown area context.
Number of minority-owned businesses	Up	Increasing numbers of minority-owned businesses helps to support the Town’s Race and Equity efforts.
Business closings	Down	Tracking the number of business closings helps to monitor impacts of changing conditions and costs to operate a business in the downtown area (e.g., lease, access to personnel).
Number of vacant storefronts (i.e., ground floor, street facing businesses)	Down	This measures the activation of ground floor, storefront spaces. An occupied storefront contributes to an engaging pedestrian experience and overall downtown vibrancy.
Number of commercial building permits for new development, expansion and rehabilitation of existing spaces	Up	This metric helps gauge the business community’s interest in investing in the downtown area as a viable business environment.

**Figure 10.** Downtown Area Metrics (cont.)

Metric (within study area) Tracked Annually	Desired Trend	Additional Context
Number of housing units (entire study area and within each character area)	Up	This makes it possible to monitor where growth is happening over time and to evaluate policies more effectively. For example, if one character area is adding new housing while another is not, it may indicate the need to explore why that difference exists.
Number of additional affordable housing units (entire study area)	Up	Increasing affordable housing in the downtown area is important to the community. Tracking the number of new affordable housing units helps monitor progress toward this goal. Carrboro Connects identified an affordable housing gap town-wide. As this gap is addressed, the study area should absorb its proportional fair-share of additional affordable housing units considering its population compared to the rest of the Town.
Linear feet of constructed bike lanes	Up	This helps monitor progress on implementation of the dedicated bike lanes recommended on the core primary and non-core primary street typologies identified in this Plan.
Number and location of vehicular/ pedestrian and vehicular/bicycle crashes	Down (or Maintain if already zero)	Tracking the number and location of crashes can identify hot spots for priority safety improvements, as well as monitor the overall safety for pedestrians and cyclists within the study area.
Linear feet of sidewalk	Up	Additional linear feet of sidewalk indicates a more connected sidewalk network.

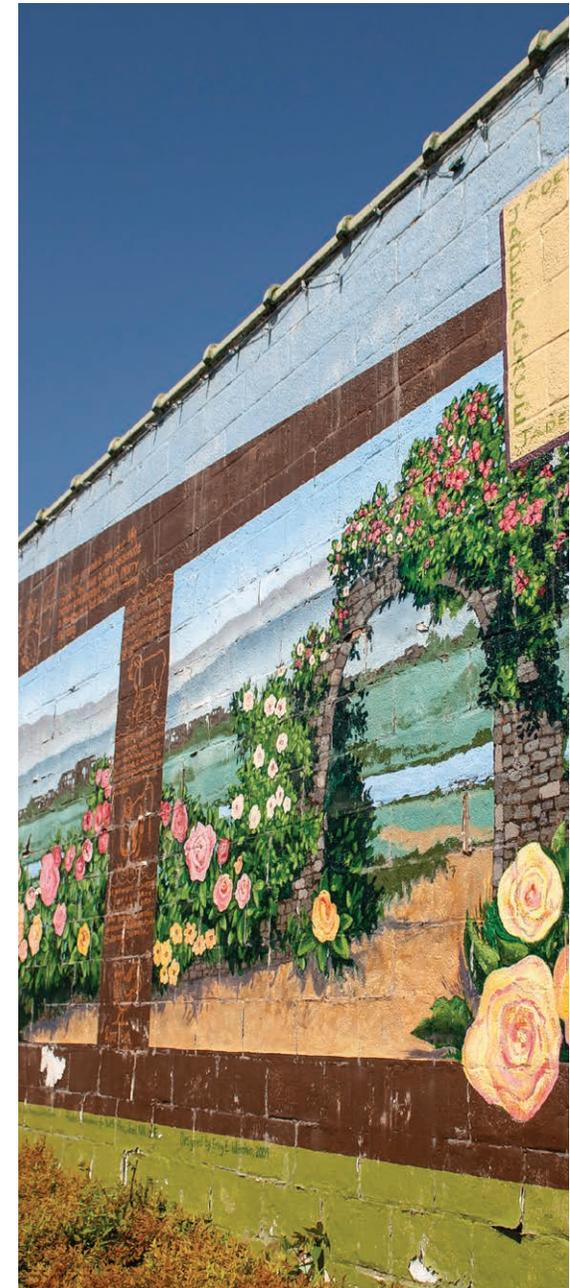


Figure 10. Downtown Area Metrics (cont.)

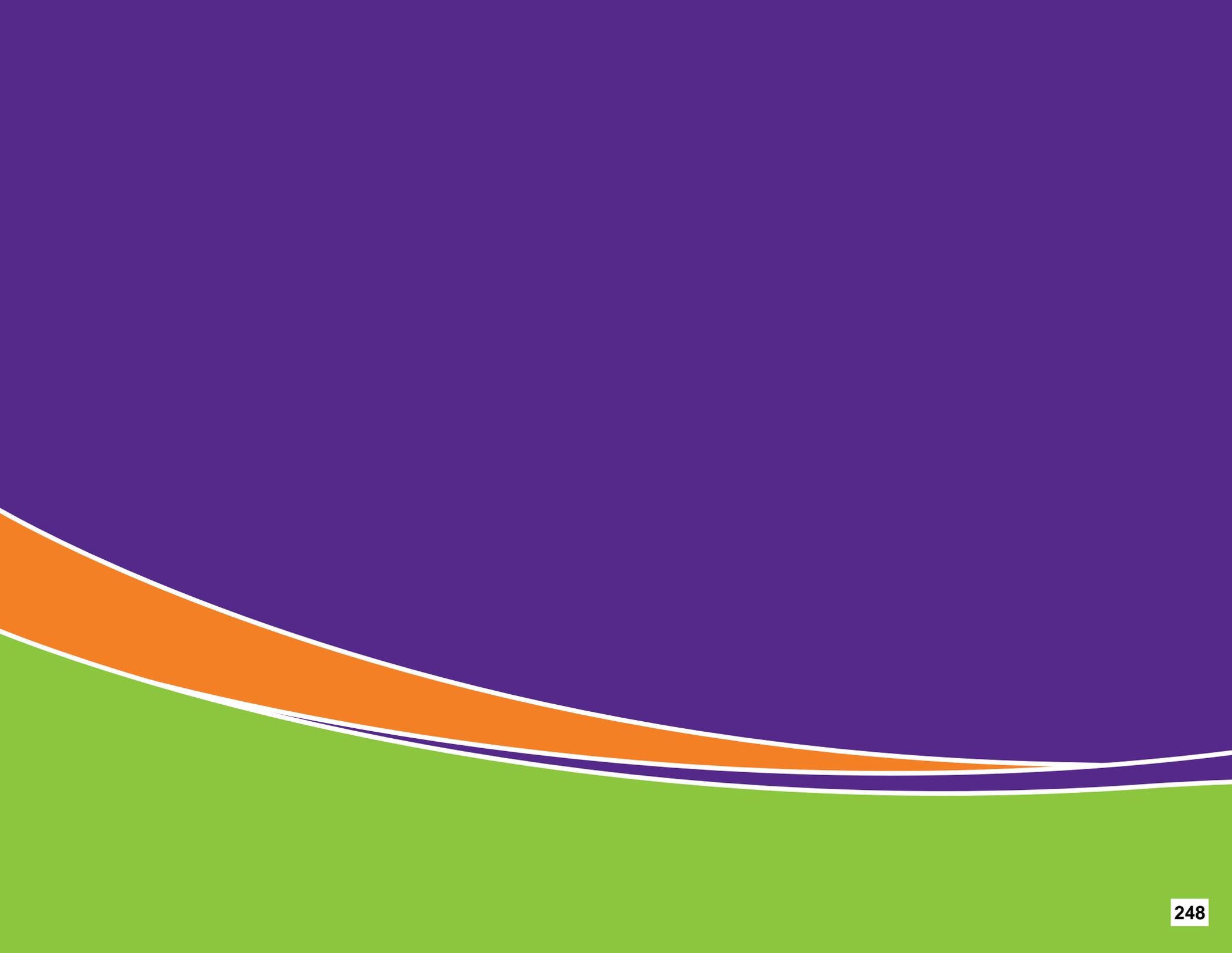
Metric (within study area) Tracked Annually	Desired Trend	Additional Context
Square footage of impervious cover	Down	Reducing impervious cover in the downtown area supports the Town’s Climate Action goals. Notably, increasing the number of housing units (as identified as desired trend in this table), does not necessarily mean a total increase in impervious cover within the study area. Retrofitting parking lots, adding downtown area park(s), using parking decks instead of surface lots, adding tree canopy, installing regional stormwater control measures, and other approaches can all contribute to a reduction in impervious coverage.
Percentage of tree canopy	Up	As identified in Carrboro Connects, an increase in tree canopy coverage is desired. Tracking this within the study area helps identify how this area is supporting the Town’s Climate Action goals. This metric can be tracked as the area of tree canopy coverage as a percentage of the total study area.
Number of public art installations	Up	The community voiced an interest in additional public art installations in the downtown area. Tracking this metric helps to monitor progress toward this goal.
Estimated attendance at Town-led community events	Up	This helps to evaluate if Town-led events in the study area are engaging and well-received. If participation trends decline, it signals the need to explore ways to modify the events.



**Figure 10.** Downtown Area Metrics (cont.)

Metric (within study area) Tracked Annually	Desired Trend	Additional Context
Square feet of green infrastructure installations on public and private property	Up	Additional green infrastructure installations will help support the Town’s Climate Action goals. The Town can establish a green infrastructure registration program, which will allow private property owners to obtain recognition for installing green infrastructure and help with tracking this metric.
Number of green energy installations (e.g., solar panels, geothermal)	Up	Additional green energy installations will support the Town’s Climate Action goals.
Number of buildings using green building techniques (e.g., LEED)	Up	Additional buildings using green building techniques will support the Town’s Climate Action goals.





# *Volume 2: Background Analysis*



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# Background Analysis

DRAFT



# PREVIOUS PLANNING EFFORTS

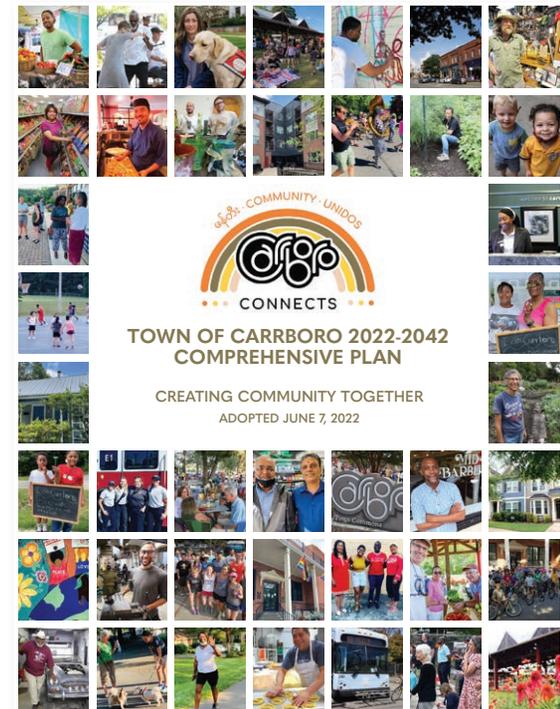
Previous local and regional planning efforts should be considered when developing a downtown area plan to ensure coordinated recommendations for the study area. This section provides an overview of relevant plans and their applicability to this Downtown Area Plan.

## CARRBORO CONNECTS COMPREHENSIVE PLAN (2022)

The Carrboro Connects Comprehensive Plan was the first official comprehensive planning process undertaken by the Town. Significant community input was obtained throughout the engagement process, even as the plan was developed through the COVID-19 pandemic. The plan was developed with a specific foundational focus on addressing climate change and advancing racial equity and included the following key takeaways which have a direct connection to the downtown area:

- Support affordable housing through a variety of efforts, including increased density, reduced parking and commercial property redevelopment for mixed-use projects.
- Encourage environmentally sustainable design practices to conserve and restore watersheds, ecosystems and native plant communities.
- Utilize green stormwater infrastructure (GSI) to support Low Impact Development (LID) practices and ecosystem recovery efforts.

- Support a multi-modal community by improving walkability, increasing pedestrian safety, reducing vehicular speeds, increasing bicycle facilities and improving transit infrastructure.
- Increase downtown street trees and tree canopy coverage through a variety of efforts, including the planting of canopy trees in public spaces.
- Inspire well-designed, mixed-use developments in downtown that incorporate higher densities and support other plan goals by providing small business spaces and affordable housing.
- Incorporate public artwork throughout downtown to enhance the built environment and create a more beautiful, vibrant community.
- Enhance civic spaces and directional signage in downtown to support business opportunities for local businesses and encourage tourism.
- Host numerous community events and festivals in downtown to continue the tradition of community celebration.
- Encourage commercial investment in public amenities, such as sidewalks,



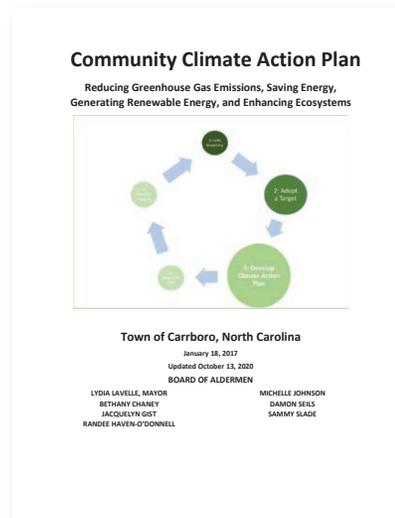
- landscaping and tree canopy coverage.
- Facilitate new growth with higher densities along active transit routes and near identified development nodes to reduce car dependency.

## COMMUNITY CLIMATE ACTION PLAN (2020 UPDATE)

The Community Climate Action Plan Update was a continuation of the Town's commitment to reduce emissions of greenhouse gases that are causing global climate change. The purpose of the plan was to provide community-scale recommendations to meet the Town's emissions reduction goal.

The plan provided recommendations based on six main topics: community integration, building energy efficiency, transportation, renewable energy, ecosystem protection and enhancement and food choice. Several of the plan recommendations include elements that directly involve or impact the downtown area:

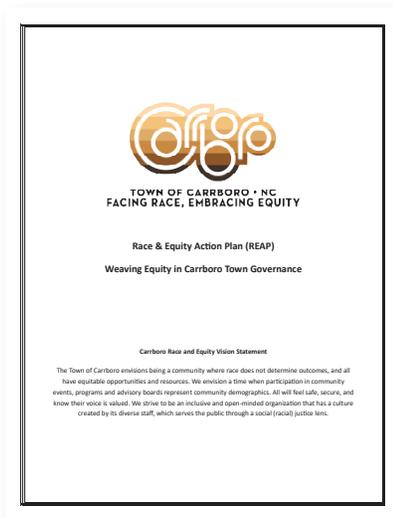
- Reduce community-wide emissions by 80% by 2030 by encouraging more efficient buildings and bringing older buildings up to code.
- Enhance existing transit service to ensure a more comprehensive system and provide better access to downtown from all parts of Carrboro.
- Establish GoTriangle carpool/vanpool parking areas located in downtown to improve access for commuters.
- Research and implement a bike-sharing system downtown.
- Pursue efforts to implement land use and development policies that help ensure destinations for daily needs, such as school, work and shopping, are within convenient bicycling distance from home.
- Pursue geothermal heating and cooling in downtown and explore the creation of a geothermal district.



## RACE & EQUITY ACTION PLAN (2023)

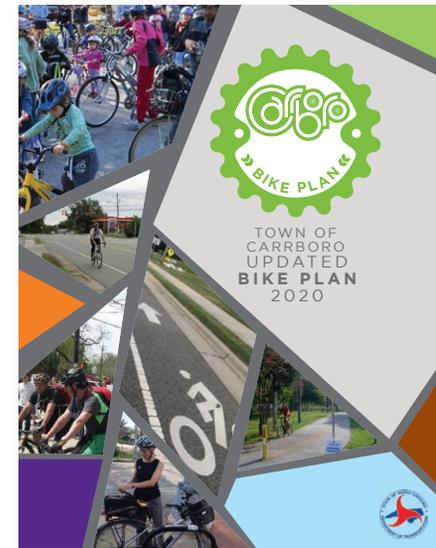
The Race & Equity Action Plan is a framework for advancing the Town's race and equity efforts to ensure a culture of equity and inclusivity for all residents of Carrboro. The plan aims to normalize the conversation around racial equity to recognize the bias that exists and review Town initiatives through a racial equity lens. As the Downtown Area Plan is developed, the Town should work to provide an equitable environment that aligns with the Town goals:

- Continue leading using the GARE Model of Change Approach – visualize, normalize, organize and operationalize.
- Educate Carrboro Town employees and residents about the importance of advancing racial equity.
- Serve as a change agent and a resource to identifying and removing structural bias and inequities in Town policies, practices, procedures, programs and services.
- Reduce racial disparities within Town government.
- Work to ensure Carrboro is a model employer and service provider by embedding racial equity in daily and long-term operations.
- Work with community and partners to ensure safety, sense of belonging and that everyone is valued.
- Help all residents live in a more just and equitable community.
- Update the Town Council agenda template to provide additional background information centering on race and equity.
- Work to ensure that the intentions of all departments connect with equitable impacts.

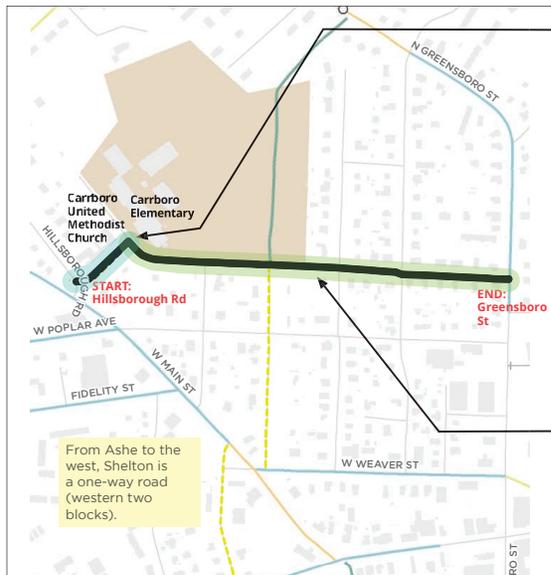


## BIKE PLAN (2020 UPDATE)

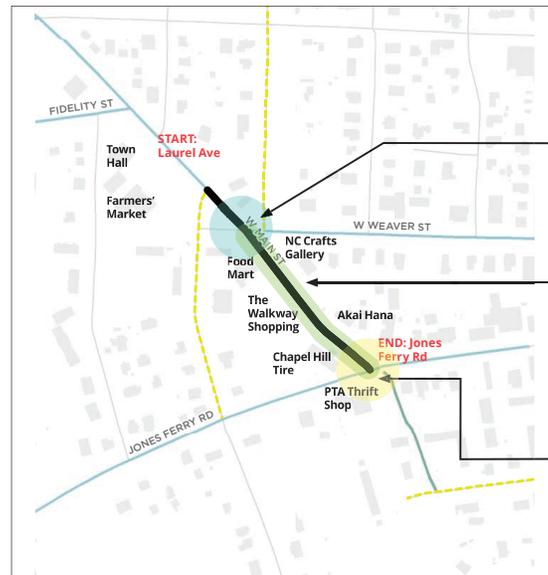
The 2020 Updated Bike Plan built upon the 2009 Bicycle Plan and established a new vision for bike infrastructure in the future, focusing on ensuring equity, increasing ridership and serving riders of all ages. The plan engaged the community and a steering committee to identify key strategic priorities to support infrastructure projects. The plan resulted in strategic priorities for recommended infrastructure improvements throughout Carrboro. Five of the recommendations were selected as key recommendations with techniques for implementation. Three of the key recommendations located in or directly supporting the downtown area are listed below, including diagrams from the Updated Bike Plan. Additional key projects not detailed in the plan include the Elm Street/Laurel Avenue Neighborway and West Braxton Foushee Street Neighborway.



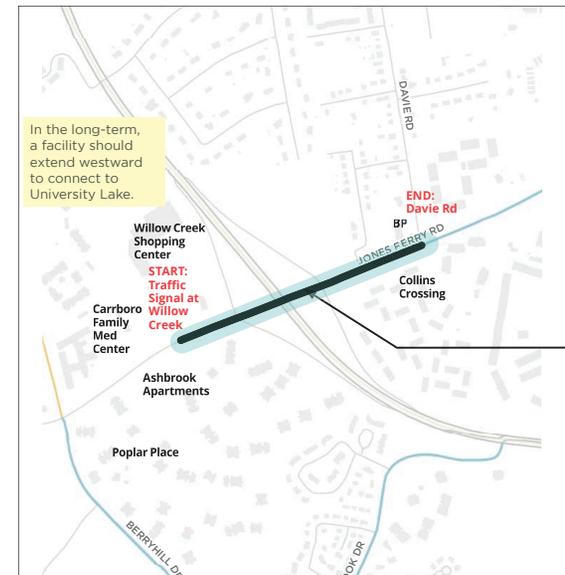
- Shelton Street Contraflow Lane – The introduction of a contraflow bike lane on Shelton Street between Hillsborough Road and Greensboro Street. The design of this project has now been funded by the Regional Flexible Fund.
- West Main Street Bike Lane and Intersection Improvements – This includes intersection improvements and bike lanes on both sides of the street along West Main Street between Laurel Avenue and Jones Ferry Road.
- Jones Ferry Road Separated Bike Lanes – Provide separated bike lanes along Jones Ferry Road on both sides of the heavy commuter corridor from the signal at Willow Creek to Davie Road. The Town completed this work in line with NCDOT resurfacing in summer 2024.



Shelton Street contraflow lane locations



West Main Street bike lane and intersection improvement locations



Jones Ferry Road separated bike lanes location

# COMMUNITY SNAPSHOT

## DEMOGRAPHICS

The demographic analysis in this section draws on data from various sources, including the U.S. Census, American Community Survey (ACS), Longitudinal Employer-Household Dynamics (LEHD), Carrboro Economic Development Department, and Esri, to present information at the most detailed level and using the most recent data available for the data type, at the time of the drafting of this report. Where applicable, this data uses U.S. Census Bureau decennial Census data for 2010 and 2020, ACS 5-Year Estimates by block group or Town-wide, Esri forecasts for 2024, and LEHD data for 2021. Where ACS data is used, the applicable year is identified.

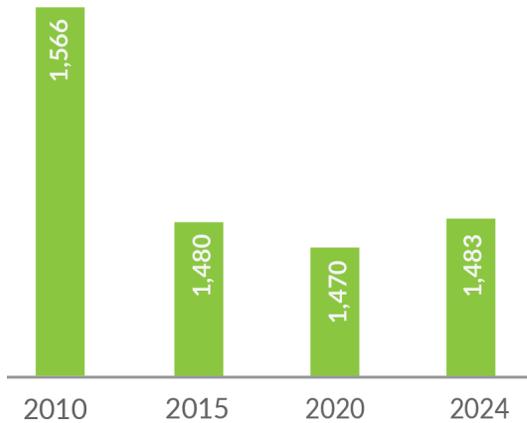
The boundaries of the study area do not align with standard geographies such as town limits, census tracts, or block groups established by the U.S. Census. Due to this difference, some of the analyses presented in this section rely on data by the block groups that are fully or partially located within the study area boundaries. Additionally, using Esri's Business Analyst tool, the data has undergone further apportionment to provide greater detail specific to the study area. Data apportionment involves the summarization or aggregation of data, which enables this analysis to utilize available census data by block group to more accurately calculate information for the defined study area.



## POPULATION

Since 2010, Carrboro has grown by 11%, adding over 2,000 new residents. Over that same period, the downtown area population experienced a change of -5.3% representing a reduction of approximately 83 residents. In 2024, approximately 1,483 residents lived in downtown and the immediate surrounding area, representing approximately 7% of the population of Carrboro.

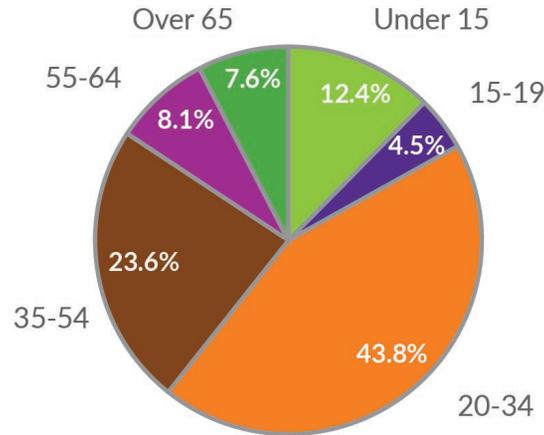
Figure 11. Downtown Population Change



## AGE

In 2024, more than half the population in the downtown area was between 20 and 54 years of age, and approximately 251 people are under 20, making up 16.9% of the residents in the downtown area. The median age in downtown is 30.3 years of age which is similar to that of Carrboro at 33.1 years.

Figure 12. Downtown Age Distribution



## HOUSEHOLD INCOME

In 2024, the median household income for the downtown area was \$54,664, lower than the median income for the Town of Carrboro, which was \$85,927. The Downtown Household Income Chart below shows the distribution of the downtown population by income level. The household income statistics can impact the types of business options that will be attracted to this area of Carrboro.

Figure 13. Downtown Household Income



Source: U.S. Census Bureau, 2019-2023 American Community Survey 5-Year Estimates, Esri forecasts for 2024 and 2029. U.S. Census Bureau 2020 decennial Census in 2020 geographies.

## HOUSING

In 2024, there were approximately 727 housing units in the downtown study area. Of these units, around 22.3% were owner-occupied, while 72.6% were renter-occupied.

The Map 2 illustrates housing costs as a percentage of household income based on 2023 ACS data. While much of the cost burden falls within the range of 21%–40%, there is a noticeable increase in the cost burden of 41%–60% in the eastern and northern portions of the area. These regions are historically home to BIPOC communities, which may have faced systemic barriers to homeownership and equitable economic opportunities.

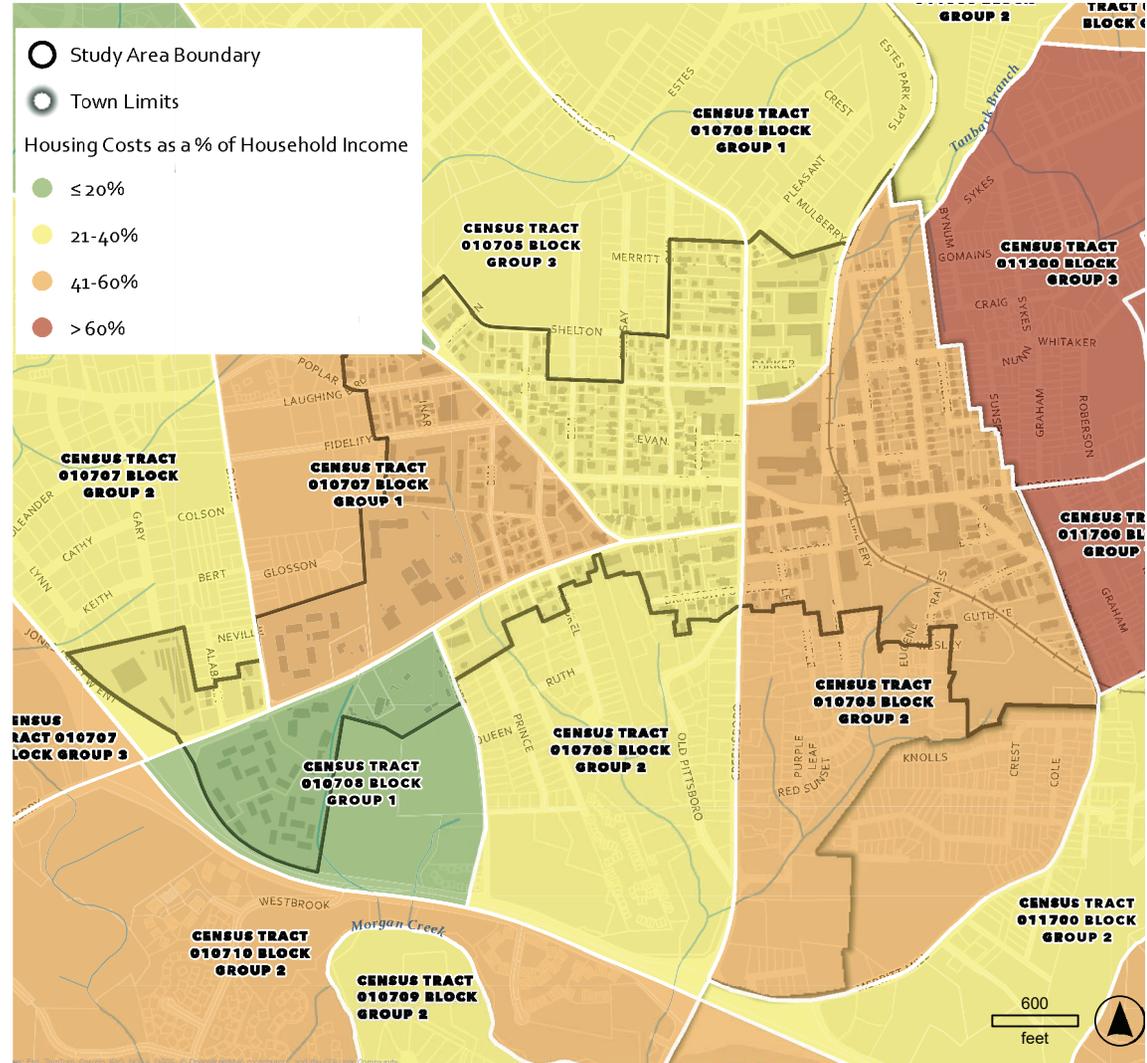
Considering the median household income of \$54,664 and the significant portion of the area that is renter-occupied, the increased cost burden presents a notable challenge for residents. This can disproportionately impact residents in historically underserved neighborhoods and may signal a need for expanded affordable housing options in the downtown area.

Figure 14. Owner/Renter Occupied Units



Source: U.S. Census Bureau, Esri forecasts for 2024 and 2029. U.S. Census Bureau 2020 decennial Census in 2020 geographies.

Map 4. Housing Cost as Percentage of Household Income



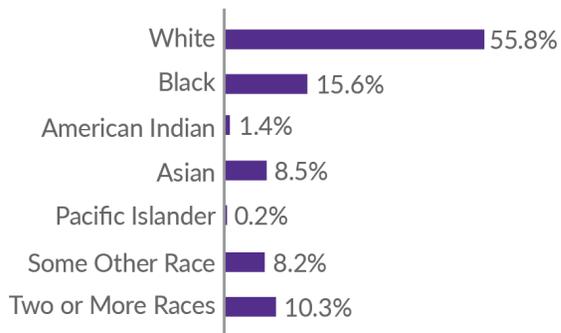
Source: 2019-2023 American Community Survey 5-Year Estimates

## RACE AND ETHNICITY

In the downtown area, the largest percentage of residents is White, comprising 55.8% of the population. The remaining 44.2% includes residents of diverse racial backgrounds, with 15.6% identifying as Black. The Map 3 provides an overview of racial demographics within the downtown area by identifying the predominant race by block group. Most of the area is shown as White, however, one block group highlights Black residents or other people of color as the primary population.

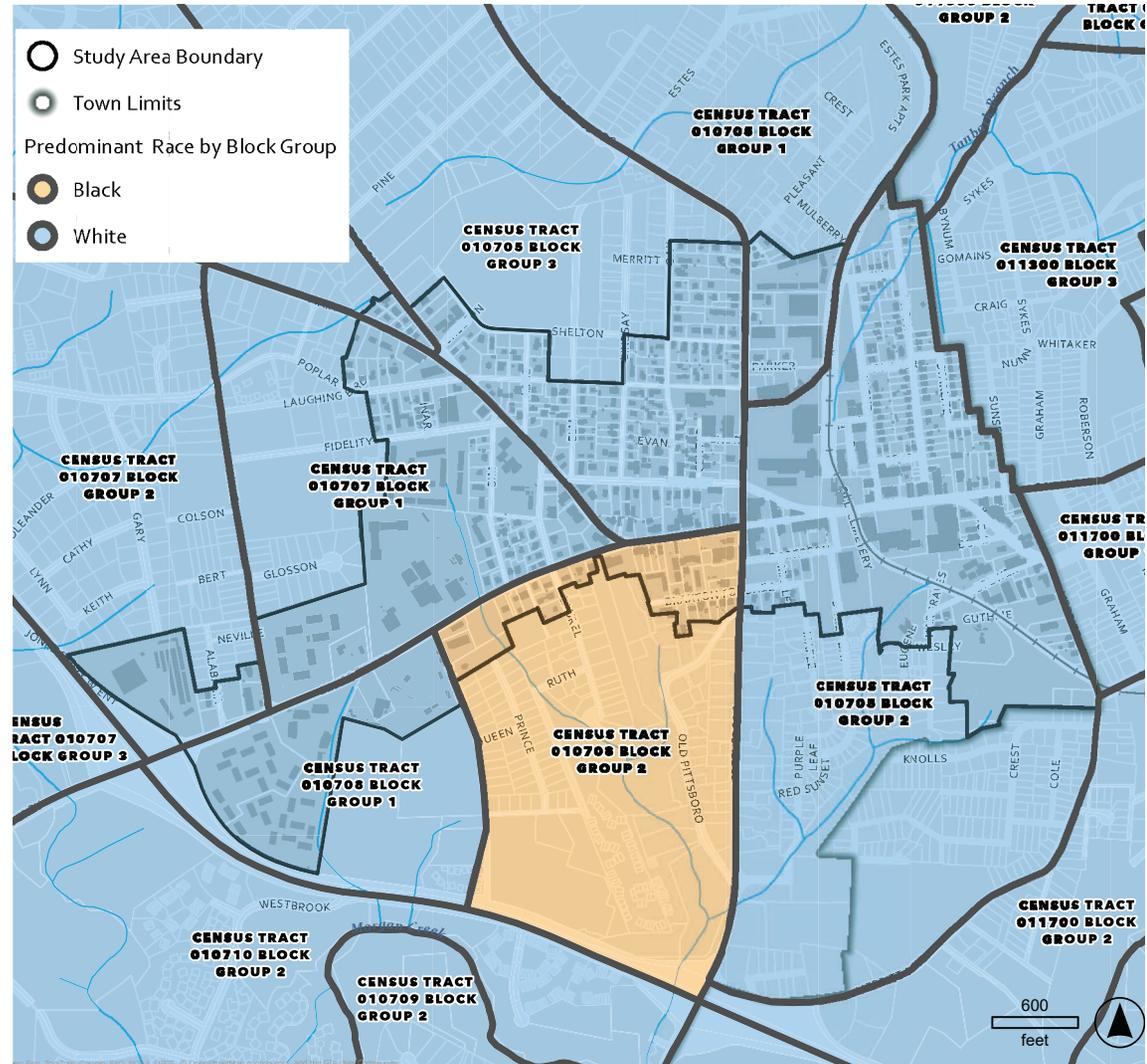
It is important to acknowledge that historically Black neighborhoods, such as the Lloyd-Broad Neighborhood, are not indicated as Black on the map. This discrepancy may stem from the aggregation of populations in larger demographic areas beyond the downtown boundaries. As this Plan is developed, efforts will be made to address and mitigate any potential disproportionate impact on BIPOC communities. The focus will remain on fostering equity, inclusion and representation to create a downtown area that serves all residents, prioritizing historically marginalized groups.

Figure 15. Downtown Race Distribution



Source: U.S. Census Bureau, Esri forecasts for 2024 and 2029. U.S. Census Bureau 2020 decennial Census in 2020 geographies.

Map 6. Predominant Race by Block Group



Source: U.S. Census Bureau, 2019-2023 American Community Survey 5-Year Estimates, Esri forecasts for 2024 and 2029. U.S. Census Bureau 2020 decennial Census in 2020 geographies.

## COMMUTING

According to the Longitudinal Employer-Household Dynamics (LEHD), in 2021, for the population over the age of 16 that are employed, the majority (nearly 99%) of people employed in the downtown area lived outside the area and commuted in for work. Conversely, 95% of those living in the downtown area work outside the area. This means very few people both live and work in the downtown area. Over 42% of downtown workers commute less than 10 miles to work, but many live or work nearby, while only 16.9% commute more than 50 miles. According to 2018- 2022 ACS 5-Year estimates, approximately 15.8% of the downtown area employed population age 16 and over commuted by public transit, 12.9% by walking, 8.9 % by biking, and 6.7% carpooled.

**Figure 16. Distance Traveled to Work**

Distance Traveled to work	Percent
Less than 10 miles	42.2%
10 to 24 miles	28.1%
25 to 50 miles	12.8%
Greater than 50 miles	16.9%
Total All Jobs	100.0%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2021).

**Figure 17. Commute to Work by Mode**



Source: 2018-2022 American Community Survey 5-Year Estimates

**Figure 18. Origin-Destination Employment Statistics**

Inflow/Outflow Analysis	Percent
Employed in the Study Area	100.0%
Employed and Living in the Selection Area	1.3%
Employed in the Selection Area but Living Outside	98.7%
Living in the Study Area	100.0%
Living and Employed in the Selection Area	4.7%
Living in the Selection Area but Employed Outside	95.3%



Map Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2021).

## BUSINESS COMMUNITY

According to the Carrboro Economic Development Department, more than 190 businesses are in the study area. The most prevalent business types are restaurants, food and beverage establishments, miscellaneous retail, and consumer services. A highly diverse business community helps to support a thriving downtown, and Carrboro is already experiencing some of what this success means.

Figure 19. Downtown Carrboro Businesses

Industry	Number	Percent
Automotive	5	3%
Banking	3	2%
Broadcast Media	1	1%
Civic & Social Organization	7	4%
Construction Services	6	3%
Consumer Services	19	10%
Creative Professional Services	8	4%
Entertainment	6	3%
Health, Wellness and Fitness	11	6%
Hospital & Health Care	8	4%
Leisure, Travel & Tourism	5	3%
Misc. Retail	38	20%
Professional Services	16	8%
Real Estate	8	4%
Restaurants, Food & Beverages	45	23%
Technology	5	3%
Veterinary	1	1%
<b>Total</b>	<b>192</b>	<b>100%</b>

Source: Carrboro Economic Development Department



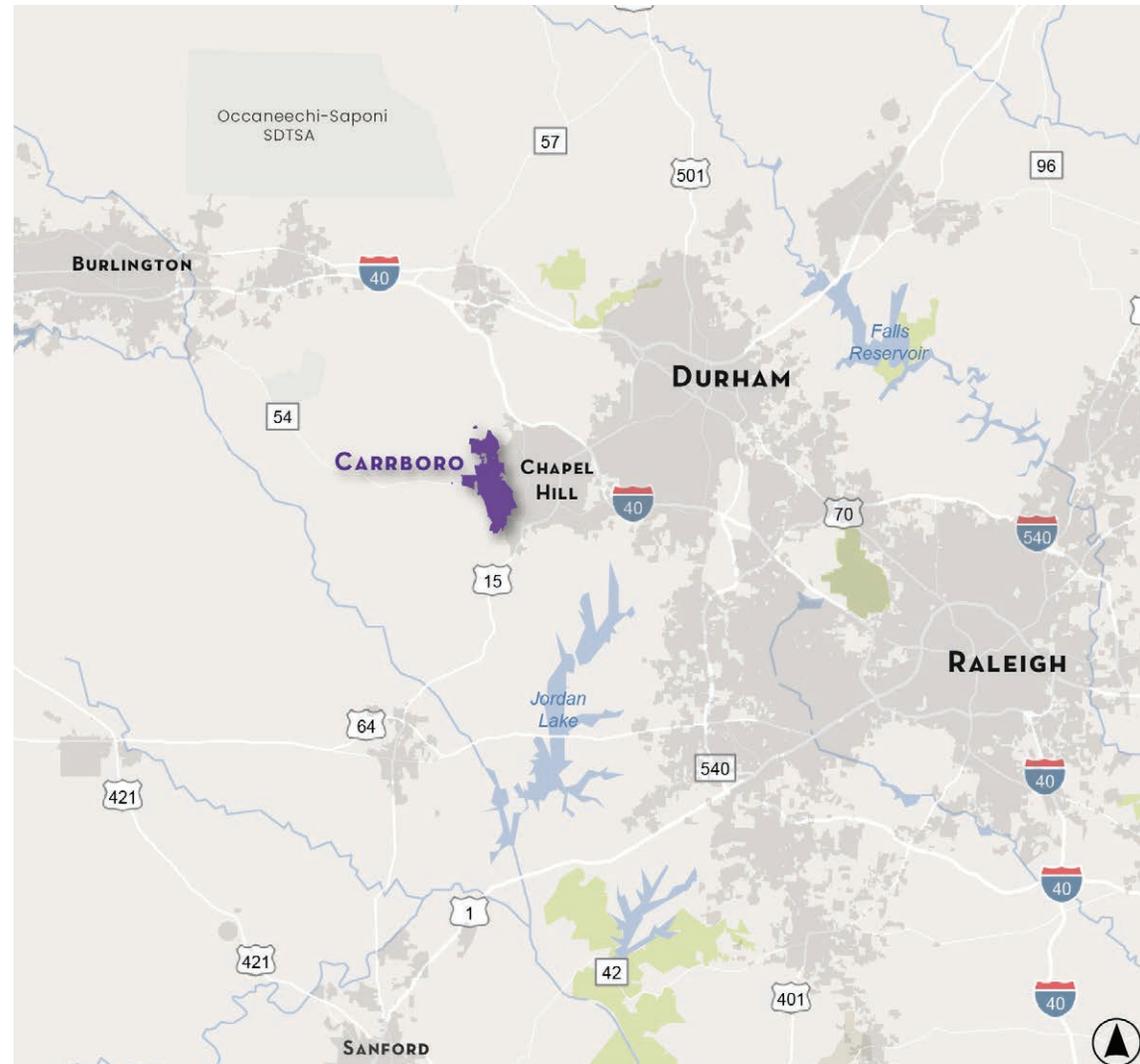
# EXISTING CONDITIONS

## REGIONAL CONTEXT

Carrboro is in Orange County, North Carolina. It is located west of Chapel Hill and approximately 30 miles from Raleigh and 18 miles from Durham. Carrboro has evolved from its historic roots as a mill town into a cultural and economic hub. The Town is well known for its diverse population and culture. The Town's close proximity (approximately 1.5 miles) to the University of North Carolina (UNC) at Chapel Hill and Durham, and their varying associated attractions (e.g., cultural, educational, medical, sports), influences Carrboro's economy and culture. The Town has a vibrant, youthful energy with small-town charm.

Downtown Carrboro is located south of the Town's geographic center and just east of its population centroid. It offers a walkable/bikeable environment with many destinations that serve as focal points for community life, such as Carrboro Farmers' Market, Carrboro Century Center, ArtsCenter, Weaver Street Market, Cat's Cradle, the Town's only hotel, multiple religious centers, restaurants, local service businesses and extensive music venues and support activities. The area will grow in regional significance with the upcoming opening of the Orange County Southern Branch Library at the Drakeford Library Complex.

Map 7. Regional Context Map



## POLICY & REGULATORY FRAMEWORK

When examining a place, it is important to look at it through a variety of frameworks to ensure that recommendations will be contextually appropriate. The Town has approved a number of plans, policies, ordinances and other regulatory documents over the past 40 years. In particular, two have profound impacts on the downtown area and Jones Ferry Road corridor, as follows:

### LAND USE ORDINANCE

The Carrboro Land Use Ordinance (LUO) was originally adopted in 1980 and includes numerous updates through 2024. The LUO regulates land use, development patterns and building forms throughout the Town of Carrboro. This ordinance includes requirements for all development in the Town, including the downtown area and Jones Ferry Road corridor, and is the basis for how the built environment looks and functions. The allowable location of uses, buffering/separation of different uses, sign sizes and appearances, building architecture, tree planting requirements, and many other provisions contained in the LUO are what drive the feeling of the built environment. In the very near future, the Town will begin a major rewrite of the LUO to modernize the standards and achieve the goals identified in the Carrboro Connects Comprehensive Plan.

### DOWNTOWN DESIGN GUIDELINES

The Carrboro Downtown Design Guidelines were adopted as policy in 1992. These guidelines are intended to encourage a high-quality built environment in Carrboro's Downtown Business District. The guidelines split downtown into four subdistricts: East Main Street, Historic/Commercial, West Main/Weaver Street and Old Industrial/Commercial. Each subdistrict includes specific guidance on

what should be encouraged, considered and discouraged to integrate new development into the existing community. Several identified overarching goals in the guidelines include the following:

- Promote the development of an identifiable downtown center that is filled with lively, economically viable activity.
- Improve the quality of the physical environment in the downtown by creating a high level of expectation in the quality of downtown development at all scales.
- Create a distinctive and continuously landscaped street and open space character.
- Strengthen the pedestrian character of the downtown and create new pedestrian linkages.
- Improve maintenance and encourage small scale improvements to existing buildings and sites.

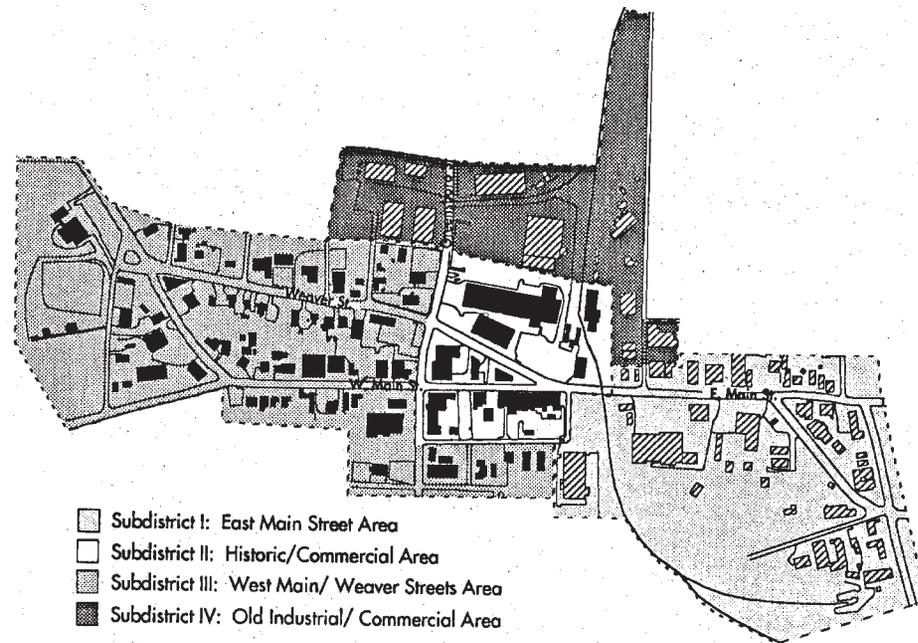


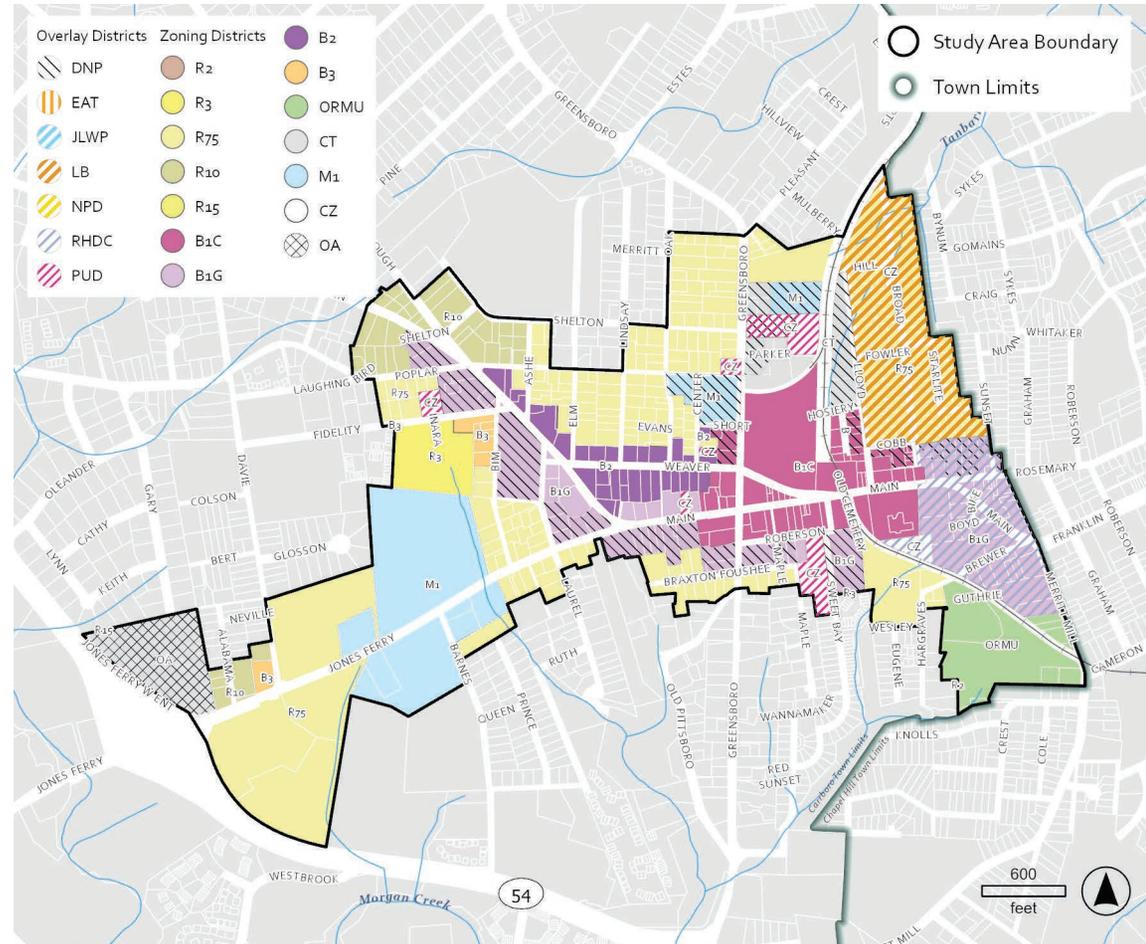
Figure 20. Downtown Design Guidelines Subdistricts

## ZONING

Zoning in the study area includes a number of different base districts and overlay districts. The following districts are included in the downtown area and the Jones Ferry Road corridor:

- Lloyd-Broad Overlay district that protects and preserves the character of the Lloyd-Broad neighborhood.
- General Business district that accommodates a broad range of business uses.
- Light Manufacturing district that accommodates limited industrial uses and provides primary job opportunities.
- Office/Assembly district that provides for office, administrative and other professional industries close to arterial streets.
- Fringe Commercial district that provides a transitional area for commercial uses in a more residential form to support a mix of residential and commercial uses.
- Town Center Business district that encourages a unified, compact, contiguous and pedestrian-friendly shopping and entertainment area.
- Downtown Neighborhood Protection Overlay district that guides compatible transition between downtown Carrboro and adjacent residential uses.

Map 8. Zoning Map



### Zoning Districts

R2 - Residential  
 R3 - Residential  
 R10 - Residential  
 R15 - Residential  
 R75 - Residential  
 B1C - Town Center Business  
 B1G - General Business

B2 - Fringe Commercial  
 B3 - Neighborhood Business  
 CT - Corporate Town  
 CZ - Conditional Zoning  
 M1 - Light Manufacturing  
 OA - Office/Assembly  
 ORMU - Office-Residential Mixed Use

### Overlay Districts

DNP - Downtown Neighborhood Protection  
 EAT - Restaurant District  
 JLWP - Jordan Lake Watershed Protection  
 LB - Lloyd/Broad  
 NPD - Neighborhood Preservation  
 RHDC - Residential High Density and Commercial  
 PUD - Planned Unit Development

## PHYSICAL FRAMEWORK

The physical framework looks at circulation patterns, points of interest, buildings and utility infrastructure in the study area. This helps to determine the characteristics that create the physical experience of the downtown area. While much of Carrboro has a robust urban forest, portions of the study area are lacking in tree canopy. Increasing tree canopy in this area will help to advance climate action goals and increase pedestrian comfort.

## MOBILITY NETWORK

A mobility network is a system of transportation options available in an area. This includes roads, bike lanes, sidewalks and public transit. The purpose of a mobility network is to make transportation easy, safe and accessible for everyone, whether driving, biking, walking or taking public transit. When different transportation methods are well-connected, it can help reduce traffic, improve air quality and improve people’s lives through mobility choice.

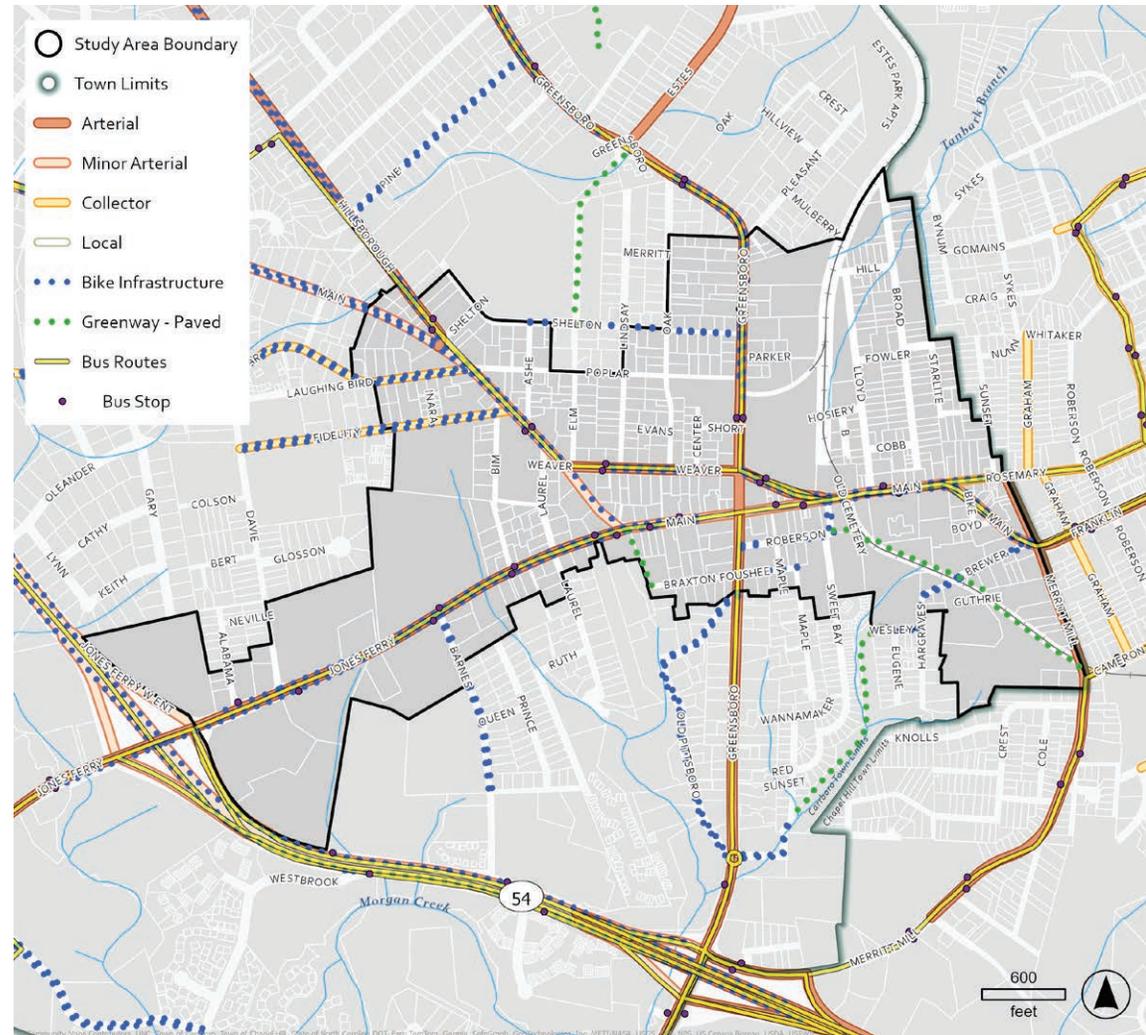
The mobility network in the study area includes arterial, minor arterial, collector and local streets. Notably, most arterial and minor arterial roads are owned by the North Carolina Department of Transportation (NCDOT), and changes to these street cross-sections require a higher level of jurisdictional coordination.

A notable amount of bicycle infrastructure provides access to and through the study area. These facilities are further detailed on the next page.

Chapel Hill Transit provides bus service within the study area, with three primary routes: the F, CW and J routes. Bus stops and routes are depicted on the adjacent map.

The existing mobility network contains a wide range of landscaping enhancements and street tree coverage, providing a mixed experience for users throughout the study area.

Map 9. Mobility Network

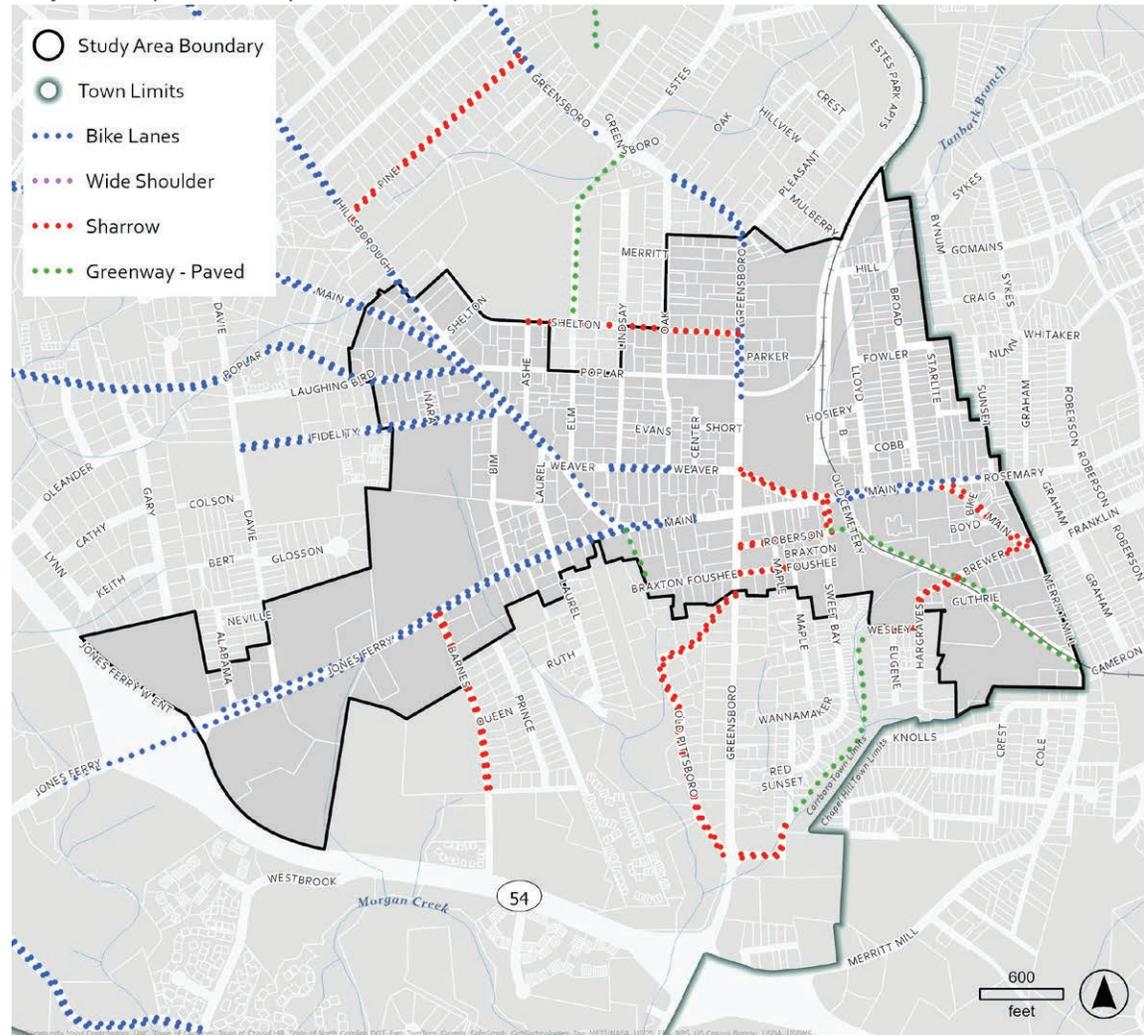


## BICYCLE MOBILITY NETWORK

Bicycle infrastructure aims to provide safe, convenient and accessible routes for cyclists, thus allowing more people to choose biking over driving. Providing a complete, comfortable network of bicycle infrastructure creates a real option for people to get around the community and satisfy their daily needs without the use of a vehicle. By integrating bike infrastructure into the broader transportation network, the Town can reduce traffic congestion, lower carbon emissions and promote healthier lifestyles among residents.

The bicycle mobility network in the downtown area includes on-street facilities such as bike lanes, wide shoulders and sharrows, as well as off-street paved greenways shared with pedestrians. There are two primary greenways in the study area: the Libba Cotten Bike Path, which largely runs parallel to the Southern Railroad, and the Roberson Place Bike Path, which runs along a creek corridor between Wesley Street and Purple Leaf Place.

Map 10. Bicycle Mobility Network Map



## PARKING

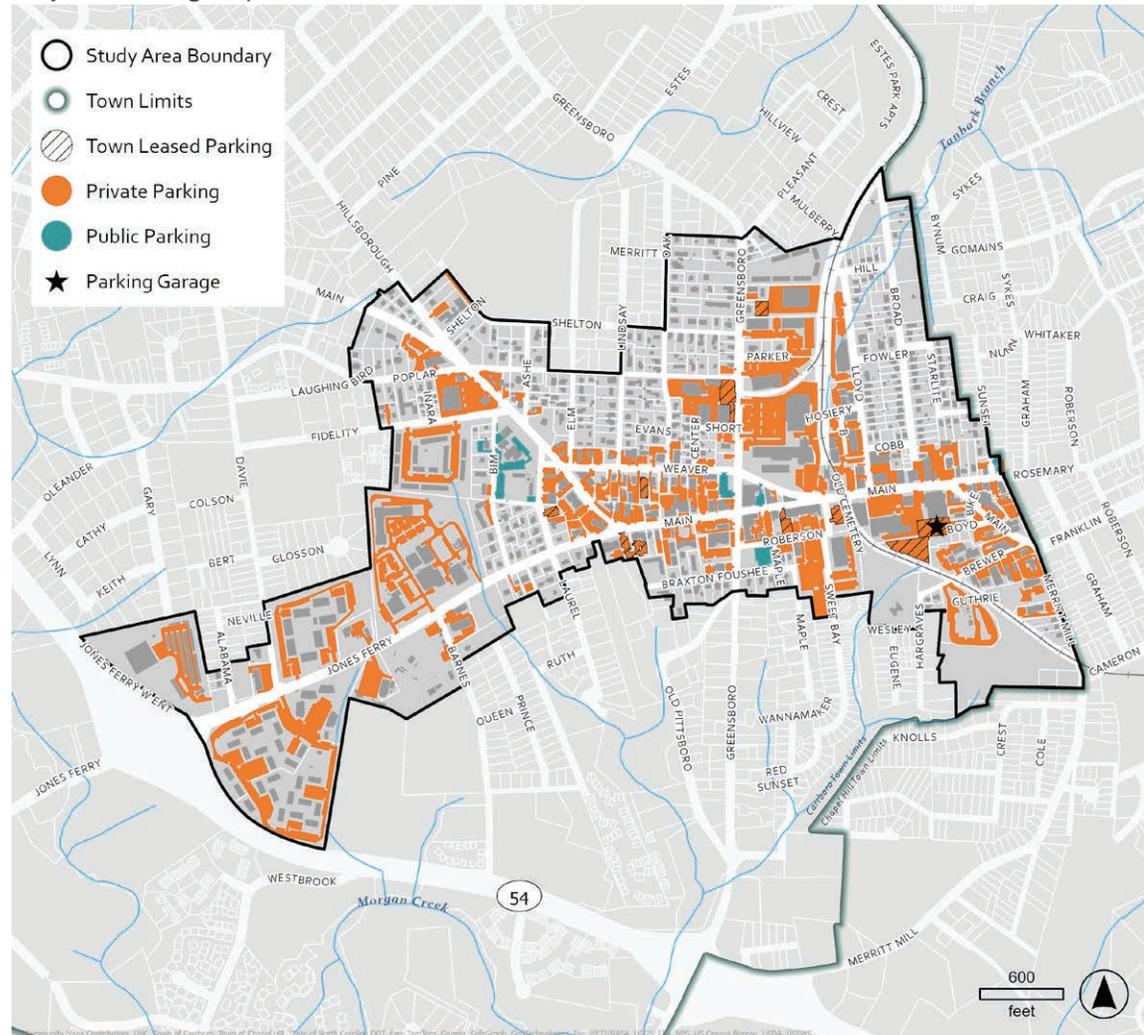
Parking is a critical component of a downtown area. In many downtowns, there is a perception of insufficient parking, even when sufficient parking is available within a short walking distance of most destinations. This can often be addressed by enhancing pedestrian corridors that connect parking areas and destinations to be more safe, comfortable and welcoming.

The parking map illustrates the distribution of public and private parking, as well as lots leased by the Town within Carrboro's downtown area. Due to narrow rights-of-way, most parking is located off-street. Notably, off-street, surface parking areas comprise approximately 20% of the study area. Of that acreage, the majority of parking areas are private or reserved parking.

As the downtown area continues to develop, additional parking areas may be needed. If that is the case, the location and quantity of new parking will need to be carefully considered. Depending on the density and intensity of the surrounding area, structured parking may be a more efficient use of land and is sometimes a better option than surface parking areas. When structured parking is used, the location of accessible parking spaces and accessible routes from the garage to points of interest needs to be considered.

Improved parking wayfinding systems would also help maximize the efficiency of parking resources, ensuring convenient access to businesses and attractions. The Town developed a Wayfinding Program in 2020 and is working on implementation.

**Map 11. Parking Map**



*Note: The Town completed a Downtown Parking Plan in 2017. The boundaries of that planning effort were different from the study area boundary of this Downtown Area Plan, so calculations in the description on this page will differ from those in the 2017 Downtown Parking Plan.*

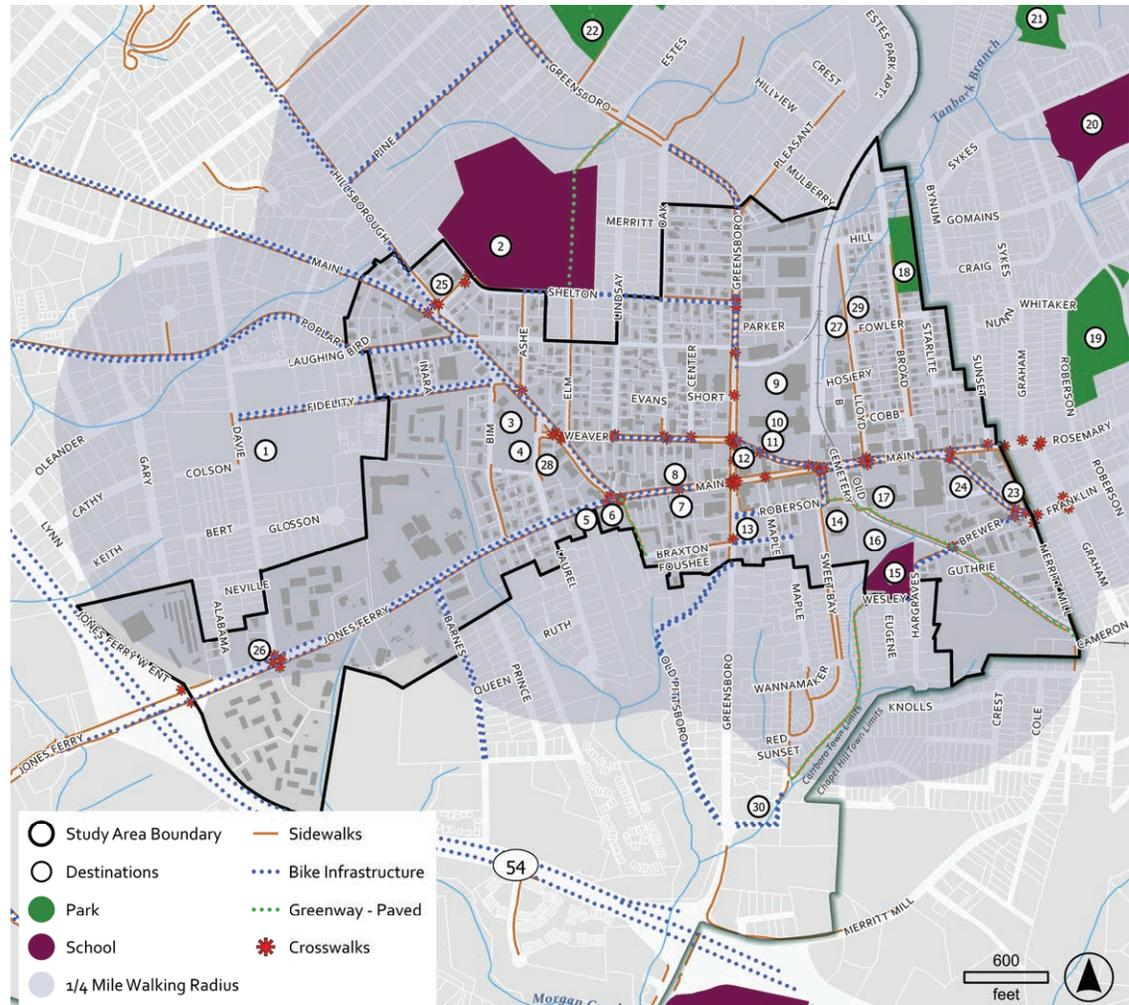
## DESTINATIONS & WALKABILITY

This map highlights some of the destinations that draw residents and visitors to the downtown area. These destinations include, but are not limited to, parks, schools, cultural institutions, community service locations, destination businesses and Town Hall. Many of the destinations are close together and within walking/biking distance of one another. The map also shows the pedestrian and bicycle network, including sidewalks, bicycle infrastructure and greenways, as well as a quarter-mile buffer from the center of each destination. The quarter-mile buffer represents approximately a five-minute walk.

The sidewalk network in the core of the study area is nearly complete, contributing to a walkable downtown. Sidewalk connectivity varies in the surrounding area, with some streets having complete connectivity and others having gaps. The quality, design and width of sidewalks vary, as does the level of pedestrian comfort and perceived safety. In some areas, narrow sidewalks associated with narrow rights-of-way constrict the pedestrian flow.

Accessibility for populations with physical disabilities also varies, creating unique challenges for experiencing downtown. Special consideration should be made for accessible parking and routes, including clear wayfinding so everyone feels comfortable and welcome to visit downtown.

Map 12. Destinations & Walkability Map



1	Westwood Cemetery
2	Carrboro Elementary School
3	Town Hall Complex
4	Town Commons/Carrboro Farmers Market
5	Strayhorn Houses
6	CommunityWorx

7	Mill Superintendent's House/ Club Nova
8	Inter-Faith Ministries
9	Harris Teeter
10	Carr Mill Mall
11	Weaver Street Market
12	Century Center

13	Drakeford Library Complex
14	The ArtsCenter
15	Community School for People Under Six & Adjacent Mini Park
16	Old Cemetery
17	Cat's Cradle
18	Baldwin Park

19	Hargraves Community Center
20	Northside Elementary School
21	Umstead Park
22	Wilson Park
23	St. Paul AME Church
24	Church of God

25	Carrboro United Methodist Church
26	The Pantry
27	Piedmont Health
28	Montessori Academy
29	Clay Centre
30	South Green

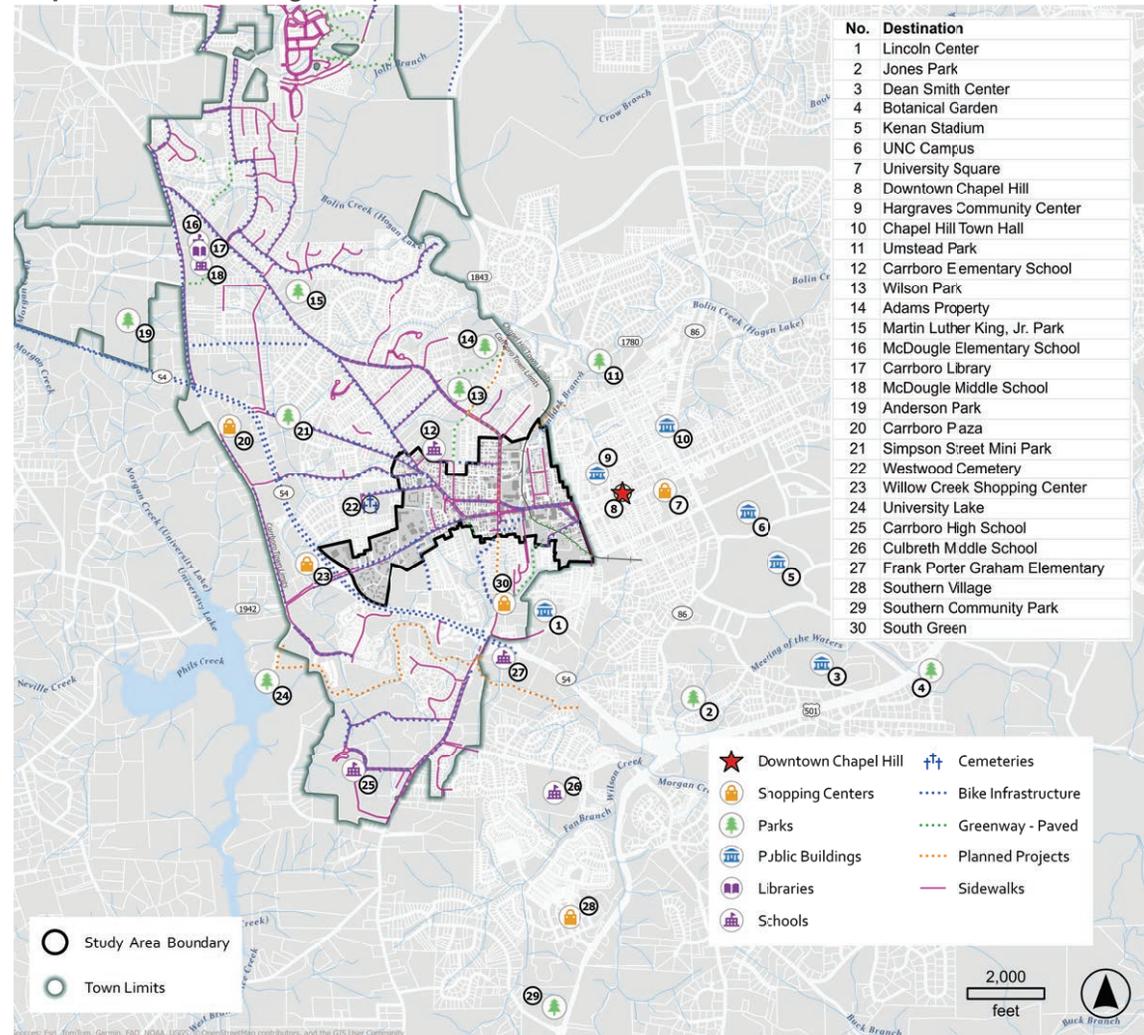
## POTENTIAL LINKAGES

There may be opportunities to connect to various points of interest outside the study area. These include shopping centers, parks, public buildings, libraries and schools. Downtown Chapel Hill is directly east of the study area, and the UNC at Chapel Hill is a seven-minute drive or short bike ride from downtown Carrboro. In addition to the Chapel Hill Transit routes previously noted in the Mobility Network section, Go Triangle route 405 provides regional bus connectivity to Chapel Hill and Durham.

As seen on the adjacent map, the Town already has substantial pedestrian and bicycle infrastructure connecting the surrounding areas, some of the identified points of interest and the study area. While not within the study area (or depicted on the map), the Fan Branch Greenway is located southeast of the study area and provides connectivity to Southern Village and Southern Community Park.

Further expanding convenient bicycle, pedestrian and transit access to the study area will help draw people downtown, encourage frequent visits, and support a vision of creating a car-optional downtown.

Map 13. Potential Linkages Map



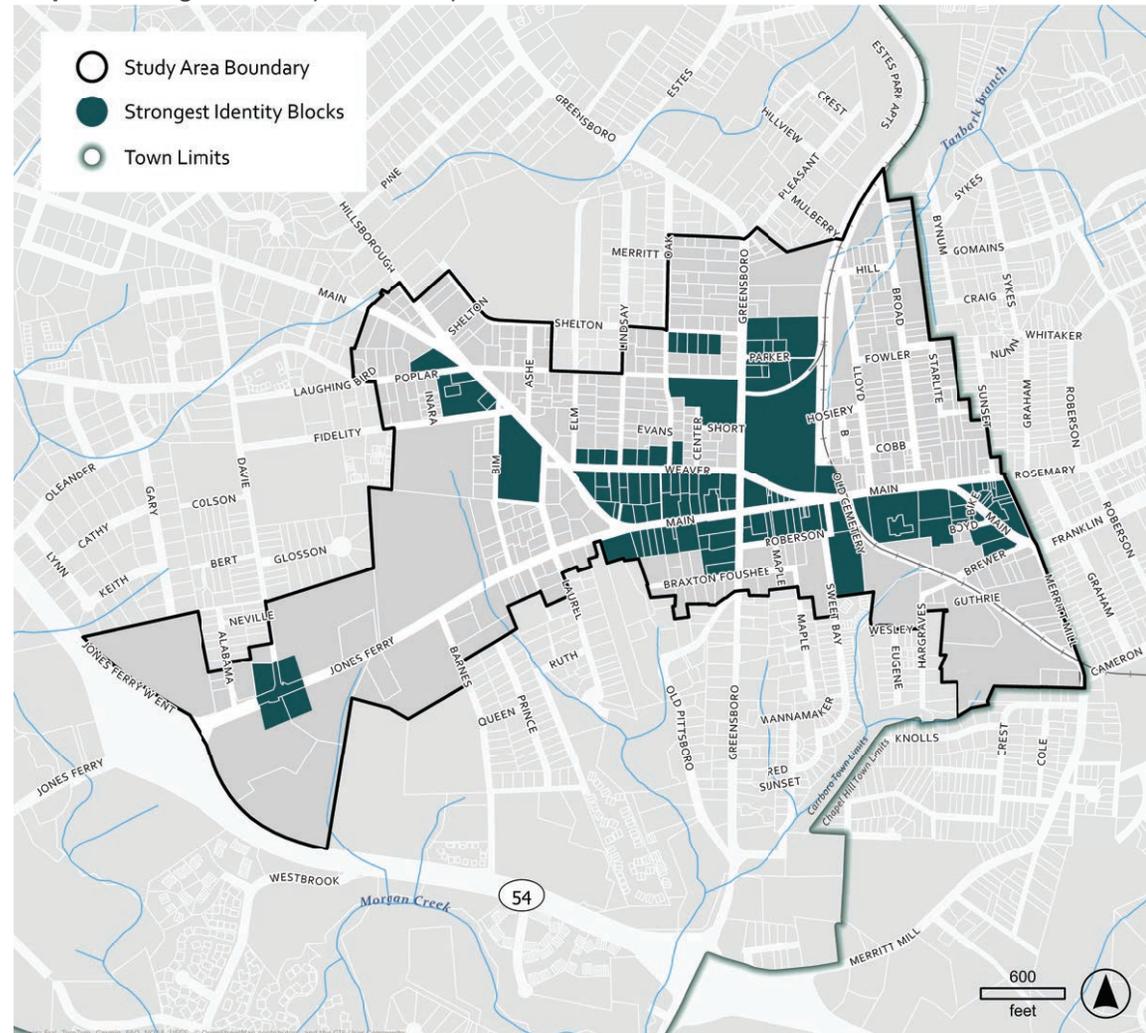
## STRONGEST IDENTITY BLOCKS

This map illustrates blocks with the strongest existing identity and investment based on an observational survey of current conditions. Identity relates to an area's character, look, feel and general level of foot traffic. The destinations in these blocks typically draw many people to the study area.

While the strongest identity blocks are spread throughout the study area, the most dense concentrations are located along Main, Greensboro and Weaver streets.

Having complete pedestrian and bicycle connectivity to these areas, as well as sufficient bicycle parking, can help to diversify how people choose to travel in the downtown area. In addition, these areas are already successfully attracting people to downtown. Building on the successes in these area, with potential development or redevelopment in the vicinity is one way to organically expand the areas of interest within the study area, thus attracting more investment and interest into the downtown area.

Map 14. Strongest Identity Blocks Map



## UTILITY INFRASTRUCTURE

Carrboro's water and sewer infrastructure is provided by Orange Water and Sewer Authority (OWASA), a regional public utility that provides water and sewer service to Orange County, Carrboro, Chapel Hill and UNC at Chapel Hill. The OWASA water treatment plant is located within the Plan's study area along Jones Ferry Road.

Ample water and sewer are available throughout the downtown area and Jones Ferry Road corridor to support existing and future growth opportunities. OWASA also supplies reclaimed water to portions of the service area, and there are opportunities to expand the use of this resource to support more sustainable water usage. While ample water and sewer supply are available in the study area, the efficient use of these resources should still be considered and carefully planned to support long-term sustainable practices.

The Town's electrical service is provided by Duke Energy, a private electrical supplier for many portions of North Carolina. Electrical power transmission and distribution lines are located overhead on poles, generally along road corridors. Due to numerous challenges and physical constraints on relocating these lines underground, it is unlikely that the Town will see existing overhead lines buried. Being mindful that the existing poles and wires will likely remain is an important consideration for the built environment.



*Overhead utility lines along Jones Ferry Road*



*OWASA Jones Ferry Road Water Treatment Plant*



## PUBLIC AND INSTITUTIONAL OWNED LAND

Public facilities in downtowns are often activity generators. People visit Town Hall to seek support from their local government, take care of permits and attend various meetings, among other things. Town Commons is home to the successful Carrboro Farmers' Market and many local festivals. Other Town-owned parks provide daily recreational opportunities.

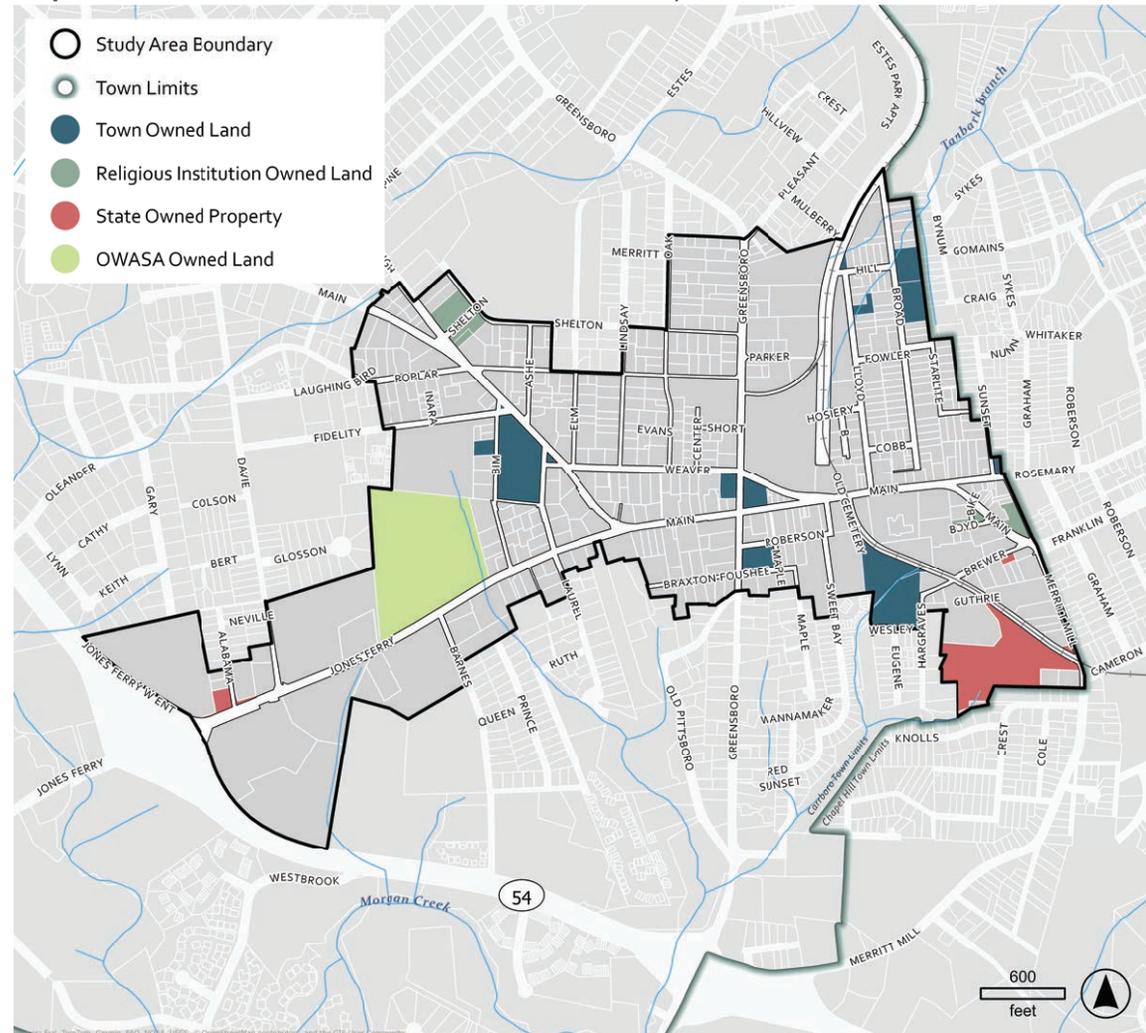
Religious institutions are often filled at certain hours but empty at other times. If a partnership was created between the Town and religious institutions, the parking lots at these facilities could provide overflow parking locations during non-peak times.

The state of North Carolina owns a few properties downtown, most notably the study area's largest vacant lot located at the southeast corner of the study area. Converting this property to a taxable use could provide additional tax revenue for the Town and a sizable development opportunity.

The OWASA water treatment plant is prominently located along Jones Ferry Road. The property's frontage is well maintained and the plant is not anticipated to relocate.

Some of these public and institutionally owned parcels help to draw people to the study area and most are unlikely to change uses or ownership in the near future.

Map 16. Public and Institutional Owned Land in the Study Area

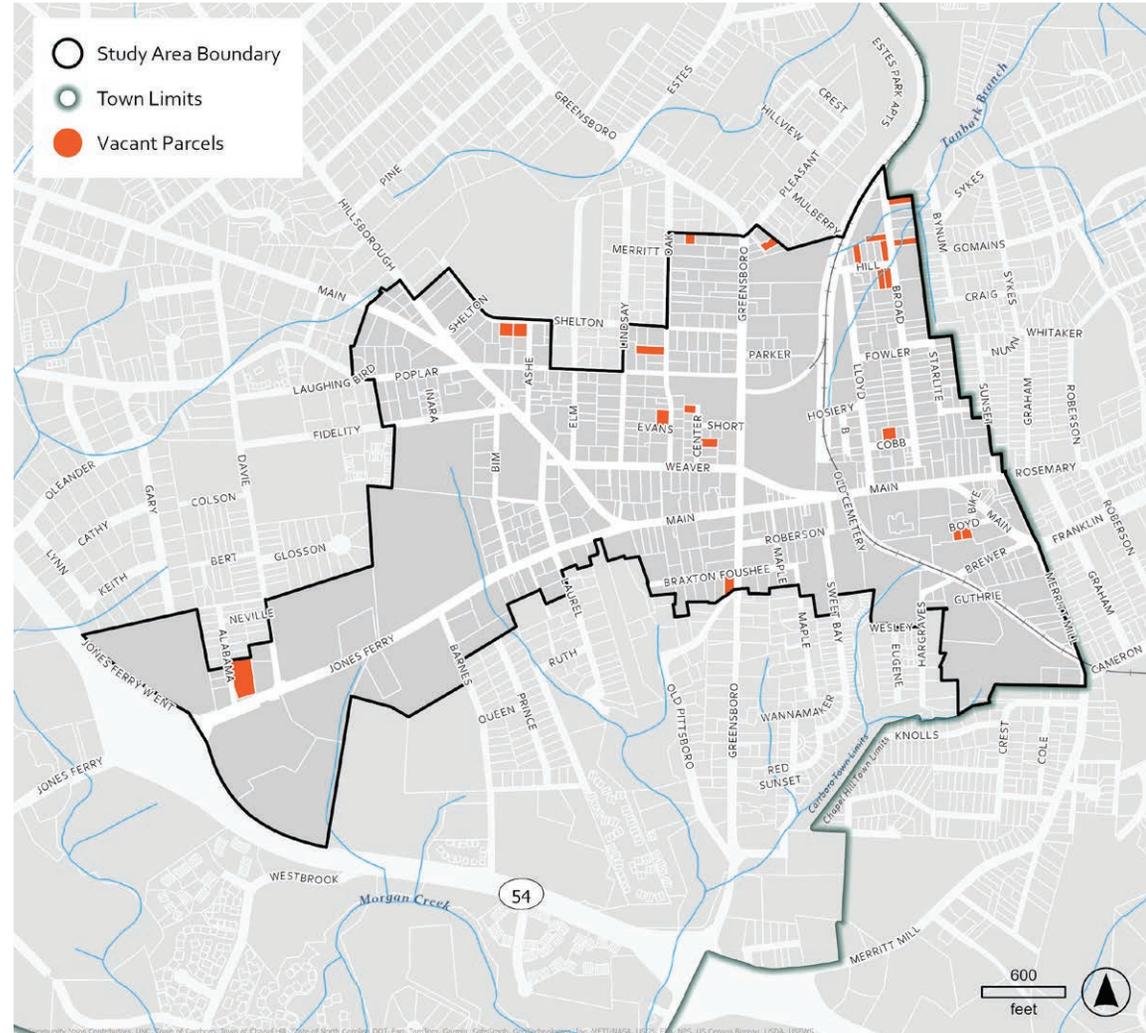


## VACANT LAND

Examining vacant land in the downtown area serves two important purposes. First, it reveals gaps in the urban fabric and points to potential areas for future development. Second, smaller scattered vacant parcels offer opportunities for infill development, which can gradually add to the vibrancy and character of the area over time.

There is limited vacant land in the study area and all vacant parcels are relatively small. While larger scale redevelopment would require consolidation of land, small parcels can provide opportunities to support small businesses or pocket park development in the downtown area.

Map 17. Vacant Land Map



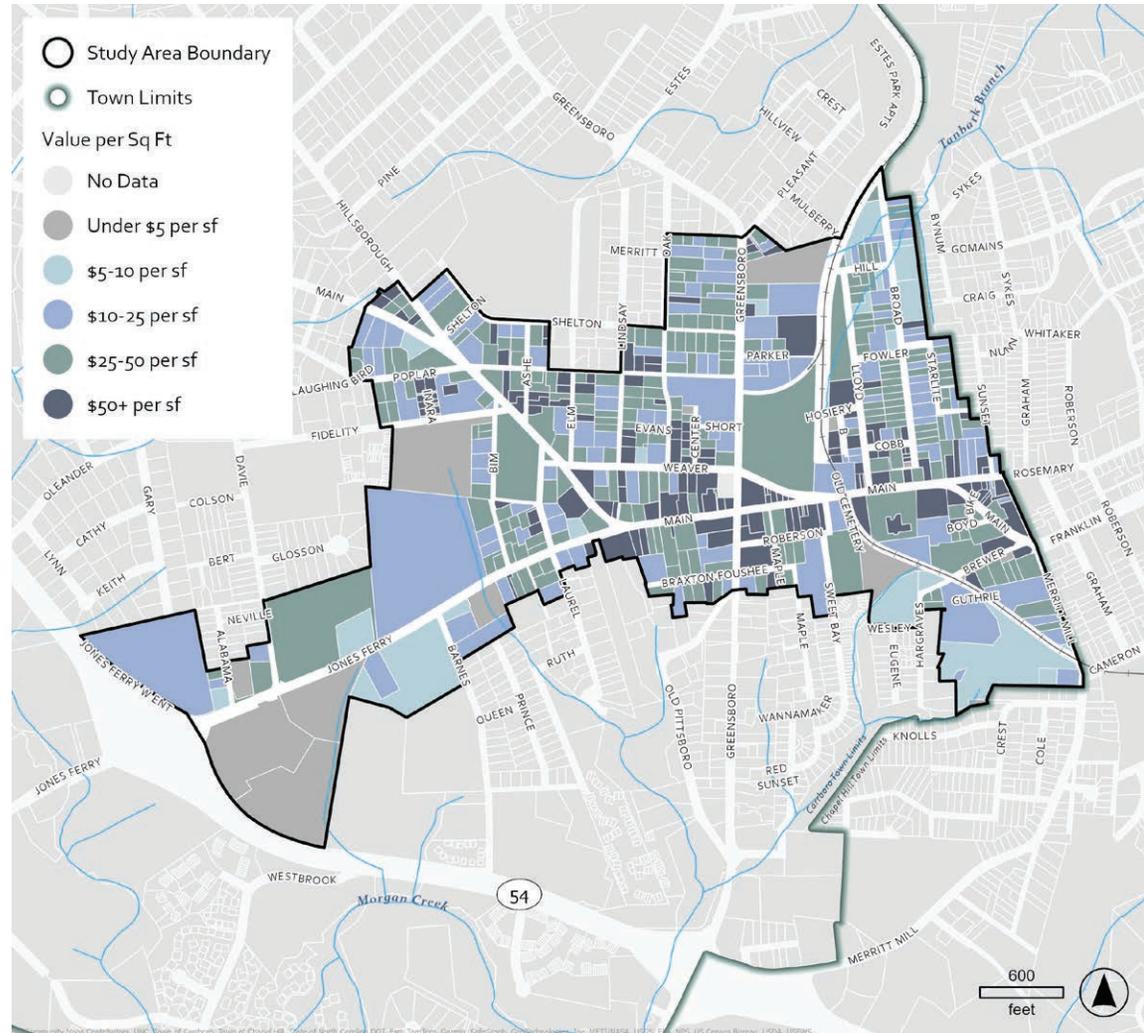
## LAND VALUES

Examining the land values within the study area provides baseline data that can set the stage for future development. It identifies locations where redevelopment is unlikely to occur based on high values while simultaneously identifying nearby areas that don't currently have a high land value but can build off the momentum generated by the high land value parcels. The land values in Map 18 are based on price per square foot (excluding building value) and do not represent market values, the owners' expectations or taxable values.

It is important to consider that certain property types, such as those owned by government or religious institutions, are exempt from property tax.

The study area includes all land value increments. However, a high concentration of land values of more than \$25 per square foot is situated along Main Street. This is expected since this is the primary thoroughfare through the heart of downtown Carrboro. Parcels valued at under \$10 per square foot tend to be on the periphery of the study area. Having a wide range of land values helps maintain a diverse local economy and housing options. Naturally occurring affordable housing and affordable business spaces are retained through having lower land values.

Map 18. Land Values Map



Land values were determined by dividing the parcel valuation (from parcel data) by the parcel area.

## EASE OF ASSEMBLY

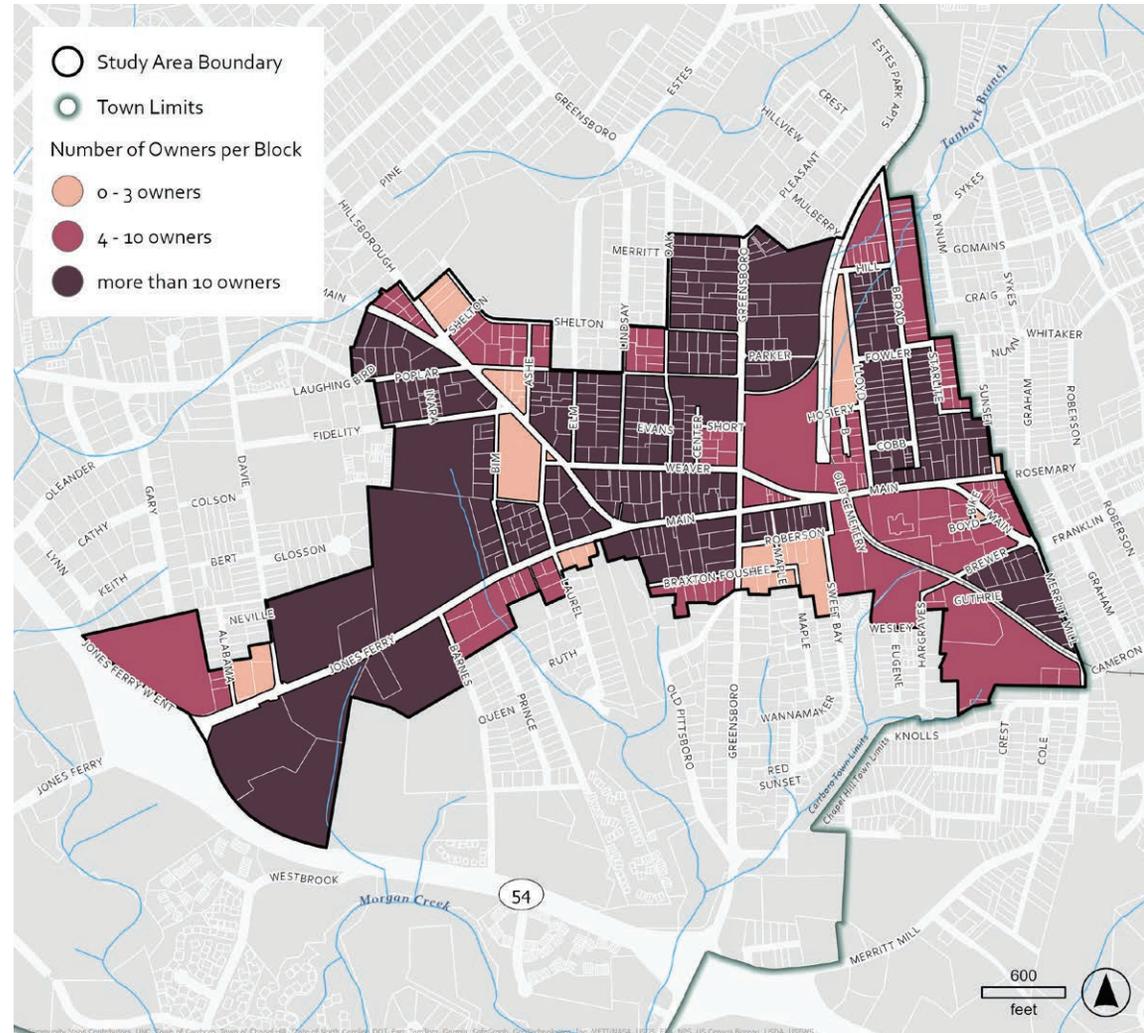
The ease of assembly assessment examines how many property owners are in a specific area. For this study, a “block” refers to a piece of land usually separated from other blocks by streets, alleys or railroad tracks. (Some blocks extend beyond the study area boundary, but only the portion within the study area is identified on Map 19.)

Blocks with fewer than three owners and/or large parcels have the greatest potential for future development or redevelopment because they may not require as much effort to combine properties into a bigger site. Blocks with four to 10 smaller landowners can still be developed, but it may be more complicated as some owners might not be interested in selling or developing their land. These blocks, however, can be ideal for infill development projects which can attract smaller or more creative developers. Blocks with more than 10 small landowners often pose the most significant challenge for consolidation.

While having some larger parcels available for redevelopment allows for needed larger-scale projects, Carrboro has seen incredible success with smaller spaces supporting local businesses, so maintaining numerous small parcels in the downtown area also provides opportunities for more incremental growth.

Most blocks in the study area have four or more owners, which may limit the viability of and/or add extra challenges for larger-scale development. However, due to the street layouts within the study area, some of the blocks include an extensive area (e.g., the

Map 19. Ease of Assembly Map



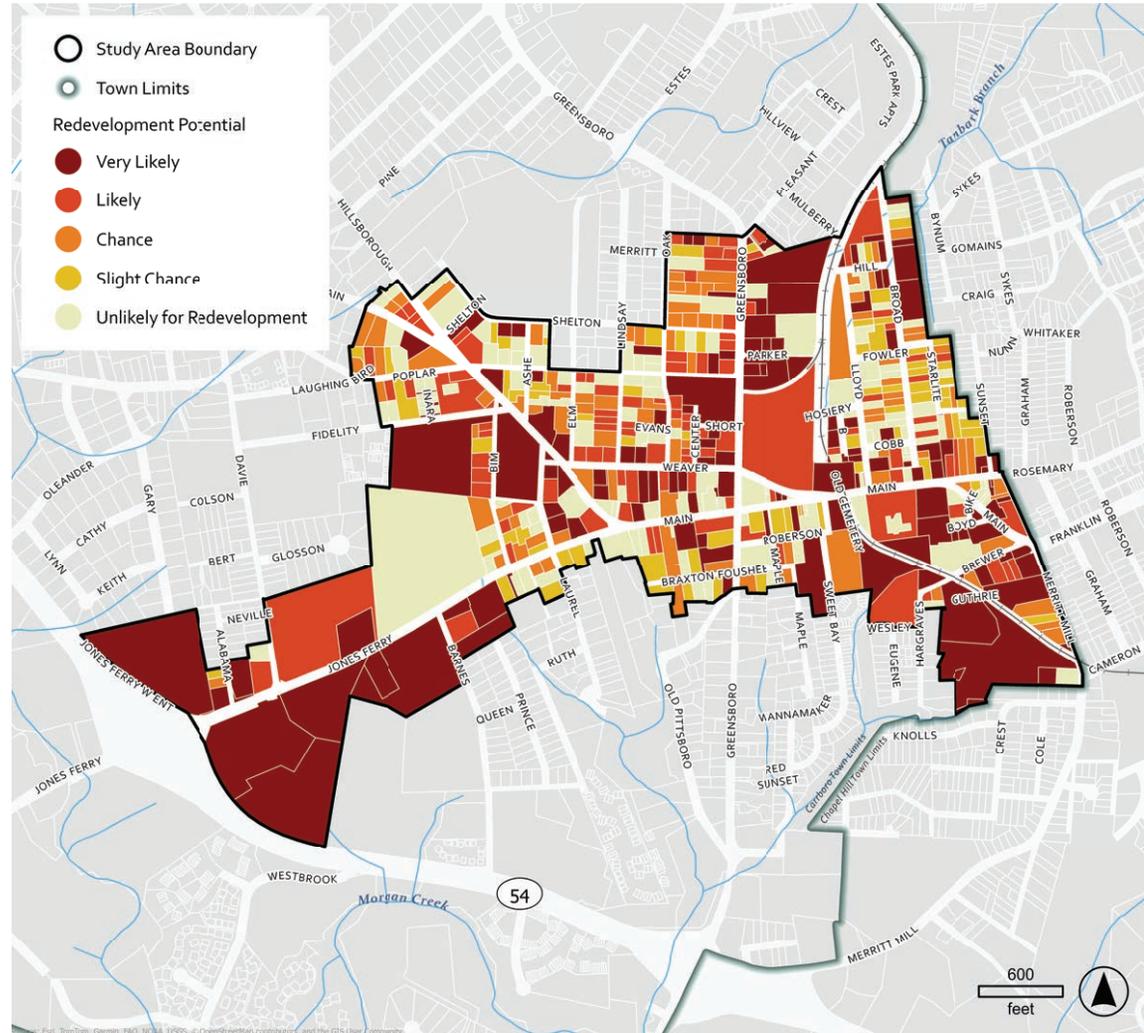
Jones Ferry area). So while there may be more than 10 owners, some of those owners have a very large property that would not require additional land assembly.

## IMPROVEMENT AND PRODUCTIVITY ANALYSES

These analyses provide a snapshot of development opportunities on a larger, district-wide basis and are each one factor of many in determining the outcome and potential of redevelopment on a specific parcel. These maps do not indicate any one parcel will be redeveloped but are helpful in identifying clusters for further analysis of opportunities before additional steps are taken.

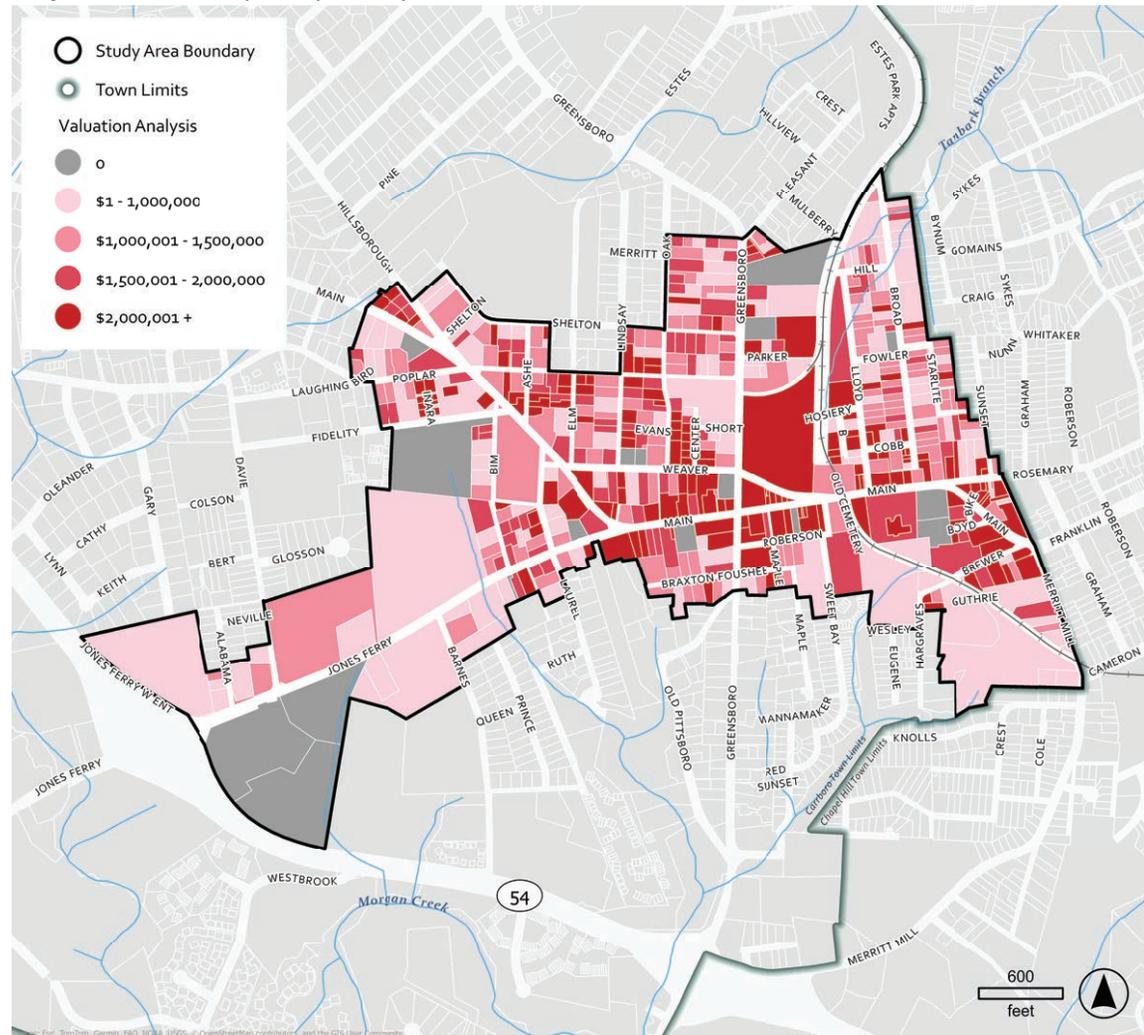
The Improvement Analysis helps identify parcels that may be opportunities for redevelopment. The analysis produces a ratio from the improved value and land value of a property. Essentially, a parcel where the land is a greater portion of the property value than the improvements on the property present a lower ratio indicating the availability for more or higher value improvements. Any property with a value less than one meets this criterion and the lower the ratio, the more likely it would be an opportunity for redevelopment.

**Map 20. Improvement Analysis Map**



The Productivity Analysis identifies how productive or fully utilized a parcel may be within the district. This analysis is produced by analyzing the total property value to the size or acreage of the parcel. Higher values are the goal. In the context of a commercial district, this often means that a parcel is more fully utilizing all portions of the parcel for productive purposes for its size. For example, a large lot that is half parking lot with a few smaller buildings on it would produce a lower value indicating that has low productivity and, therefore, may be an opportunity for redevelopment.

**Map 21. Productivity Analysis Map**



## DEVELOPMENT OPPORTUNITIES & CHALLENGES

Through analysis of existing conditions, including the frameworks described in the previous pages, a variety of development opportunities and challenges have been identified. These elements and the specific data discussed in this chapter will help to inform the recommendations for the study area.

As future improvements and projects are considered in the study area, existing conditions will present various opportunities and challenges to development and redevelopment. Some of the key opportunities and challenges are illustrated on Map 22 on the next page. While the map does not present every development consideration, the illustrated elements are some of the most important to consider in greater detail while creating this Plan's recommendations. It is important that any improvements ultimately made be contextually appropriate when considering the existing site and surrounding uses.

### KEY OPPORTUNITIES:

- While the study area has a relatively small amount of vacant land, those areas provide the greatest opportunity for infill development or additional open spaces.
- Land owned by the Town will be the most accessible area for the Town to improve.
- There are a variety of successful, diverse destinations in the study area, with a concentration along Main and Greensboro Streets. Many of these destinations are already within comfortable walking distance of each other, and future development should continue to expand the offerings within walking distance of other destinations.

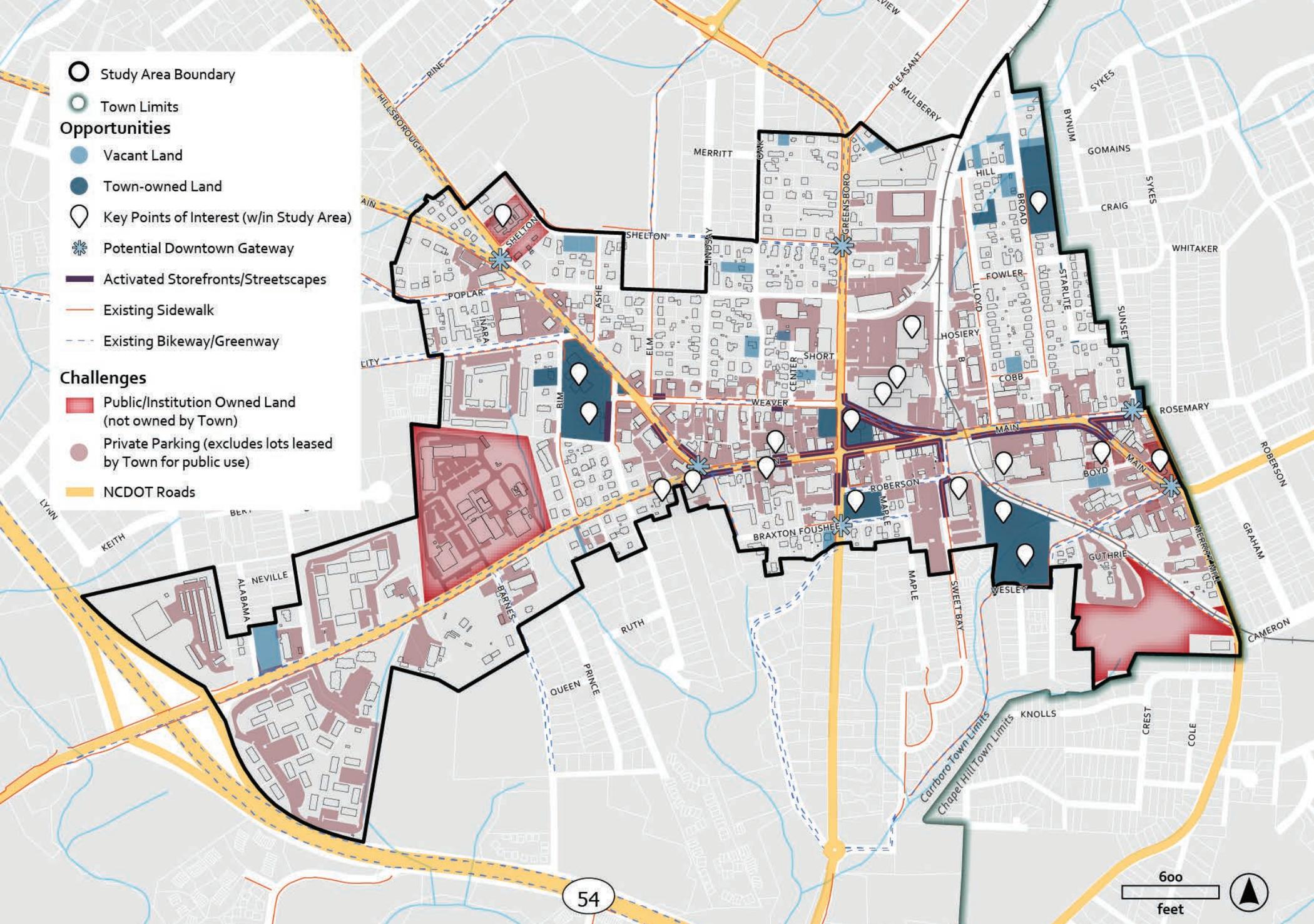
- Existing primary access points into the downtown area have the potential to be enhanced to create strong visual cues (i.e., gateways) and a sense of place as people enter the area.
- Activated storefronts and streetscapes easily engage passersby. Sometimes, this includes elements such as outdoor gathering areas, visibility into buildings and uses that attract people throughout the day. Numerous areas, primarily along Main Street and Weaver Street, are already well-activated. The addition of further enhanced streetscapes and activated building uses can help expand this existing success in the downtown area.
- With the desire to be a multi-modal community, having a substantial network of sidewalks and bikeways/greenways is crucial. The study area already has a strong bicycle and pedestrian network that can be expanded to further the Town's goal of multi-modal transportation.

### KEY CHALLENGES:

- The study area is home to various public and institutional entities (e.g., OWASA, religious institutions, and the state). While Town-owned land is easier to consider for redevelopment, other public and institutional entities may have various challenges to resolve that may prevent reuse or redevelopment potential. For

this reason, these areas are highlighted as potential challenges.

- Narrow rights-of-way inhibit the addition of on-street parking throughout the downtown area. This, in turn, leads to an extensive amount of private off-street parking throughout the study area, most of which is reserved for a single or small number of establishments. Easily accessed and well-dispersed public parking is a strong factor in the level of visitation a downtown receives. The quantity of private or reserved parking areas in the study area limits public parking opportunities.
- Most of the primary and minor arterials in the study area are owned by NCDOT. In many instances, these are the roads most appropriate for enhanced streetscapes. Close coordination with NCDOT will be required for enhancements to be realized. Narrow rights-of-way along all roads will also limit the streetscape elements that can be successfully integrated into the downtown area.
- While not depicted on the map, the study area has a relatively small number of outdoor gathering areas. Welcoming and inclusive spaces where people can enjoy the area without needing to visit a specific establishment are an important part of a lively environment. Finding areas for such new spaces may be a challenge.



Map 22. Development Opportunities and Challenges



# *Vision & Goals*

DRAFT



# ENGAGEMENT APPROACH

As with the Carrboro Connects Comprehensive Plan, the engagement process for this project was guided by the Town’s commitment to advancing race and equity and incorporating values of inclusivity and representation. A broad range of engagement and outreach tools were used throughout the process, improving on what was successful during the creation of Carrboro Connects, as well as what the Town has learned since then through its growing toolbox of race and equity tools. The Downtown Area Plan aims to build on and reinforce the community’s trust that their voices are being heard and that the Town is dedicated to implementing a community-based vision for the future of the downtown area. The planning process officially began in the summer of 2024. Three key principles were observed while developing this Plan’s engagement strategy and approach.

## 1. Coordinate with Other Projects and Efforts

- Build on the vision of Carrboro Connects.
- Strengthen the connection of this project to other implementation projects of Carrboro Connects.
- Incorporate previous work, such as parking and circulation analyses, the Bike Plan, the Community Climate Action Plan, and the 2001 Downtown Carrboro New Vision.

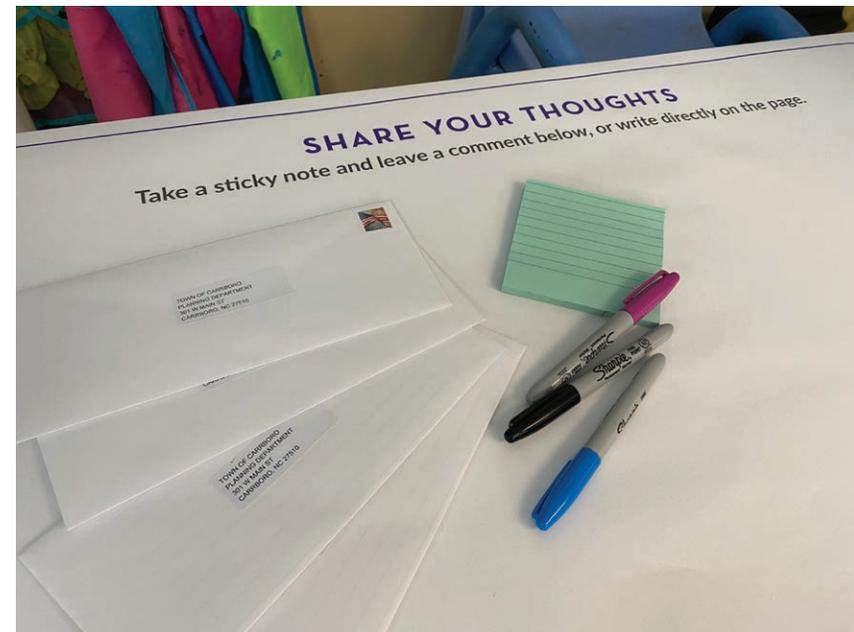
## 2. Use Inclusive Carrboro Engagement Principles

- Listen to gain understanding.
- Represent and report comments, input and feedback transparently.
- Be open, timely and responsive, and follow through on commitments.
- Recognize not all community members will engage with digital tools, nor be able to come to a one-time public meeting and provide multiple opportunities and means for engagement and outreach.

## 3. Advance Race and Equity and Prioritize Climate Action

- Collect demographic information at every event to understand who has not been heard from and adjust outreach as needed to address gaps in representation.
- Provide all engagement materials in English and Spanish and provide translation services at events.

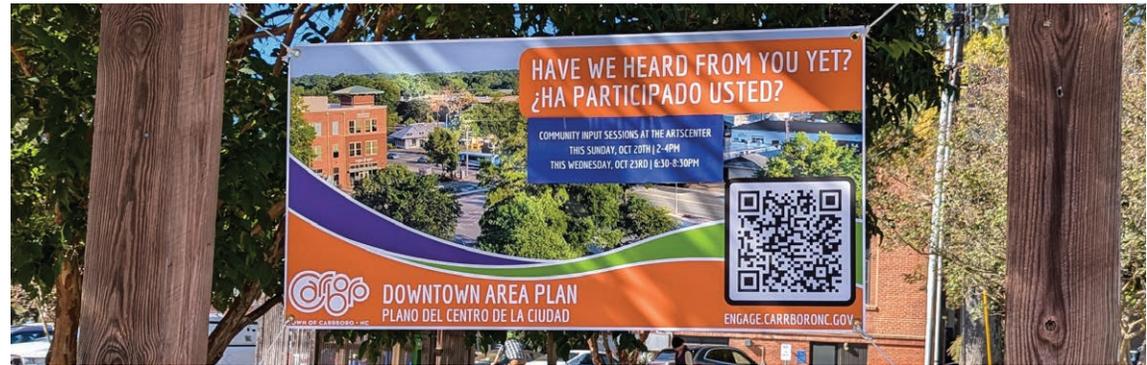
- Coordinate with local community organizations to understand how to best include the voices of community members they serve, including Black, Indigenous, People of Color (BIPOC), Hispanic/Latino and low-income residents.
- Limit single-purpose vehicle trips: plan events in places that are accessible by transit, walking and/or biking as well as by car. Host events at times when community members are already downtown and provide virtual alternatives where possible.



# HEARING FROM RESIDENTS

Promotion of the Plan and getting the word out to community members included the launch of Carrboro's new outreach platform Engage Carrboro—where the project website was housed. Banners and flyers were placed strategically throughout the downtown area. The team brought opportunities to engage with the community to a variety of events including large Town events like the Fiestas en la Calle (Latin American Festival) and Open Streets, as well as small pop-ups at local businesses and the Farmers' Market. Town staff sent postcards and hand-delivered invites and information to residents' doorsteps in the Lloyd-Broad, Tin Top, Lincoln Park, Alabama Avenue and Glosson Circle neighborhoods, as well as mailing postcards and letters to every resident and property owner in the downtown area. The team conducted small group listening sessions with council members and stakeholders, several dedicated workshops, and other community and neighborhood events.

These ongoing efforts, in tandem with the visioning survey administered both digitally and physically in multiple languages, and word of mouth, sought to facilitate having Carrboro residents lead the planning process, as well as creating opportunities for the team to hear as much as possible from those who face barriers to participating in planning conducted solely through public Town Council meetings.



# COMMUNITY STAKEHOLDER & ADVISORY BOARD MEETINGS

A series of small group meetings and discussions were held during the project, including business owners, developers, residents, elected officials and non-profit community organizations. By offering both in-person and virtual options for these meetings, the team was able to speak with over 30 community members throughout the project who offered a diverse array of expertise and lived experience at each step of the Plan's drafting. Participants discussed the things they loved about Carrboro, the places for opportunity and potential change, and helped lay the foundation of the vision for downtown Carrboro for the next 20 years.

In addition to small community member and stakeholder meetings, the project team met with advisory boards and commissions several times throughout the process to pull from their expertise and experiences, gather feedback on iterations of the draft, and verify that the Plan was accurately reflecting the vision of the community and Town.

**BREAKOUT ROOM 2**

- Imagine you left for 20 years and came back to Carrboro- what do you hope is still here? What do you hope has changed?
- In a few words, describe your vision for the downtown area of Carrboro, including the Jones Ferry Rd area.
- What would encourage you to stay longer in downtown or visit more often?

You can add summary ideas/points here

Would love to see a pedestrian street in 20 years

Pedestrian street, gathering place that makes me want to linger

Physical building of Town Hall – tangible, old bricks, part of the Town's history. Hope there is a way for them to maintain as long as in good repair.

Really, really free market. To have a culture that produces the free market requires things of Carrboro to make it friendly to hosting this event.

Use of the farmers market is wonderful. A variety of public uses in the space

Shaded places for people on foot and bike, to support staying longer. Being downtown in summer expected to be hotter in the future

Parks, including Dr. MLK attracts people to the area.

Echo interest from CC re open space and making more

Would love to see a diversity of people in 20 years

Would love to see E. Main Street (between Weaver and Chapel Hill) is more welcoming, more hospitable in 20 years

Jones Ferry needs same TLC, attention as comments for E. Main

Recurring events – smaller than larger? Piggyback on existing

**VISIONING QUESTIONS**

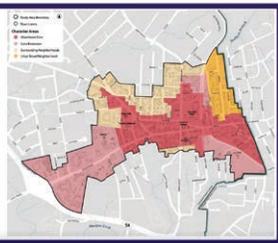
- Imagine you left for 20 years and came back to Carrboro- what do you hope is still here? What do you hope has changed?
- In a few words, describe your vision for the downtown area of Carrboro, including the Jones Ferry Rd area.
- What would encourage you to stay longer in downtown or visit more often?



Virtual Advisory Board meeting

**CHARACTER AREA PLAN**

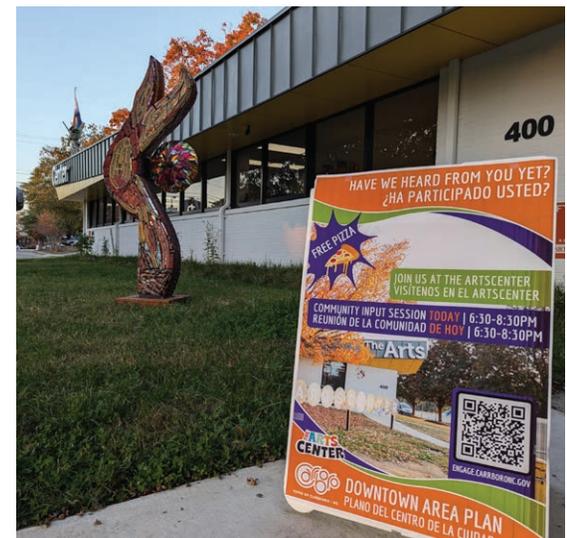
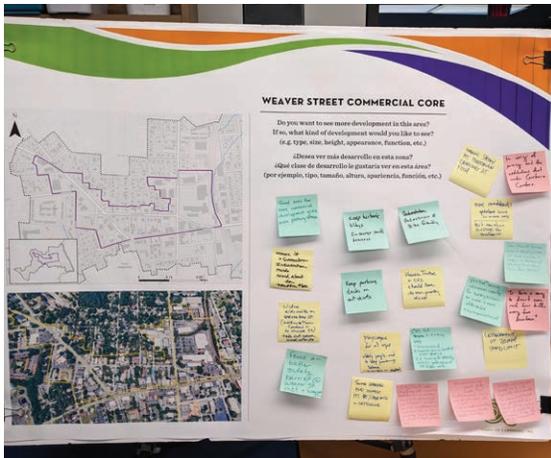
- Downtown Core**
  - Intended to include future uses, such as:
    - Affordable housing
    - Mixed use
    - Commercial (retail, daily needs, entertainment, etc.)
  - Urban building form that is sensitive to surrounding properties
  - 3-5 stories in height
  - No new surface parking lots




Virtual stakeholder presentation

# POP-UP EVENTS & OPEN HOUSES

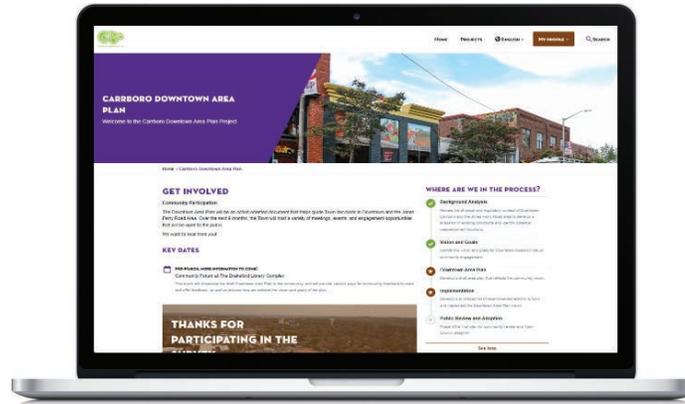
Over the course of the project, the team partnered with community organizations like El Centro Hispano, Marian Cheek Jackson Center, ArtsCenter, Orange County Public Library, CHICLE and Carrboro Farmers' Market to host pop-up events at longstanding Town signature events, and standalone open houses and workshops. Additionally, in the summer/fall of 2025, the draft Plan was released in full for a period of public comment before adoption.



# PROJECT WEBSITE & VISIONING SURVEY

## ENGAGE CARRBORO WEBSITE

Engage Carrboro was launched in parallel with this project and served as a hub for early open discussion and visioning, and the survey. With the ability to translate the site into the six most spoken languages locally, as learned from engagement while creating Carrboro Connects, the website provided a virtual space where community members could read about the Plan, participate in a variety of ways, stay up to date on progress, watch videos of meetings and share their ideas.

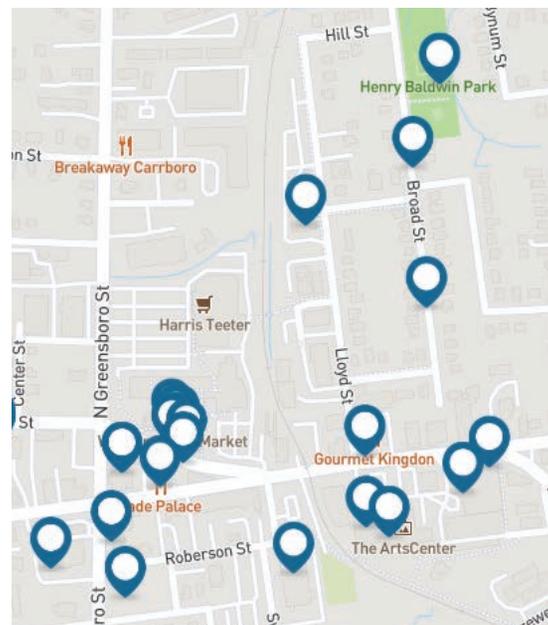


**2,000+  
SITE VISITS**

**800+ MAP  
RESPONSES**

## SURVEY OVERVIEW

An online public survey was launched to gather input from the community regarding downtown priorities, existing conditions in the area and opportunities for the future of downtown Carrboro. The survey was open from September 1 to November 8, 2024 and received 286 responses. The survey was promoted through community events, the Town’s website, email blasts and social media. Partners at the Refugee Community Partnership, El Centro Hispano and the Marian Cheek Jackson Center also helped distribute and administer paper surveys to residents and/or administer the questions in Spanish. Highlights of survey results are described on the following pages, with complete, detailed results included in the Appendix.



# VISIONING SURVEY SUMMARY

## RACE, EQUITY & REPRESENTATION

As part of the team’s commitment to race and equity, as responses were being collected, staff and the consultant identified a difference between respondents’ self-identified race as Black or African American (4%) and Carrboro’s population (14%, 2022 ACS 5-Year Estimates). The survey period was extended and Town staff attended neighborhood meetings and reinforced relationships with Lloyd-Broad and Alabama Avenue residents. This was done in an effort to include Black and African American residents’ voices in the visioning process and keep them involved through the remainder of the project.

Survey demographics are provided on this page and represent part of a larger spread of voices heard throughout the project. For in-person events where self-identified demographics were collected, please see the Appendix.

Figure 23. Survey Demographics - Age

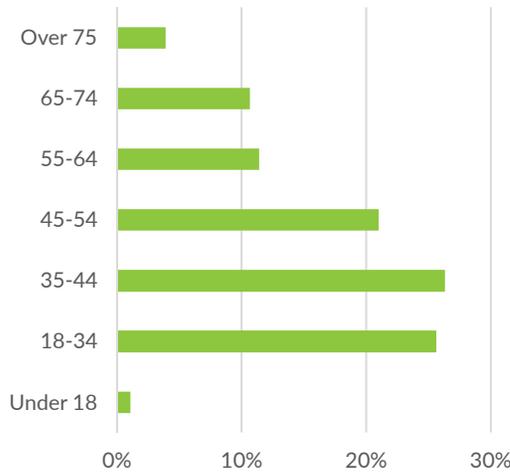


Figure 24. Survey Demographics - Home Ownership

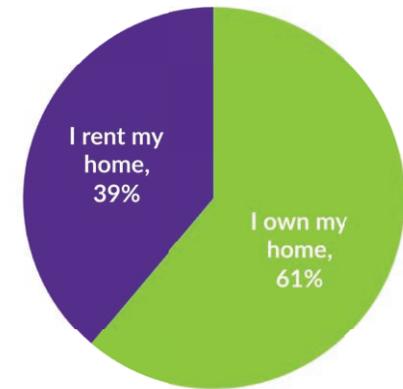
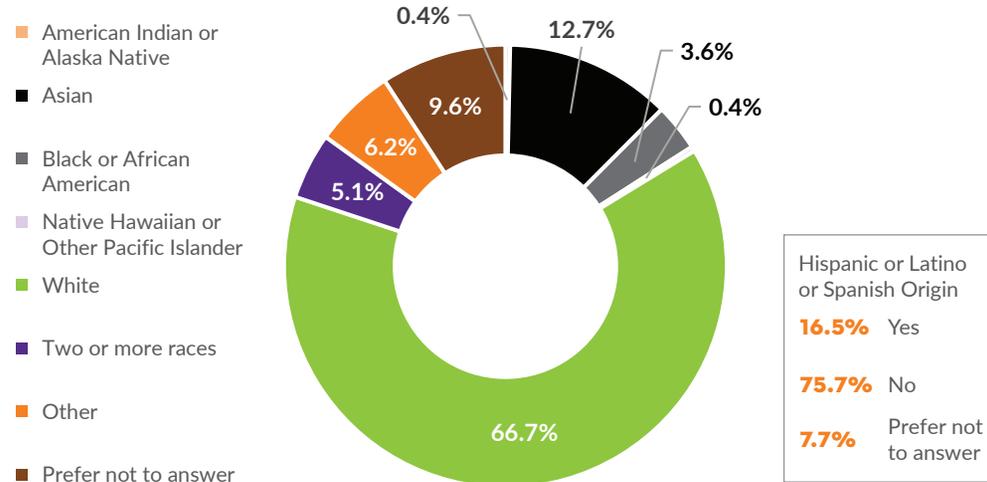


Figure 25. Survey Demographics - Race and Ethnicity



## WHAT DO YOU HOPE IS STILL HERE IN 20 YEARS?

Survey respondents expressed a deep appreciation for the vibrant community spirit embodied by downtown Carrboro. Weaver Street Market emerged as a focal point, celebrated for its central role in community gatherings. Similarly, the Carrboro Farmers' Market is cherished for its local produce and social atmosphere. Cat's Cradle, a cornerstone of the local music scene, is beloved for its cultural contributions.

Residents praised the variety of parks and green spaces like the Town Commons, which offers recreational opportunities and hosts community events. The presence of small, local businesses adds a unique charm to downtown, with many enjoying the diverse range of dining and shopping options. The Town's walkability and bikeability were also highlighted, with respondents valuing the ease of navigation and dedicated paths.

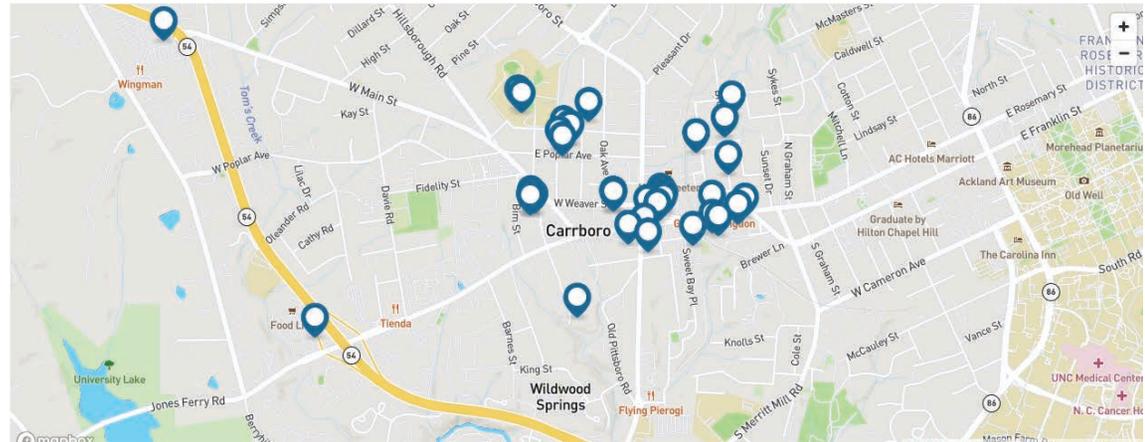
The historic and unique buildings of Carrboro were mentioned fondly, with a call to preserve the architectural character that sets the Town apart.

Community events and activities, such as festivals and markets, contribute to a lively and engaging downtown atmosphere. Additionally, venues like The ArtsCenter play a crucial role in supporting local arts and culture.

Overall, the map responses reflect a strong sense of community pride and a desire to maintain the welcoming, inclusive and vibrant nature of downtown Carrboro.

**1** In 20 years, what do you hope is still here? This could be a business, a landmark, a neighborhood, or even an experience.

Map | Skipped: 77 | Answered: 209 (73.08%)



Map from online survey showing a sampling of comments

*As our town grows I'd love for Carrboro to build more community spaces downtown. Parks, gathering spaces, recreational use, picnic spaces, art spaces, splash pad.*

*A vibrant downtown area with businesses that appeal to all sorts of people and more 'third spaces' where we can gather, people-watch, share experiences*

*General walk and bikeability.*

*Add places for small businesses that are affordable by allowing for more space, maybe going up in height of existing commercial space.*

*Respect the historic district and protect it.*

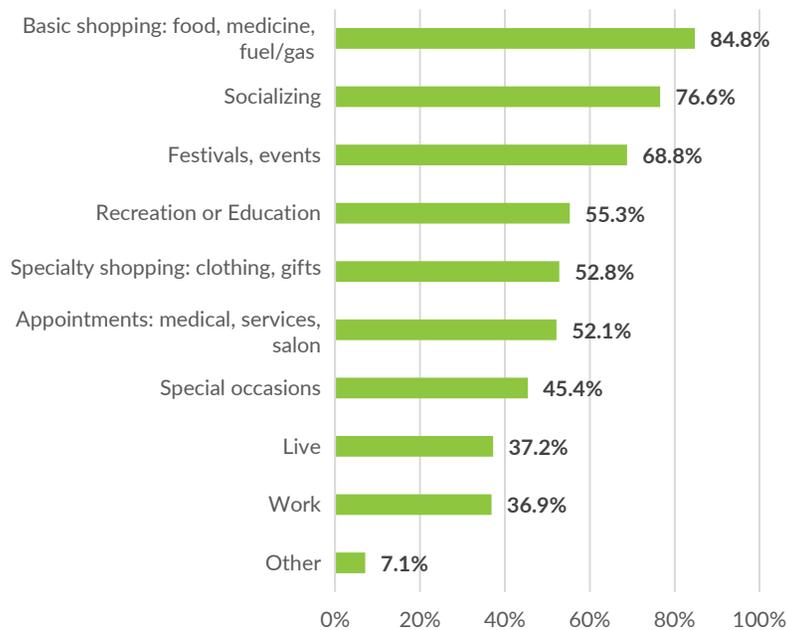
## HOW PEOPLE SPEND TIME IN DOWNTOWN

84% of respondents visit the study area at least a few times a week.

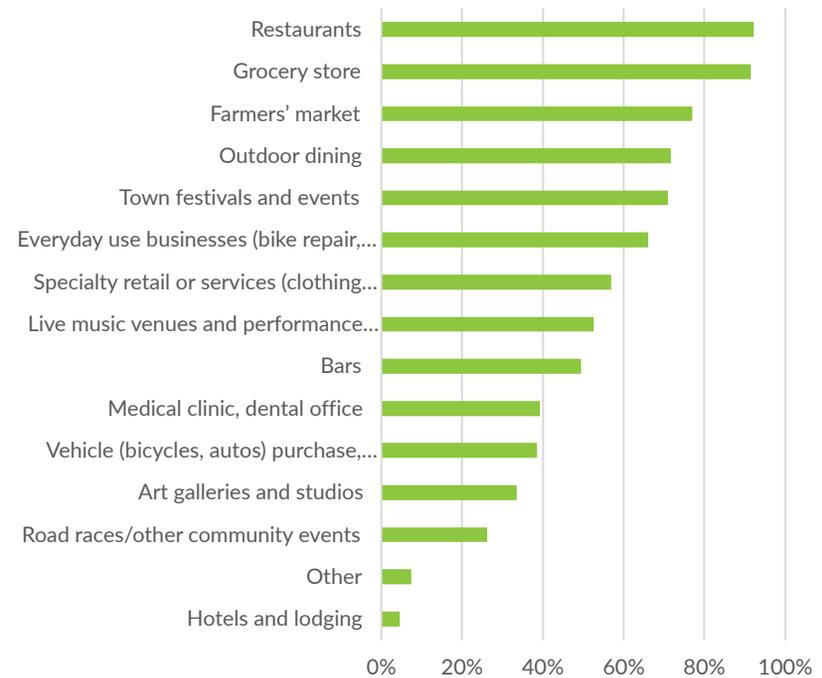
When asked about how they spend time in the downtown area (with respondents selecting all that apply), respondents indicated a variety of activities, ranging from meeting daily needs, to socializing, education and entertainment activities. The team asked for more details about the types of places visitors go, to also understand about the kinds of uses are successful and most sought in the study area to date.

These existing activities help illustrate what draws people to the downtown area today, showcasing the wide range of activities and services available that create a lively, active downtown area that supports live, play and work experiences.

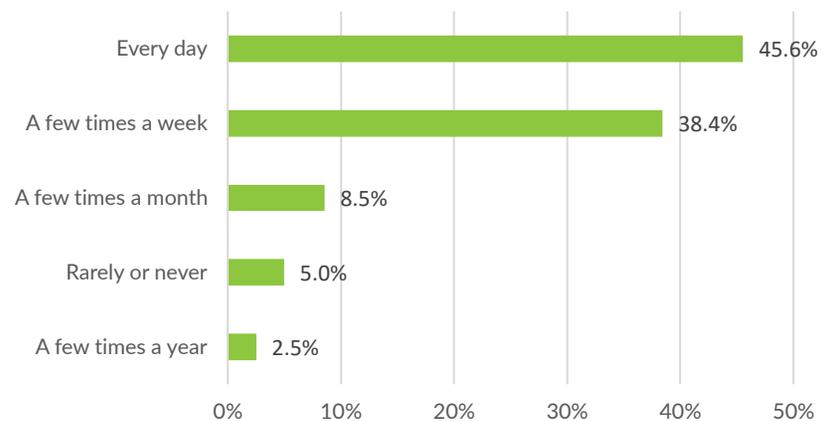
**Figure 26.** How People Spend Time in Downtown



**Figure 27.** What Activities People Do or Places They Visit



**Figure 28.** How Frequently People Visit the Study Area



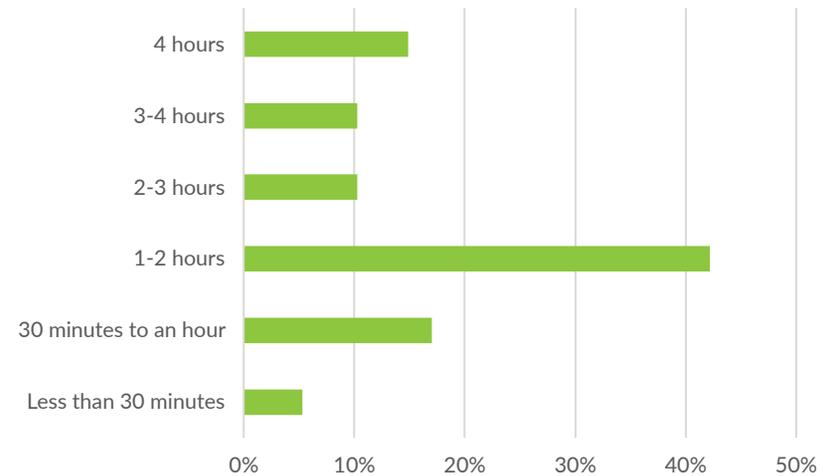
## GETTING TO AND STAYING IN THE DOWNTOWN

### ENCOURAGING PEOPLE TO STAY LONGER

Over 40% of survey respondents indicated that they stay in the study area for 1-2 hours when they visit. 67% responded with ideas for what would encourage them to stay longer. The most common themes were:

- More public seating, shaded areas and outdoor spaces to spend time in and with the community without needing to spend money. Suggestions include parks, benches, plazas and other small public spaces, particularly beyond Weaver Street Market to create more opportunities for visitors to walk and stop at places throughout downtown.
- Improved circulation, access and safety for all modes of travel – exploring ways to mitigate pedestrians, cyclists and cars on the road, bus service later into the evening, more public parking and friendlier parking policies on private lots.
- Extended business hours and a greater diversity of dining and shopping options, noting a desire for more global cuisine that represents and caters to a variety of community members, helping them to feel welcome.
- More frequent community and cultural events and additional public amenities (e.g., public restrooms, robust Wi-Fi network).
- Spaces and festivals that provide things to do for all ages. Some respondents commented that many businesses seem to cater to students and younger crowds.

Figure 29. How Long People Typically Stay in the Study Area

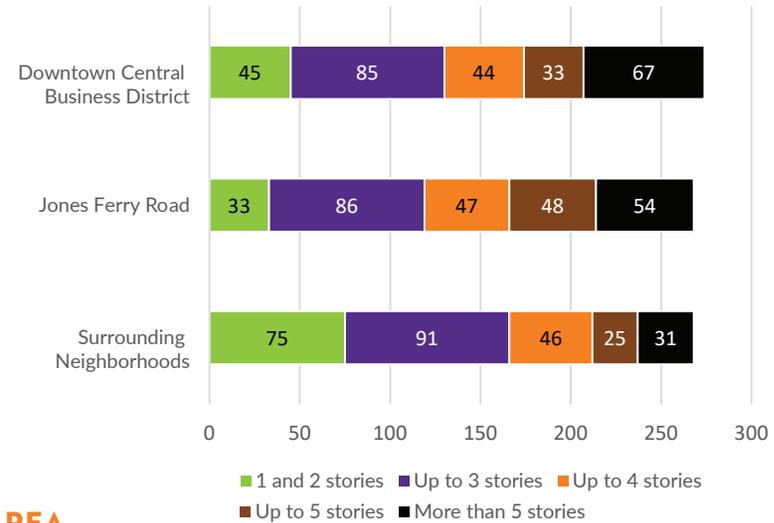


## IMAGINING THE FUTURE OF DOWNTOWN CARRBORO

### MAXIMUM BUILDING HEIGHTS IN THE STUDY AREA

Respondents were asked what they think the maximum building heights should be in the Downtown Central Business District, Jones Ferry Road area and the surrounding neighborhoods. Most respondents indicated that up to three stories was the most appropriate for all locations. The second largest ranking for the Downtown Central Business District and Jones Ferry Road was more than five stories, while the surrounding neighborhoods were one and two stories.

Figure 30. Maximum Building Heights



### WHAT PEOPLE WANT TO SEE MORE OF IN THE STUDY AREA

Survey respondents were asked what types of things they would like to see more of in the study area and were able to choose five priorities. The most popular priorities were:

- Trees and shade.
- Safe bicycle and pedestrian spaces.
- Public gathering spaces, parks, plazas and/or pavilions.
- Affordable housing.
- Vehicular and traffic flow improvements.

The least common specified priority was buildings or places where people exclusively work (rather than mixed-use where people can live and work), with 10% of total responses.

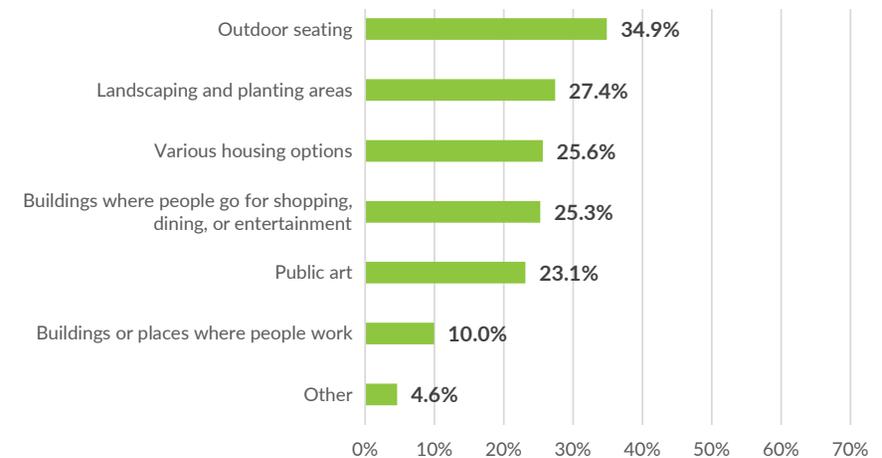
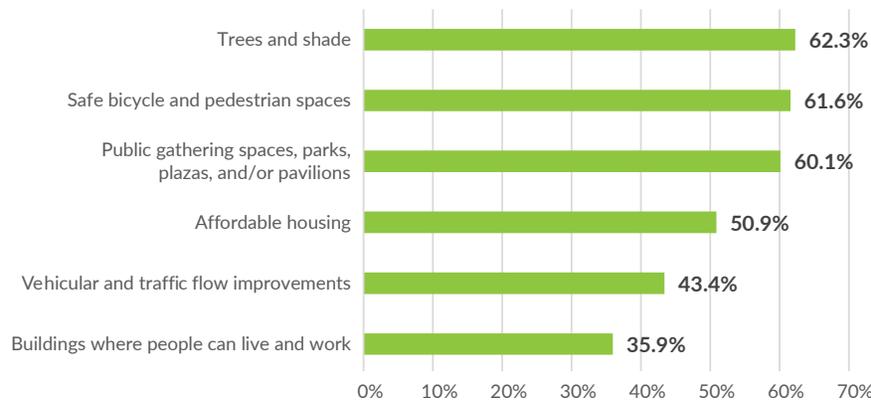


Figure 31. What People Want to See More of in the Study Area

## WHAT DO YOU HOPE HAS CHANGED IN 20 YEARS?

Residents and visitors envision a downtown transformed into a safer, more representative, more accessible and community-centric space.

Desired changes include improvements in traffic circulation and transportation options, with an emphasis on safer streets, more available public transportation and enhanced walkability and bikeability. Safety and connectivity are key parts of this vision, notably continued build-out of the bike and pedestrian network to help people easily and safely navigate the area.

Affordable housing is a major concern, with many expressing a need for increased availability of housing options that cater to all levels of low-income households (30%, 60%, and 80% Area Median Income).

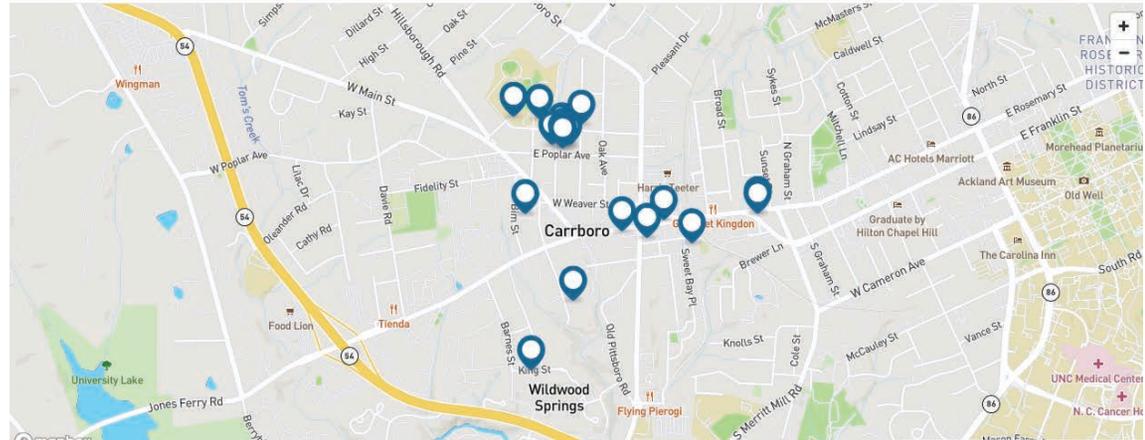
Respondents call for stronger support for the local arts, music and culture scene(s); encouragement of small business growth; and more diverse dining establishments to enhance the unique character of Carrboro.

People desire a climate-resilient future calling for sustainable and eco-friendly improvements and interventions, such as green building and environmental conservation efforts.

Finally, there is a strong emphasis on community-centric development, with suggestions for youth centers and spaces that enhance the well-being of residents. People desire more parks, green areas, recreation facilities and general spaces to foster a sense of community and provide places for the community to gather.

**2** In 20 years, what do you hope has changed? This could be a business, a landmark, a neighborhood, or even an experience.

Map | Skipped: 98 | Answered: 188 (65.73%)



Map from online survey showing a sampling of comments

*As we build more density we add to the heat dome affect in town. We need more water feature parks for kids and dogs to cool off in.*

*Affordable, dense, housing on Jones Ferry toward OWASA.*

*I hope we will continue to prioritize making the town as bike- and pedestrian-friendly as possible.*

*Add flashing lights to these and other crosswalks across Greensboro.*

*I hope E Weaver is closed to motor vehicle traffic either full time, or from 7 am to 10 pm.*

*Work with property owners and stakeholders to redevelop for greenway oriented high density and mixed use.*

# RECURRING THEMES

This Plan embodies comments received from residents and visitors across 286 survey responses and hundreds of attendees across public events (community members could both fill out the survey and come to events). The collective vision and goals of this Plan—for an equitable, climate-conscious and economically sustainable downtown—reflect the outcome of concerted discussions about growth and change in the downtown area. A detailed summary of events and survey responses can be read in the Appendix of this Plan.

Through the varying engagement methods, the Carrboro community shared their priorities and vision for the downtown area. When considered holistically, a series of recurring themes become clear.



## PUBLIC SPACES

The community envisions inclusive gathering spaces that provide engaging activities at no cost, creating opportunities for everyone to enjoy.



## MOBILITY, ACCESS AND TRANSPORTATION

The community prioritizes access and safety, through continued improvements and resources for walking and biking, complete streets that manage traffic effectively and safely, and space for visitors who must drive to come to the downtown area.



## AFFORDABILITY

The community desires affordable housing and businesses, with a particular focus on retaining places that meet daily needs and providing more budget-friendly dining options and grocery stores.



## PLANTS AND GREEN SPACE

The community values trees, green spaces, native plants and green infrastructure for shade, aesthetics and ecological and environmental services that address climate change, like air quality and stormwater mitigation.



## ART, MUSIC AND ENTERTAINMENT

The community desires to continue to foster vibrant spaces like murals, interactive art, color, music and live entertainment to create an engaging atmosphere. Creative expression is a defining feature of Carrboro.



## ORGANIC GROWTH AND HISTORIC IDENTITY

The community emphasizes that new development should be thoughtful and blend with the existing spirit of Carrboro, including a strong interest in maintaining historic buildings, small businesses and local landmarks.





# VISION

The following vision statement comes from community members' thoughts and ideas and from input from Advisory Boards, Town Council, community partners and residents.\*

It embodies the collective aspiration heard from the community and serves as the foundation for moving forward and is built directly on Carrboro Connects and its commitments to advancing racial equity and addressing climate change.

This statement guides the formation of goals and implementation strategies that make up the Strategies and Considerations, Master Plan, and Implementation chapters.

*\*All data, comments and other inputs can be seen in the Appendix.*



***Carrboro's downtown area is a vibrant, walkable and community-oriented space that balances preserving historic charm with thoughtful growth. The downtown area serves every Carrboro resident, with particular attention to BIPOC and marginalized community members; as a place for daily needs, a place to gather with community and a place to live. The downtown area fosters economic diversity, celebrates arts and culture, and ensures accessibility for all.***

# GOALS

The following goals provide overall direction for the downtown area of Carrboro to achieve the community's direction, vision and aspirations. The goals serve as the ultimate basis for the Plan's recommendations and implementation. They also provide a framework to evaluate changes, challenges, opportunities and issues that were not anticipated by this Plan, allowing it to function as a living document responsive to future needs.

1

Build for climate resilience; protect and plant trees, install and incentivize green stormwater features, enhance and establish public green spaces.

2

Ensure a range of housing choices, including affordable and workforce housing, to support economic diversity and prevent displacement, allowing all current and future residents to thrive in Carrboro's downtown.

3

Improve pedestrian and bicycle infrastructure, reduce traffic congestion, and expand public transit options to create safe and equitable mobility opportunities for all residents.

4

Support small businesses, entrepreneurs and minority-owned enterprises by creating affordable commercial spaces, fostering a dynamic local economy, and encouraging inclusive economic opportunities.

5

Maintain the architectural integrity of historic buildings while encouraging sustainable and compatible development that aligns with Carrboro's unique identity.



# *Strategies & Considerations*

DRAFT



# INTRODUCTION

The purpose of this chapter is to identify pertinent elements of the built environment in the downtown area, including considerations, best practices and overarching strategies that can help the Town achieve this Plan's vision and goals. This chapter touches on elements related to the following:

- Property development
- Downtown transportation and infrastructure
- Branding and urban design
- Buildings and frontages

Incorporating best practices for the elements in the downtown area will help support the goals of this Plan and the Town's racial equity and climate action goals. Each new project proposed for the downtown area should be evaluated against the considerations in this chapter to determine how well the project fits with the desired character and future vision of the community.

There are many other considerations when developing in Carrboro; however, the items in this chapter are tailored to be most applicable to the downtown area. Creating a unique, interesting, pedestrian- and bicycle-focused, affordable, and welcoming downtown area takes careful planning and implementation.

The strategies contained in this Plan are overall ideas of how to achieve the Plan's goals. As each strategy could be achieved through a variety of policies, further discussion and decisions are necessary to create policy initiatives. These discussions should include funding and other practical considerations.



# PROPERTY DEVELOPMENT

## DEVELOPMENT AND REDEVELOPMENT IN THE PRIVATE MARKETPLACE

Carrboro is able to focus on a market-driven approach for the downtown area due to its prime development location. This approach allows the Town to work with developers and business owners to focus on efforts that will have positive impacts on the downtown area and continue enhancing racial equity. Opportunities for redevelopment will be most likely to occur, as the study area is already mostly built-out. As such, supporting high-quality redevelopment is necessary to achieve the goals of this Plan. Key strategies to consider include the following:

- Provide clear guidance on desired redevelopment elements to help developers understand what is expected of them when undertaking projects in the downtown area.
- Support redevelopments in prioritizing building reuse and expansions rather than replacement, where appropriate.
- Find ways to reduce impervious surface coverage through redevelopment to help with overall stormwater management.
- Encourage diverse businesses such as music and performing arts, restaurants, and those meeting daily needs of residents as well as mixed-use development.



## CONSIDERATIONS AND STRATEGIES

### LOT SIZES

A factor contributing to Carrboro's strong small business environment is the numerous small lots that are in the downtown area. Small lot sizes allow for a variety of local business opportunities to remain in the downtown area and provide room for startup businesses. Smaller buildings can help keep monthly business ownership expenses lower; however, not all businesses can thrive in small spaces, so there is also a need for larger buildings and leasable spaces. Larger spaces also allow startup businesses a place to grow into, while remaining in the downtown area. Creating an atmosphere that allows for a variety of lot sizes and building spaces helps maintain a diverse residential and commercial mix. Encouraging a diversity of spaces can help the Town continue its racial equity efforts by creating opportunities and spaces for all. Key strategies to consider include the following:

- Allow more intensive development to occur on smaller lots to maximize the usability of small sites.
- Encourage a variety of spaces or flexible spaces inside buildings when redevelopment projects are proposed.
- Support residential infill and increased densities, particularly on smaller lots, through expansions of ADUs, duplexes, quadplexes and other similar housing types.
- Support property recombination to create larger parcels for new development opportunities.
- Create a land banking program to acquire, consolidate, hold and sell property for targeted development.
- Consider creating guidelines for the best strategy to retain larger parcels to encourage diverse development, as there are a large number of existing smaller parcels in the downtown area.
- Work with property owners to find the appropriate balance of small and large lots to maintain a variety of spaces in the downtown area.



*Small lot development in Carrboro*



*Large lot development in Carrboro*

## GENTRIFICATION

Gentrification is the loss of historic, typically disadvantaged businesses and residents. This loss is regularly due to increased rent, increased ownership costs or shifts in local demographics that result in a loss of business revenue. Retaining rich cultural heritage and diversity in the local community means combating gentrification is an important element of having a livable and comfortable downtown area. Key strategies to consider include the following:

- Consider opportunities to expand the Town's economic base without increasing property taxes and balance property revaluation increases at the county level with local tax cuts.
- Expand affordable housing efforts to support the retention of an economically diverse community.
- Support minority-owned businesses to preserve the community's diverse cultural heritage and provide opportunities for historically disadvantaged populations.
- Assist businesses with temporary relocation during construction.
- Create a Town-managed flex space to support local businesses. This could include incubator space to help small businesses launch and/or swing space for businesses to move to while their existing location is being renovated.
- Encourage business owners and homeowners to join existing or organize new business owners or neighborhood associations to provide a stronger voice for the community.
- Establish criteria for balancing economic growth with community preservation efforts.

## CASE STUDY: FLEET FEET LOCATION CONSOLIDATION

At the time of this event, Fleet Feet's corporate headquarters were split between two buildings in downtown Carrboro. To consolidate operations into a single location, the company considered relocating to another community.

To support both Fleet Feet's consolidation and the expansion of Kalisher—an art production and curation company also based in downtown Carrboro—the Town took two key actions:

- **Parking Support:** The Town agreed to lease and sublease parking spaces, enabling Kalisher to meet the minimum parking requirements needed to move into one of the buildings that Fleet Feet was occupying.
- **Property Purchase:** The Town committed to purchasing a condominium unit owned by Fleet Feet.

These creative financing and supportive efforts from the Town provided Fleet Feet with the necessary cash flow to relocate into a new building and remain in Carrboro. As a result of the Town's creative incentive, Fleet Feet retained 40 jobs and kept its corporate headquarters in the community.

Today, Fleet Feet employs approximately 130 corporate staff and hosts hundreds of vendor visits annually at its downtown Carrboro headquarters. Although Kalisher has since relocated elsewhere, the Town's support allowed them to expand and remain in Carrboro for a time. Fleet Feet continues to grow in its current location. The Town still leases parking, but eventually sold the condominium unit at a small profit.





## REGULATORY PROCESS

The Town is currently undergoing the Unified Development Ordinance (UDO) project and will be updating the regulatory process that has been in place for years. Local zoning and land development regulations are major drivers for the built environment, so it is critical that the Town's UDO rewrite supports the goals of this Plan. The recommendations for regulatory process changes in the Carrboro Connects Plan also apply to the downtown area; however, additional specifics are included in this Plan. Key strategies to consider include the following:

- Streamline the approval process for development that meets certain requirements by allowing these developments to move forward with by-right approvals.
- Ease regulations for developments that incorporate affordable housing and affordable commercial spaces.
- Include optional development incentives in the UDO that encourage environmentally sustainable development, affordable housing and commercial spaces, and specifically help achieve the vision and goals of this Plan.
- Create outreach materials to assist applicants in understanding applicable Town processes and expectations.
- Consider the different character areas when developing new standards to help achieve the desired vision for each area.

## INCENTIVES

To encourage desired development and redevelopment in the downtown area, the Town can incentivize desired options through a variety of means. The Town should focus on incentivizing development that includes environmentally sustainable practices, incorporates the Town's history, retains existing businesses, provides affordable rent or ownership opportunities, and creates a variety of spaces that can help the Town achieve goals set forth in this Plan. Key strategies to consider include the following:

- As affordability is one of the most important elements in maintaining an inclusive downtown area, allowing buildings with affordable units to exceed height maximums will help support this goal.
- Evaluate the creation of a Municipal Services District to support downtown and create a recurring revenue source.
- Support business owners with public parking arrangements to reduce on-site parking needs.
- While updating the UDO, consider additional optional incentives to achieve the desired development outcomes (e.g., affordable housing, environmentally sustainable development) through increased density and height, reduced parking minimums, a faster approval process, and staff-level approvals.
- Create public-private partnerships (P3s) for the Town to jointly develop property with a developer to create affordable housing and commercial space.

# DOWNTOWN TRANSPORTATION & INFRASTRUCTURE

Streetscape typologies were discussed in the **Volume 1, Master Plan** chapter. This section introduces other transportation and utility considerations to keep in mind as the downtown area continues to grow and redevelop. With the limited space in the public ROWs, the Town will need to work closely with NCDOT and private property owners during development and redevelopment to help support innovative and Carrboro-specific transportation and infrastructure goals.

This section includes information about:

- Downtown mobility
- Intersection and pedestrian safety strategies
- Opportunities for transportation infrastructure improvements associated with potential future redevelopment/development
- Utility considerations



## DOWNTOWN MOBILITY

Streets are an integral part of the public realm and often make up a large portion of public lands, and, as such, they should be designed to accommodate a range of users, including pedestrians, cyclists and vehicles. Streets should also be designed and used to achieve Town goals by using strategic elements, such as stormwater management techniques, public art, habitat creation, and pilot projects that demonstrate the Town's commitment to its goals and values. Complete Streets are designed to provide equitable access for all travelers and all modes of transportation.

### SIDEWALKS

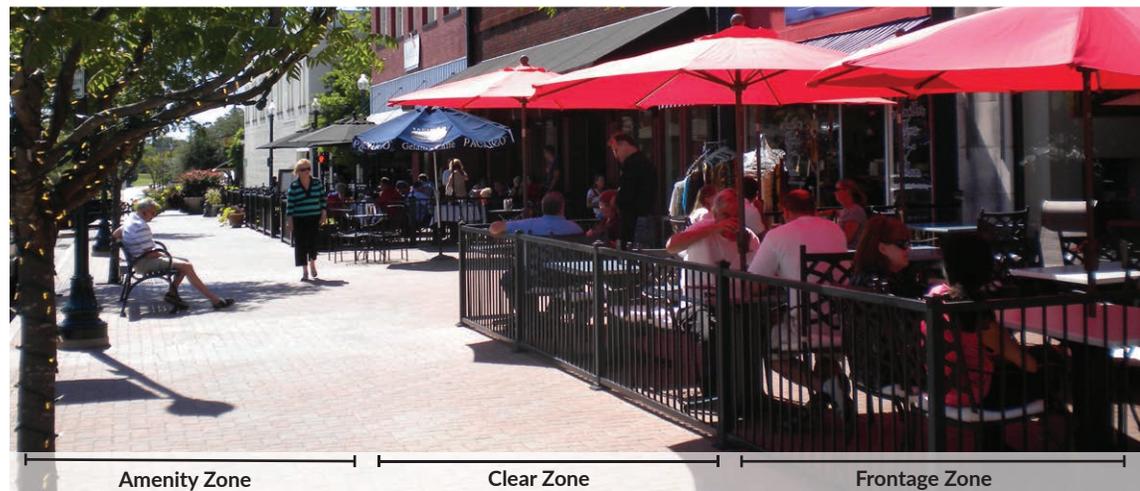
Sidewalks play a vital role in communities, are a critical element of a complete street and have been found to enhance public health and maximize social capital. They facilitate pedestrian safety, movement and access and promote overall community connectivity and welfare. Safe, accessible and well-maintained sidewalks are a fundamental and necessary investment for the Town. It is critical that sidewalks provide enough width to accommodate the expected amount of pedestrian traffic, or else people might need to step off the sidewalk into potentially dangerous situations.

Sidewalks in the downtown area are especially valuable as they encourage visitors to spend more time engaging with their local community and businesses.

Urban sidewalks have three zones that are sometimes indistinguishable in looks, but are important to understand from a functional perspective.

1. The “frontage zone” is the portion of the sidewalk up against the building frontage. This area is usually at least 2 feet wide and is where entry doors open out into the sidewalk. This is where the public and private realms merge and can be used for café seating or other activation elements.

2. The “pedestrian clear zone” is the portion of the sidewalk that is clear of obstacles and where pedestrians can walk freely. This area is preferably 6 feet wide, but can be reduced to 4 feet for small portions in urban, more constrained settings. Keeping the clear zone free of obstructions is an important aspect of ADA accessibility for the downtown area.
3. The “amenity zone” is the area along the back of curb where there is space for benches, lighting, trees, etc. This zone varies in width depending on the space available within the ROW and acts as a buffer between vehicles and pedestrians.



Sidewalk activity zones

## LANE WIDTH

Lane widths allocated for motorists, transit and bicycles are a crucial aspect of street design. Lane widths should be considered within the overall assemblage of the street. Narrower streets are typically recommended in the downtown area, are proven to naturally reduce vehicle speed, create a more comfortable experience for pedestrians and cyclists, and provide more ROW space for a variety of uses. Reducing travel lane widths using striping allows for visually shrinking the street without the expense and time necessary for demolition and reconstruction.

## CURB EXTENSIONS

Curb extensions are a traffic calming measure primarily used to visually and physically narrow roadways at crosswalks and extend the sidewalk for pedestrians crossing the street. Shortening the crossing distance improves pedestrian safety and visibility. Curb extensions may also be implemented to help allocate more space for street furniture, landscaping, innovative



*Temporary curbside seating*



*Curb extension*



*Narrow drive lanes*

stormwater treatment or street trees in areas in ROWs. These are also referred to as “bump-outs.”

## PARKING

Parking is an inherent functional piece of most places. With downtowns in particular, it is important that the pedestrian experience between parking areas and points of interest is safe, comfortable and interesting. Connecting parking lots to destinations in the downtown area with a connected sidewalk network can help provide a comfortable experience for visitors, residences and business owners. Private parking reduces overall parking efficiency and the financial performance of downtowns. In some instances, creating joint-use parking agreements can allow otherwise restricted parking areas to support downtown functionality beyond the hours of peak use by the owning entity (e.g., allowing public parking at religious institutions outside of their busy hours).

In a downtown, good urban form tends to locate parking on-street or toward the fringe of the core in communal lots or structures, allowing focus to remain on pedestrian



*Carrboro parking sign*



*Consolidated downtown parking area*



*Existing parking garage in downtown*

space and activity. Many communities have eliminated minimum parking requirements in their downtowns.

## BICYCLES

With low traffic speeds in the downtown area, investment in bicycle infrastructure is ideal, as slower vehicular speeds help encourage bicycling. As bicycles will be riding on the streets with vehicles, all roadways should be designed with the intention of slowing vehicle speeds and encouraging shared lanes or dedicated bicycle lanes. A public education program for both cyclists and motorists may help people navigate these shared spaces more safely.

On-street bicycle infrastructure, such as dedicated bicycle and buffered bicycle lanes, can help create a comfortable environment for cyclists to travel along the streets. In addition to on-street bicycle infrastructure, the use of greenways or multi-use paths is highly encouraged wherever possible, as spaces dedicated to non-motorized modes of transportation (walking, bicycling and rolling)



Libba Cotten Bike Path

create a more comfortable experience for people who do not want to be on the road with vehicular traffic.

## TRANSIT

Bus service to and from the downtown area is provided by Chapel Hill Transit (locally) and GoTriangle (regionally), which creates opportunities for transit to meet daily needs for residents. The existing park and rides near the downtown area help support transit riders and carpooling, thus reducing the need for automobiles and large parking lots. Continuing to have a transit system that provides reliable transit can help reduce the number of vehicles on the street and be used on a daily basis for residents, workers, visitors and business owners to reach destinations for daily needs. As the community continues to grow, regular assessment of the transit routes, infrastructure and ridership demand is important to help maintain transit as a high-quality transportation option in the future.



Bus stop



Buffered bicycle lane

## INTERSECTIONS AND PEDESTRIAN SAFETY STRATEGIES

The downtown area should be a highly pedestrianized environment and bicyclist and pedestrian safety and comfort should be balanced with vehicular traffic needs. Strategies to enhance safety that may be appropriate for the downtown area include elements such as:

- Narrow lanes that require motorists to drive slowly and pay attention to their surroundings.
- Shorter block lengths that help maintain slower vehicular speeds.
- Bump-outs or curb extensions at crossings and intersections that make pedestrians more visible to drivers and create pinch-points for cars, thus slowing them down.
- Raised crosswalks that keep the crosswalk at the same elevation as the sidewalk make it more convenient and safer for the pedestrian, as well as act as a speed hump for cars.
- Well-marked and signed crosswalks with proper warning signs and high visibility pavement marking, such as specialty paving or decorative markings at crosswalks, act as a visual signal to drivers to watch for pedestrians.
- Building frontages that address the street, streetscape elements and active sidewalks to generally create an environment that encourages slow speeds.
- Vehicle turning speeds and pedestrian crossing distances are directly impacted by corner radii. Maintaining smaller corner radii is critical to creating compact intersections that encourage safe vehicular turning speeds. While 10-15 feet are considered standard curb radii, in urban settings many communities use corner radii as small as 2 feet.
- Lighting and bollards at crossings and intersections to notify both pedestrians and cars to pay attention. Bollard locations help signify non-vehicular areas and need to comply with ADA accessibility requirements.
- Reduced driveway curb cuts to limit cars crossing the sidewalk and reduce pedestrian conflicts.
- Sight triangles clear from obstructions to allow drivers to see clearly.
- Rectangular Rapid Flashing Beacons and Pedestrian Hybrid Beacons installed at high-volume crossings to improve pedestrian safety.
- Downtown slow zone that reduces vehicle speeds to increase pedestrian and bicycle safety.
- Leading Pedestrian Intervals to provide pedestrians an advance start on crossing a street before vehicles can go.



*Raised crosswalk with bollards*



*Sidewalk buffered from drive lanes by plantings*



*Enhanced crosswalk paving*

## TRANSPORTATION INFRASTRUCTURE ASSOCIATED WITH POTENTIAL FUTURE GROWTH

The downtown area should prioritize transportation options and choices that support a wide variety of travel modes for residents, business owners and visitors. From bus transit to bicycle to vehicular to pedestrian options, all modes of transportation should be accounted for. The following are some specific approaches that can help enhance transportation options for the downtown area:

- Continue working closely with transit providers to identify locations to co-locate bus stops with new development.
- Include bike racks, bike corrals, bike lockers and bike shelters in new development and throughout the downtown area.
- Encourage the continued installation of EV charging infrastructure.
- Create interlocal bike-share program between Carrboro, Chapel Hill and UNC.
- Invest in innovative solar panel usage, such as shade structures for electric bikes or scooter charging.
- Support an expansion of the fixed bus routes to ease daily usage for residents in the downtown area and increase ridership.
- Explore public-private partnership (P3) opportunities for shared parking garage facilities to reduce the need for surface parking.
- Construct more greenway/multi-use pathways that will connect residents, businesses and green spaces.
- Encourage land uses and site designs that promote walking and biking to help reduce future vehicular traffic.
- Designate rideshare pick-up and drop-off zones near high-frequency destinations to support micro transit options.



*Bike share program*



*EV charging infrastructure*



*Long-term bike storage*

Image source: <https://groundcontrolsystems.com/products/long-term-bicycle-parking/>



*Existing bus service*

## UTILITY CONSIDERATIONS

Utility design and implementation decisions have a substantial impact on day-to-day experiences and the environmental footprint of a downtown. As development and/or redevelopment occurs in the downtown area, the Town should consider the following utility strategies.

### INNOVATIVE STORMWATER MANAGEMENT AND GREEN INFRASTRUCTURE

In natural areas, stormwater is either slowly absorbed into the soil or gradually moves toward the lowest points and channels before reaching ponds, low-lying wetlands or waterways. In urban areas, a significant portion of the land is covered by buildings, pavement and other surfaces that do not allow the water to seep into the ground, known as impervious surfaces. This causes a greater quantity and velocity of water to run off into adjacent areas and waterways. Incorporating innovative stormwater management into the built environment helps restore the natural environmental functions of absorbing and cleaning stormwater.

Stormwater management should remain of critical importance due to the vast impacts it has on local water quality and wildlife. Encouraging the use of innovative stormwater management techniques can help reduce impacts on the natural environment. Properly designing, installing and maintaining stormwater infrastructure can also help reduce flooding and property damage from major rain events.

As part of innovative stormwater management techniques, protecting water quality using green infrastructure is important. Infrastructure should be designed and built

to minimize localized runoff and treat the first inch of stormwater through conservation of natural areas, green infrastructure, use of pervious surfaces and other stormwater control measures (SCMs). These low-impact approaches offer multiple benefits, including improved quality of life, enhanced built environments, and effective stormwater and water quality management.

The use of natural systems and processes to treat and retain stormwater is referred to as green infrastructure. Green infrastructure strategies can be accomplished at the regional, community and site scale. In a downtown environment, implementation of green infrastructure interventions should be done where possible. By working together, a network of small-scale facilities in the downtown area can generate a large benefit.

Some overall approaches for managing stormwater and using green infrastructure in the downtown area include:

- Add rain gardens along streetscapes and on private sites.
- Install bioswales incorporated into larger green spaces.
- Use native and adapted plantings in no-mow zones.
- Install street trees, where space allow, to add tree canopy which helps intercept stormwater before it hits the ground.

- Add green roofs, which can capture and use rain that falls on the roof.
- Use permeable paving in parking or other paved areas.
- Reduce impervious surface through retrofitting existing development and by limiting impervious surface on new development.
- Maintain existing stormwater facilities and infrastructure to get their maximum effectiveness.
- Encourage on-site infiltration and designs that mimic pre-development site conditions for stormwater management.
- Install educational signage and incorporate art informing the public about stormwater.
- Continue to require buffers along streams, ponds and other waterbodies to maintain a vegetated space between development and the water.
- Continue to provide resources on the Town's stormwater website about ways residents can help improve the quality of stormwater runoff entering local waterways.
- Continue to expand the Town's proactive stormwater program with retrofits, enhancements, educational events and enforcement of environmental regulations.

Opportunities that are more specific for each of the Character Areas include:

### **DOWNTOWN CORE**

- Retrofit and redevelop existing parking lots and building lots to include underground stormwater management facilities, bioswales and rain gardens to treat and slow surface runoff. Additionally, use rain barrels or cisterns to capture rainfall before it becomes runoff.

### **DOWNTOWN EXTENSION**

- Incorporate SCMs that enhance new development and redevelopment of sites, which may include rain gardens, designed wetlands, beautified wet ponds or other amenities that are an integral part of the site design.

### **SURROUNDING NEIGHBORHOODS**

- Convert swales into bioswales.
- Consider incorporating several neighborhood stormwater management systems to help manage and clean neighborhood stormwater.
- Encourage installation of rain gardens on private property.

### **LLOYD-BROAD**

- Convert swales into bioswales.
- Utilize open land and park space to help manage and clean neighborhood stormwater.
- Encourage installation of rain gardens on private property and connection with residents.

These strategies are especially important for the downtown area given its proximity to Morgan Creek and Lake Jordan. The use of innovative stormwater management and green infrastructure adjacent to roadways and parking areas can be especially effective at capturing and filtering out pollutants commonly found in runoff before it enters local waterways. These improvements can be implemented in conjunction with visual upgrades to existing surface parking lots and as part of roadway improvements.

Correct design, installation and maintenance of green infrastructure facilities is of utmost importance; this is especially true for innovative stormwater practices where plants serve functional purposes. Vegetated stormwater facilities do not necessarily require more maintenance; in fact, they should generally require less. However, they must be properly designed, installed and maintained to function effectively.

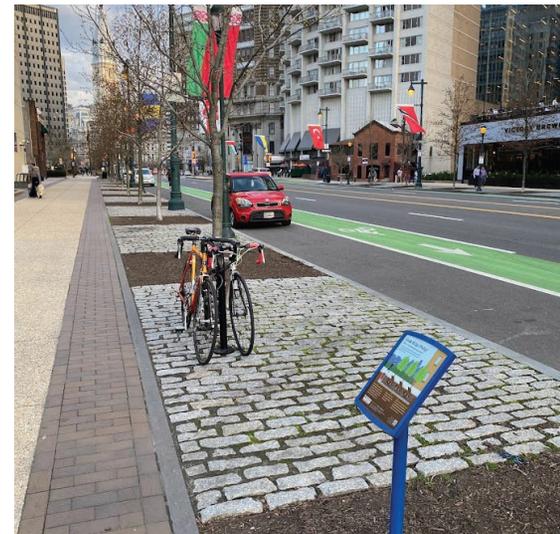
### **RAINWATER HARVESTING**

Using cisterns, rain barrels and other rainwater harvesting techniques can help reduce stormwater runoff, while also providing water for on-site use. Using reclaimed water from Orange Water and Sewer Authority (OWASA) can also help reduce environmental impacts by reducing the use of potable water for non-drinking purposes and flushing needs. In addition to intercepting rainwater through harvesting techniques and utilizing reclaimed water, reducing water consumption through low-flow fixtures and drought-tolerant plantings helps reduce the overall demand for freshwater consumption. These approaches not only help reduce stormwater runoff, but

also help reduce environmental impacts of using treated, potable water for non-potable needs (such as irrigation or flushing toilets).



*Bioswale designed into a parking lot*



*Curbside rain garden*

## OVERHEAD UTILITY LINES

Overhead power lines and telecommunication lines are part of modern life. Having overhead lines in or adjacent to the ROW creates certain challenges for street tree placement and keeping sidewalks free of obstructions. This Plan does not envision the undergrounding of overhead utility lines due to the expense and practicality of installing utility lines underground in the downtown area. However, if the chance arises, the Town should work with Duke Energy and other utility providers to install as many lines underground as possible.

## UTILITY BOX LOCATION

The location of ground-level utility boxes should be carefully planned to avoid conflicts with sight triangles, pedestrians and street trees. Utility boxes offer an opportunity for use as a canvas for public art and can be themed to reinforce the various parts of the Town. For

instance, historic-themed utility boxes could be located in the historic district and nature-themed utility boxes could be located in areas on the edge of the urban fabric.

## ALTERNATIVE ENERGY GENERATION

Innovative energy generation techniques can help reduce the reliance on greenhouse-gas generating electricity and make projects more resilient to power outages. The incorporation of solar and geothermal throughout the downtown area can help demonstrate the Town's commitment to climate action. Having solar lighting and solar electric bike charging stations are small-scale examples. Larger projects, such as solar roofs and geothermal heating systems can be incorporated into redevelopment projects based on their infrastructure needs. Sustainable practices in the downtown area should also include energy conservation efforts to reduce the

amount of energy needed. Both small-scale implementation and large-scale projects are needed to help the downtown area be more climate-conscious. As there can be competing goals between strategies, a case-by-case evaluation will be necessary to assess which strategy is most appropriate for a given site. For instance, taller buildings provide higher densities but also create larger shadows, which may impact opportunities for solar collection.

## SUSTAINABILITY HIERARCHY

As the Town considers utility strategies, particularly those related to water and energy, it is valuable to consider a sustainability hierarchy. Best practices would included the following priorities for utility strategies:

1. Reduce the need (efficiency first)
2. Rely on alternative sources (e.g., solar or rain cisterns)
3. Recycle, if applicable (e.g., water)



Utility box art



Small scale solar application



Residential scale solar application

# BRANDING & URBAN DESIGN

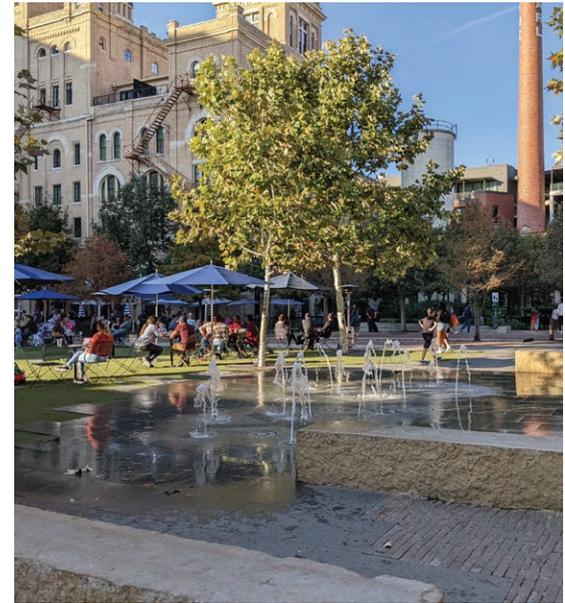
## PUBLIC SPACES

The design elements seen and experienced in public spaces such as parks and plazas create a lasting impression on people who visit the area. These are also the spaces where people can gather or spend time in the downtown area without patronizing a business. Parks and open spaces are often where you will see families spending time in urban spaces. Downtown Carrboro already has one great public space at Carrboro Town Commons and a variety of popular quasi-public spaces. There is community desire for more public and quasi-public spaces in the downtown area.

As the Town considers strategies for additional public and quasi-public spaces, it is recommended to include a mixture of space types, scales, amenities and experiences. A large, open grass area like the Town Commons is great for events and general play, but its location is removed from the daily visitors to the commercial core. Paved areas with movable furniture offer flexibility since the user can configure seating as they desire. Water features (e.g., fountains, splash plaza) attract people and can provide cooling opportunities, but the associated safety and maintenance must be considered during design. Smaller, scattered spaces help to create user options as they move through the area. Incorporating shaded seating, a variety of plantings, engaging art installations, universal accessibility for people regardless of their abilities or disabilities, event infrastructure and clear

signage will help create exciting experiences and welcoming spaces for all in downtown. Safety and cleanliness should be prioritized in all public/quasi-public spaces.

Branding and urban design elements outlined on the following pages can be used to unify the Downtown Core and Core Extension character areas described in the **Volume 1, Master Plan** chapter. Similar design elements may be used on a less intensive scale in the Surrounding Neighborhoods and Lloyd-Broad Neighborhood character area. For example, decorative paving patterns that may be used for an entire block in Downtown Core and Core Extension areas could be used only at intersections in the other character areas. Using branded street name signs could be done throughout all character areas to help unify the greater downtown area.



Urban public space featuring water play, multiple seating types and shade trees



Small-scale quasi-public gathering area



Art park space with interactive elements

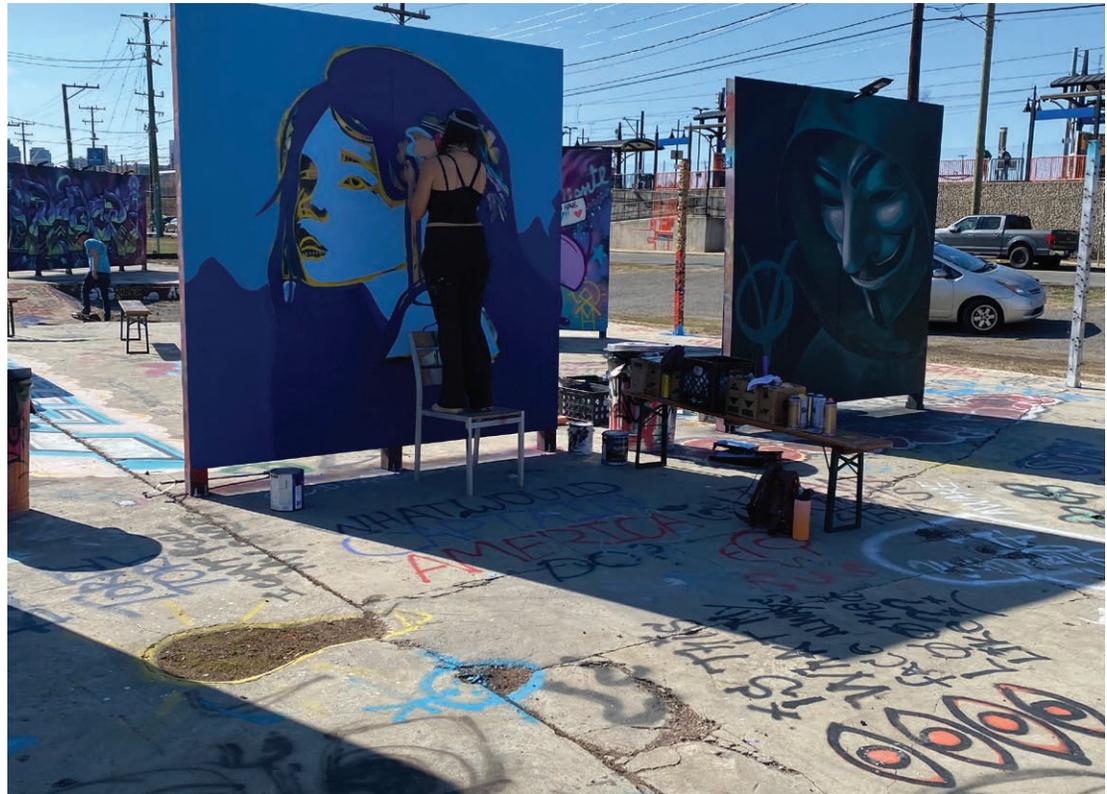
## PUBLIC ART

Public art can provide many functions and benefits in a downtown setting. Public art provides opportunities to celebrate local history, culture and artists. It can be used to effectively enliven buildings, parking lots and other spaces lacking visual interest or a sense of place. Public art can be visual, educational and interactive, taking forms such as gateways, signage, murals and sculptures. Even functional elements like paving, benches, trash cans and screening fences can be turned into distinctive art pieces.

The Town should consider creating a public art plan to identify strategic locations for permanent and/or temporary art installations in both small- and large-scale spaces. Art in public spaces should encourage people to stop and enjoy it with adequate space to allow for this. Interactive art is encouraged as it creates a unique experience while engaging viewers as active participants. Examples include musical or sound elements, light and shadow play, and art with movable components.

The Town could consider various ways to showcase rotating art exhibits around the downtown area, perhaps by creating a dedicated art trail or by setting aside some private space to host rotating art pieces. Temporary art can be used to expand public art without the expense of permanent installations, while also drawing visitors for new experiences. The Town could also consider creating a public art program that dedicates a certain percentage of project budgets to a public art fund.

Vandalism of public art can be an issue. Potential solutions could include temporary art or providing a “graffiti wall” to give people a legitimate outlet for graffiti.



Public graffiti wall



Small-scale art installation



Educational public art

## SITE FURNISHINGS

Site furnishings include elements such as seating, waste receptacles, planters, screens, shade structures and tree grates. These elements should be visually appealing, commercial-grade, durable and made of vandal-resistant materials. They offer a chance to reflect the desired character of the downtown area, whether it be historic, contemporary, eclectic or another style. Furnishings can maintain a consistent aesthetic or allow businesses to express their unique identities through varied styles, colors and designs along a block. The heat conductivity of materials should be carefully considered when selecting benches, tables and other surfaces that people will touch during summer months.

The Town should consider both movable and accessible mounted furniture in public spaces, while seating along a streetscape and at bus stops should be mounted to the pavement. Trash and recycling receptacles should be located at regular intervals along the street, at bus stops and in all public spaces to make it easy and convenient for people to clean up after themselves. Bike racks should be placed at regular intervals along the street, at all public facilities, at key points of interest (e.g., grocery store, event venues) and at bus stops.

The Town's 1990 Downtown Design Guidelines included examples of benches, trash cans and bike racks. The Town may consider updating those guidelines with preferred furnishing families including benches, tables, litter receptacles, light poles and luminaries, and planters, as well as clearly determining where the rules may be "broken" to allow for creativity and interest.



*Unique wood benches*



*Existing furniture in downtown*



*Metal café seating*

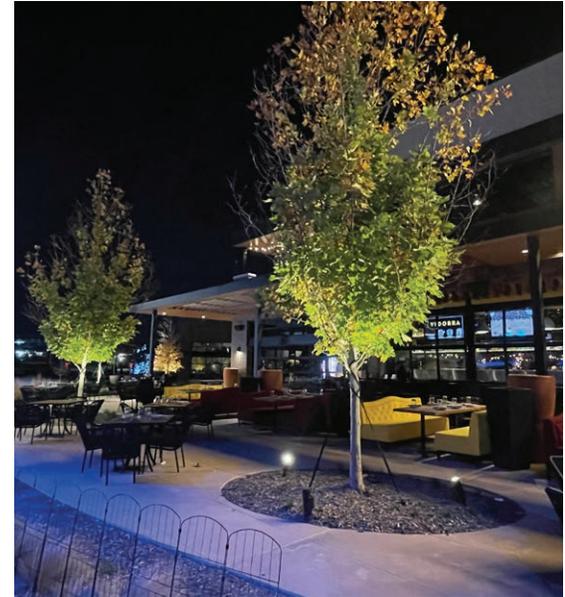
## LIGHTING

Effective lighting sets the mood, enhances safety and adds visual appeal during evening activities. It can help draw attention to art, benches and other elements that help create a quality space. It also serves as an architectural feature that can either highlight the historic charm of a downtown area or contribute to a modern, contemporary look. Lighting should be integrated into the overall urban design guidelines to ensure that its materials and aesthetics align with the downtown branding strategy. Thoughtful implementation is key, addressing different scales and complementing the surrounding context. This includes incorporating lighting for vehicular areas along streets, placing bollards at intersections and introducing pedestrian-focused lighting along key pedestrian pathways.

Lighting can also be used as art itself and for the sole purpose of highlighting special building or landscape elements. Decorative and accent lighting should be used sparingly, on iconic buildings and in major public spaces, to preserve the impact when it is used.

The downtown area primarily has vehicular focused lighting along the streetscape. Due to limited ROW, this may be the only option in many locations. The Town could consider more ornamental, pedestrian-scale lighting in gathering areas. The use of a distinctive light pole or color could be used as a visual cue that people have entered downtown.

All lighting should follow Dark Sky principles to protect the nighttime sky and avoid negative impacts of lighting. Quality lighting is also important to create a safer nighttime environment by illuminating pedestrian crossing areas and reducing dark areas that may feel uncomfortable for people. Providing a well-lit pedestrian experience is key to increasing people's feeling of safety in a downtown environment.



*Landscape accent lighting*



*Pedestrian bollards at an intersection*



*Decorative street lamp with banner*

## STREET TREES

During community engagement, the desire for additional shade trees in the study area was frequently voiced. Street trees provide multiple benefits such as shade, heat island effect mitigation, air quality mitigation, traffic calming, aesthetics, stormwater management and habitat, among other things. Providing shade along sidewalks greatly increases pedestrian comfort and, even along primarily vehicular corridors, shade can help reduce the ambient heat caused by paved surfaces. Ideally, shade is provided by street trees of shade-tree species. Ornamental trees can also be used in select locations to provide visual interest but do not have as large of an impact on shading. All tree species used should be native, selected for disease resistance, adapted to the climate, and appropriate for the context or setting in which they are being planted. Ideally, street trees should include multiple different species to create a more sustainable urban forest.

Providing adequate soil volume is an important factor in determining the fate of street trees and allowing them room to grow large enough to provide shade. Today's best practices suggest 1,000 cubic feet of soil volume is necessary to support a thriving street tree in an urban environment. Soil volume can be provided in planting areas, tree wells/pits or underneath walking surfaces with the use of suspended pavers. Based on limited ROWs in some areas, the provision of street trees would likely require coordination with and an easement from adjacent private landowners to plant trees on their property. High-quality soil and room for root growth are critical to street tree success and should be prioritized.



*Examples of street trees*

## LANDSCAPING

Similar to street trees, the community expressed a desire for additional plants and landscapes downtown. Landscape plants provide many functions in a downtown. Landscaping along a street and in public spaces helps to improve the micro-climate and the aesthetic of the area. Shade trees provide shelter while shrubs can function as buffers between pedestrians and vehicular traffic. Ornamental trees can be used to highlight pedestrian corridors, public art, monuments or places of respite.

Plant materials should be selected for function, a species' ability to withstand and thrive in an urban context and the local climate, and the maintenance requirements. Plant materials such as shrubs, perennials and ornamental grasses should include native species selected to provide year round interest during all seasons by selecting plants that vary in color, bloom, shape and texture. The use of planters with enhanced annual plantings should be focused in high-traffic pedestrian areas.

In an urban setting, landscaping should allow for unobstructed pedestrian movement and visibility.

Much of the property in the downtown area is privately owned, so having a robust landscape and tree preservation ordinance in place is critical to maintaining existing vegetation. In addition, many communities create programs to support tree planting on private properties to enhance the tree canopy.



*Examples of urban landscape design*

## PARKING LOTS

As previously noted in the Plan, there is very little opportunity for on-street parking within the study area and essentially all parking in the commercial area is concentrated in surface lots and parking garages. Providing space for cars to park is an important part of a downtown's economic success as there will always be some people who cannot conveniently and/or feasibly access the area otherwise. However, parking lots do not need to be simply a large swath of impervious pavement. A traditional parking lot (e.g., lot at Sweet Bay Place and Roberson Street) largely lacks vegetation and shade, contributes to the heat island effect and prevents stormwater absorption. There are multiple ways to improve a parking lot for aesthetics, stormwater functionality, temperature regulation and user comfort.

Increasing vegetation in and around parking lots can improve their aesthetics and help to mitigate the impacts listed above. Shade trees and low-growing ornamental plants along the perimeter, in planting islands and/or between rows of parking, can make an impactful difference. Trees with extensive surface roots, weak wood, or that drop a lot of fruit, branches and/or large leaves should be avoided. Low-growing plants should grow to a max of 30-36 inches to preserve sight lines for drivers.

Using pervious pavement in parking lots can help to manage stormwater and reduce the heat island effect. The lot's location and site context (e.g., drainage patterns, soil type, etc.) will help determine which types of pavement would be most beneficial and where in the lot (e.g., parking stalls) to use the pavement. Combining pervious pavement

with green infrastructure, such as rain gardens or bioswales, can enhance the stormwater management functionality.

Lastly, the exterior treatment of parking garages can enhance their aesthetic and ecological functionality. The addition of murals/artwork, colorful lighting and/or parking garage screen walls can make garages more visually appealing, preserve airflow and provide an opportunity to coordinate with the local art community. Incorporating plants and green walls can similarly add visual appeal while also helping to improve air quality. Solar panels can be placed on the roof and/or on top of shade structures to integrate with rooftop parking.



*Parking lot landscaping*



*Pervious pavement in parking stalls*



*Decorative parking garage screen wall*

## GATEWAYS AND SIGNAGE

Gateways and signage play a crucial role in downtowns by enhancing wayfinding, ensuring visitors can easily navigate and discover key attractions and services. They also contribute to the area’s identity and aesthetic appeal, creating a welcoming atmosphere that attracts visitors.

Gateways create an enhanced entrance into an area and help people understand that they are entering a special district. Public parking and directional signs are helpful in creating a comfortable space for visitors and can help support local businesses by encouraging tourism.

The Town adopted its Wayfinding Program in 2020 (see Figure 32) which includes recommended locations for signage throughout the downtown area (not mapped here). This Plan recommends the addition of downtown gateways that reflect this aesthetic.

Gateway design elements often include signage, architectural elements, enhanced landscaping, lighting and public art to create robust visual entrances. A series of primary and secondary gateways are proposed to create improved entrances to the downtown area. Secondary gateways will be smaller in scale,

but should use similar branding, plant palette and design aesthetics as primary gateways.

### PRIMARY GATEWAY LOCATIONS

- N. Greensboro Street @ Pleasant Drive
- S. Greensboro Street @ Old Pittsboro Road
- W. Main Street @ Hillsborough Road
- E. Main Street @ N. Merritt Mill Road
- Jones Ferry Road @ NC-54 On/Off Ramp

### SECONDARY GATEWAY LOCATIONS

- W. Rosemary Street @ N. Merritt Mill Road
- S. Merritt Mill Road @ W. Cameron Avenue

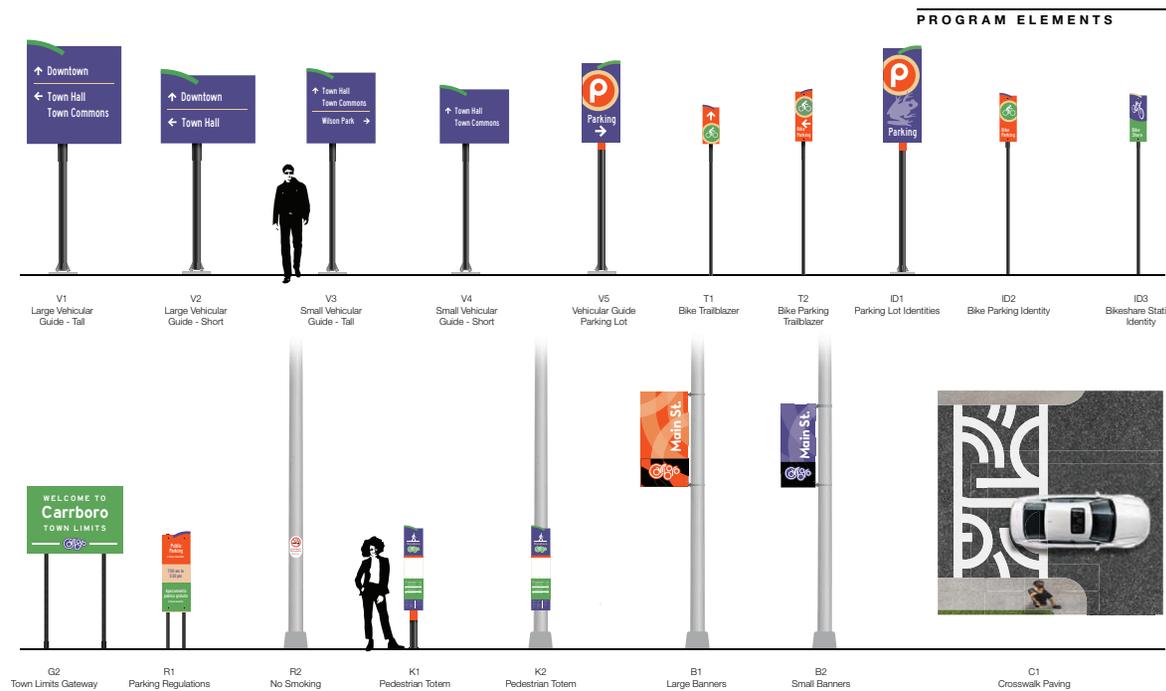


Figure 32. Town of Carrboro Wayfinding Program - Family of Sign Types (Design by Others)



# BUILDINGS & FRONTAGES

The creation of good public spaces does not end at the boundary of the public ROW. The form of the surrounding buildings and the context they create for the public realm have an immense impact on the character of the space and its success in a community. Building form should also respond to the type of street environment and configuration that exists or is to be created over time. Street design and building form go hand-in-hand and must be aligned to create a harmonious and vibrant public realm. See Figure 33 and Figure 34 on the following pages for illustrations of some of the principles described below.

## HEIGHT, MASSING & SCALE

The height, massing and scale of a building should be reasonably proportional to surrounding buildings and the streetscape so that they do not overpower the public realm. Buildings must be designed and sculpted to create a comfortable experience, especially in highly pedestrianized environments. The height, massing and scale of buildings need to be balanced with the size of surrounding or adjacent ROWs and open spaces. Buildings and the elements that contribute to their facades should have a proportion and scale that are welcoming for pedestrians. Considerations in massing include, but are not limited to, creating a sense of enclosure or openness, sunlight and shadows, reinforcing views, and wind patterns. The downtown area has a variety of existing building heights, and it is recommended that any new buildings should be two-to-five stories in height (as identified in the character areas described in the **Volume 1, Master Plan** chapter). This is enough height to create downtown appropriate densities and allow for a variety of uses without overwhelming the existing community fabric.

## BUILDING PLACEMENT

Buildings in pedestrianized areas should be located at or near the front property line, in order to reinforce the streetscape and create a quality pedestrian experience.

For residential uses, the building placement will depend on the type of residential building being proposed and the context. Townhomes and multifamily buildings should be located at or near the property line to ensure the proper proportions are created for the public realm. Where single-family dwellings are appropriate, they should be set back 8-15 feet from the property line, close enough to engage the sidewalk but providing some buffer for the home. Encouraging units to be located closer to the street reinforces the streetscape, creates a quality pedestrian environment and opportunities for socialization.

For mixed-use and commercial buildings, the building placement should be setback 0-20 feet from the property line, depending on the street typologies on which the building fronts, and include a wide sidewalk between the building and public sidewalk. Larger setbacks should only be used in order to incorporate additional pedestrian space or enhance the

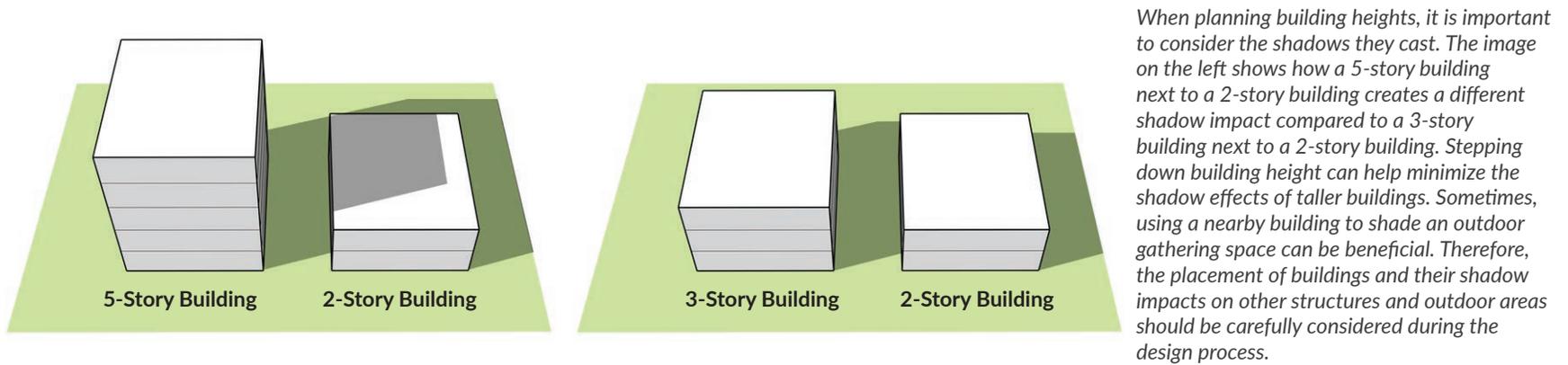
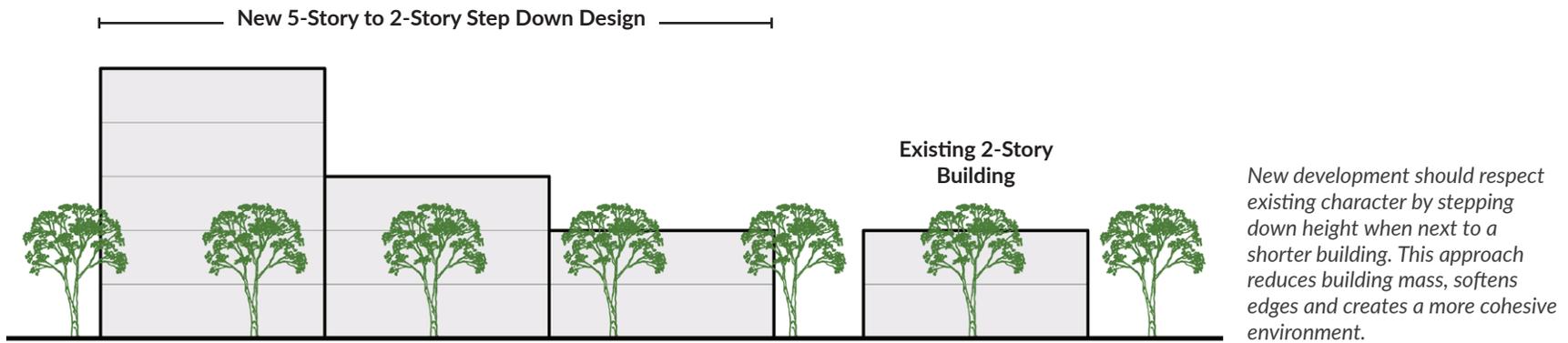
pedestrian experience, such as the elements noted in the renderings in the **Volume 1, Master Plan** chapter.

## BUILDING FACADES

Enhancing building facades with inviting features not only enriches the pedestrian experience, but also enhances the overall scale and appeal of the structures. It is crucial to steer clear of long, monotonous walls devoid of windows or entrance features. Architectural elements like balconies, porches, patios, colonnades, awnings and light fixtures should adorn facades along the street. All buildings, whether residential, mixed-use or commercial, must prioritize prominent entry features that have direct connections to public sidewalks.

## ENCROACHMENTS

Encroachments are building elements that protrude across the property line into the public ROW. Given the limited space along the downtown area streets, encroachments in the form of overhangs could be a good strategy to provide sidewalk shade where there is not sufficient space for street trees.



**Figure 33.** Compatible Building Heights and Shadow Impacts

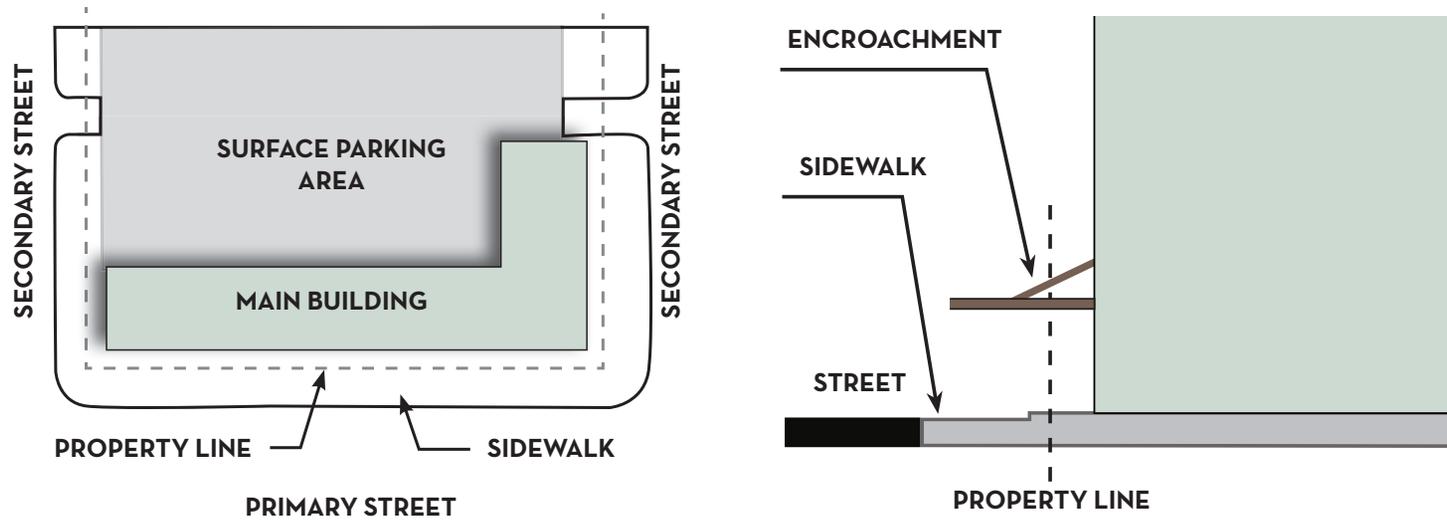


Figure 34. Strategies to Address Urban Design Using Building Form

## STOREFRONT AND WINDOW ACTIVATION

To maintain a successful downtown, it is crucial to actively engage pedestrians with their immediate surroundings. Storefronts play a crucial role in serving as the seam between the public and private realms. Appealing, well-lit and lively storefronts play an essential role in supporting a downtown.

While motorists driving through a district will notice if the majority of storefronts are inactive (thus signaling a struggling area), pedestrians are even more sensitive to these types of details. For example, visitors walking in a downtown may turn around and return to their cars if there are several empty storefronts in a row.

Activation strategies to encourage pedestrians include:

- Outdoor café seating
- Pop-up signs and sidewalk sales
- Window displays
- Potted plants and flower boxes
- Seasonal decor and displays

As discussed in the downtown mobility section on page 148, a “frontage zone” of at least 2 feet along building frontages is helpful to allow room for activation elements, door swings, etc.

Empty buildings and frontages are inevitable for any retail area. Activation with a pop-up shop, seasonal use, public/civic use, art installation or even just interesting window

displays can help fill the space temporarily until a more permanent use comes in. These are also strategies that can be used for privately owned buildings that do not currently have an active use on the ground floor.

Activation also means that businesses are actually open when visitors are expecting to patronize them. This includes being open during reasonable hours during most days of the week and into the weekends and evenings.



Plants help to enliven a sidewalk



Outdoor café seating



Art in a vacant storefront

## BUILDING AND SITE LIGHTING

Improving storefront lighting encourages exploration on foot, draws attention from passing motorists and encourages business/property owners to improve their displays. Storefronts should be lit from inside and out, where possible, irrespective of whether the building is vacant or open.

It is recommended that the Town work with property owners to maintain a database of buildings to include interior and exterior lighting and assess the costs of making improvements. Outside of keeping properties in good maintenance and curating tenants, this is perhaps the most important step property owners can take to benefit their individual properties and the downtown area as a whole.

All lighting should follow Dark Sky principles to reduce light pollution and be cognizant of lighting's environmental impact. The Town can take two main approaches to help reduce light pollution in the downtown area.

The first is retrofitting existing lighting. This would be a Town-led, proactive approach to replacing existing lighting with full cutoff fixtures, changing out bulb type to adjust the color of light to decrease the amount of blue light being emitted, and modify lights to operate on timers which turn off at some point during the night.

The second approach is to require all new exterior light installations to limit light pollution by including full cutoff fixtures, limit blue spectrum light colors, limit lighting intensity, set maximum fixture heights and have time limits in place for lighting to turn off.



*Roofline lighting example*



*Illuminated channel letter sign example*



*String lights example*

## SIGNAGE

Signage is an important element of the urban environment and, if well done, can be a major asset for the community. Businesses rely on clear and visible signs, so the Town should work closely with the business community to balance signage needs and visual distractions. Signage in the downtown area should be pedestrian-scaled and focused with interesting detailing and unique branding.

Using external illumination, temporary A-frame sidewalk signs, neon and other smaller-scale sign options will help support an attractive environment. Signs that are meant for vehicular traffic, use internal illumination and incorporate bright LED lights are incompatible with the environment envisioned for the downtown area and should be avoided.



*Pedestrian-scale business signage conveys the business brand in an inviting manner*

## BLENDING NEW BUILDINGS WITH EXISTING HISTORIC STRUCTURES

The Town has well-maintained historic properties, such as the historically significant Strayhorn House, and three National Register historic districts that should be celebrated and preserved for the future generations to enjoy. Historic properties also help cultivate a unique sense of place and can support a high-quality built environment and aesthetic. Carefully balancing the maintenance of historic buildings (e.g., building upgrades to meet fire code) with new development is an important aspect of allowing the downtown area to continue to grow without losing the existing community fabric.



*A new building that reflects the historic building materials in the area*

Blending the scale, mass and architecture of new construction with the existing buildings can help ease the transition from old to new. Careful architectural detailing and roof type and pitch help not only align new construction with older building techniques, but also provide interest for pedestrians.

From mill-era housing to modern architecture, Carrboro has embraced a wide variety of architectural styles, materials, colors and design aesthetic. This variety should be continued in the downtown area, but when building immediately adjacent to a historic property, the design choices should be more reflective of the historic resource for compatibility. Elements more reflective of historic design can include brick facades with frieze banding or smaller-scale residential buildings with porches and simple roof lines.

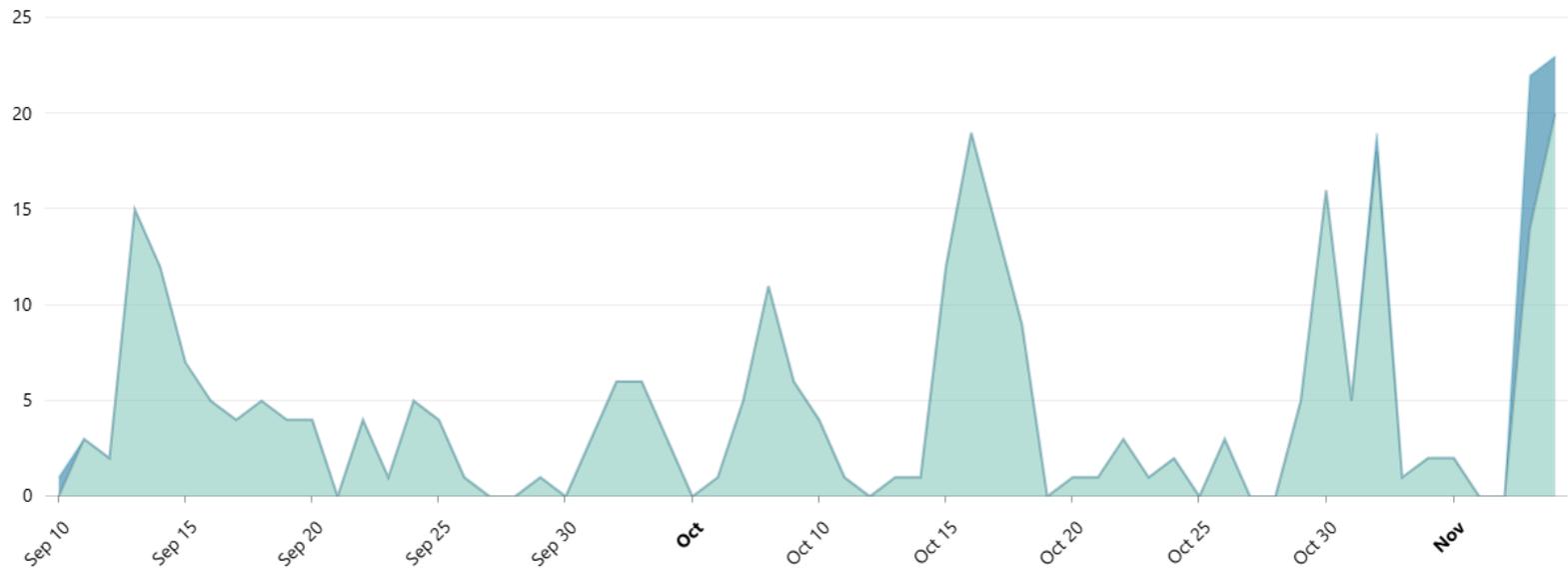
# *Appendix: Engagement Summaries*

## ENGAGEMENT SUMMARY: PUBLIC SURVEY

### SURVEY SUMMARY

The Carrboro Downtown Area Plan Public Survey was open from September 1 to November 8, 2024 and received 286 responses. It was hosted on the Town of Carrboro’s public engagement website, Engage.CarrboroNC.gov. The Town also distributed paper copies of the survey, which were entered into the online survey for inclusion in the final results. Survey questions were designed to learn what respondents value about downtown Carrboro, what changes they want to see, why they do or do not spend time in the downtown area, and what their priorities are for the future of the downtown area.

Survey Response Rate

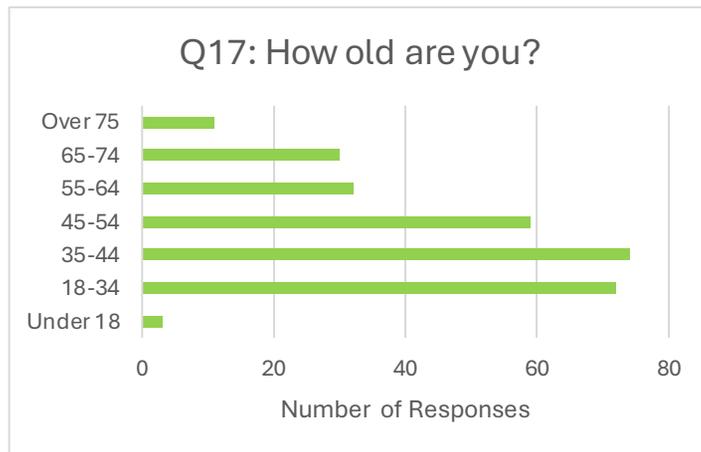


## DEMOGRAPHICS

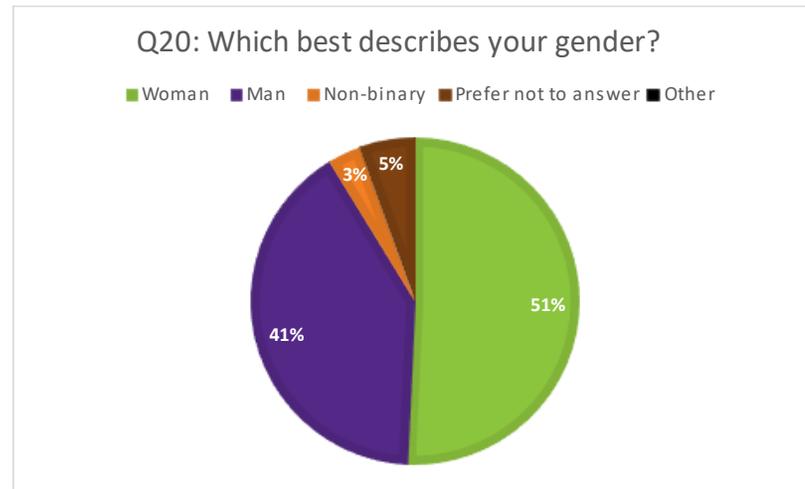
### AGE AND GENDER

The survey asked a number of demographic questions in order to gauge whether the responses were representative of Carrboro’s population. 35-44 years old is the most represented age bracket in the survey, making up 26.3% of the total responses, followed by 18-34- and 45-54-year-olds, at 25.6% and 21%, respectively. The least represented age bracket is individuals under 18, at 1.1% or 3 responses, compared to 21% of Carrboro’s actual population according to the US Census. Individuals over 65 made up a total of 14.6% of responses, compared to 11% of Carrboro’s population.

The gender identification breakdown shows that people who identify as women are most represented in the survey, making up 50.7% of the total responses. 40.6% of the responses were from people who identify as men.



98% Response Rate

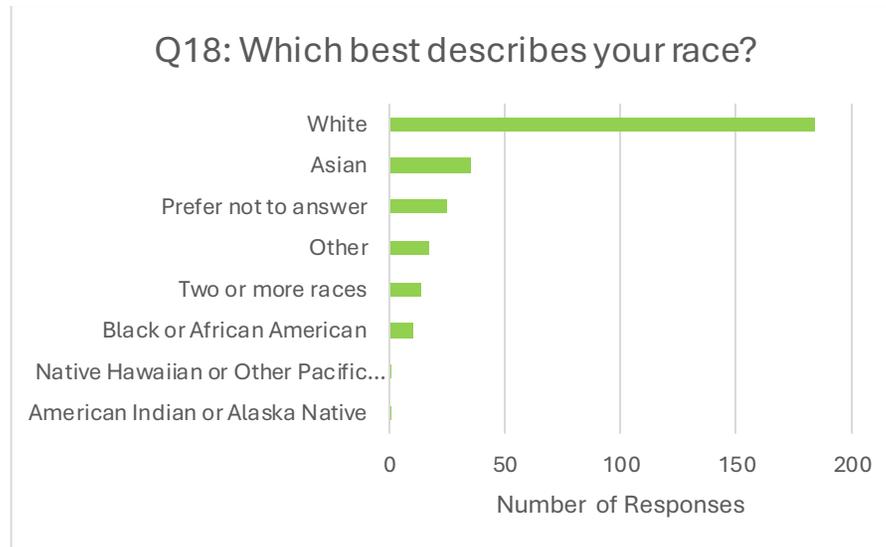


97% Response Rate

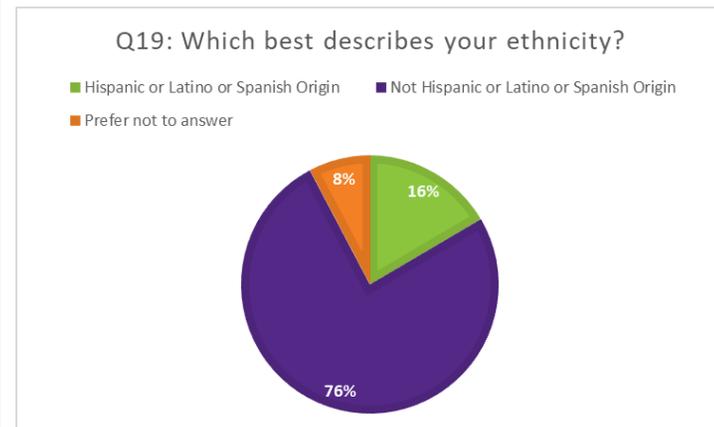
## RACE AND ETHNICITY

Survey respondents were primarily White, representing 66.7% of the total responses. This is in line with Carrboro’s population, which is 68% White, according to the US Census. The second most prominent race represented in the survey is Asian (9% of Carrboro’s population), making up 12.7% of the total survey responses. The Black or African American community is under-represented, with only 3.6% of survey responses, compared to 14% of Carrboro’s population.

At 75.7%, most survey respondents identified as not Hispanic or Latino or of Spanish Origin, and 16% did identify as Hispanic or Latino or Spanish Origin. According to the US Census, 8% of Carrboro’s population identifies as Hispanic or Latino.



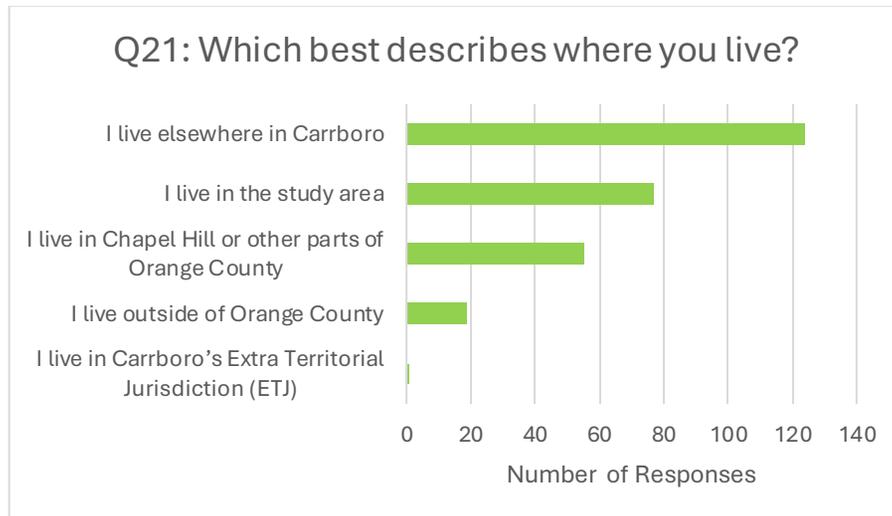
97% Response Rate



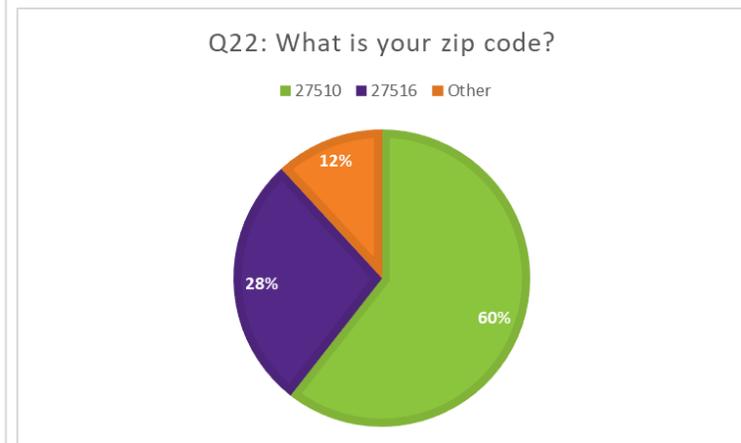
95% Response Rate

## HOME AND WORK CHARACTERISTICS

While 27.9% of respondents live within the downtown area, survey respondents primarily live elsewhere in Carrboro, representing 44.9% of survey responses. 19.9% live in Chapel Hill or other parts of Orange County, and 6.9% live outside of Orange County. Survey respondents also primarily live in the 27510 zip code, which includes most of Carrboro south of Homestead Road.



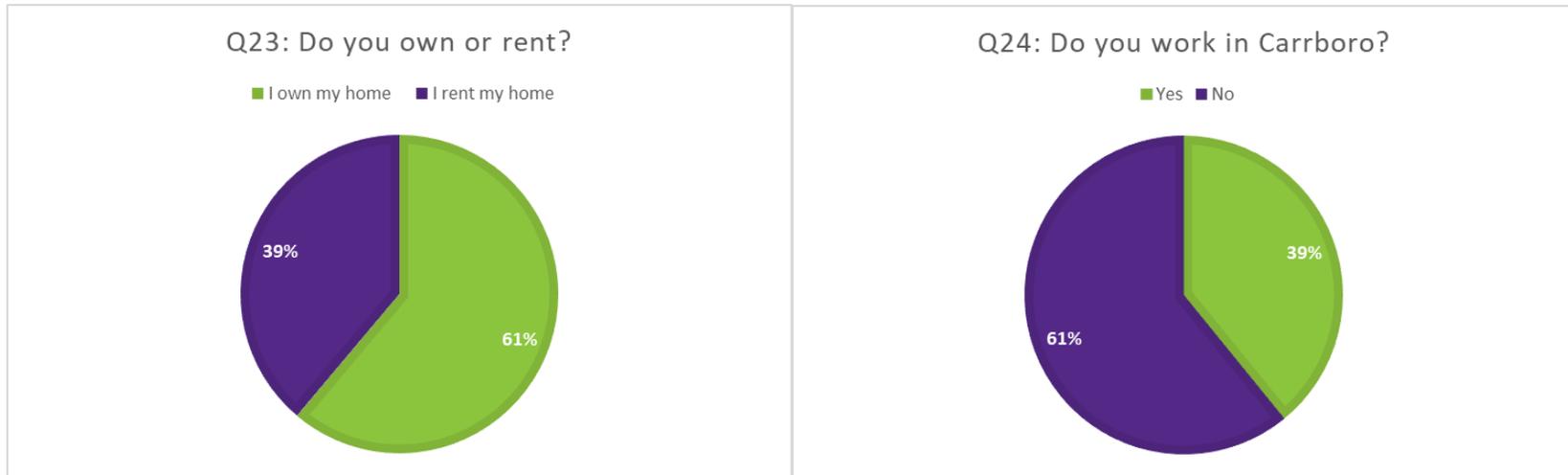
97% Response Rate



98% Response Rate

Respondents are also primarily homeowners, representing 61.2% of the total survey responses. According to the US Census, 44% of housing units in Carrboro are owner-occupied (as of 2022).

At 60.9% of the total responses, survey respondents primarily do not work in Carrboro. Thus, responses indicate that the majority of respondents live in Carrboro but work elsewhere.



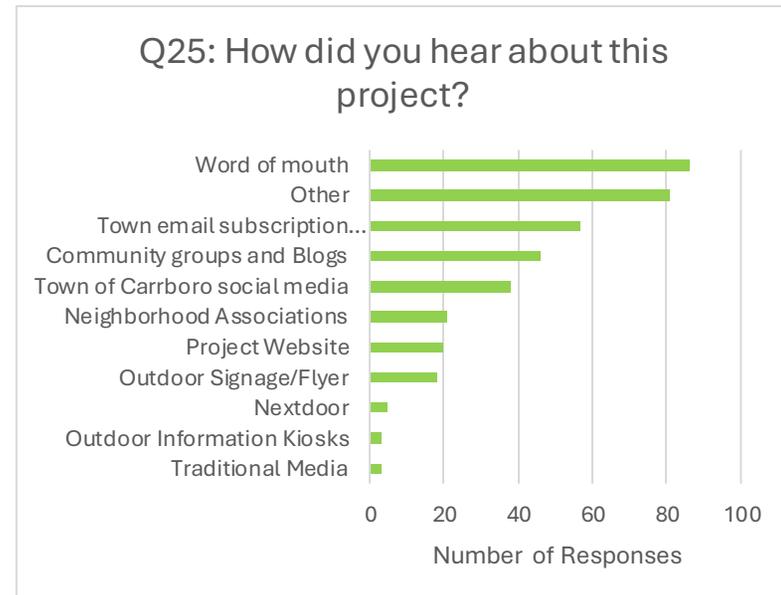
97% Response Rate

97% Response Rate

Survey participants primarily heard about this project via word of mouth or another unspecified mode, representing 30.9% and 29.1% of total responses, respectively.

“Other” responses included:

- CHW P Especialista de la Comunidad ECH (1)
- El Centro Hispano (39)
- Email (1)
- Instagram (1)
- Jackson Center (6)
- Mailer (3)
- Word of Mouth (1)
- NAACP email (1)
- Postcard (3)
- Refugee Community Partnership (20)
- Service on town committee (1)
- Town staff (1)
- Triangle Blog (1)
- Twitter (1)
- Work (1)



97% Response Rate



## RESPONSE SUMMARIES

### QUESTION 1: IN 20 YEARS, WHAT DO YOU HOPE IS STILL HERE? THIS COULD BE A BUSINESS, A LANDMARK, A NEIGHBORHOOD, OR EVEN AN EXPERIENCE.

73% Response Rate

Survey participant responses to this question were open-ended, along with an opportunity to place points on a map. Respondents indicated that they really value the small, unique, local businesses in the area, as opposed to chain stores, such as Neal’s Deli, Gray Squirrel Coffee, Open Eye Café, Steel String Brewery, and Carrburritos. The most commonly mentioned locations were:

- Weaver Street Market,
- The Carrboro Farmers’ Market,
- Cat’s Cradle, and
- The ArtsCenter.

There were several other recurring themes in the survey responses.

- Respondents value the historic sites and character of Carrboro. There is a desire to preserve the historic brick buildings and the town’s overall aesthetic as Carrboro undergoes further development.
- Public and green spaces like the Town Commons, the Libba Cotten Bike Path, and parks contribute to the town’s walkability, sustainability, and capacity for leisure.
- Community amenities, such as the incoming library, thrift shops, and other accessible services, are critical components of a thriving community.
- Events and festivals are valued because they promote a sense of togetherness.

Table 1 | In 20 years, what do you hope is still here?

Location / Theme	Mentions	Location / Theme	Mentions
1 100 East Main Street	1	7 Affordable Commercial Space	2
2 203 Project	1	8 Affordable Housing	4
3 309 North Greensboro Street	1	9 Affordable Rental Housing	2
4 401 Main	1	10 Affordable Restaurants	2
5 Acme	1	11 Affordable Services	2
6 Advance Auto Parts	1	12 Akai hana	6



TOWN OF CARRBORO • NC

Location / Theme	Mentions	Location / Theme	Mentions
13 Alabama Ave Neighborhood	1	42 Carburritos	6
14 Ali Cat Toys	1	43 Carolina Car Wash	2
15 All Day Records	1	44 Carr Mill Mall	23
16 Al's Garage	1	45 Carrboro Clinic	1
17 Architecture	1	46 Carrboro Coffee Roasters	2
18 Armadillo Grill	3	47 Carrboro Elementary	1
19 Artists	1	48 Carrboro Family Vision	3
20 Artist's Park	2	50 Carrboro Music Festival	5
21 Arts	1	51 Carrboro Pizza Count	1
22 Arts Center	20	52 Carrboro Plaza Count	2
23 Arts Education	5	53 Carrboro Plumbing!	1
24 Attractive to Young People	1	54 Carrboro Public Schools	5
25 AutoLogic	1	55 Carrboro Town Commons	5
26 Back Alley Bikes	3	56 Carrboro Town Hall	1
27 Baldwin Park	1	57 Carrboro Veterinary	1
28 Bank of America	1	58 Carburritos	1
29 Basketball Court	1	59 Cat's Cradle	30
30 BellTree Cocktail Club	2	60 Cemetery	2
31 Bike Infrastructure	21	61 Century Center	9
32 Black Community	2	62 Century Center Bus Stop	1
33 Bowbar	1	63 Cham Thai	2
34 Braxton Foushee Street	1	64 Chapel Hill Tennis Club	1
35 Breakaway	5	65 Cheese Shop	1
36 Broad Neighborhood	1	66 Civic Participation	1
37 Broad Street	1	67 Cliff's Corner	5
38 Broad/Lloyd/Fowler of Northside Neighborhood	1	68 Cogen's Train Line	1
39 Cafes and Restaurants	6	69 Community	1
40 Campus	1	70 Community Center	1
41 Car free	3	71 Community Gathering Spaces	1



TOWN OF CARRBORO • NC

Location / Theme	Mentions	Location/Theme	Mentions
<b>72</b> Community Ownership	2	<b>102</b> Fleet Feet	1
<b>73</b> Community Values	1	<b>103</b> Flylead Books	1
<b>74</b> Community Worx	5	<b>104</b> Food Lion	1
<b>75</b> Compost Facilities	2	<b>105</b> Food Trucks	1
<b>76</b> Co-op	1	<b>106</b> Fountain	1
<b>77</b> Country Junction	2	<b>107</b> Fourth of July Parade	1
<b>78</b> Crosswalks	2	<b>108</b> Frank Gallery	2
<b>79</b> CSPUG	3	<b>109</b> Free Market	1
<b>80</b> CVS	4	<b>110</b> Free Parking	14
<b>81</b> Cybrary	2	<b>111</b> Free Public Transit	2
<b>82</b> Destinations	1	<b>112</b> Free Services	1
<b>83</b> Dingo Dog	6	<b>113</b> Freight Rail	1
<b>84</b> Dispute Settlement Center	1	<b>114</b> Friendly Barber	2
<b>85</b> Domino's Pizza	1	<b>115</b> Garden Center	1
<b>86</b> Downtown	23	<b>116</b> Garnachas Rivera	1
<b>87</b> East Coast Electric Speed Shop	2	<b>117</b> Gas Station	2
<b>88</b> Economic Impacts	1	<b>118</b> Glasshalfull	8
<b>89</b> Education	1	<b>119</b> Golden Fig	1
<b>90</b> El Centro Hispano	7	<b>120</b> Gourmet Kingdom	5
<b>91</b> Essential Services	13	<b>121</b> Grand Clock	1
<b>92</b> Families	3	<b>122</b> Gray Squirrel	7
<b>93</b> Family friendly atmosphere	1	<b>123</b> Greensboro Street Sidewalk	1
<b>94</b> Farmer's Market	81	<b>124</b> Greenspace	7
<b>95</b> Festivals	4	<b>125</b> Greenway	3
<b>96</b> Fifth Season	5	<b>126</b> Gym	4
<b>97</b> Fillaree Refill Station	1	<b>127</b> Halloween Fair	1
<b>98</b> Fire Station	4	<b>128</b> Hampton Inn	1
<b>99</b> Fire Trucks	1	<b>129</b> Harris Teeter	10
<b>100</b> First Watch	1	<b>130</b> Haw River	2
<b>101</b> Fitch Lumber	24	<b>131</b> Healthy Options	2



TOWN OF CARRBORO • NC

Location / Theme	Mentions
132 Hearn's	1
133 Height Increases	1
134 Hispanic Businesses	1
135 Historic Buildings	16
136 Historically-Black Communities	1
137 Homeownership and Affordability	1
138 Housing	2
139 Human-scale Environment	2
140 IFC	4
141 Inclusivity	1
142 InterFaith Council	2
143 Intersection Safety	1
144 Jade Palace	3
145 Jones Ferry Road	1
146 July 4 <sup>th</sup>	2
147 K2 Fitness	1
148 La famosa panaderia	1
149 Lanza's	11
150 Latin Grill	1
151 LatinX Pride	1
152 Less Visible Parking	1
153 Libba Cotten Bike Path	9
154 Library	13
155 Limited Development	1
156 Live Music	8
157 Lloyd	1
158 Lloyd Businesses	1
159 Lloyd Street	1
160 Local Arts	1
161 Local Corridor	1

Location / Theme	Mentions
162 Local Government Access	1
163 Local Identity	1
164 Local Radio	1
165 Local shops	38
166 Loving Kindness Yoga	1
167 Luna	4
168 Main Street	6
169 Main Street Businesses	7
170 Martin Luther King Jr. Park	1
171 MC Jackson Center	1
172 Mellott	1
173 Mercato	6
174 Merritt Mill	1
175 Mill District	3
176 Mill Houses	3
177 Milltown Dentistry	1
178 Mission-driven Organizations	1
179 Mixed-use Corridor	1
180 Mixed-use District	1
181 MLK Park	1
182 More diverse community	1
183 Mural	3
184 Music Festival	4
185 Napoli	3
186 NC Crafts Gallery	1
187 Neal's Deli	5
188 Neighborhood grocery store	1
189 New CVS	1
190 New Development	1
191 Northside Neighborhood	1



TOWN OF CARRBORO • NC

Location / Theme	Mentions	Location / Theme	Mentions
192 O2 Fitness	1	222 Reuse	1
193 OCSC	2	223 Roberson Bikeway	1
194 Old Grist Mill	1	225 Robinson's Seafood	1
195 Old Train Station	1	226 Safety	7
196 Open Eye	17	227 Senior Center	1
197 Open Streets Bike Festival	1	228 Senior Housing	1
198 Orange County Social Club	1	229 Services to meet daily needs	1
199 Outdoor Gathering Spaces	30	230 Shop windows	1
200 OWASA	1	231 Sidewalks	8
201 PARcycle	1	232 Small Homes	2
202 Parking	7	233 Small shops	1
203 Parks	17	234 Small-town Feel	5
204 Passenger Rail Service	1	235 Social Center	1
205 Pedestrian Infrastructure	2	236 SORS	2
206 Peel Art Gallery	2	237 Southeast Camera Shop	2
207 Pelican's	2	238 Southern States	11
208 Piedmont Health Services	2	239 Sports Facilities	1
209 Pine Knolls	1	240 Spotted Dog	5
210 Police Department	5	241 St. Paul AME	2
211 PORCH	2	242 Status Quo	2
212 Pride	1	243 Steel String	9
213 PTA Bike Path	1	244 Strayhorn House	1
214 Public Art	3	245 Strayhorn-Barbee District	1
215 Public Pool	1	246 Street Openings	1
216 Public Space	3	247 Supermarket	5
217 Rail Line	3	248 Tandem	3
218 Rails-to-Trails	1	249 Tar Heel Pharmacy	1
219 Recreational Facilities	4	250 Tesoro	5
220 Redevelopment	1	251 Thai Station	4
221 Refugee Community Partnership	2	252 The Beehive	1



TOWN OF CARRBORO • NC

Location / Theme	Mentions	Location / Theme	Mentions
253 The Station	3	268 Twin House Music	1
254 Third Spaces	7	269 Venable	5
255 This & That	2	270 Vibrant Downtown	1
256 Thriftshop	5	271 Voting Access	1
257 Tin Top	1	272 Walkability	13
258 Tom Robinson's Fish Market	3	273 Weaver Street	8
259 Tomato Day	1	274 Weaver Street lawn	45
260 Town Center	21	275 Weaver Street Market	102
261 Town Commons	4	276 Wendy's	3
262 Town Hall	9	277 Willow Creek Shopping Center	1
263 Town Square	1	278 Working Class Attainability	1
264 Traffic Calming	4	279 Youth-friendly Spaces	1
265 Trains and Train Stations	1	280 Youthworx	2
266 Treatment Facilities	3	281 Zumba	1
267 Trees	13		

**QUESTION 2: IN 20 YEARS, WHAT DO YOU HOPE HAS CHANGED? THIS COULD BE A BUSINESS, A LANDMARK, A NEIGHBORHOOD, OR EVEN AN EXPERIENCE.**

66% Response Rate

The first major theme that came from this question was improved traffic and pedestrian safety. Many respondents hope for reduced car traffic, safer intersections, and a more pedestrian-friendly downtown. Many responses mentioned expanding bike and public transit infrastructure. A significant number of people wish for more protected bike lanes, expanded bike paths, and better connectivity across town, along with increased public transportation options.

Many people feel that parking lots are underutilized and hope to see these properties transformed into parks, housing, or other community-oriented uses. Respondents would also like to see improved aesthetics and revitalization of underutilized or vacant properties. Specific suggestions include updating the design of public buildings, adding public art, and making downtown more visually appealing. There is also enthusiasm for more spaces dedicated to arts, culture, and community gatherings.



Respondents expressed a strong desire for more affordable housing options, particularly within downtown. There is support for denser, mixed-use developments that could include affordable units, small businesses, and community spaces.

Another recurring theme is the need for more parks, trees, green spaces, and areas for public gathering.

Similarly, there is enthusiasm for greater environmental sustainability. Many respondents hope to see improved stormwater management and more sustainable landscaping.

Lastly, there were mixed responses regarding services for the unhoused population in Carrboro. While some support relocating these services outside the business district, others call for more support for this population to reduce issues related to vagrancy and public safety.

Table 2 | In 20 years, what do you hope has changed?

Location / Theme	Mentions	Location / Theme	Mentions
1 2-Way Traffic	1	20 Barnes Towing	1
2 8-to-80	1	21 Bike Infrastructure	62
3 Absentee Landlords	1	22 Bike Rental	1
4 Access Management	2	23 Bike Shop	1
5 Accessibility	6	24 Bike-oriented Businesses	1
6 Accessible Housing	1	25 Braxton Street	1
7 Adaptive Reuse	2	26 Brewer Lane	1
8 Affordability	1	27 Buried Utility Infrastructure	1
9 Affordable Housing	31	28 Business Attraction	7
10 Air Quality	1	29 Business Density	11
11 Architecture	9	30 Cafes and Restaurants	10
12 Architecture and Urban Design	2	31 Car Free	44
13 Armadillo Grill	1	32 Carr Mill Mall	18
14 Artist's Studio Spaces	1	33 Carrboro Elementary	2
15 Arts and Culture	2	34 Carrboro High School	1
16 Arts Center	1	35 Cat's Cradle	1
17 Arts Education	1	36 Century Center	3
18 Ashe Street	1	37 City Ownership	1
19 Autoshop	1	38 Civic Center	1



TOWN OF CARRBORO • NC

Location / Theme	Mentions	Location / Theme	Mentions
39 Cogeneration Facility	7	69 Fewer Fast Food Restaurants	2
40 Cole Heights Neighborhood	1	70 Fewer Gas Stations	9
41 Community Center	1	71 Fidelity Street	1
42 Community Collaboration	2	72 Fitch Lumber	4
43 Community Garden	1	73 Flea Markets	1
44 Community Land Trust	2	74 Frances Shetley Path	1
45 Community Ownership	11	75 Free Parking	1
46 Concrete Company	1	76 Funding Pursuits	1
47 Connectivity	2	77 Gas Stations	1
48 Consolidated Parking	19	78 Gentle Density	1
49 Corridor Development	10	79 Gentle Parking Enforcement	12
50 County Junction	1	80 Glasshalfull	1
51 Coworking Space	1	81 Green Infrastructure	2
52 Cybrary	1	82 Greensboro Street	34
53 Decentralized Client Services	1	83 Grocery Stores	2
54 Density	14	84 Ground-level Retail	5
55 Downtown	51	85 Growth	1
56 Downtown Housing	1	86 Growth Patterns	1
57 Drainage Infrastructure	1	87 Harris Teeter	4
58 Dynamic Pricing	1	88 Heat Dome Effect	1
59 East Weaver Street	1	89 Higher Jobs-per-acre	1
60 Economic Development	1	90 Hillsborough Street	1
61 Education	1	91 Historic Character	3
62 Environmental Remediation/Brownfield	1	92 Historical Education	1
63 Equity	1	93 Homelessness	8
64 Essential Services	1	94 Housing Development	22
65 Exercise Facilities	1	95 IFC	6
66 Families	3	96 Improved Transit Stops	1
67 Farmer's Market	10	97 Inclusivity	7
68 Festivals	1	98 Infill	31



TOWN OF CARRBORO • NC

Location / Theme	Mentions	Location/Theme	Mentions
99 Job Opportunities	3	129 Multiuse Space	1
100 Jones Ferry	22	130 Municipal Collaboration	2
101 Kids' Activities	1	131 Neighborhood Green Space	1
102 King Street	1	132 Nightlife	1
103 Land Use Compatibility	2	133 No Affordable Housing	1
104 Landmark Institution	1	134 No Multifamily Housing	1
105 Landscaping	1	135 No Off-street Parking	8
106 Large-scale Development	1	136 No Storage Facilities	1
107 Latinx LGBTQ+ Center	1	137 Old Pittsboro	1
108 Laurel Street	2	138 On-street Parking	1
109 Libba Cotten Bike Path	8	139 Open Eye	1
110 Library	12	140 Outdoor Gathering Space	34
111 Life Science Jobs	2	141 Paid Parking	2
112 Lighting	1	142 Parking	5
113 Lindsay Street	1	143 Parks	26
114 Lloyd Street	2	144 Passenger Rail Service	4
115 Local Shops	9	145 Pedestrian Infrastructure	97
116 Main Street	36	146 Places Open Late	1
117 Maple Avenue	1	147 Poplar Street	4
118 Mellott	3	148 PTA Path	1
119 Micromobility	1	149 Public Art	3
120 Mid-density Housing	1	150 Public Housing	1
121 Missing-Middle Housing	2	151 Public Pool	1
122 Mission-driven Organizations	3	152 Public Schools	1
123 Mixed-use Development	32	153 Public Transit	11
124 Moderate Density	1	154 Rail Line	1
125 More Gas Stations	1	155 Rail Line Revitalization	1
126 Multicultural Shopping	1	156 Rails to Trails	13
127 Multifamily Housing	3	157 Rapid Transit	1
128 Multilingual Signage	1	158 Rear Parking	2



TOWN OF CARRBORO • NC

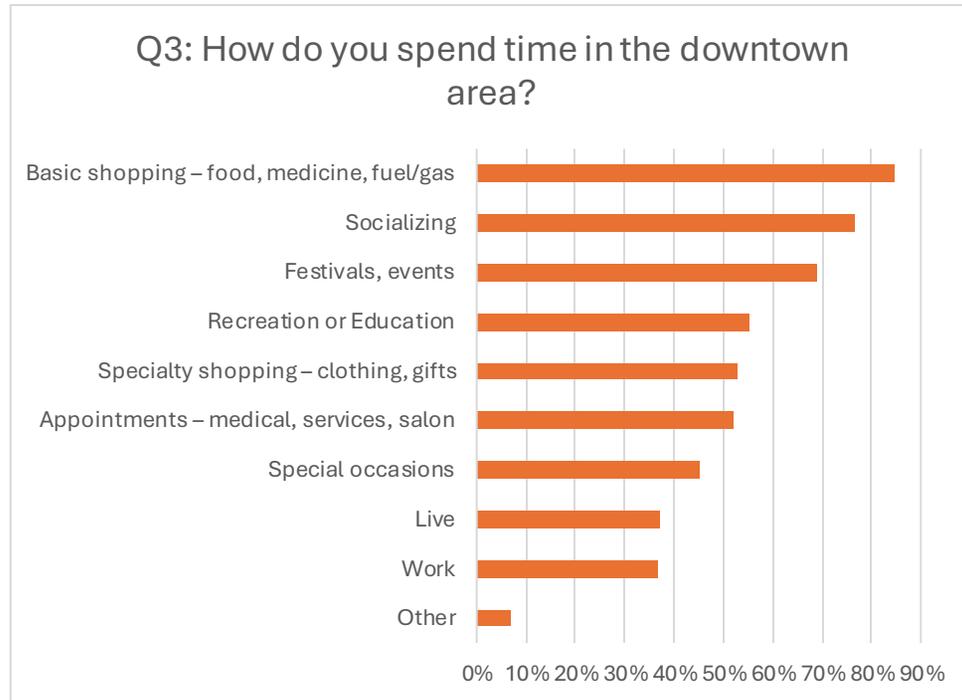
Location / Theme	Mentions	
159	Redevelopment	81
160	Rehousing	1
161	Relocation	1
162	Renewable Energy	1
163	Revitalization	5
164	Road Widening	1
165	Roberson Street	11
166	Rosemary Street	4
167	Safe Ways to School	1
168	Safety	1
169	School Connectivity	1
170	Seawell School	1
171	Shade	3
172	Shelton Street	1
173	Southern States	1
174	Spotted Dog	1
175	Street Design	3
176	Street Maintenance	1
177	Street Redesign	10
178	Streetscape	1
179	Streetscape Amenities	6
180	Students	1
181	Subterranean Parking	1
182	Sustainability	1
183	Tax Revenue	1
184	Third Spaces	4
185	Toledo's Taqueria	1
186	Tourism	1
187	Town Center	2
188	Town Hall	4

Location / Theme	Mentions	
189	Traffic Calming	40
190	Traffic Circle	2
191	Traffic Flow	11
192	Trail Improvements	1
193	Trails	1
194	Trailside Development	4
195	Train Station	1
196	Transit Oriented Development	1
197	Transit Stops	1
198	Trees	10
199	University Mall	1
200	Unsure	7
201	Upzoning	6
202	Vehicle Towing	1
203	Water Features	1
204	Weaver Street	47
205	Weaver Street Market	2
206	Wendy's	2
207	Wilkinson Supply	1
208	Wilson Park	1
209	Youth Event Center	1
210	Youth Support Centers	1
211	Youth Third Spaces	1

### QUESTION 3: HOW DO YOU SPEND TIME IN THE DOWNTOWN AREA?

99% Response Rate

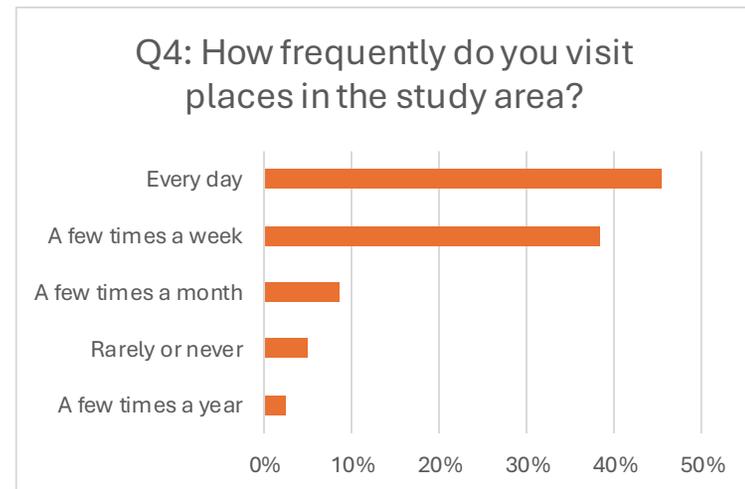
When asked to check all that apply, 84.8% of survey respondents indicated that their primary activity in downtown Carrboro is basic shopping, which includes but is not limited to shopping for food, medicine, and fuel/gas. This was closely followed by socializing and festivals or events, with 76.6% and 68.8% of survey respondents, respectively. The least common specified activity in Carrboro is working, with only 36.9% of the total respondents.



### QUESTION 4: HOW FREQUENTLY DO YOU VISIT PLACES IN THE STUDY AREA?

99% Response Rate

The majority of survey respondents (45.6%) visit the study area every day. This likely includes the 28% of respondents that live in the study area. This is closely followed by “a few times a week,” with 38.4% of total respondents. This data show that most survey responses were provided by people who visit the downtown area on a regular basis.





## QUESTION 5: IF YOU DON'T VISIT THE STUDY AREA, WHY NOT?

15% Response Rate

There were a variety of reasons respondents gave for not visiting the study area. The most common reasons were:

- Lack of interest - some respondents mentioned that there is nothing of interest for them in the study area.
- Lack of time due to work or other obligations and commitments.
- Parking and transportation issues, including:
  - difficulty in finding parking,
  - towing of vehicles,
  - traffic congestion,
  - confusing intersections,
  - poor pedestrian infrastructure, and
  - limited public transit options and the difficulty of getting downtown without a car.
- Language barriers, which prevent some individuals with limited English proficiency from fully engaging with the study area.

## QUESTION 6: ARE THERE ELEMENTS FROM OTHER DOWNTOWNS OR CITIES YOU'VE VISITED THAT YOU WOULD LIKE TO SEE IN CARRBORO? WHY? WHAT ARE THE OTHER DOWNTOWNS OR CITIES?

64% Response Rate

Responses of elements that participants would like to see in Carrboro closely resemble earlier responses to Question 2. There are five main themes.

Many respondents express a desire for pedestrian-friendly spaces, especially for car-free/pedestrian-only streets, with some respondents specifically naming Weaver Street. Cities like Burlington, VT, Ithaca, NY, and European cities are mentioned as examples of pedestrian-friendly areas that foster a vibrant, walkable downtown experience.

Respondents want more green spaces, parks, and community gathering areas in downtown Carrboro. Inspiration comes from places like LeBauer Park in Greensboro, Mount Pleasant in DC, the Torpedo Factory in Alexandria, VA, and various European plazas, with suggestions for adding splash pads, benches, playgrounds, and shaded seating areas. Similarly, people would like to see stormwater management and increased tree cover to counteract urban heat in these areas.

Public art, murals, sculptures, and historic markers are suggested to make the downtown area more visually appealing and culturally enriched. Examples include Asheville's historic markers and Portland's artistic lighting.

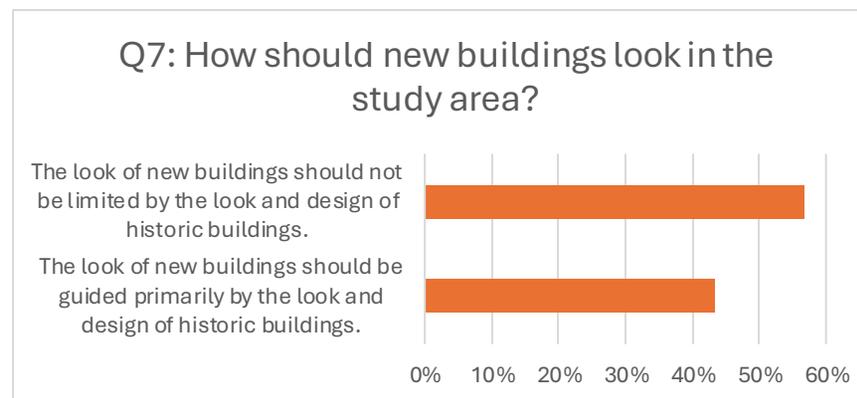
Enhanced bike lanes, protected pathways, greater connectivity, and reliable public transit options are desired. Cities like Amsterdam, Heidelberg, and Montreal are cited for their extensive, safe bike networks and effective public transit systems.

Some respondents indicated a desire for small-scale retail. Suggestions include food truck parks, street vendors, and local markets inspired by towns like Athens, Greece and Montreal.

### QUESTION 7: HOW SHOULD NEW BUILDINGS LOOK IN THE STUDY AREA?

97% Response Rate

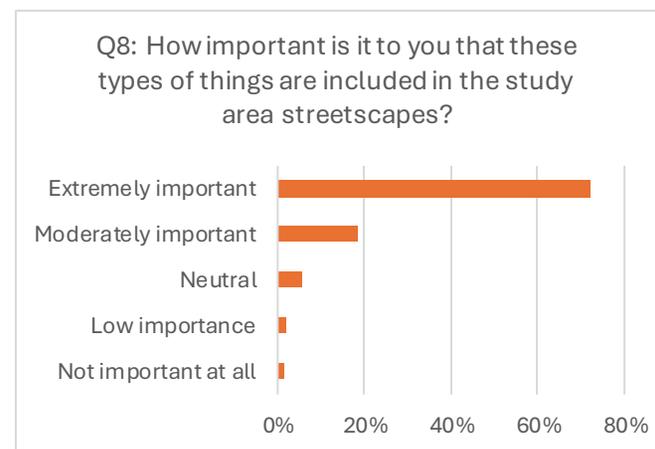
When asked this question, the majority of survey-takers responded that the look of new buildings should not be limited by the look and design of historic buildings. This means that survey respondents believe that future development does not necessarily need to fit the existing historic character of buildings in the downtown area. However, it was not a large majority, indicating that many community members do feel that new development should be guided by historic buildings.



### QUESTION 8: THE CARRBORO CONNECTS COMPREHENSIVE PLAN INCLUDES PRIORITIES AND STRATEGIES TO INCLUDE STREET TREES, CREATE NEW BICYCLE LANES, SLOW VEHICULAR TRAFFIC, INCORPORATE PUBLIC ART THROUGHOUT THE COMMUNITY, AND MAKE STREETSAPES MORE ATTRACTIVE. HOW IMPORTANT IS IT TO YOU THAT THESE TYPES OF THINGS ARE INCLUDED IN THE STUDY AREA STREETSAPES?

98% Response Rate

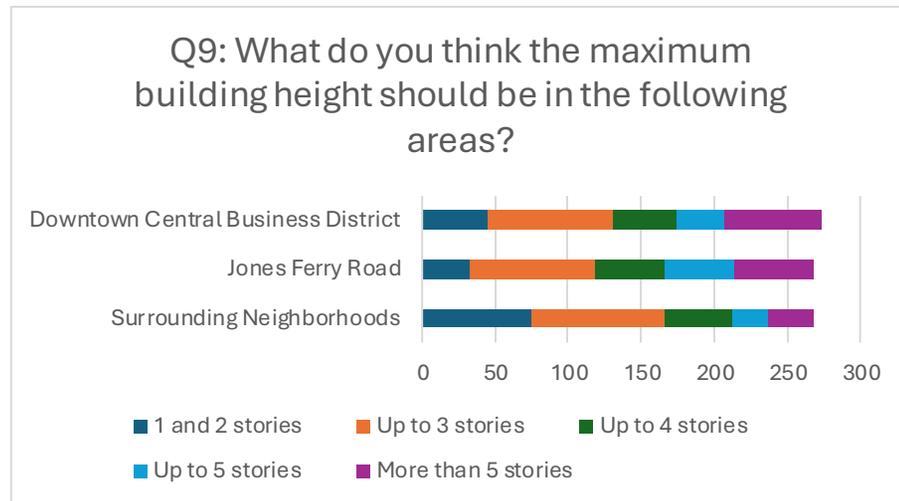
The vast majority of survey respondents agree that incorporating these comprehensive plan priorities into the downtown area are extremely important to them, with 72.1% of the total respondents. Only 9.2% of respondents indicated neutrality or a lack of importance regarding these priorities.



### QUESTION 9: WHAT DO YOU THINK THE MAXIMUM BUILDING HEIGHT SHOULD BE IN THE FOLLOWING AREA?

96% Response Rate

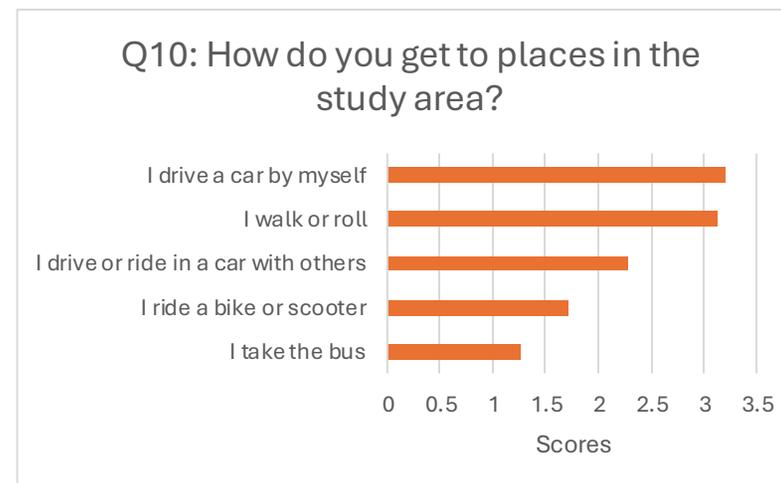
When asked this question about three different sections of the study area (the downtown central business district, Jones Ferry Road, and surrounding neighborhoods), the largest number of respondents indicated that up to 3 stories was the most appropriate for all locations. The second largest ranking for the downtown central business district and Jones Ferry Road was more than 5 stories, while the surrounding neighborhoods were 1 and 2 stories.



### QUESTION 10: HOW DO YOU GET TO PLACES IN THE STUDY AREA?

86% Response Rate

Survey respondents ranked different mode choices to indicate which transportation modes they use the most and least throughout the study area. Final scores revealed that people most commonly travel by driving a vehicle by themselves, but this was closely followed by walking or rolling. Taking the bus was the least common response.



### QUESTION 11: HOW LONG DO YOU TYPICALLY STAY IN THE STUDY AREA WHEN YOU VISIT?

98% Response Rate

The majority of survey respondents, 42.2%, indicated that they stay in the study area for around 1-2 hours when they visit. 30 minutes to an hour was the second most common response, representing 17% of the total respondents. The least common answer was less than 30 minutes, representing only 5.3% of total respondents.



### QUESTION 12: WHAT WOULD ENCOURAGE YOU TO STAY LONGER?

67% Response Rate

The most common themes in response to this question were:

- Public spaces, green spaces, third places, and family-friendly and youth-oriented spaces. Many respondents desire more public seating, shaded areas, and outdoor spaces to relax without needing to spend money. Suggestions include parks, benches, plazas, and designated lounging areas that are not tied to businesses. There are also a lot of transportation-related responses.
- Improved walkability, better bike paths, safer streets, and less auto-oriented infrastructure.
- Parking accessibility.



- Improved public transit. Expanded and more frequent bus services, especially during evenings, are requested by those who rely on public transit.
- More diverse dining and shopping options.
- More frequent community and cultural events.
- More public amenities and comforts, such as public restrooms, water fountains, more shade, trash cans, and a robust Wi-Fi network.

Table 3 | What would encourage you to stay longer?

Theme	Mentions	Theme	Mentions
1 Accommodation of Long Visits	1	23 Festivals and Events	14
2 Activities for Families	2	24 Free Activities	12
3 Activities for Non-Students	1	25 Free Parking	4
4 Activities for Seniors	1	26 Gentle Parking Enforcement	7
5 Aesthetic Beauty	1	27 Greensboro Street	1
6 Affordable Commercial Space	1	28 Greenways	1
7 Affordable Housing	4	29 Ground-level Retail	2
8 Affordable Retail	6	30 Homelessness Assistance	2
9 Arabic Restaurants and Retail	4	31 Housing Development	1
10 Bakery	1	32 Lecture Spaces	1
11 Bar	1	33 Library Count	9
12 Better Experiences	1	34 Live Music	5
13 Better Views	1	35 Local Shops	7
14 Bike Infrastructure	9	36 Mid-day Activities and Lunch Hours	1
15 Bike Parking	1	37 Mixed-use Development	2
16 Business Density	3	38 Natural Amenities	4
17 Cafes and Restaurants	17	39 Outdoor Gathering Spaces	24
18 Car Free	4	40 Outdoor Recreational Spaces	1
19 Clean Environment	2	41 Outlets	1
20 Community Health	1	42 Parking	9
21 Continuation of its Identity	1	43 Parks	10
22 Coworking Spaces	1	44 Pedestrian Infrastructure	5



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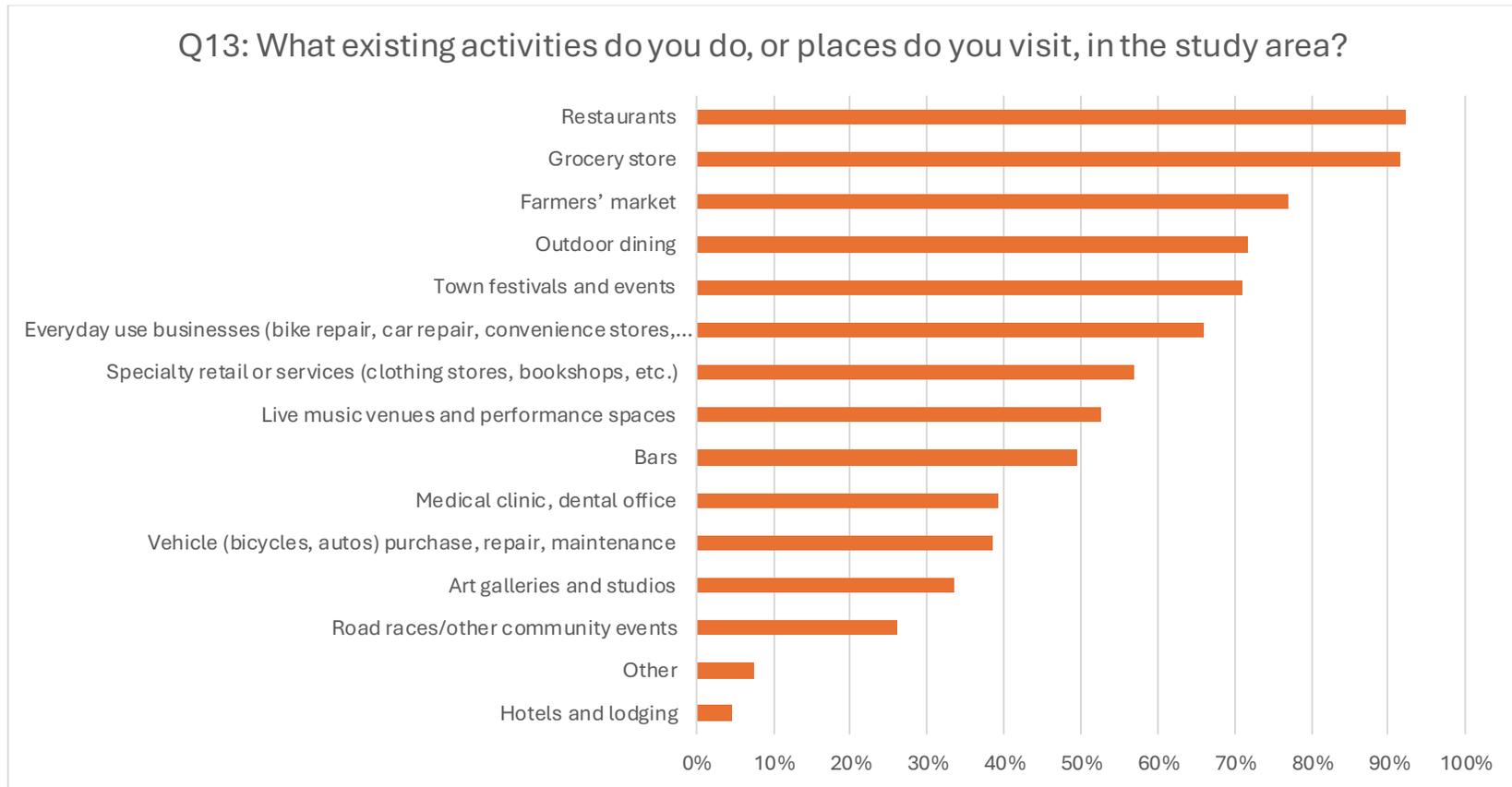
Theme	Mentions
45 Density	1
46 Drinking Fountains	1
47 Entertainment	5
48 Essential Services	4
49 Family-friendliness	1
50 Farmer's Market	1
51 Safety	1
52 Shade	11
53 Social Cohesion	11
54 Street Food	1
55 Streetscape Amenities	12
56 Third Spaces	11
57 Traffic Calming	4
58 Traffic Flow	2
59 Traffic Management	1

Theme	Mentions
60 Places Open Late	2
61 Public Restrooms	2
62 Public Transit	11
63 Quiet	2
64 Redevelopment	1
65 Revitalization	1
67 Trees	2
68 Unsure	23
69 Variety of Activities	15
70 Vegan Restaurants	1
71 Vegetarian Restaurants	1
72 Walkability	16
73 Weaver Street	1
74 Youth Activities	3

### QUESTION 13: WHAT EXISTING ACTIVITIES DO YOU DO, OR PLACES DO YOU VISIT, IN THE STUDY AREA?

99% Response Rate

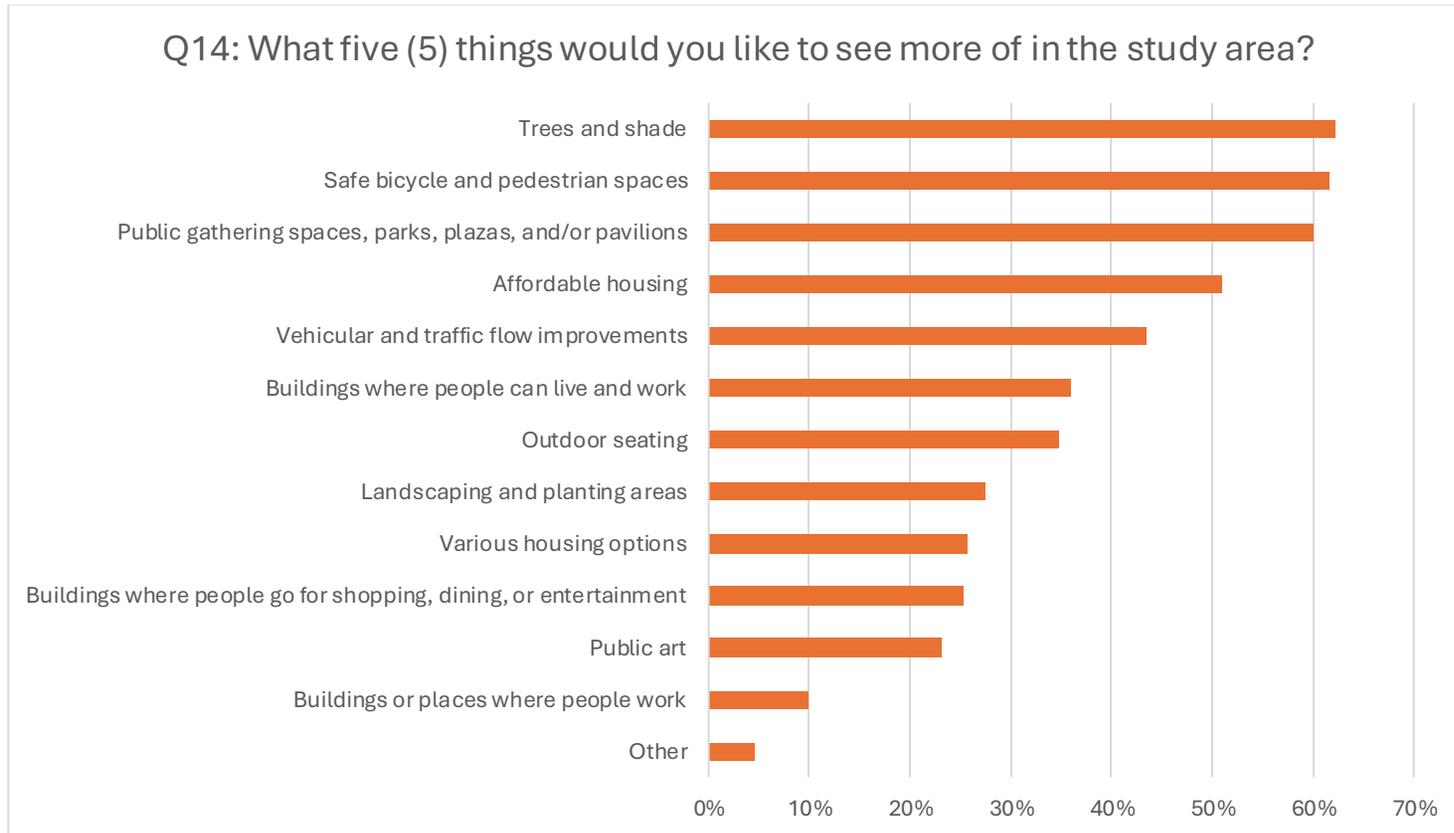
When asked to check all that apply, respondents indicated the most popular activities or destinations in the study area are restaurants and grocery stores, representing 92.2% and 91.5% respondents, respectively. The second most common activities and destinations are the farmers' market, outdoor dining, and town festivals or events, representing 77%, 71.7%, and 71% of survey respondents, respectively. The least common place to visit in the study area are hotels and lodging, garnering only 4.6% of total responses.



### QUESTION 14: WHAT FIVE (5) THINGS WOULD YOU LIKE TO SEE MORE OF IN THE STUDY AREA?

98% Response Rate

Survey respondents were able to choose 5 priorities for the study area. The most popular priorities were trees and shade; safe bicycle and pedestrian spaces; and public gathering spaces; and parks, plazas, and/or pavilions, garnering 62.3%, 61.6%, and 60.1% of total responses respectively. The least common specified priority was buildings or places where people work, with only 10% of total responses.

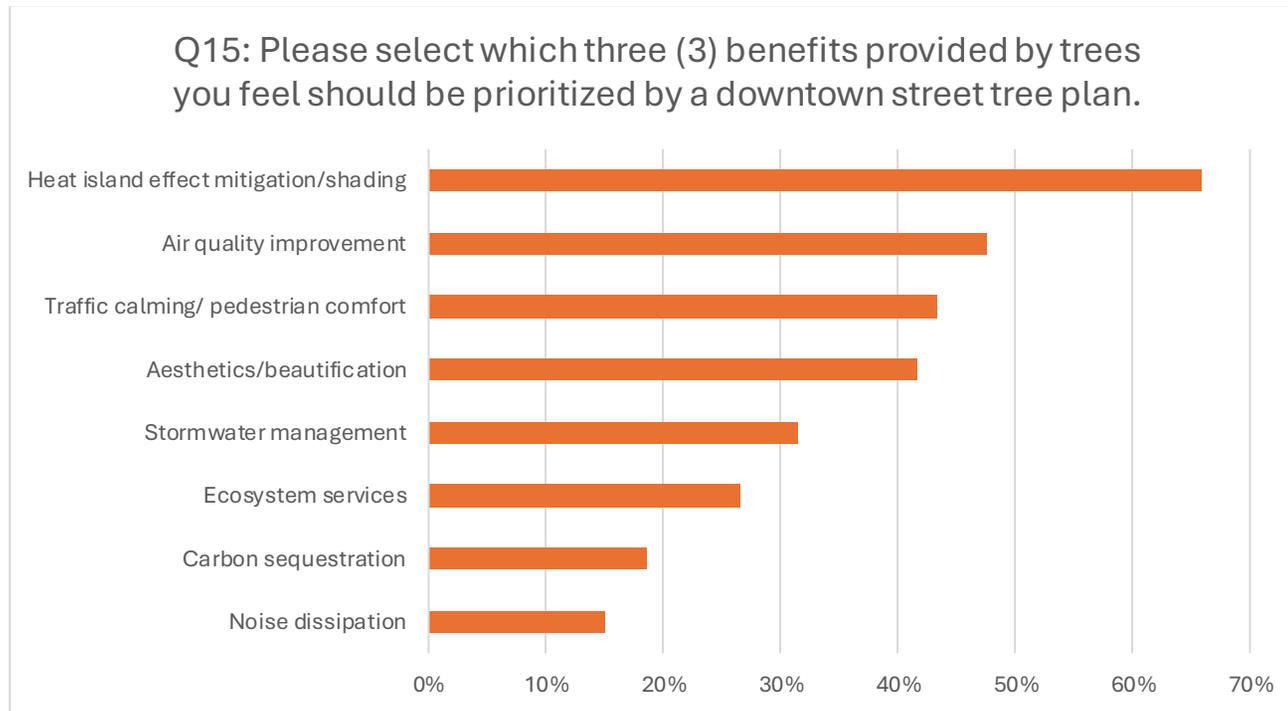




**QUESTION 15: THE COMMUNITY CLIMATE ACTION PLAN (CCAP) AND CARRBORO CONNECTS (CC) AFFIRM THAT TREES PLAY AN INTEGRAL ROLE IN THE LOOK, FEEL, AND FUNCTION OF THE DOWNTOWN AREA. PLEASE SELECT WHICH THREE (3) BENEFITS PROVIDED BY TREES YOU FEEL SHOULD BE PRIORITIZED BY A DOWNTOWN STREET TREE PLAN**

98% Response Rate

Survey respondents indicated that the three most important benefits provided by trees are heat island effect mitigation/shading, air quality improvement, and traffic calming/pedestrian comfort, as identified by 66.0%, 47.7%, and 43.4% of the total respondents. The least important benefit identified was noise dissipation with only 15.1% of respondents represented.

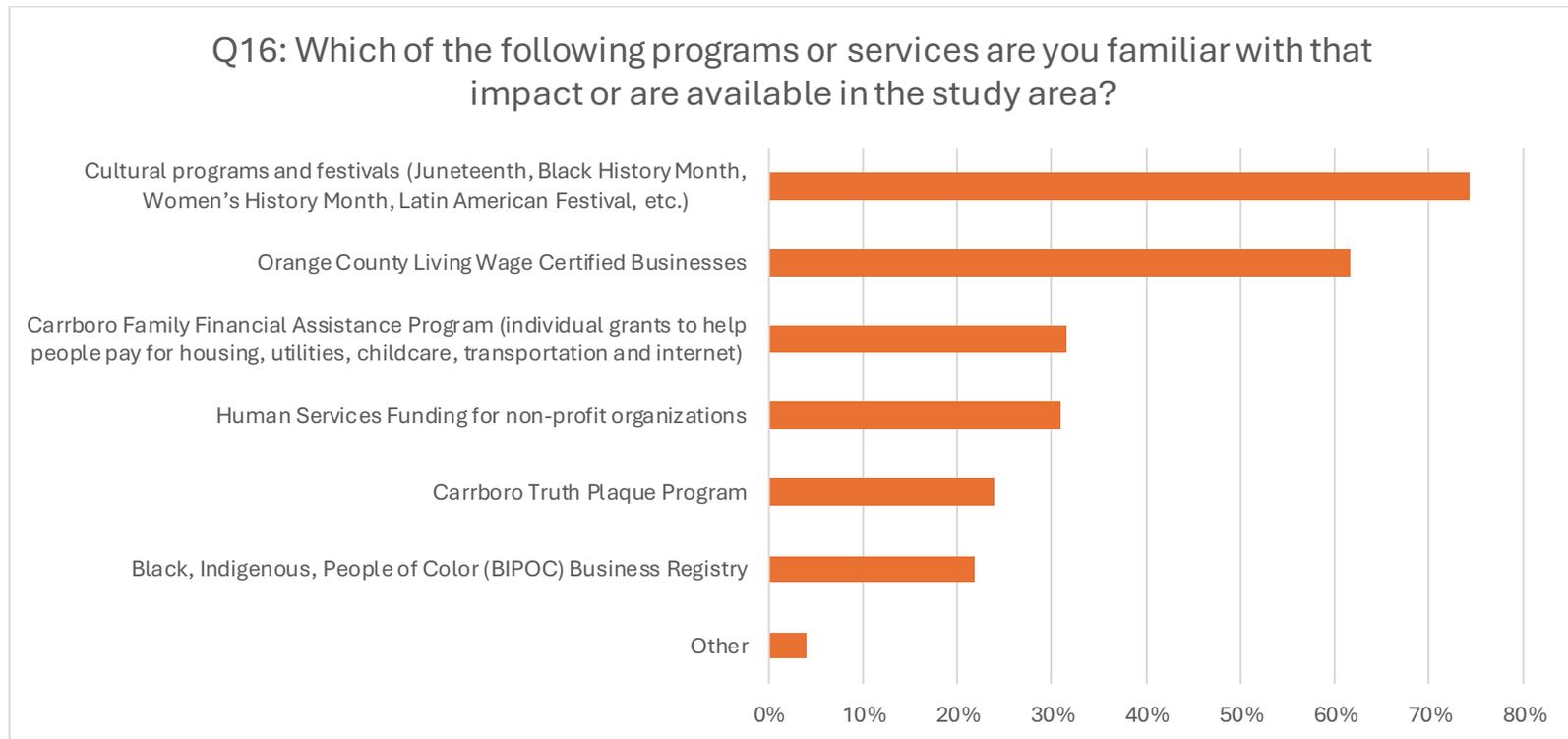




## QUESTION 16: WHICH OF THE FOLLOWING PROGRAMS OR SERVICES ARE YOU FAMILIAR WITH THAT IMPACT OR ARE AVAILABLE IN THE STUDY AREA?

90% Response Rate

Participants were allowed to select all answer choices that applied. The most common program or service identified was cultural programs and festivals (Juneteenth, Black History Month, Women’s History Month, Latin American Festival, etc.), representing 74.2% of the total respondents. This was followed by Orange County Living Wage Certified Businesses, with a response rate of 61.7%. The least common specified program or service was Black, Indigenous, People of Color (BIPOC) Business Registry, with a response rate of 21.9%.





## QUESTION 26: DO YOU HAVE ANYTHING ELSE TO ADD?

43% Response Rate

Many respondents are concerned about overdevelopment that could turn Carrboro into something more akin to Chapel Hill or other large cities. They emphasize the importance of preserving the town's character, aesthetics, and community vibe.

There is also a strong call for affordable housing to support a diverse range of residents, including teachers, service workers, and other essential workers. Concerns were raised about gentrification and the potential exclusion of lower-income individuals due to rising housing costs.

Respondents indicated that the issue of homelessness and its visibility in Carrboro is a concern, with some suggesting better support services and proactive planning to address the needs of unhoused individuals while balancing the impact on the community's downtown areas.

Some respondents feel Carrboro could improve in terms of racial and economic diversity, noting that current development trends may not be inclusive. There is also feedback about fostering an inclusive culture for Black and Latino communities.

Respondents appreciate being involved in planning processes but suggested that more accessible language and clarity in surveys would help broader participation. Some expressed a desire for decision-making that considers future generations and diverse perspectives.

Lastly, there are calls for better upkeep of public infrastructure, such as sidewalks and streetlights.

## ENGAGEMENT SUMMARY: COMMUNITY EVENT 1

### FIESTAS EN LA CALLE (FESTIVAL LATINOAMERICANO) - AUGUST 25, 2024

#### EVENT CONTEXT

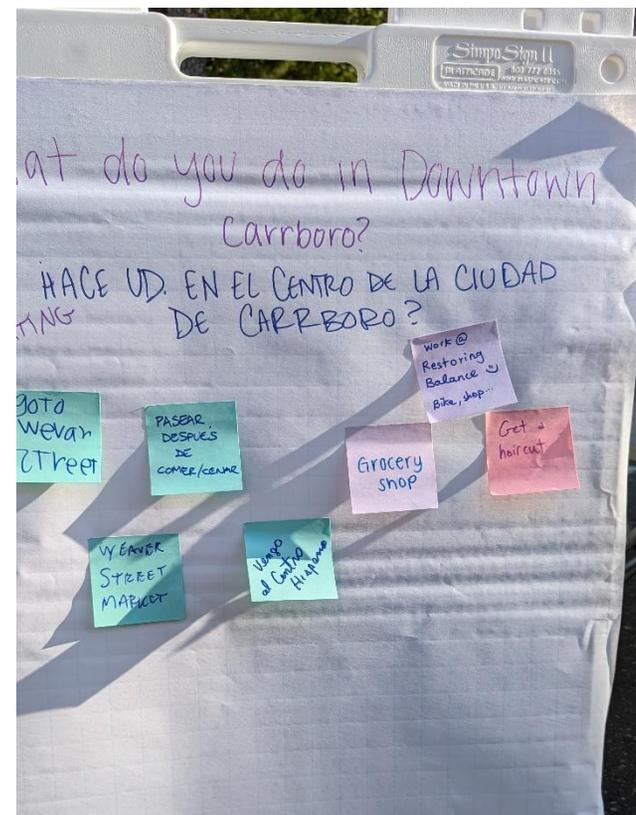
The first engagement event for the Carrboro Downtown Plan was held on August 25, 2024, at the Fiestas en la Calle (Festival Latinoamericano) on W. Weaver Street in downtown Carrboro. The festival was hosted by El Centro Hispano of Carrboro, which is headquartered on Weaver Street.

At the Town of Carrboro’s table, the project team, made up of Town staff and consultants, conducted the first community engagement activity for the project. An interpreter was present during the entire event to translate between English and Spanish.

The engagement featured a large map of the downtown study area where participants could place dots on the map to indicate “a place you love” or “a place that needs improvement.” Comments were also recorded from people who just spoke with the project team at the table rather than adding dots to the map.

In addition to the mapping activity, there was a notepad where people could add responses to the question, “what do you do in downtown Carrboro?”

Flyers were distributed to point people to the Engage website, where the survey would be posted, and to promote the upcoming Community Vision Workshop in September.





## WHAT WE HEARD: THINGS THEY LOVED

### SENSE OF COMMUNITY

Overwhelmingly, public feedback indicated that residents and visitors experience a strong sense of community in Carrboro through participation in local events, utilizing open spaces, and the overall welcoming demeanor of community members.

Local events, such as festivals, create a sense of belonging among residents and connectedness with the Town. Residents expressed a love for the many local events and activities in Carrboro. Many people who spoke to the project team were visiting from out of town, indicating that local festivals bring many visitors to the area. Other regular events in town, such as the Farmers Market and the Really Really Free Market, were also very popular and received high praise.

Many engagement participants, especially families and young people, echoed a love for open community spaces, such as the Town Commons and the Weaver Street Market lawn. However, many people stated they wanted more public spaces and had ideas for areas in the town that could be better utilized as public space.

## LOCAL BUSINESSES AND RESTAURANTS

Initial community feedback highlighted the diverse array of local businesses and restaurants that are unique to Carrboro and some of the most beloved places in the town. We heard that these businesses are integral to Carrboro’s overall feel, and supporting small, local businesses is important to residents. Respondents specifically stated that they valued the many alternatives to chain restaurants.

## WHAT WE HEARD: THINGS THAT NEED IMPROVEMENT



### PUBLIC SPACE

While participants expressed love for the Town Commons, as well as Weaver Street Lawn, which is privately owned but functions as a community gathering place, there was also a clear desire for more parks and places to gather downtown.

Many of these comments focused on the empty lot across from Weaver Street Market at 201 N Greensboro St. Residents want to see it utilized, with many responses indicating a desire for it to be turned into a public park or community space.

A number of participants also suggested closing E. Weaver Street to vehicle traffic, which would create a public space adjacent to Weaver Street Market.

### BICYCLE AND PEDESTRIAN IMPROVEMENTS

Participants emphasized concerns for bicycle and pedestrian safety and access throughout the town, and a desire for infrastructure improvements to solve these issues.

Bicycle-related feedback included the need for more dedicated and protected bike lanes, connections between existing pathways, and curb and lawn clean-up of debris.



Similarly, participants want to see additional sidewalks, especially along busy roads like Jones Ferry, connectivity between existing paths, pedestrian crosswalks with automated signals at busy intersections, and additional pedestrian safety measures at problematic intersections. We also heard that older folks would like benches installed along walking trails and sidewalks as resting places. There were also several comments noting areas with debris and overgrown plants interfering with use of the sidewalk.

### **PARKING WAYFINDING AND SIGNAGE**

There was feedback throughout the event regarding the difficulty of parking in downtown Carrboro, especially at busy times such as the festival that was occurring when comments were being made. Given that the latest parking study of downtown Carrboro found ample available parking throughout downtown<sup>1</sup>, the difficulty of finding spaces indicates potential issues with parking wayfinding and signage to direct drivers to public parking lots.

### **SAFETY**

Some community members expressed concern for safety at night. Engagement responses identified multiple locations where better lighting is desired to improve comfort walking around after the sun has set.

We also heard that unhoused people often reside in public spaces, like the Town Commons and parks, at night, which makes people feel unsafe. Some responses indicated support for better resources and funding for the unhoused population in order to give them alternative spaces.

### **DRAINAGE**

Participants expressed concern for drainage issues around Carrboro Elementary School and Morgan Creek. We heard that water backs up at both locations, creating problems during heavy rainfall.

### **COLOR AND ART**

We received feedback that residents would like to see more color throughout the town, with a desire for new buildings (such as the 203 Project) to be “not just brown”. Suggestions proposed murals and other public art. There was also a suggestion to create a Carrboro art trail, and to redevelop the industrial and non-residential sites along the rail line as art-oriented spaces to support the creative economy.

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<sup>1</sup> Town of Carrboro. Parking Study Downtown Carrboro. March 10, 2022. <https://www.carrboronc.gov/DocumentCenter/View/12544/2022-Carrboro-Parking-Study?bidId=>



## MAPS AND COMMENTS

This section presents maps of the locations referred to in comments, along with a numbered key to comments for each mapped location. The sizes of the dots on each map represent how many times each location was mentioned or agreed with in comments. The numbers on the dots correspond to a comment in the key. The comments in the key tables are summaries or interpretations of comments rather than direct quotes from participants.



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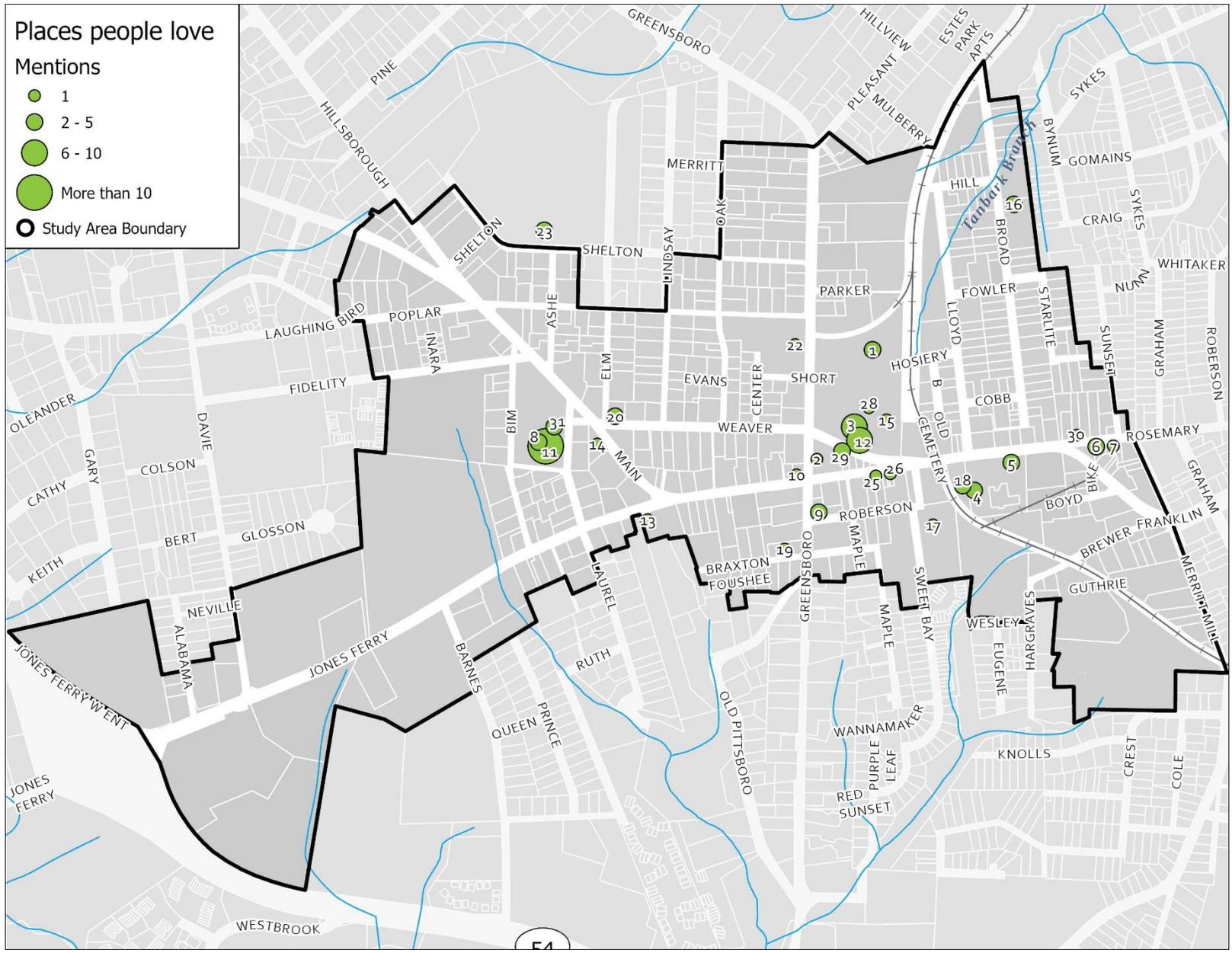




Table 1 | Places people love – map key and other comments

ID	Comment	Mentions
1	Harris Teeter	1
2	Cybrary - participant used to have to travel into Chapel Hill to access the library but now they have a local resource, so they don't have to make that trip.	1
3	Weaver Street Market	9
4	Cat's Cradle - love live music, want to make sure spaces like Cat's Cradle stay open because they are important local community spaces and allow people to experience live music in an intimate setting.	4
5	Grey Squirrel	4
6	Carrburitos	2
7	Bowbarr	1
8	Town Commons	4
9	Open Eye Café	2
10	Cliff's Meat Market	1
11	Farmers Market	13
12	Weaver Street Lawn - a love for, and continual desire for, family-oriented spaces	6
13	CommunityWorx	1
14	Gulf Gas Station - the most affordable gas option in the area	1
15	Ceremony Salon	1
16	Baldwin Park	2
17	Arts Center	1
18	Oak Leaf	2
19	Restoring Balance	1
20	Pizzeria Mercato	2
21	Walkability to the new library and the Farmers Market	1
22	Municipal parking in empty lots - participant liked that Fitch Lumber allowed municipal parking in their lot after hours	1
23	Open spaces - Carrboro Elementary has open spaces and playground	1
25	Acme	1
26	Atlas	1



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ID	Comment	Mentions
28	Carr Mill Mall	1
29	Tesoro	2
30	Peel Gallery and Art Shop	1
31	Really Really Free Market	3
<b>Not on map</b>		
	Parks (in general)	1
	Music festival	1
	MLK park and EV charging	1
	Not many chain restaurants	1
	Central meeting places like cafes	1
	Lots of shopping places	1
	Restaurants	2
	Great community	4
	People are friendly, responsible dog owners, love the open space	1





TOWN OF CARRBORO • NC

Table 2 | Places that need improvement – map key and other comments

ID	Comment	Mentions
1	The lot across from Weaver Street Market (201 N Greensboro St) - make it a public park (7 comments), make it a third space (1 comment)	16
2	Baldwin Park	1
3	Harris Teeter / Carr Mill Mall Parking Lot - predatory towing	2
4	Need a crosswalk and automated pedestrian signal at the W Main St / Weaver St intersection	4
5	Traffic flow on Main St - traffic backs up from the Main / Weaver / Roberson intersection back to Lloyd St, new bike lanes made it worse.	1
6	More bike lanes on Jones Ferry	1
7	Dedicated bike travel lanes	3
8	Speed humps on Davie Road	9
9	Desire for infill development near O2 Fitness	1
10	Noise night and day from Gates of Beauty compressor	1
11	Close E Weaver St to traffic	5
12	Town commons is dirty and needs improvement	1
13	Pedestrian safety at Libba Cotten Bikeway - wants three lanes instead of just two	1
14	Farmers Market needs more variety and diversity of projects, especially from vendors with different ethnicities and nationalities. Overall needs to improve inclusion for non-White families.	1
15	Short St / Center St signage	1
16	Need better walkability from N Greensboro St past roundabout	1
17	Lloyd St needs repair / greenery - Lloyd St is uninviting.	1
18	Crosswalk in front of Breakaway Café needs safety improvements - mid-block hybrid beacon to stop traffic	1
19	More native landscaping and native street trees	1
20	Need more walkability and connection between Town Commons and downtown - they feel very separate	1
21	Debris on street and unkempt lawns between the curb and sidewalk - weeds and debris on sidewalks and sides of roads	1
22	Drainage near Carrboro Elementary	1
23	Poplar St is dark, making it hard to walk at night	2
24	Traffic cameras needed on busy intersections	1



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ID	Comment	Mentions
25	Turn old cemetery into recreational park space - benches, swing, pond, etc.	1
26	More lights for safety - commenter told story of incident when friend felt unsafe and like they were being followed, nowhere for them to go because it was dark and businesses were closed	1
27	203 Project parking needs colorful murals. More color in new buildings.	2
28	Need sidewalks on S Greensboro St	1
29	Cleanup on Jones Ferry Road in general, and specifically near holiday park	1
30	More parking near Open Eye	1
31	Sidewalk encroachment by landscaping at multiple locations	1
32	Bike lane not protected and filled with debris and bikers need to merge with traffic	1
33	Bike lane ends and there are safety concerns	1
34	Empty lot and eyesore - should be for housing	1
35	The creek backs up and doesn't drain properly, there may be a dam downstream, no moving water, lots of mosquitoes.	1
36	Needs sidewalk on both sides	1
37	Redevelopment and adaptive reuse of industrial/non-residential along north/south rail corridor (Thai Station and points north)	1
<b>Not on map</b>		
	Parking - additional parking would benefit local business owners by enabling more people to visit downtown	1
	Carrboro needs more affordable housing, public transportation, public pool (all one comment from Spanish-speaking resident)	1
	Want municipal composting next to recycling and trash	1
	More third places, more central gathering spaces in addition to Weaver Street Lawn	2
	EV charging	1
	Parking is difficult when it's busy	2
	More activities focused on daily living	1
	More funding for unhoused community	1
	Change name of town	1
	More and better-connected greenways	2
	More friendly toward older residents by putting benches along walking trails	1



ID	Comment	Mentions
	Better family-friendly, connected bike networks	1
	Town is marketed as bike-friendly but is actually unsafe	2
	Open spaces and parks feel unsafe at night because of unhoused population	2
	An artwalk, where there are more public installations plus a physical map and supported route that you can tour	1

## ENGAGEMENT SUMMARY: COMMUNITY EVENT 2

### COMMUNITY VISIONING WORKSHOPS – SEPTEMBER 19 AND 26, 2024

#### EVENT SUMMARY

The Town of Carrboro held two visioning workshops for the Downtown Area Plan on two Thursday evenings, September 19 and 26. The purpose of these events was to foster a community vision and begin brainstorming for projects and strategies to achieve the vision.

The format of the events, which was consistent for both dates, was a drop-in workshop with multiple stations with activities designed to gather feedback. Participants were given a card to collect a stamp at each activity they participated in, and cards with at least five stamps were entered into a drawing to win a prize. The activity stations are described in the next section. Materials were created in both English and Spanish, and Spanish interpreters were available throughout the event. Flyers were distributed to point people to the Engage website to promote the survey and increase awareness about the Downtown Area Plan.

The following section describes the activities at each station and provides a summary of feedback from each station. Maps and comments are provided in detail in the Maps and Comments section.



## STATION DESCRIPTIONS AND WHAT WE HEARD

### DEMOGRAPHICS

This station consisted of boards where participants were encouraged to place stickers in order to answer demographics questions, including race, language, age, and how long they have lived in Carrboro. **Town staff to provide collected data.**

### BUILDING THE DOWNTOWN AREA

This station provided a hands-on, creative activity for community members of all ages and backgrounds. Participants illustrated their goals and vision using board game pieces, toys, and other miscellaneous items, and then shared their ideas. The activity was guided by the question “What makes a great downtown?”



#### *Music, arts, and entertainment*

The most common theme in responses was the desire for music, arts, and entertainment downtown. Many respondents included live entertainment venues, event spaces, music venues, and theaters as part of their “great downtown.” Other responses mentioned public art, interactive art, and murals. Several responses mentioned arts-related kids’ activities, like a children’s theater. Finally, some responses included aquariums, movie theaters, bowling alleys, arcades, and other types of entertainment businesses.

#### *Public space*

The next most common theme was a strong desire for public space. In particular, respondents wanted outdoor public spaces where they could “just be,” without needing to spend money. There was a sense of playfulness in many responses, including “places to play and imagine,” “mystery hidden corners,” games or interactive art, and places for kids to play safely.

### *Trees, plants, and nature*

Many responses reflected a desire for a green downtown, with trees for shade, green open space, native plant gardens, wildlife, and flowers. Some comments focused on the environmental benefits, including reduced heat island effect and attracting pollinators, and others noted the beauty of trees, flowers, and green spaces.

### *Walking and biking*

A large number of respondents said that a “great downtown” is walkable and bikeable. Walking, in particular, was important in many participants’ visions. There was an emphasis on wanting pedestrians to feel not only safe, but prioritized while walking downtown, including phrases like “where people feel more important than cars,” “feeling of pedestrian priority,” and “walk/bike only downtown core.”

### *Complete downtown community*

Many respondents considered a “great downtown” one where residents can meet their needs within walking distance. Responses included a desire for mixed-use buildings and zones where “people can walk to eat / walk to shop / walk to work” and with diverse businesses and services, including groceries, drug store, auto repair, medical, library, banks, and so on. Responses also mentioned a variety of housing types and levels of affordability.

### *Equity and inclusion*

A number of comments reflected how the community values equity and inclusion. Participants said that a great downtown “feels safe and welcoming for all people / ages / races.” Comments mentioned racial equity, LGTBQ, people with disabilities, and those who use the community service organizations downtown. There were also a number of comments about inclusion of people of all ages, including kids and the elderly.



## **TOPIC STATION: CLIMATE ACTION**

This station prompted participants with the following questions:



1. What does addressing climate change mean to you?
2. What can the Town do to address climate change in the downtown area?

#### *Investing in alternative modes of transportation*

The most common theme brought up at the climate action station was the desire for better bicycle, pedestrian, and transit infrastructure to both encourage the use of these modes and make them viable to interested users. Some respondents indicated a desire for expanding existing bus transit routes and frequency, as well as connecting transit routes to more destinations and residential areas. Many respondents noted that they wanted to see more pedestrian and bicycle trips being made, with an emphasis on improving or expanding bicycle infrastructure to make the town more bike-friendly. We also heard a desire for improving walkability through mixed-use, higher density development.

#### *Planting trees*

Another popular theme was the desire for more trees throughout Carrboro, especially along roads and sidewalks. Respondents indicated that they wanted more trees for the environmental benefits, shade, and aesthetics. Many responses were concerned with managing heat and providing relief for pedestrians.

#### *Reduction in automobile infrastructure*

In addition to making alternative modes more accessible, viable, and safe, some respondents also mentioned a desire for reduced automobile infrastructure, including reduced parking and removing car traffic from certain road segments. Suggestions included eliminating parking minimums, reducing and redeveloping parking lots, and pedestrianizing East Weaver Street.

#### *Reduce car idling*

A few respondents were concerned with car idling for health and climate reasons. One respondent noted the abundance of car idling that occurs around schools during pick-up or drop-off and that this traffic should be better managed.

### **TOPIC STATION: RACE AND EQUITY**

This station prompted participants with the following questions:

1. What does advancing racial equity mean to you?
2. What can the Town do to advance racial equity in the downtown area?



### *Affordability*

Affordability was one of the key themes in the responses to these questions. Affordable housing comments included a desire for increasing the supply of housing, creating a community housing trust, and housing at a variety of income levels. There was also a desire for more affordable food options downtown, both prepared food (restaurants and food trucks) and groceries.

### *Public space*

A desire for public space was another major theme. Respondents indicated that they wanted more gathering spaces that were open and safe for all that did not require spending money.

### *Support for local BIPOC businesses*

Many respondents noted support for local BIPOC businesses as a priority for advancing racial equity. Some respondents specified support for BIPOC interested in starting a local business or providing grants or tax breaks for immigrant or black-owned businesses.

### *Community events and opportunities to celebrate racial identities*

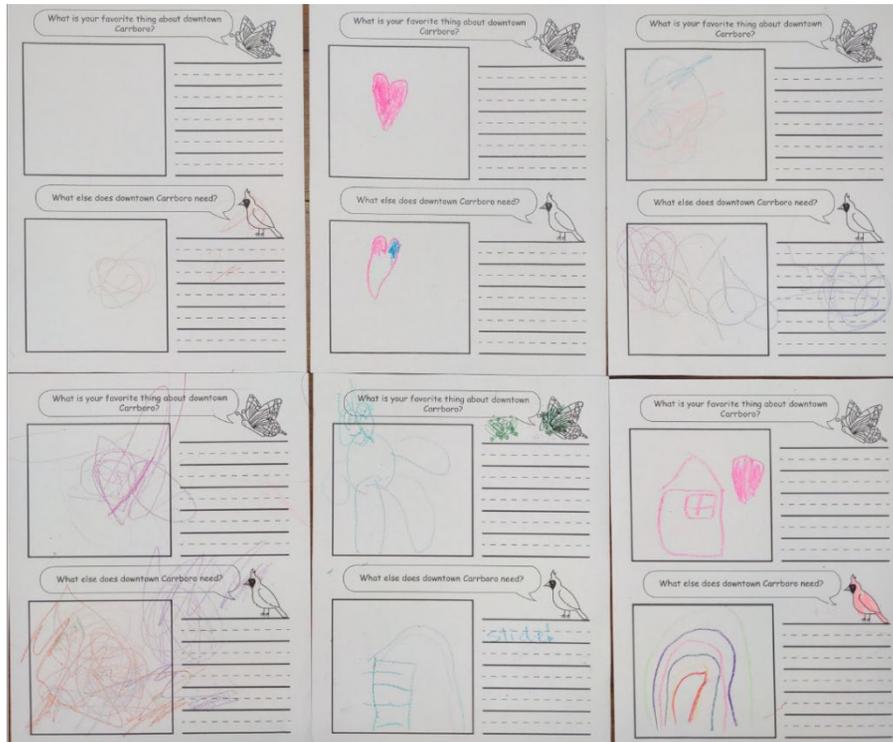
Respondents indicated an interest in more events that celebrate racial identities, such as free movies, poetry readings, arts and music events, and festivals. One respondent also mentioned creating opportunities for people of different races to share stories in the hope of fostering understanding.

### *Police presence*

Themes of police presence were mentioned throughout the event. Some respondents were concerned with reducing and disarming policing, with suggestions for diverting police funds towards other social services in the town. However, other respondents indicated a desire for more police presence in Carrboro.

## KIDS STATION

A small number of children were present at the first event on September 19<sup>th</sup>. No children attended on September 26<sup>th</sup>. The “kids table” provided two activities: coloring sheets that asked, “What is your favorite thing about downtown Carrboro?” and “What else does downtown Carrboro need?”, and the opportunity to vote with a scoop of beans by placing them in jars to vote for what they want to see in the downtown area – places to eat, festivals and markets, places to walk and bike, a park, or art and music.

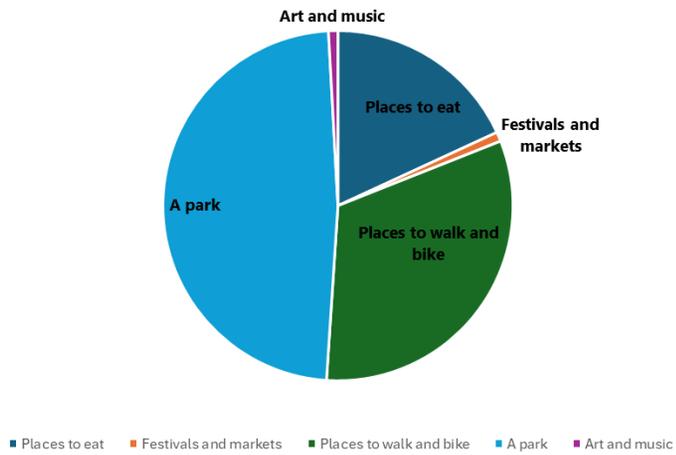


While most coloring sheets did not provide feedback, one respondent wanted a slide in the downtown area.

The bean voting activity got participation from all the kids present, and found that they are most interested in a park, places to walk and bike, and places to eat downtown.



Kids: What do you want to see (more of) in the downtown area?



## MAP STATION 1: STRENGTHS AND OPPORTUNITIES

This activity repeated the mapping activity from Community Event 1, the Latin American Festival, for those who did not participate in that event. Participants were asked to place dots on the map for “a place you love” and “a place that needs improvement.” The maps and full comments are presented in the Maps and Comments section.

### *Local business is a strength*

Consistent with what we heard during the Latin American Festival, many of the places that people love in the downtown area are local businesses, especially those that have been in Carrboro for a long time, but also including newer businesses. Residents also love the historic commercial buildings on Main Street.

### *Gathering places*

Participants expressed love for Weaver Street Market and its lawn, and for the Town Commons and the activities that occur there, including the Farmers Market, the Zumba class, and the Really Really Free Market.

### *Transportation*

Participants loved the existing Libba Cotten and Frances Lloyd Shetley bikeways, and want to expand and connect bike and pedestrian infrastructure throughout the downtown area. Nearly half of the “places that need improvement” were places that needed better crosswalks, bike lanes, or other improvements for bike and pedestrian safety. There were several comments about traffic gridlock along Main Street. There were also a few participants requesting improved bus service.



## MAP STATION 2: IDEAS

This station provided a map and a place for participants to provide their ideas for the downtown area. Ideas were represented with dots in different colors for Transportation, Buildings / Places / Appearance, Business / Culture / Arts / Activities, and Other Ideas. Ideas ranged from locations for new housing, to policies (such as form-based code and historic preservation programs), to space activations like parks, gardens, and an arts trail. The full ideas map and comments list is presented in the Maps and Comments section.



## MAPS AND COMMENTS

This section presents maps of the locations referred to in comments, along with a numbered key to comments for each mapped location. In the Strengths and Opportunities maps, the sizes of the dots on each map represent how many times each location was mentioned or agreed with in comments. The numbers on the dots correspond to a comment in the key. The comments in the key tables are summaries or interpretations of comments rather than direct quotes from participants.

## MAP 1: STRENGTHS

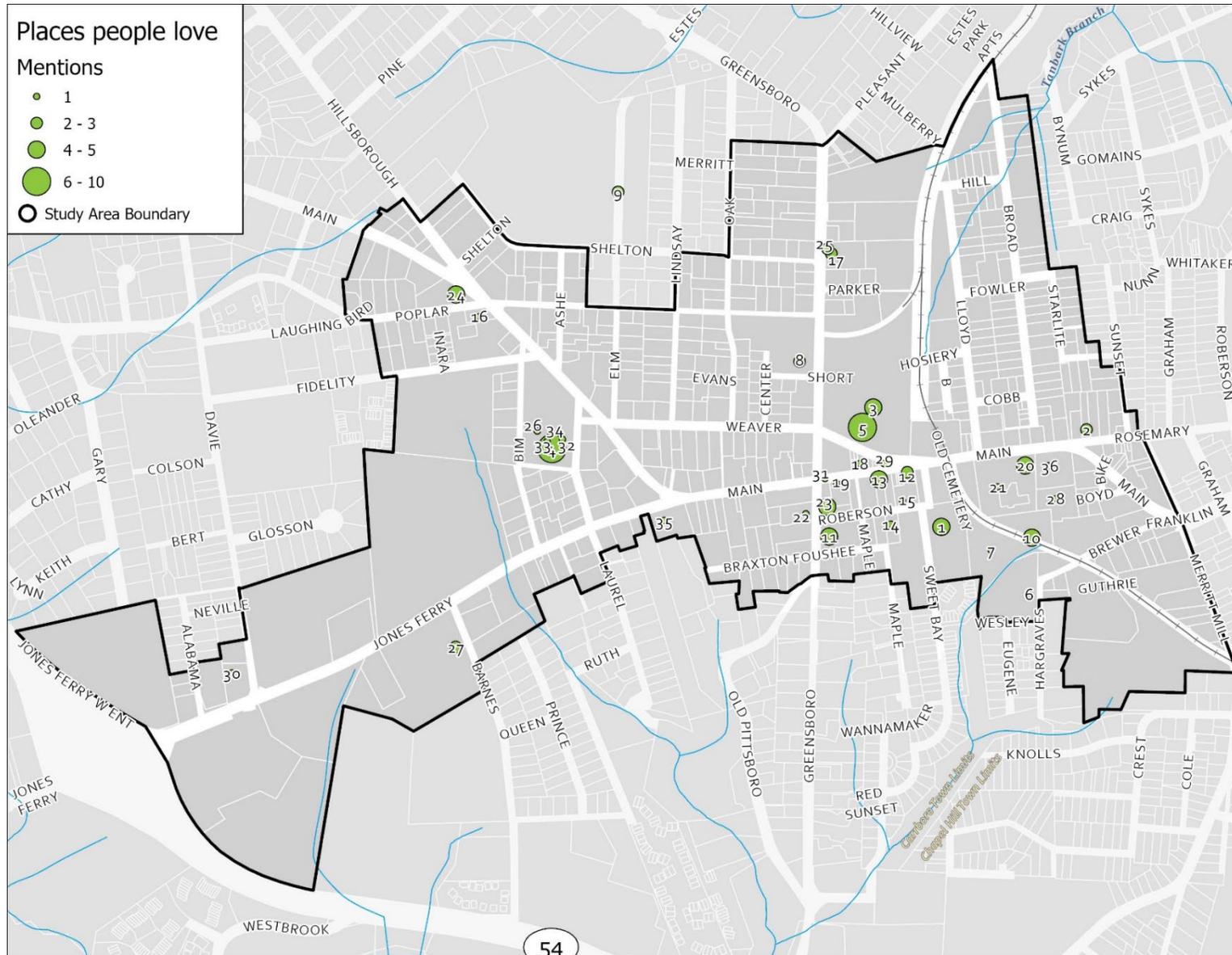


Table 1 | Places people love – map key and other comments

ID	Comment	Mentions
1	Arts Center	5
2	Peel Gallery + Photo Lab	3
3	Carr Mill	5
4	Farmer's Market	7
5	Weaver St Market/lawn	10
6	Neighborhood basketball court	1
7	Carrboro Town Cemetery	1
8	Fitch Lumber	2
9	Frances Lloyd Shetley Bikeway	3
10	Libba Cotten Bikeway	5
11	203 Project (new library)	4
12	Shops on Main St in old buildings	3
13	Orange County Social Club	5
14	South Orange Rescue Squad	1
15	Tom Robinson's Carolina Seafood	1
16	Pelican's SnoBalls	1
17	Breakaway Carrboro	2
18	Napoli	1
19	Build on successes of buildings and streetscape of this block (form-based code; no setbacks), copy what people like	1
20	Gray Squirrel Coffee Company + space that is accessible after hours	4
21	Cat's Cradle/Haw River Tap & Table/Amante Gourmet Pizza	1
22	Steel String/Cheese Shop/Glasshalfull	1
23	Open Eye	5
24	Lanza's Cafe	4
25	Protected sidewalk dining (Dingo Dog)	2
26	MLK Park	1
27	Garnachas Rivera	3



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28	Ample parking at garage	1
29	Spotted Dog - amount of food options/diversity in town	1
30	Toledo's Taqueria	1
31	Connectedness at Main/Weaver	1
32	Really Really Free Market	1
33	Town Commons	1
34	Zumba class	1
35	CommunityWorx	1
36	FRANK + Art Walk	1

## MAP 2: OPPORTUNITIES

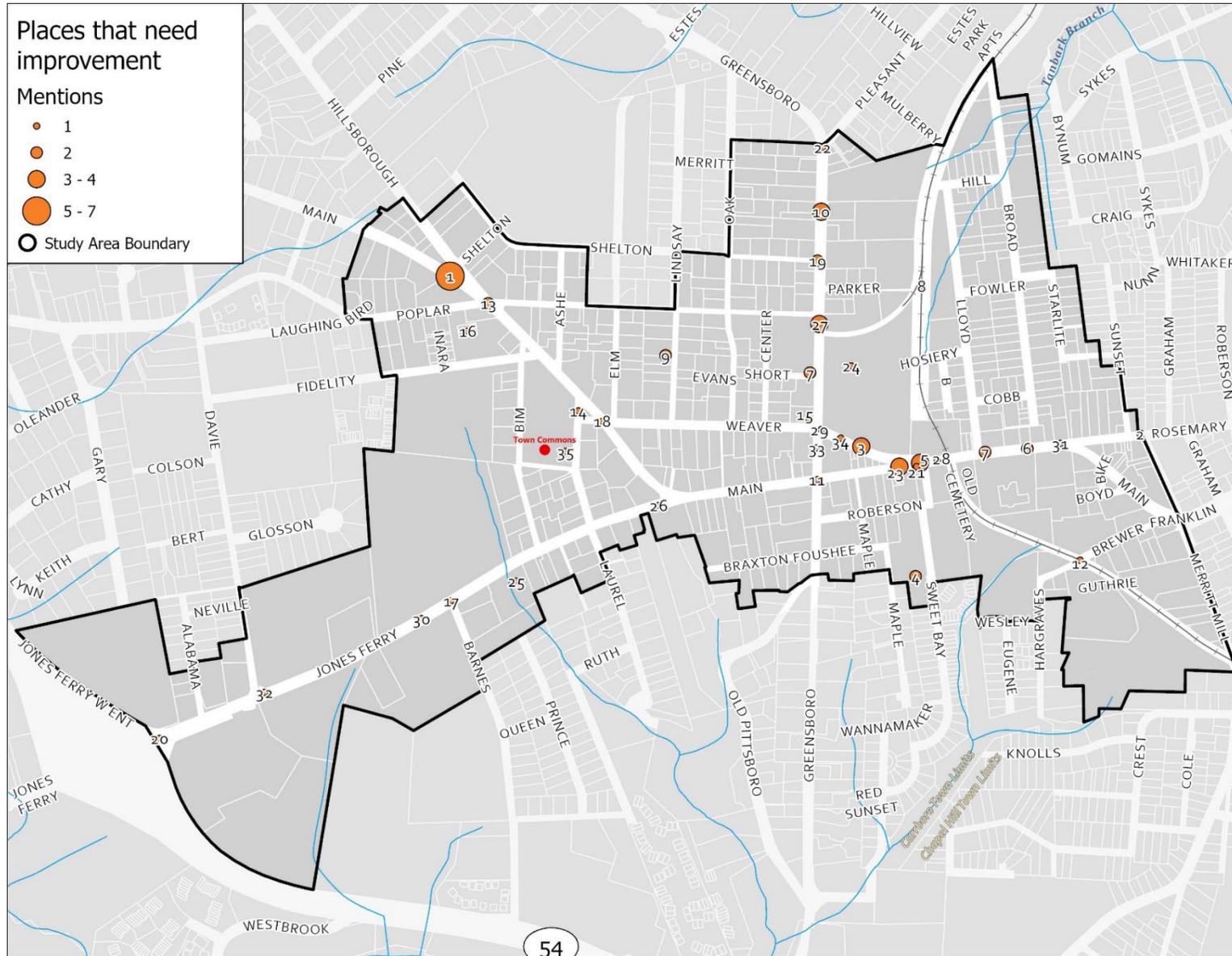




Table 2 | Places that need improvement – map key and other comments

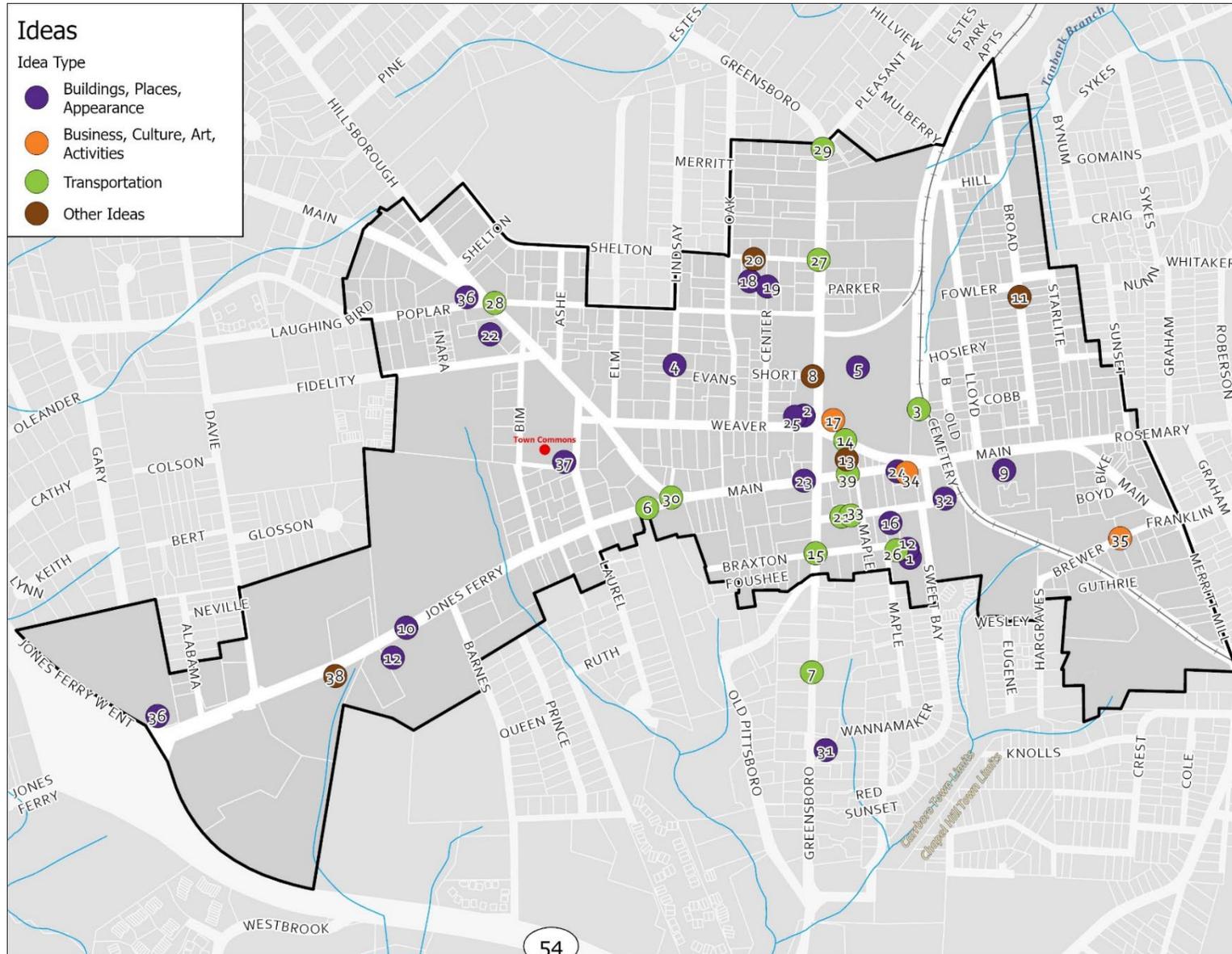
ID	Comment	Mentions
1	Crosswalks with lights where there are none	7
2	Entrance of Town sculpture	1
3	Expand Weaver Street lawn by closing that section of Weaver St to traffic	3
4	This parking lot is always empty and ugly	2
5	This crosswalk is confusing for pedestrians	4
6	Need more street trees along Main (especially between Sunset and Lloyd)	2
7	More trees and landscaping	2
7	More trees and landscaping	2
8	Make rail a transportation corridor - extra N-S connection	1
9	Affordable housing	2
10	Hard to cross; fast traffic; no transition into town	3
11	Bike safety improvements - participant had a near miss with truck turning right and had to jump off their bike, which got run over	1
12	Stop sign for cars on Brewer Lane & Libba Cotton	1
13	Take over Main St from NCDOT, install dutch round-a-bout	2
14	Close Laurel St here, install a splash pad for kids	1
15	Develop empty lot or place park	1
16	Redevelop O2 Fitness + 1 story in front needs sidewalk connection	1
17	More police presence	1
18	Take care of corners; businesses shouldn't be car-based and shouldn't be parking lots; people space, create vibrancy	1
19	Needs controlled pedestrian crossing; too many cars speeding with close calls	2
20	Traffic really bad, maybe due to growth	1
21	Improve sidewalk near Armadillo Grill public lot	1
22	Buffered bike lane up hill SB on N Greensboro	1
23	Lack of crosswalk at Spotted Dog	3
24	Aggressive towing makes area feel unwelcome	1
25	Continuous bike lanes	1
26	Crosswalk at thrift shop/Jones Ferry Rd	1



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27	Safety of crosswalks (southern states- light on sign; signage on sides of road)	3
28	To go on Weaver westbound too much traffic; yellow arrow confuses drivers	1
29	Right turn only lane from Weaver onto N Greensboro	1
30	Sidewalks - crossing Jones Ferry is very dangerous	1
31	Car/wide travel lanes - easy to get stuck/gridlock when driving a car at Merritt Mill/Main and Main/Rosemary	1
32	Feels like Jones Ferry corridor and commercial downtown are segregated	1
33	Difficult to get across crosswalk	1
34	Improvements to crosswalk to incentivize drivers to stop	1
35	Water fountains at Town Commons don't work	1
<b>Not on map</b>		
	No more cookie-cutter buildings, houses, or neighborhoods	
	Please do not "glow-up" Carrboro! Keep it gritty.	1
	Chapel Hill Transit buses have routes that go everywhere and connect to businesses/homes/resources more than just park & ride	1
	Diversity of price points for goods (particularly food) to make spending time and money in the area appeal to and accessible to diverse income brackets	1
	Decrease headways on F bus during off-peak/mid-day	1

### MAP 3: IDEAS



ID	Comment
1	Housing b/c parking lot now
2	Park / Community center / Housing (if built put roof garden) b/c now empty lot
3	Transportation corridor - bus or bike line or light rail if & when RR is decommissioned
4	Town trust / Community Home Trust (expanded) - Town purchases, and purchasers commit to live there
5	Developed to be high density housing with underground parking
6	Extend 405 Triangle route, extend past 9pm, add more stops from Jones Ferry to Main
7	Sidewalks and bike lanes
8	Plant more sidewalk trees there and other streets downtown, all along Main St. Town cut down only tree b/t Sunset and Lloyd
9	Revisit development plan with amphitheater w/ courtyard at center - a second public space
10	As light industrial businesses leave, turn buildings into high density development but not at cost of businesses leaving - business below and housing above
11	Acknowledgement of history of neighborhood especially b/c black/brown community
12	Rezone for wet labs / life sciences
13	Linear park that connects Weaver Street to Library
14	Close the section of Weaver St to Main for pedestrians during specific hrs - maybe have bollards that go up and down for safety
15	Add protected bike lanes
16	Expand rescue squad w/ partners that could include: Affordable housing & colocation w/ other public safety entities
17	Outdoor space
18	Tiny homes on properties w/ existing homes - explore partnership w/ churches
19	Affordable housing for 30% AMI + 50% AMI
20	People live & work together ( tiny village w/ grocery, hardware, church, etc.)
21	Connect Libba Cotton to library and bike path; safe crossing at Greensboro & sidewalks on S Greensboro
22	O2 Fitness lot needs to be multi-story mixed use; height determined by width of street
23	If owner chooses to redevelop, clear and predictable way to redevelop properties more densely if needed
24	Form based code (in reference to 2-story commercial properties on E main)
25	Rooftop garden
26	Reduce downtown surface parking
27	Controlled crosswalk at Shelton @ N Greensboro
28	Crosswalks across Poplar and across Main



29	Buffered bike lane around curve (SB)
30	Improve ped-xing on all corners (bus stop is on a curb!)
32	Park/Activation of green space; kid-friendly place to spend time without spending money and/or with your food
33	Opportunity for one-way; and/or streetscape for pedestrians
34	Filling empty businesses; more stuff to do/visit downtown
35	Downtown Arts District - arts trail
36	Single place for coffee and snacks with a good playground. A place where adults can relax and kids are safe
37	More [multilingual] signage - permanent around century center/farmers market to show families that they're welcome to breastfeed/feed their babies in Carrboro
38	Shading and streetscape improvements along Jones Ferry to make traveling into Town more pleasant and less hot
39	One-directional traffic flow at Main to Weaver or improved traffic pattern
<b>Not on map</b>	
	More playground options - Add to what is here
	More density and communal space developments like Park Slope



## ENGAGEMENT SUMMARY: COMMUNITY EVENT 3

### COMMUNITY INPUT SESSION – OCTOBER 20 AND 23, 2024

#### EVENT SUMMARY

The Town of Carrboro held two Community Input Sessions for the Downtown Area Plan. The first was on the afternoon of Sunday, October 20th. The event was repeated in the evening on Wednesday, October 23<sup>rd</sup>. The purpose of this session was to receive more detailed community feedback about the look and feel of future development and improvements to the downtown area. Activities also sought to expand upon the main themes identified during the community visioning stage:

- Public space
- Walking and biking
- Affordability
- Mixed-use and local business
- Plants, trees, and landscaping
- Art, music, and entertainment

The format of these events was a drop-in workshop with multiple stations with activities designed to gather feedback. The activity stations are described in the next section. Materials were created in both English and Spanish, and a Spanish interpreter was available throughout the event.

The following section describes the activities at each station and provides a summary of feedback from each station. Graphs, visual preference graphics, and comments are provided in detail in the Graphs, Visuals, and Comments section.

### STATION DESCRIPTIONS AND WHAT WE HEARD

#### DEMOGRAPHICS

This station consisted of boards where participants were encouraged to place stickers in order to answer demographics questions, including race, language, age, and how long they have lived in Carrboro. Between the two sessions, the total attendance was approximately 30 people, though many did not respond to the demographics questions. Of those that did, 12 lived in Carrboro.

and 3 worked in Carrboro. All spoke English as their primary language at home. Of the attendees who responded to the race and ethnicity question, 1 was Black, 14 were White, and 1 was Hispanic/Latino.

## DEVELOPMENT TYPES: WEAVER STREET COMMERCIAL CORE

The Development Types station allowed participants to respond to the open-ended questions, “Do you want to see more development in this area? If so, what kind of new development would you like to see? (e.g. type, size, height, appearance, function, etc.)” Four boards were set up with maps and aerial imagery of the study area sections. Participants used sticky notes to write down their responses to the corresponding area.

### *Keep historic buildings*

Respondents desire the maintenance of historic buildings and local businesses.

### *Playscapes for all ages*

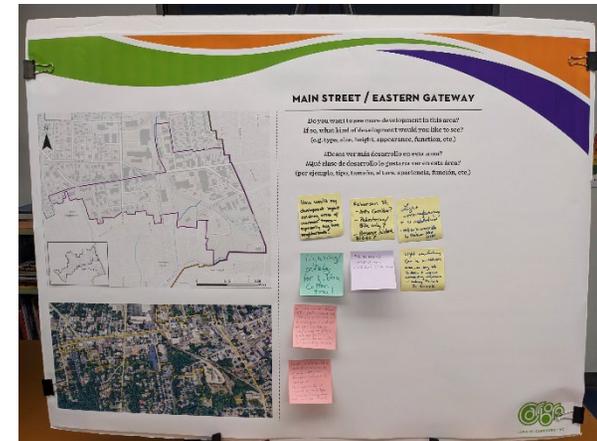
Participants expressed interest in playscapes that are suitable for people of all ages, including children and the elderly. One response cited Dune Park in Montreal as a source of inspiration.

### *Housing with shared facilities*

Respondents indicated interest in additional housing in this area, specifically housing types with common spaces for laundry and kitchens to provide affordable and multigenerational housing options.

### *Parking on the outskirts*

Many respondents expressed concern with traffic management and parking. One respondent suggested that the town keep parking facilities on the outskirts of town to divert traffic away from the main downtown area.



## DEVELOPMENT TYPES: MAIN STREET / EASTERN GATEWAY

### *Activate Roberson Street*

Respondents indicated that they would like to see Roberson Street activated into a corridor with art, public space, and/or businesses along the street. Activation along the street would create a connection between the Libba Cotten Bikeway and the 203 Project, and increased foot traffic would improve safety on the bikeway, which respondents noted as a concern at night.

### *More housing*

Participants indicated that they would like to see more housing, especially to enable people to live and work in the same area and to support the vibrancy of downtown.

### *Rezone/reuse industrial around Brewer Lane / Libba Cotton Bikeway*

Respondents indicated a desire to expand the types of uses in the current industrial area around Brewer Street and the Libba Cotton bikeway.

### *Repurpose surface parking lots*

Respondents suggested redeveloping or repurposing surface parking lots in this area.

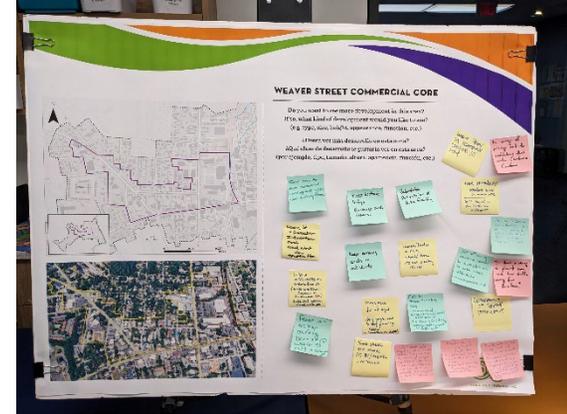
## DEVELOPMENT TYPES: SURROUNDING NEIGHBORHOODS - NORTH

### *Affordability concerns*

Respondents expressed concerns about property taxes pricing out long-term and elderly residents and the lack of affordable housing options for lower- and middle-income families in this area.

### *Cohesive infill development*

Many respondents expressed that infill development is necessary to maintain Carrboro's growth, increase housing supply, improve affordability for both residential and commercial rents, and limit sprawl. However, respondents emphasized the need for infill that respects current residents and is in harmony with historic homes and existing uses. One respondent noted that the infill development process should respect, consult, and compensate residents of historic neighborhoods.



### *2-story building height maximum*

Along with concerns about infill and new development, several respondents specifically stated that there should be a height restriction of 2 stories in these neighborhoods.

### *Support for diverse housing*

Many responses indicated a need for more diverse, non-single family housing options in this area, such as small multifamily, ADUs, other missing middle, and apartments (at the border between the downtown core and the neighborhood). One respondent stated that they would like to see smaller lot sizes to accommodate this type of housing.

### *Improve walkability*

Respondents indicated that they desire improved walkability through greenways and trail connections across the railroad tracks. They also indicated a desire for traffic calming that would slow down cars, limit through traffic, and make roads safer for pedestrians.

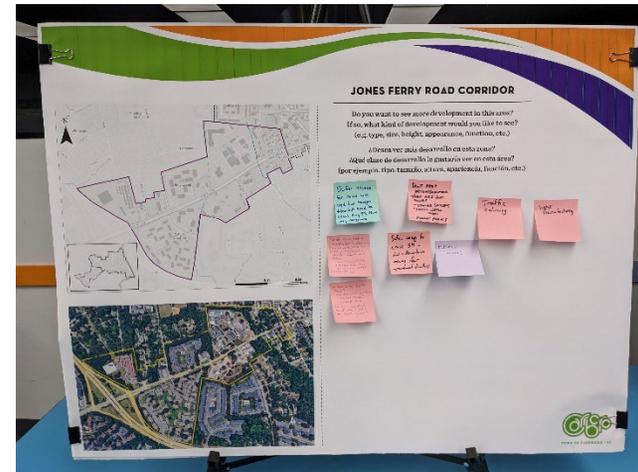
### *Neighborhood businesses*

Responses included a desire for more neighborhood businesses where people can eat and enjoy music, and can easily travel to on foot or by transit.

## **DEVELOPMENT TYPES: JONES FERRY ROAD CORRIDOR**

### *Nearby shopping and amenities*

Responses focused on shopping and amenities that residents along Jones Ferry Road can walk to in order to meet their daily needs, including grocery stores, cafes and restaurants, other businesses, and pocket parks. One respondent suggested light manufacturing as a use in this area as well.



## TRANSPORTATION

This station prompted participants with the question, “What would make you feel safer moving in and around the downtown area?” Participants were encouraged to write open-ended responses to this question on sticky notes and posted them on the board. There was an additional question at the bottom of the board, “How did you get here today?” Participants left dots on one of the options: walked or rolled, rode a bike or scooter, took the bus, or drove a car. The majority of respondents arrived to the event by car.

### Sidewalks

Many respondents identified specific areas where they would like additional, improved, or wider sidewalks, especially on streets that have none. Desire was also expressed for shrubbery, landscaping, and tree branches to be cut back so they do not obstruct the sidewalks.

### Protected bike lanes

Respondents indicated a desire for more dedicated bike lanes with bollards to protect cyclists from automobile traffic.

### Better intersections and pedestrian crossings

Multiple respondents identified intersections that would benefit from improvements. Some respondents indicated a need for better strategies for getting drivers to yield at crosswalks. They would like pedestrians, especially those using mobility devices, to be prioritized over vehicles.

### Traffic calming and speed enforcement

We heard that respondents would like better speed enforcement and traffic calming interventions, such as speed tables and narrower streets, to reduce car speeds.

### Lighting

Many suggestions for improved safety mentioned lighting to navigate the downtown area in the dark and create visibility for pedestrians and bicycles.





### *More people out and about at night*

Respondents indicated that they feel safer when there are other pedestrians also moving through the streets at night.

### *A culture of respect for all*

We heard anecdotes of respondents not feeling safe because of harassment and other unwelcome interactions. They desire a culture of respect so that people feel safe moving about the downtown area. We also heard that some respondents feel like people respect others when their environment is beautiful and accommodating.

### *Shade*

To maintain walkability and comfort during summer temperatures, respondents stated that they would like more shade trees. With this improvement, they stated that they believe more people will stay longer in the downtown area.

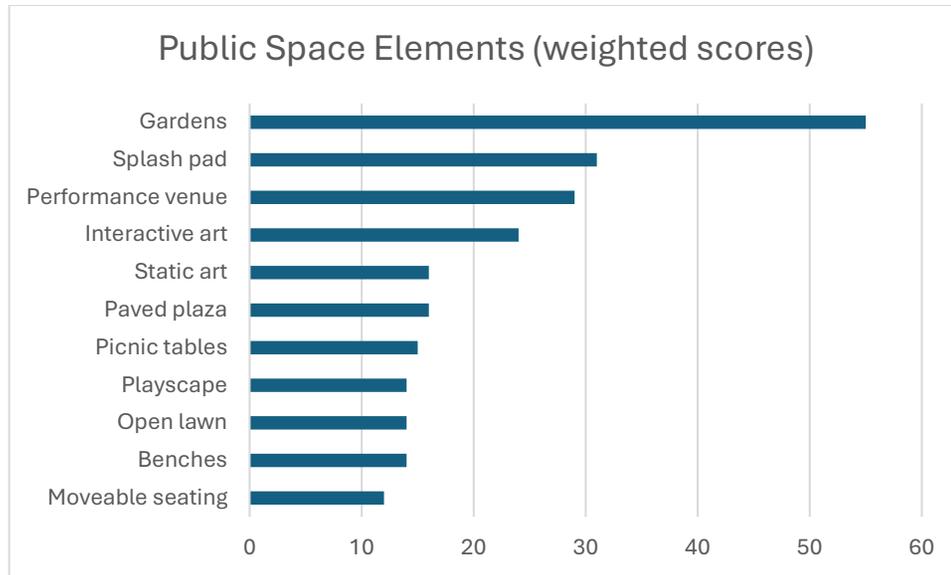


### VISUAL PREFERENCE: PUBLIC SPACE

The community input sessions had three visual preference stations where participants weighed in on their preferences for different types of improvements to the downtown public realm, using example photos and a variety of voting methods. The Public Space station asked participants, “What kinds of features and activities would you want to see in a new public space?” This was a ranking exercise where participants chose their first, second, third, and fourth priority from among 11 options. The results were scored by giving votes the most weight if they were first priority, and the least weight if they were fourth priority.

Gardens was the most highly ranked public space feature, followed by a splash pad and a performance venue.

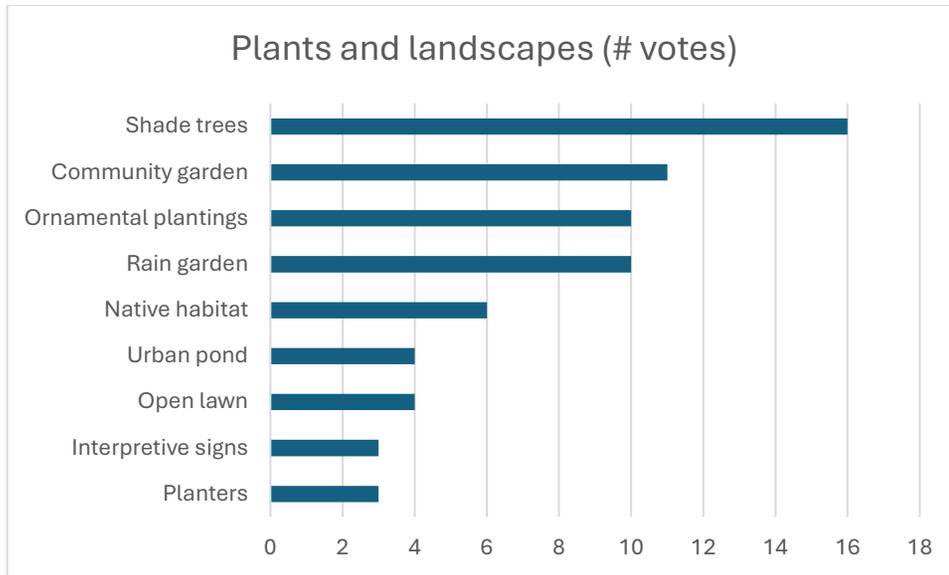




### VISUAL PREFERENCE: PLANTS AND LANDSCAPES

This station asked participants, “What kinds of plants and landscaping do you want to see in the downtown area?” This was a voting exercise where participants were given 3 coffee beans that they could drop into cups that corresponded with the element they wanted to choose out of nine types of landscaping.

Shade trees were the top voted plant and landscaping element, followed by community garden, rain garden, and ornamental plantings.



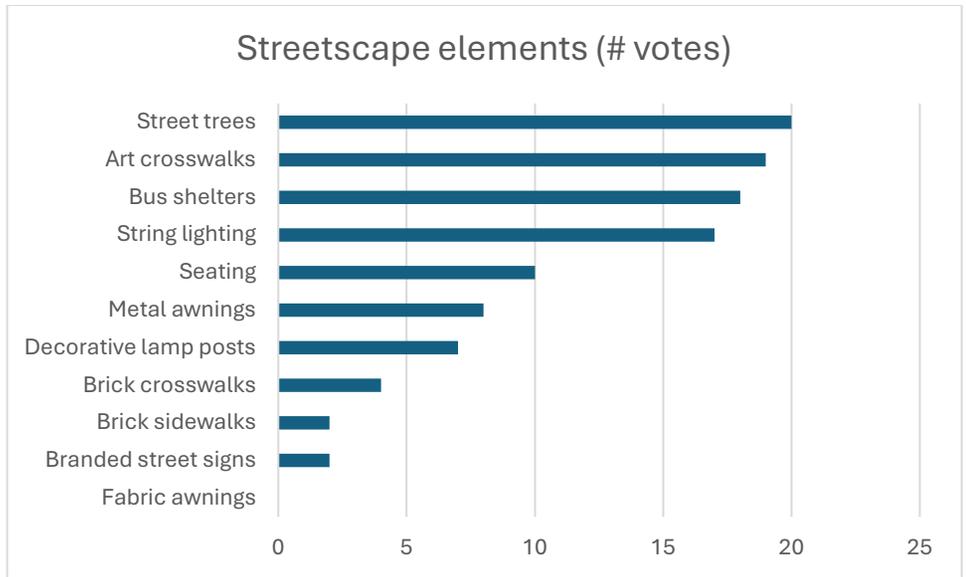
### VISUAL PREFERENCE: STREETSCAPES

This station asked participants, “What would you like to see on and near the streets?” This was a voting exercise where participants were given 5 popsicle sticks that they could drop into cups that corresponded with the element they wanted to choose, out of 12 options.

#### Street trees

Street trees were the top voted streetscape element, followed by art crosswalks, bus shelters, and string lighting. An additional comment was made by one participant suggesting solar powered streetlights.







## COMMENTS AND VISUAL PREFERENCE DETAILS

This section presents the full comments from development types and transportation stations and the graphics used at the visual preference stations, accompanied by the detailed vote counts. The tables below contain all of the comments made on sticky notes at the development types and transportation stations.

**TABLE 1: DEVELOPMENT TYPES**

Weaver Street Commercial Core
1. Close Weaver St from East Main to N. Greensboro. Make it very pedestrian friendly. 2. Wider sidewalk (both sides from N. Greensboro St. to W. Main St.
A reasonable mix of commercial and residential in all of those areas. Neighborhood building. Close Weaver St. to vehicle traffic.
Make Weaver St. permanently pedestrian only. Narrow W. Main St to two lanes only (no turn lane). Improve pedestrian signal at intersection of W. Main and Weaver
Close Weaver. Town site control of commercial spaces to curate development (like Paris!)
Keep historic buildings. Encourage small business.
Harris Teeter and CVS should have its own parking deck
Keep parking decks on outskirts
Fence or better safety barrier @ Weaver St Market & Weaver St
Wider sidewalks on Greensboro St. (walking to Town Commons & to Weaver St). Take out green weed strips
Weaver St. & Greensboro intersection needs roundabout for traffic flow
Good area for more commercial development given more parking areas.
Pedestrian and bike friendly
More roundabouts Greensboro saves so much time. Don't tear down buildings for roundabouts.
Be wary of pricing out the institutions that make Carrboro Carrboro.
Improve safety at pedestrian crossing at Fitch.
Traffic calming, lower speed limits, and especially at crosswalks. The Weaver Street Market lawn gets treated as a playground - so maybe a waist-high picket fence is needed? To stop little kids from running out into street?
Roundabouts are great! Better traffic flow! Multigenerational housing, and activity areas, are crucial. Neighborhoods are healthier if the housing costs are varied within them.
City/County codes should regulate and prohibit predatory towing practices! The situation w/ towing at Carr Mill Mall is horrible - Carr Mill's out-of-state owner is not accountable to our community. Towing companies are allowed to charge exorbitant fees.



Playscapes for all ages. Elderly people need to keep practicing balance. Dune Park in Montreal.
Towing charges and signage at HT/Carr Mill so offensive.
Enforcement of 20 mph speed limit
Is there a way to divert some rush hour traffic away from downtown?
Vertical housing w common spaces for laundry, kitchen to make it more affordable and multigenerational.
Does Town of Carrboro have a standing cmte of local cyclists, to weigh in on development/planning in our town? If we don't, CAN we?
CVS lot. 4-5 story bldg. 1. Commercial. 2. Health clinic/laundry + open space. 3 - 5 housing for elderly, artists, youth aging out of foster care
<b>Main Street Eastern Gateway</b>
A performance venue (outdoors) would be great. Creating a corridor of art from 203 down the Libba Cotten Bikeway would be amazing
No big box or chain stores
Modern 21st century zero-carbon innovative neighborhood
More housing development to support vibrancy of downtown. Repurpose surface parking lots.
Commercial development on Roberson?
People need to be able to work & live in same area - we need better public transport, and we need rent control. Developers should be required to provide truly affordable housing, along with the higher cost units.
How would any development impact existing areas w/ increase taxes - especially long time neighborhoods?
Roberson St. - Arts Corridor? - Pedestrian/Bike only? - Preserve historic bldgs?
Light manufacturing in less residential areas. Need to be accessible to medium sized trucks.
Light manufacturing can be in residential areas, as long as it doesn't impact surrounding neighborhoods. Making T-shirts for example.
Need to rezone industrial area around Brewer / Libba Cotten
Lighting / safety for Libba Cotten trail
I love Libba Cotten bike path & I've walked it, alone at night (female), plenty of times - I think greenways at night are safest when they are heavily used - lighting is great, but there's no substitute for seeing other women walking near you!
<b>Surrounding Neighborhoods - North</b>
Townwide - Development (or re-development) should be in harmony with existing uses. Multi-story buildings should have a transition to taller structures.
No big box stores - keep it local
Walkable areas. Low traffic density.
More missing middle, non-single family housing



No chain stores. Keep Carrboro local.
Yes - more development. All kinds, smaller lot sizes, more density, housing, housing, housing. Get site control (town) for affordable housing. More bike lanes / greenways. More traffic enforcement for cars (speeding). Slow down cars.
Identify options for more, denser development.
2 story max. Infill OK, duplex-quadplex. In-law units in back yard
Keep residential area height limited to 2 stories. Apts bldg on outer perimeter
Keep historic homes protected from infill and tall development
2 story max. Town Commons - more trees, more play structure
Historic neighborhoods' residents should be consulted and involved before development happens in or near their homes. I'm concerned about low income and older folks having their property taxes, on their homes, raised.
Place like Johnny's. Can eat, enjoy music, particularly those that live nearby that can walk or bus
Infill is needed to avoid sprawl, BUT - it can be done in ways that respect, consult, and compensate residents of historic neighborhoods. People need to be able to see plenty of sky, and have privacy in their yards. (vs, looming developments right over them)
Longtime & elderly residents should not be priced out of their neighborhoods. And they should be able to pass homes on to their kids...
I'm SO conflicted Re height/story limits!! I love short bldgs letting us all see the sky- BUT - we need to best use our vertical space... We need affordable housing & plenty of commercial space (those rents need to be affordable too)
Increase residential density
Don't forget the trees.
Walking paths across tracks
<b>Jones Ferry Road Corridor</b>
Yes - it would be great to have businesses here that folks who live in this area could walk to and meet all their needs. More charm too.
Grocery store / drug store in this area would help residents
Safe walkable areas for residents with good shopping
Yes commercial development
More walkable / bike lanes. Traffic enforcement. Slow down cars.
Light manufacturing
Traffic calming
Multimodal corridor!
Safe ways to cross 54 - bus and downtown access for apartment dwellers
Don't have neighborhoods that are just houses. Corner grocery. Small coffee shops. Pocket parks.



Do all neighborhoods - including apts/subdivisions - have walkable access to: -pocket parks (w/ benches & pollinator garden patches & swings) -corner groceries with fresh affordable produce (not just soda/beer/candy) -cafes/restaurants. Does zoning allow for these? Does development guidelines/incentives require/encourage these? For every neighborhood - can I walk to food & socializing areas?

Safer access for those who need bus transportation but need to cross Hwy 54. Now very dangerous.

**TABLE 2: TRANSPORTATION**

Shrubbery / other landscaping overgrown on sidewalk and should be cut back every 3-5 years. Ditto for low-hanging branches (I'm 6'3")
Better sidewalks on W. Main
More sidewalks: at least one side of streets with none
I have been harassed walking downtown by people of all backgrounds. How do we create a culture of respect for all?
Install a light at the 54 exit off Jones Ferry heading east (scary to cross using crosswalk)
Repair the sidewalk on Jones Ferry
More / better wider sidewalks. More dedicated bike lanes. Safer intersections, esp. 1. Elm/Weaver/Main and 2. Weaver 5-way. Traffic rules enforcement.
Due to large number of pedestrians on Estes Dr Ext near the roundabout, we need a sidewalk on Estes Dr Ext
Narrower street on West Main near Weaver & Jones Ferry, traffic calming on N. Greensboro near roundabout
Sidewalk on Estes Dr. Extension
Narrow W. Main St. down to 2 lanes (no turn lane) and install protected bike lane
Sidewalk needed on Greensboro to main from South Green
Sidewalks with good sight lines and good lighting
I would like: <ul style="list-style-type: none"> <li>- slower car traffic - more speed tables / bumps; narrowing of streets; bollards - traffic calming measures</li> <li>- however we get drivers to better respect crosswalks</li> <li>- sidewalks in good repair and on both sides of all downtown streets</li> </ul>
Prioritizing pedestrian traffic - but realizing that this includes folks using wheelchairs or walkers, or crutches or canes. More benches & covered / sheltered benches. More bus stops - sheltered bus stops. Dedicated and "protected" bike lanes! Protected requires physical barrier - bollards or etc.
I take the bus a lot - I need the bus to stay free, and, more frequent buses / more weekend / evening coverage. More shade trees for lower summer temps! If being outside downtown in summer is cooler, more people will longer & be happier

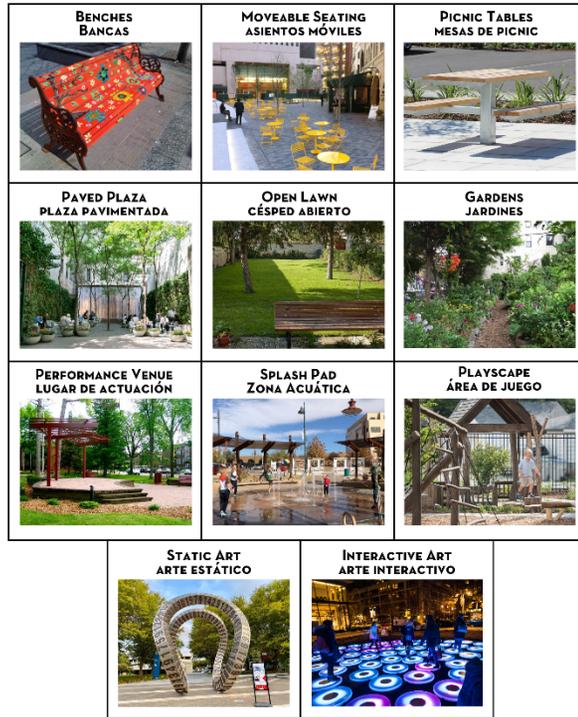


Carrboro gets SO puddle-some, So fast, in rain! It's like nothing drains - can we incorporate rain gardens to ameliorate this? As a pedestrian, my feet get soaked! Streets and sidewalks have 1-2" of standing / rushing water - with no dry place to step.
I walk alone at night a lot - I feel safer when there are a good number of other pedestrians out & about, I think people behave better in public if their urban environment is beautiful and accommodating - benches, sheltered areas, public art, multilingual signage, directions.
Safer ways to bike to downtown from Rogers Rd.
Better lighting & sidewalks for bikes
Wider sidewalks
Weaver St & Greensboro St crosswalk improved for pedestrians (scramble)
Crosswalk end of Oak to Greensboro & light?
Tree preservation (esp old oaks)
Intersection improvements @ main / weaver / laurel - get rid of the triangle! [Note: W. Main, W. Weaver, Laurel Ave]
One-way streets (better for walking & biking)

## VISUAL PREFERENCE: PUBLIC SPACE

### PUBLIC SPACES LOS ESPACIOS PÚBLICOS

What kinds of features and activities would you want to see in a new public space?  
¿Qué clase de características y actividades le gustaría ver en un nuevo espacio público?



Item	Total (unweighted)	Score (weighted)
Moveable seating	5	12
Benches	7	14
Open lawn	7	14
Playscape	5	14
Picnic tables	6	15
Paved plaza	8	16
Static art	8	16
Interactive art	10	24
Performance venue	10	29
Splash pad	10	31
Gardens	19	55

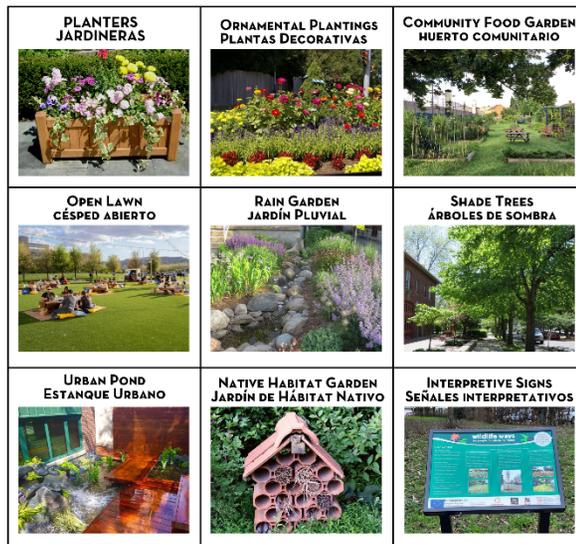


TOWN OF CARRBORO • NC

## VISUAL PREFERENCE: PLANTS AND LANDSCAPES

### PLANTS AND LANDSCAPES PLANTAS Y PAISAJES

What kinds of plants and landscaping do you want to see in the downtown area?  
¿Qué tipo de plantas le gustaría ver en el centro de la ciudad?

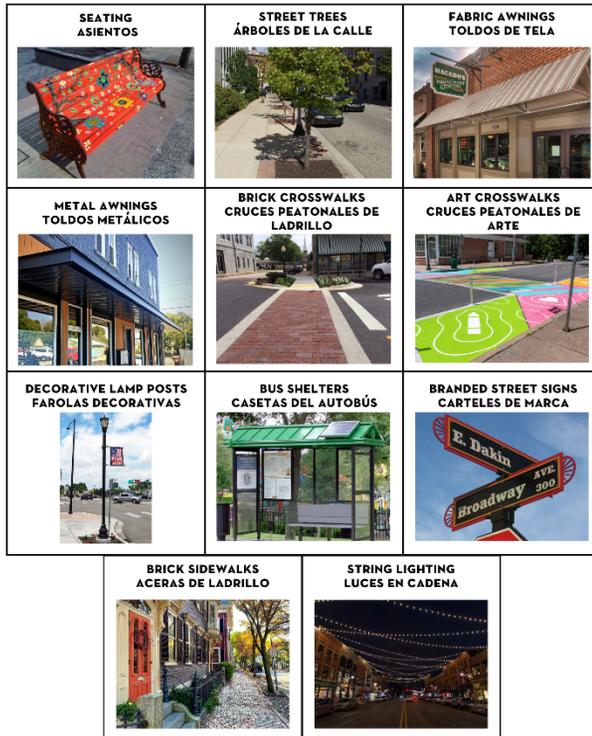


Plants and landscapes	Bean votes - pick 3
Rain garden	10
Planters	3
Open lawn	4
Community garden	11
Ornamental	10
Urban pond	4
Shade trees	16
Native habitat	6
Interpretive signs	3

## VISUAL PREFERENCE: STREETSCAPES

### STREETSCAPES LOS PAISAJES URBANOS

What would you like to see on and near the streets?  
¿Qué le gustaría ver en las calles y cerca de ellas?



Streetscapes	Popsicle stick votes - pick 5
Art crosswalks	19
Fabric awnings	0
Brick crosswalks	4
Metal awnings	8
Seating	10
Street trees	20
Decorative lamp posts	7
Bus shelters	18
Branded street signs	2
Brick sidewalks	2
String lighting	17

## ENGAGEMENT SUMMARY: JUNETEENTH FESTIVAL

### CARRBORO-CHAPEL HILL JUNETEENTH FESTIVAL – JUNE 19, 2025

#### EVENT CONTEXT

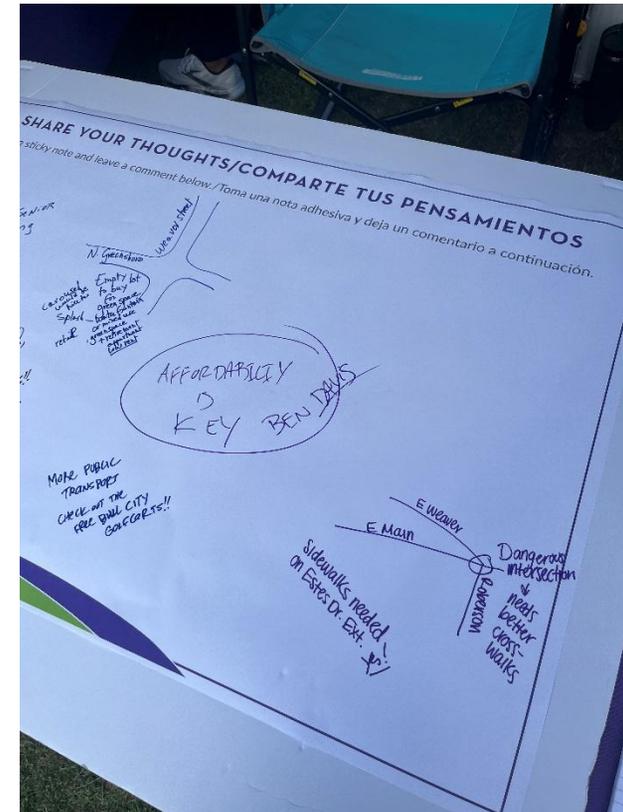
A community engagement event for the Carrboro Downtown Plan was held on June 19, 2025, at the Carrboro-Chapel Hill Juneteenth Festival at Carrboro Town Commons on W. Main Street. The festival was hosted by Carrboro and Chapel Hill, along with numerous community partners.

At the Town of Carrboro’s table, the project team, made up of Town staff and consultants, conducted a community engagement event for the project. Over 60 members of the community contributed their thoughts at the event.

The engagement featured an interactive “share your thoughts” board where participants could write and draw their vision for the future of downtown Carrboro. Comments were also recorded from people who spoke with the project team and Town planning staff at the table rather than writing/drawing.

In addition to the “share your thoughts” board, there were informational boards present that gave context regarding the Plan to the community. These included representative renderings, the visions and goals of the Plan, and a snapshot of the Plan’s process.

Flyers were distributed to point people to the Engage website, where they can learn more about the Plan and receive updates on future community engagement events.





## WHAT WE HEARD:

### AFFORDABLE HOUSING & MIXED-USE DEVELOPMENT

Overwhelmingly, public feedback indicated that there is a strong desire for affordable housing in the Town. Participants noted that the need for affordable housing is ongoing. Displacement was identified as an issue within the Town, and some participants suggested that more affordable housing options would significantly help with this.

Some participants urged that development above 2-3 stories in height would take away from the Town's identity, while others were eager to see development that is 4+ stories tall. Density was discussed as important for the growth of the Town; however, some participants were opposed to seeing increased density in the form of tall residential and mixed-use buildings. Participants would like to see designated senior housing as well.

### PUBLIC TRANSPORTATION

The community expressed their interest in expanding public transit within the Town and surrounding areas. Some participants suggested increased accessibility for alternative transportation, such as bikes or scooters. Suggestions were given to increase bus stops on the Chapel Hill Transit J and F routes. Some participants would like to see the Town develop a circulator public transit system within the downtown area.

The intersection of E. Main Street and Roberson Avenue was seen as dangerous, and the community suggested better crosswalks and pedestrian accessibility. Pedestrian accessibility was also desired for Estes Drive Exterior in the form of sidewalks.

## PARKS & RECREATION

More parks and green spaces in the downtown area were desired by many participants. The need for green spaces in the downtown area was identified, and participants suggested the development of more parks, playgrounds, and third spaces. The community also expressed their desire for more public art installations, which could increase tourism and enhance the sense of community in the downtown area.

## DOWNTOWN IDENTITY

The community felt the need for development not to be uniform in its design and aesthetic. Rather, the community would like to see a diverse array of developments that have a modern look but still conform to the Town's identity. Some participants were eager to see tall development with modern aesthetics, while others appreciated the small-town identity that Carrboro carries and would like to preserve that identity.



## MAPS AND COMMENTS

Below is the “share your thoughts” interactive board and the responses gathered by the community during the event. A table with each comment is provided as well.

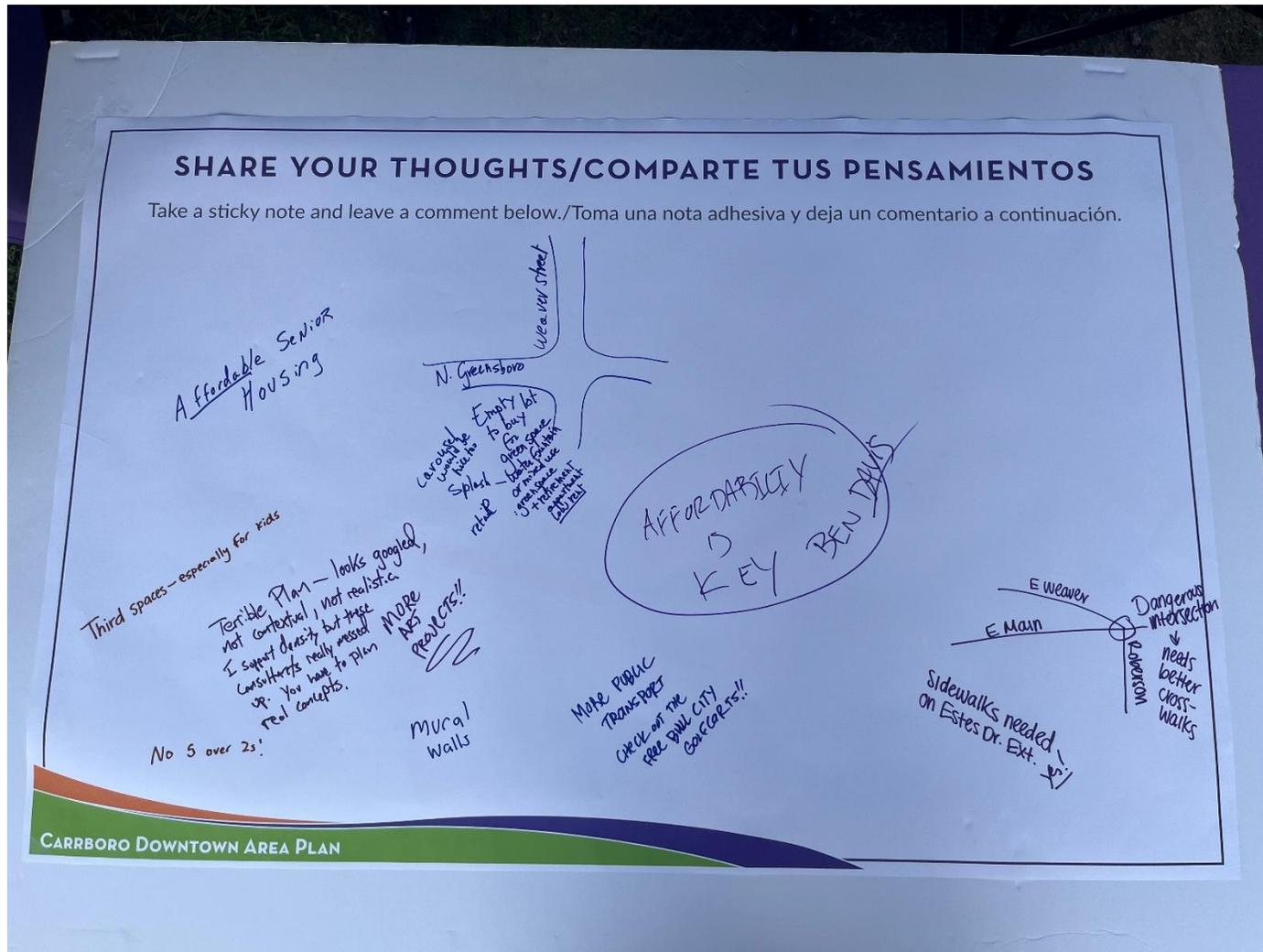




Table 1 | “Share Your Thoughts” Board

#	Comment
1	Affordable senior housing
2	Third spaces – especially for kids
3	Terrible plan – looks googled, not contextual, not realistic. I support density but these consultants really messed up. You have to plan real concepts.
4	No 5 over 2’s
5	Mural walls
6	More public transport. Check out the free bull city golf carts!
7	Affordability is key. Ben Davis
8	Empty lot to buy for green space near N. Greensboro St. and Weaver St. Water fountain or mixed use greenspace. Retirement apartment low rent. Carousel would be nice too.
9	Sidewalks needed on Estes Dr. Ext
10	Dangerous intersection – needs better crosswalks (Intersection of E. Main St., E. Weaver St., and Roberson Street)

## ENGAGEMENT SUMMARY: COMMUNITY OPEN HOUSE EVENTS

### DRAFT PLAN COMMUNITY OPEN HOUSE SERIES

#### EVENT CONTEXT

A series of open-house-style meetings, pop-up events, and community presentations were held in August 2025 for the Carrboro Downtown Plan. These events were hosted by Town Staff and Freese and Nichols to share the draft plan and solicit input from the community.

Events include:

- **Carrboro in Motion** – Collins Crossing - August 1
  - About 30 attendees
- **Community Update** – St. Paul’s AME Church – August 2
  - 16 participants – 12 of the 14 folks who filled out the self-reported as Black and/or African American.
- **Unity in the Community** – RENA Community Center – August 9
  - About 35 attendees to the Town table
- **Community Update** – Community School for People Under Six – August 9
  - About 15 attendees
- **Latin American Festival** – Weaver Street – August 24



The events provided an opportunity for community members to learn more about the Downtown Area Plan, to review the draft content, ask questions of staff and the consultant team, and provide comments on the draft plan. At the events, a variety of informational boards were on display, which included the planning process, vision and goals, and recurring themes. There were also informational boards detailing the plan character areas and representative renderings of several different types of development. Lastly, there was an informational board that included an overview of the implementation and action plan, reiterating the plan’s goals and action categories. Attendees had the opportunity to share their thoughts on an interactive board, and verbal comments were noted by the project team. Attendees were also provided with a pre-addressed, pre-stamped envelope to submit their comments and thoughts via mail. The feedback provided in this event summary includes feedback from all of the events and input methods.

## WHAT WE HEARD:

### AFFORDABLE HOUSING

Some attendees indicated the need and strong desire for affordable housing within the Downtown Study Area. Displacement was identified as an issue within the Town, and some participants suggested that more affordable housing options would significantly help with this.

Some attendees voiced concern about buildings above 2-3 stories in height would take away from the Town's identity and placed an emphasis on preserving the Town's character and "small town" feel. However, some attendees did think that taller buildings, 5-6 stories in height, could fit in certain parts of downtown. Density was discussed as important for the growth of the Town; however, some participants were opposed to seeing increased density in the form of tall residential and mixed-use buildings.

### PARKS & RECREATION

More parks and green spaces in the downtown area were desired by several attendees and supported the Downtown Green Space representative rendering.

### DOWNTOWN IDENTITY

The community felt the need for development not to be uniform in its design and aesthetic. Rather, the community would like to see a diverse array of developments that have a modern look but still conform to the Town's identity. Some participants were eager to see tall development with modern aesthetics, while others appreciated the small-town identity that Carrboro carries and would like to preserve that identity.



## INTERACTIVE BOARD COMMENTS

Below are the interactive boards and the responses gathered by the community.

Table 1 | “Share Your Thoughts” Board

#	Comment
1	Take this show out to the suburbs.
2	Prioritize character! Don't “Cary” Carrboro
3	Transit is key!
4	Too blocky, more trees. More mix. Broken up building, mixed living quarters, like condos, not SF, smaller condos next to apartments
5	Who’s going to own apartments? Need to have smaller starter homes
6	Concern about conversion of affordable housing to market rate after 30 years, need 90 years
7	We don’t need a lot of high rises in Carrboro especially with aging bubble
8	Ugly. Mixed use developments
9	Consider a covered market/building structure to house the farmer’s market and other vendors/small businesses (like many European cities)
10	How could Carrboro attract e.g., smaller tech companies from the triangle to base themselves in town? (Rather than residents commuting to the triangle to work)
11	Pedestrian-only streets (e.g. Weaver St)
12	Less infill development – it depletes green spaces
13	Scale, density, resilience, preservation, permeable surfaces, equity
14	Water collects at service station NE side, big puddle/flooding
15	Public gym equipment (like in Europe and Asia)
16	Expand sidewalks down S. Greensboro
17	Look needs to stay the same
18	Little less glass
19	Jones Ferry look like a desert, needs park to fill it out
20	Downtown greenspace, I like it, especially Jones Ferry
21	Too big, too tall, too industrial looking

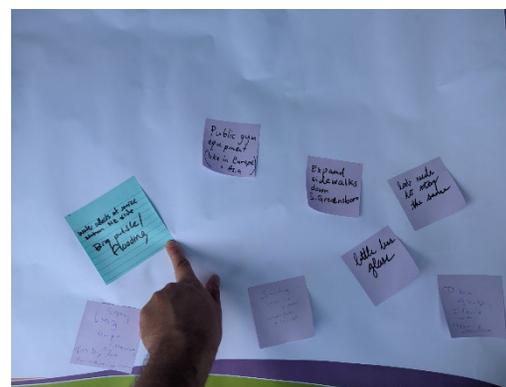
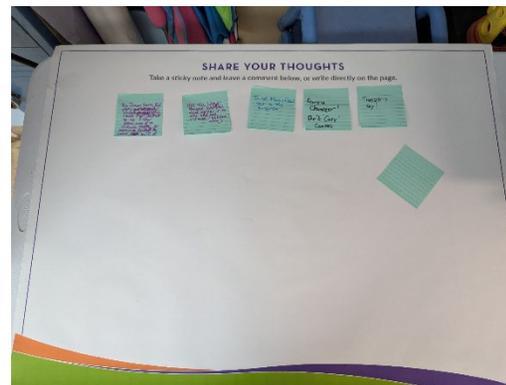
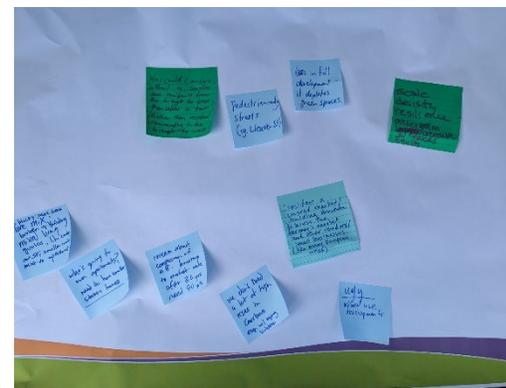
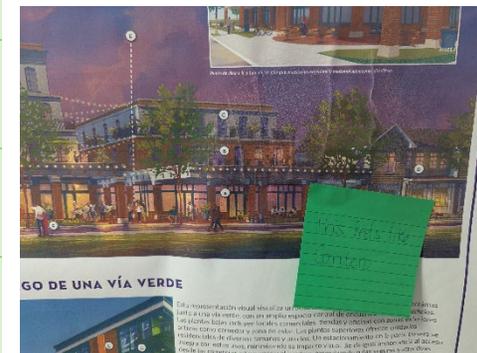
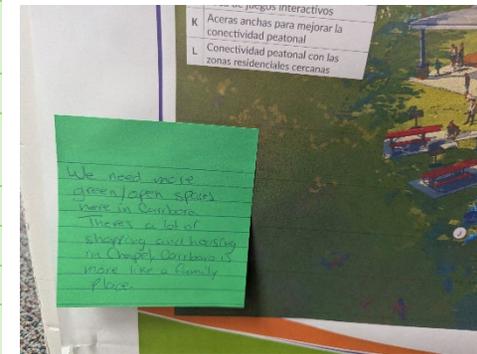
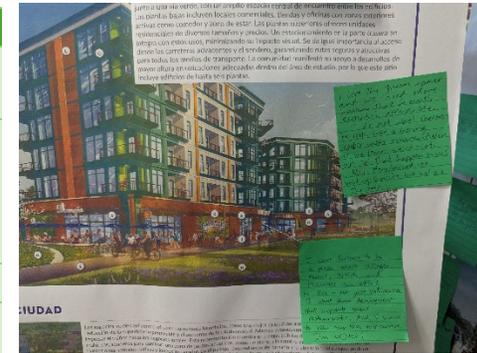


Table 2 | Representative Renderings Board Comments

#	Comment
1	How [is this]: zero-waste? Carbon neutral? Linked to options for transportation systems that maximize choice for all ages and abilities?
2	Are the increased development options tied to the migratory community's needs and objectives? E.g., 1) price-controlled/limited housing. 2) housing diversity (ownership/tenure). 3) environmental and conservation protections. 4) jobs/opportunities for live/work. 5) ties to infrastructure improvements and needs
3	I don't like this park design. Maybe center around a green stormwater infrastructure project?
4	We need more green spaces here in Carrboro. There's a lot of shopping and housing in Chapel [Hill], Carrboro is more like a family place.
5	I love communal green spaces to gather/chat. (e.g., outside Weaver Street, it is a hub of the community!)
6	"Don't go above 6-stories"; "No 11-story buildings like Chapel Hill"
7	In times like these, when we experience housing shortages/inaffordability, we need density here and now!
8	Increase the supply of affordable housing by encouraging density and height!
9	Times are changing → "We need to change as a Town too."
10	Park with a pool/waterplay (splashpad)
11	Very pro-splashpad; Walkability is important to us (having somewhere to ditch the car and walk through downtown; yes, yes, yes to more affordable housing; would love to have more retail and outdoor (shaded seating) like Weaver
12	Ensure heat tolerance -include trees/greenery/shade for sidewalks and common areas so we can use them in the summer; enable walkability and bikability; Enhanced walkability and more affordable, mixed-zone housing and business spaces are great!
13	I love the greenspace, and we need more housing that is multi-economic affordable. I do not want Carrboro to look like a boring cookie-cutter suburb. Austin is no longer weird – Let's not let that happen to us! Multi-story/mixed-use buildings/housing, but not all the same.
14	I want Carrboro to be a place where single moms, artists, and teachers can afford to live- not just millionaires. I want dense development that supports great restaurants. And I want to ride my bike everywhere. I'm excited!
15	This feels like Carrboro.
16	GREAT and I hope these plans do not delay the S. Greensboro St. sidewalk plan's (physical/real) implementation (on the ground) that is scheduled for next year (2026)





## MAIL-IN LETTER COMMENTS

### SUPPORT CORE GOALS

The public comments on the Downtown Area Plan reflect a strong appreciation for Carrboro's unique character and a desire to preserve its small-town feel. Many residents support the plan's goals, especially those that promote walkability, green infrastructure, and affordable housing. However, there is concern that the plan lacks clarity in its execution. Several commenters expressed confusion about the next steps and timeline, and noted a disconnect between the visual renderings and the report.

### OVERLOOKED AREAS AND HOUSING NEEDS

A recurring theme in the feedback is the exclusion of neighborhoods south of Main Street, such as S. Green. Residents from these neighborhoods feel overlooked and advocate for their inclusion, citing the lack of public spaces and sidewalks. They also highlight the potential for infill development, noting that larger lots in these areas could support townhomes or multifamily housing, helping to meet the town's density and affordability goals without compromising historical or architectural value.

### INFRASTRUCTURE AND DESIGN CONCERNS

Infrastructure and design concerns also feature prominently in the comments. Suggestions include improving bike and pedestrian safety through protected bike lanes and more visible crosswalks, particularly at busy intersections like Weaver and West Main. There is also support for peripheral parking garages to reduce congestion and encourage walking. Some commenters felt that green space and stormwater features were underrepresented in the renderings and emphasized the need to prioritize these elements in future development.

### DEVELOPMENT CONCERNS

While the plan shows redevelopment of large parcels in the renderings, several commenters argue that smaller, incremental developments are more likely and could have a significant impact. They urge the Town to provide a vision for these smaller parcels, especially along key streets like Weaver and Main. Concerns were also raised about high-end developments, including luxury apartments, which some fear could lead to unaffordable rents and environmental issues like heat islands.

### ENGAGEMENT NEEDS

The comments reflect a desire for more community engagement and clearer communication. Residents requested additional public workshops, especially for neighborhoods adjacent to the planning boundaries. They also emphasized the importance of visual aids, such as illustrations and images, to help the public better understand the plan. Overall, while there is enthusiasm for thoughtful planning, the feedback underscores the need for inclusivity, transparency, and a balanced approach to development.

## ENGAGEMENT SUMMARY: ADVISORY BOARD MEETING 1

### COMMUNITY VISIONING EXERCISE - OCTOBER 9, 2024

#### EVENT SUMMARY

The Town of Carrboro held the first of four Advisory Board meetings for the Downtown Area Plan on Wednesday, October 9. The purpose of this event was to inform the Advisory Board about the Downtown Area Plan and hear from Board members about their vision for downtown Carrboro.

The meeting was held virtually. After an informative presentation about the Plan, members of the Advisory Board were split into 5 breakout rooms, where they were given three visioning questions to respond to. The questions were:

- “Imagine you left for 20 years and came back to Carrboro – what do you hope is still here? What do you hope has changed?”
- “In a few words, describe your vision for the downtown area of Carrboro, including the Jones Ferry Rd. area,” and
- “What would encourage you to stay longer in downtown or visit more often?”

Facilitators in each breakout room summarized the feedback from Board members onto PowerPoint presentation slides, grouping together the answers from each breakout room. The following section provides a summary of feedback from the Advisory Board.

**BREAKOUT ROOM 2**

- Imagine you left for 20 years and came back to Carrboro- what do you hope is still here? What do you hope has changed?
- In a few words, describe your vision for the downtown area of Carrboro, including the Jones Ferry Rd area.
- What would encourage you to stay longer in downtown or visit more often?

You can add summary ideas/points here

Would love to see a pedestrian street in 20 years

Pedestrian street, gathering place that makes me want to linger

Physical building of Town Hall – tangible, old bricks , part of the Town's history. Hope there is a way for them to maintain as long as in good repair.

Really, really free market. To have a culture that produces the free market requires things of Carrboro to make it friendly to hosting this event.

Use of the farmers market is wonderful. A variety of public uses in the space

Shaded places for people on foot and bike, to support staying longer. Being downtown in summer expected to be hotter in the future

Would love to see a diversity of people in 20 years

Would love to see E. Main Street (between Weaver and Chapel Hill) is more welcoming, more hospitable in 20 years

Jones Ferry needs same TLC, attention as comments for E. Main

Parks, including Dr. MLK attracts people to the area.

Echo interest from CC re open space and making more

Recurring events – smaller than larger? Piggyback on existing



## WHAT WE HEARD

### STRENGTHS

#### *Local small businesses*

One of the common themes in responses was the desire for local small businesses to remain in Carrboro. Some respondents indicated they would like to see more local small businesses to provide a greater diversity in options and activities. For example, one group mentioned a desire for entertainment and gathering spaces (such as a jazz club), multicultural restaurants, and greater diversity in food options. We also heard a desire for retaining existing small businesses and encouraging their long-term viability in the area.

#### *Community character*

Board members valued the community character of Carrboro. They indicated a desire for Carrboro to maintain its artistic aesthetic and expand on what exists with more murals and outdoor spaces, similar to a “European experience.” Similarly, respondents want Carrboro to retain its historic buildings and infrastructure to maintain its “small town charm.”

#### *Local events*

Many responses mentioned that they love Carrboro's local events and that they desire more. Responses mentioned the Really Really Free Market and the Farmers Market as events that foster community culture. Respondents also indicated that they want more opportunities to gather to watch performances, celebrate diverse cultures, and hold family-friendly events.

### OPPORTUNITIES

The breakout groups had strong agreement on several of the opportunities for growth in Carrboro, presented in this section.

#### *More outdoor public open spaces and parks*

Board members shared a desire for more outdoor public open spaces and parks in the downtown area. Many groups mentioned that they wanted the Weaver Street Market lawn maintained, and additional similar gathering spaces that do not require spending money. Responses indicated that people would spend more time in Carrboro if there were public gathering spaces that were welcoming to all groups of people. There was also a desire for businesses and restaurants to have more outdoor spaces to create a more welcoming environment to pedestrians and visitors.

#### *Improve infrastructure and experience of biking, walking, and using transit*

Another popular theme was the desire for improved multimodal transportation in the area. All five groups mentioned the desire for improved walkability and pedestrian infrastructure. Many groups specifically mentioned a desire for a pedestrian street or



pedestrian only areas, with a suggestion for either a section of Main Street. or Weaver Street. to be closed for cars. One group also mentioned a need for greater safety and reduced conflicts between pedestrians and cars. Most groups stated that they would like downtown to be more bicycle-friendly with improved biking facilities and greenways. Lastly, some groups mentioned that they would like to see easier access to downtown with transit. Multiple groups expressed interest for a trolley system that utilizes the unused railways for easy access throughout the downtown area. One group also mentioned that they would like to see more bus stops improved with art and greenery, like some of the stops along Jones Ferry Road. Board members also expressed a desire for fewer cars in the downtown area.

#### *Encourage diversity and host multicultural activities and events*

Breakout groups mentioned that they would like to see greater diversity in Carrboro which can be encouraged by the Town through multicultural events and gathering spaces that are welcoming to diverse groups of people. One group mentioned a desire for spaces where people of all backgrounds can live, work, create, learn, and celebrate, with the intention of attracting and welcoming BIPOC to downtown. There was also a desire for more diverse food options within downtown.

#### *More landscaping*

Many groups mentioned a desire for greater greenery throughout the downtown area, especially for shade trees to increase comfort for people traveling by bike and foot. One group mentioned they would like to see native plants and climate friendly landscaping in downtown.



## ENGAGEMENT SUMMARY: ADVISORY BOARD MEETING 2

### CHARACTER AND CONCEPT PLAN REVIEW – DECEMBER 5, 2024

#### EVENT SUMMARY

The Town of Carrboro held the second of four Advisory Board meetings for the Downtown Area Plan on Thursday, December 5, 2024. The purpose of this event was to provide a project update to the Advisory Board and obtain feedback from Board members about the draft Character Plan and Concept Plan.

The meeting was held virtually and 48 people were in attendance, including Town staff. After an update about the project; review of the Character Plan and character area descriptions; and discussion about potential Concept Plan projects, members of the Advisory Board were split into 5 breakout rooms, where they were given asked to provide thoughts and feedback about potential private development and public projects in the Downtown Area. The private realm projects looked at several larger properties in the study area only to help provide context and consideration, not to indicate that these properties are recommended to be changed. The main goal was to discuss specific types of site elements that may be appropriate for private development to include in the Downtown Area. The project examples were:

- Private Realm: Mellott Site to include indoor and outdoor recreation, aquatics center, affordable housing and a parking garage
- Private Realm: O2 Fitness Site to include mixed-use development and outdoor seating/quasi-public space
- Private Realm: Fitch Lumber Site to include mixed-use development, wrapped parking garage and taller development that is stepped down towards the rear of the lot
- Private Realm: UNC Site to include mixed-use development, office, affordable housing and integrated outdoor gathering areas.
- Public Realm: Park in the Downtown Area that provides a multipurpose pavilion, spray plaza, seating, native plantings/demonstration garden and tree preservation

Facilitators in each breakout room summarized the feedback from Board members and presented the information verbally to the entire group. The following section provides a summary of feedback from the Advisory Board.

## MEETING AGENDA

- Project Update
  - Community Input (to date)
  - Analysis
- Character Area Plan
- Concept Plan
- Breakout Sessions
- Schedule and Next Steps



## WHAT WE HEARD

### ROOM 1

#### *Private Realm Projects*

- Include Harris Teeter property, for additional development.



- Eric Thomas' design class at UNC looked at some properties and potential development options, including Fitch Lumber and Harris Teeter property.
- Retain Carrboro funkiness; historic look. Some of new development has gone too far. Retain brick.
- Do not become a new, upscale place like Chapel Hill.
- Interest in mixed use, but big project at Fitch w/ parking lot could be too much. Clog streets if streets are not widened.
- May be difficult to create affordable housing. Housing that doesn't require cars can be more affordable because that area is not needed for parking.
- Focus on walking and funkiness. Nurture walkability and places to sit without needing to spend money. Places to sit and visit- see Merrifield in VA as an example. Place that can be transformed into concert central space/plaza with restaurants around.
- Weaver Street Market feels like the Town's living room, but it's a private space. Is there potential to purchase property and create public space?
- Need to connect northern areas to downtown to allow travel by bicycle. Need greenway, that should terminate at railroad.
- Would you like to see something different along Jones Ferry Road on the Mellot property.
- It is important to have enough density for mixed use and transportation to get into town along Jones Ferry Road.
- Not a lot between Mellot and downtown. More is needed to make that area feel like downtown and not an extension of downtown- need to have the same look and feel to link them together.
- Prefer to retain feeling of separate areas and not have everything look the same.
- Jones Ferry Road needs a grocery store and other commercial uses. Also need to look at expanding the tax base for other goals and services, such as affordable housing.

#### *Public Realm Project*

- Fitch property—in central location
- Want the project to include: assessable, safe, shelter from elements, open for everyone, inviting and a place to people watch, and trees
- On the way to somewhere, not isolated
- Place to attract children as well, not necessarily with expensive play equipment, use nature
- Use parking lot by Roberson Place—the Carr Mill staff gated lot
- Greenway along railroad tract for interconnection
- Spray fountain for cooling off is a good idea if a public isn't an option
- Check Cary park (7 acres) which has a little bit of everything in a tight urban setting. It is located by the public library and has a café
- Possible space for food trucks. Moving assortment of food trucks on schedule, food truck parks (similar to the early days of Full Steam Brewery in Durham). Also Box Car RTP is an innovative option to consider that is built from shipping containers.

## ROOM 2

### *Private Realm Projects*

- This discussion is about setting the stage of ways to address interests expressed in the Plan and through engagement and for future development on any property in the Downtown Area
- No mention of parks - have talked about building only. Carrboro Connects talks about acquiring greenspace in the downtown. Should consider creating more open space, such as parks.
- Thinking about Mellott, O2 site, perhaps all of them. Green space is being lost in the conversation of 'what should we build?'
- The idea that because they could be developed, we should talk about development of them seems in conflict with the ethos of the Carrboro Connects Plan.
- Add a recreational facility, possibly a pool, that people could walk to (maybe the O2 fitness site).
- 5.31 Referencing in comp plan - so much reference to parking. Seems to be abundant parking and the comp plan is all about getting out of cars. No one wants to walk around a parking lot. Would prefer to see other spaces. Put parking on streets charge for it everywhere. Use Donald Shoup concepts. How is transit use considered in the plan? See a world where don't need cars and people are willing to take the bus if it is there.

### *Public Realm Project*

- Carrboro plaza - room for redevelopment as part renovation almost 20 years ago.
- Harris Teeter froze all development projects since Covid and have not started anything since. That is a huge piece that so close to town offers so much could satisfy many of the things that
- Consider looking at the Arts Center
- Cat's Cradle is moving, which may open up opportunities
- What about the plaza at 300 Main
- The new Hampton Inn has been fabulous. Quadrant of that site if there was a green space there, something like at Weaver Street - could be incorporated into a wedge
- Part of the area of Lloyd Farm has already been dedicated to the Town and could be preserved as park space behind the post office and substation
- The 5-acre parking lot on Roberson Street may be an option

## ROOM 3

### *Private Realm Projects*

- Whatever is developed on these properties, they should be connected, not just a cool thing here, cool thing there – and that goes with transportation
- Greenway could extend to the Mallott property to make a good connection



- How can bike paths be connected with the narrow ROWs that exist?
- Projects should be stormwater friendly, accessible to multiple modes, comfortable outdoor spaces, and shady
- Mallott property is on the bus line, so there is an opportunity for bus riders
- Affordability will always be an issue
- More art should be included in the area

#### *Public Realm Project*

- Tree cover should be included in public spaces for shade
- Spray fountain helps people cool off, especially with summer temperatures increasing
- Should be easily accessible for walking/biking
- The pavilion is a good idea
- Harris Teeter Lot may provide a good alternative location
- Lot across from the Art Center (large parking lot) is another good location to consider
- Greenspaces could be incorporated along Jones Ferry Rd (limited greenways and greenspaces in this area today)
- Mallott site- could include some businesses related to outdoor activities
- Look at spreading smaller gathering spaces and playgrounds throughout the study area

## **ROOM 4**

#### *Private Realm Projects*

- Libba Cotten bike path extends down to the Drakeford and continue down to the Mellott site – a lot of opportunity there for a bike/pedestrian path to create a template for EW access
- Really like the focus on creating things where you can spend time in public without spending money
- When I think of private spaces that have elements – think of Weaver Street patio – have appreciated in all of upgrades and infrastructure improvements, made it stormwater friendly, accessible for different transportation modes, very comfortable place to be, and shady
- O2 fitness is mostly a parking lot with no shade, so adapting that space should incorporate comfort and outdoor green space
- Anything developed on those spaces will be subject to the usual rules for tree cover, appearance, etc.
- Affordability will always be an issue. The Fitch site would be a great site for affordability prioritization because it is close to things and has fewer transportation issues
- Find a way to connect all of these parcels, and the rest of the town, by not using the streets, as they aren't wide enough for continuous bike lanes. Consider connecting to the Libba Cotten
- Small connections like the PTA bike path go a long way



- There are disjointed ways to get around town that in the future don't have to be so disjointed and can be more straightforward and obvious
- More of all different kinds of art – loved some of the murals, like the one by gourmet kingdom

#### *Public Realm Project*

- Definitely need tree cover for the public space – the hotter it gets the more we'll need the shade
- Love the idea of a spray fountain – lets people cool off and encourage visit – Jack Smith Park in Raleigh is a good example
- Easily accessible by walking or driving
- Love the pavilion, it can be hard to put on small performing arts events
- Potential locations for a public realm project:
  - Harris Teeter lot
  - Nathan Mill's lot that's for Carr Mill employees
  - Greenspaces on Jones Ferry – concerned about access to those for green space/greenways
  - On Mellott, is there a need for restaurants/businesses, grocery access? Only current draws are on the service industry, which don't draw too much activity
  - With the limited open space available, maybe the Town can incorporate playgrounds or small gathering spaces on the smaller vacant spaces that are scattered around

## **ROOM 5**

#### *Private Realm Projects*

- Interesting experiment to imagine new things for these sites
- Can they Town purchase sites, even if they're small, to look at affordable housing development
- When the Town talks about those who need affordable housing, they are referring to a wide range of incomes. There is a certain demographic of people who can't even afford the "affordable housing"
  - Who will put things in place for families that make less than \$30,000/year?
  - Would like to have an honest conversation about people having places to live
  - When are the developers going to consider these residents?
- Carrboro Connects has a goal to create affordable housing for very low AMI
- When building affordable housing, have lower-income and higher-income housing integrated with each other to prevent concentrations of either housing types in any specific area

#### *Public Realm Project*

- Skate park



- Infill or smaller gathering places – area in front of Century Center across the street in the parking lot – green space with mature trees – can this space be used to include additional landscaping or seating options?
  - Example: Swinging bench near Rosemary St. parking lot on the Chapel Hill line
- Seating areas should include friendly architecture and inclusive design, for instance the inclusion of benches without the middle arm rest to allow people to sleep on them
- Consider a food Hall like in Durham, multipurpose uses, seating, and places for people to gather and get out of the weather
- Boxyard RTP– is an outdoor area but enclosed and made out of shipping containers
- There are concerns about residents being pushed out of downtown with all these new developments/projects
- The Baxter Arcade is a good local example of fun things that should be included downtown to attract people
- O2 fitness location could be a park– it’s right near Town property and within walking distance of the central area
- Consider including a basketball court, music, skating rink, and things that would attract different ages of people



## ENGAGEMENT SUMMARY: ADVISORY BOARD MEETING 3

### CHARACTER PLAN AND RENDERING REVIEW – FEBRUARY 20, 2025

#### EVENT SUMMARY

The Town of Carrboro held the third of four Advisory Board meetings for the Downtown Area Plan on Thursday, February 20, 2025. The purpose of this event was to provide a project update to the Advisory Board and obtain feedback from Board members about the draft Character Plan and renderings showing development examples.

The meeting was held virtually and 24 people were in attendance, including Town staff. After a project update; review of the Character Plan and character area descriptions; and discussion about the draft renderings, members of the Advisory Board asked questions which were answered by Town staff and the consultant team. The private realm projects looked at several larger properties in the study area only to help provide context and consideration, not to indicate that these properties are recommended to be changed. The main goal was to discuss specific types of site elements that may be appropriate for private development to include in the downtown area. The project examples were:

- Private Realm: greenway/multiuse path focus with mixed-use development and affordable housing
- Private Realm: prominent corner open space in a mixed-use development with office, retail and affordable housing
- Public Realm: public green space that provides a multipurpose pavilion, spray plaza, seating, native plantings/demonstration garden and tree preservation





- Having a diversity of employment and business options is important, so including a range of spaces and uses is helpful
- Currently, there are many conflicts between pedestrians and vehicles, so looking at options for reducing curb cuts and prioritizing pedestrians can help create a safer environment (the sidewalk along the Harris Teeter parking lot is especially challenging)
- Look at opportunities to create safer crossings, as there are issues with cars not stopping for pedestrians in crosswalks
- Encouraging smaller, scattered public spaces throughout the downtown area instead of focusing efforts on one specific space can help create an interesting environment and attract more use at a lower cost
- Find opportunities to decrease impervious surfaces to help with stormwater management and flooding mitigation
- Consider how to incorporate existing buildings with redevelopment instead of tearing down the site and starting from the ground (for instance, adding residential units above existing commercial buildings)
- Questions were raised about the timing of the full plan for public review, the next engagement meetings and if costs would be considered in the implementation chapter. The project website will be updated with upcoming public engagement dates as soon as they are scheduled. Yes, the implementation chapter will include order of magnitude costs for projects to help provide guidance on project selection.



## ENGAGEMENT SUMMARY: STAKEHOLDER MEETING DAY 1

### COMMUNITY VISIONING EXERCISE - OCTOBER 7, 2024

#### EVENT SUMMARY

The Town of Carrboro held the first of four stakeholder meetings for the Downtown Area Plan on Monday, October 7. The purpose of this event was to reach out to targeted stakeholder groups within the downtown area and get their input on a vision for the downtown area, along with any needs that could be addressed in the Plan.

This meeting was held as an in-person half-day event with three one-hour meetings with community members and concurrent meetings with elected officials. The three community groups were:

- Downtown business owners and commercial property owners,
- Downtown service organizations,
- Residents within the downtown area.

Throughout the day, we heard from 4 business or property owners, 1 representative of a service organization, and 10 residents. The following section provides a summary of feedback from the stakeholder groups.

### WHAT WE HEARD

#### BUSINESS OWNERS / PROPERTY OWNERS

##### *Improve cohesion of downtown*

Business owners agreed that downtown Carrboro's development currently lacks cohesion and is not well-connected from one part to the next. One of the stakeholders stated that the disjointed sections of downtown make it apparent that there was not a unified plan during development stages. As a result, visitors face barriers to traveling from one part of downtown to another, which may stand in the way of encouraging visitors to park once and walk to all parts of downtown.



#### *Address rent affordability for business owners and workers*

Rent affordability was another concern from business owners. High rents are a barrier for small businesses to open in the area and stay long-term. Additionally, high housing costs are limiting the employee base for local businesses. As a result, it is challenging for these businesses to sustain themselves.

#### *Identify underutilized lots for redevelopment or infill development*

When answering the question, “what areas could be developed, redeveloped or repurposed,” business owners suggested multiple places that would benefit from development. One business owner suggested building one large parking structure on the periphery of town and redeveloping existing smaller lots into green spaces or gardens. The redevelopment of parking lots was echoed by another respondent. Another business owner said that although Carrboro has many opportunities for development, these opportunities are more challenging to develop due to their size and the high prices, which are a barrier to developers. This respondent suggested that the Town should focus their efforts on redeveloping underserved areas, such as the Jones Ferry corridor. Another respondent identified 201 North Greensboro Street, 107 East Main Street, 208 Sunset Drive, and the parking lot across from the ArtsCenter as locations for redevelopment.

#### *Improve walkability and streetscapes*

Business owners also mentioned a desire for an improved pedestrian experience through better walkability and streetscapes. One respondent stated that this could be resolved with more parks, road closures, and general town beautification. Another respondent indicated that public and pedestrian spaces play a greater role in maintaining and preserving the Town’s identity than bringing in more businesses.

### **SERVICE ORGANIZATIONS**

There was only one attendee representing a service organization in the downtown area. This section summarizes her responses.

#### *Address affordability of housing and local goods*

High housing costs are resulting in many families leaving the area, especially low-income families. Affordability of rents and property taxes is critical for improving the lives and experiences of those who live in the downtown area, and creating a conducive environment for people to stay. Additionally, the downtown area should provide a place where people can shop for their needs locally with affordable goods.



### *Proximity of organizations, communities, and public services*

Proximity of service organizations to each other, the communities they serve, and public services is key for collaboration and for providing a full range of support to each other and the community. Ensuring that these organizations are not pushed out of downtown will help to maintain the current network of support.

### *Gain input by visiting communities and connecting with organizations*

The Town should get additional input on the Downtown Area Plan by going into communities rather than having them come to us, partnering with local organizations that work with community members, and hosting community listening sessions.

## **RESIDENTS**

### *Improve multimodal transportation*

Residents shared concerns about the safety and viability of alternative modes of transportation. For instance, one resident stated that downtown Carrboro is difficult to travel on foot because the automobile traffic is fast, so cyclists use the sidewalk to travel. Another respondent suggested better crosswalk mechanics and timing, as well as sidewalk improvements throughout downtown. Respondents indicated that there is not an equal balance between different transportation modes, and there is a desire for reduced automobile traffic. One respondent also highlighted that they wish there were more buses and better coordination between bus schedules.

### *Improve pedestrian and open public spaces*

One of the stated strengths of downtown was the Weaver Street Market lawn, which provides people with a space to congregate and enjoy the outdoors and community. They would like to see this space improved for pedestrians by slowing nearby traffic or restricting automobile use on Weaver Street. Additionally, there is a desire for greater tree coverage to improve the pedestrian experience.

### *Consider how additional housing will impact school districts*

When speaking about housing, multiple residents mentioned a need for navigating how additional housing will impact school districts. Residents indicated that there needs to be strategic planning for managing such resources, especially as families and educators are being priced out of the area.

### *Consider how changes to downtown will impact nearby neighborhoods*

Some residents brought up concerns about how recent development has impacted nearby neighborhoods. For example, one resident said people are parking in residential areas to access downtown. Another respondent noted that traffic patterns block some neighborhood entrances (particularly Brewer Lane) and hinder access.



## ELECTED OFFICIALS

### *Preserve historic buildings and quirky feel of Carrboro*

One of the strengths of Carrboro that was shared was the unique local businesses and welcoming feel. The Council members value the historic charm of Carrboro and would like to see historic plaques and architectural preservation.

### *Support small businesses, increase commerce and tax base*

Elected officials indicated that past visioning lacked a focus on expanding the tax base to improve local commerce. With the Downtown Area Plan, they desire efforts to enhance Carrboro's commerce, preserve small businesses, and grow the local consumer and business tax base. To support long-term business success, the Town needs to provide support or manage high rents. Elected officials would also like to increase revenue in order to redirect some of it towards low-income and minority households to achieve their financial goals.

### *Build up downtown through infill or redevelopment with taller buildings*

In conjunction with support for local businesses and commerce is the desire to build capacity and promote growth within the downtown area. To achieve those goals, some Council members would like to see vertical growth of buildings up to 5 to 7 stories. Taller buildings could promote greater mixed-use development. They would also like to explore what the best density, scale, and height is for more people to live downtown.

### *Prioritize bicyclists and pedestrians, and reduce car traffic and prominence*

Council indicated that their vision for downtown is greater connectivity and pedestrian activity, with a goal of achieving a car-free downtown. Some would like to see greening of impervious surfaces to improve the pedestrian experience and minimize the prominence of automobiles. As the downtown area develops, Council would like to see the continuation of walkability and bikeability through high-quality bike lanes and sidewalks. They would also like residents to be able to live and work downtown without needing a car. One of the barriers to a more bikeable and walkable town is the traffic circulation, which supports car dependency.

### *More affordable housing*

Responses indicated that housing is an ongoing issue, which also contributes to people commuting by automobile to downtown. Council would like to see a greater variety of housing that promotes more people living within walking, biking, and transit service distance. Affordability is an issue throughout Carrboro and is especially a concern with housing.



*Jones Ferry Road should be an extension of Main Street*

Council wants to see mixed-use development along Jones Ferry Road that preserves walkability, bikeability, and transit use. This type of development would improve cohesion between Jones Ferry Road and Main Street and establish the Jones Ferry corridor as a part of downtown that can be accessed and used by visitors and residents. To match the feel of downtown, Council would like to see human-scale development along Jones Ferry Road with trees, quirky building aesthetics, housing, and infill commercial development. Extending development down Jones Ferry Road could also help expand the local tax base and achieve goals in increasing commerce.



## ENGAGEMENT SUMMARY: STAKEHOLDER MEETING DAY 2

**JANUARY 31, 2025**

### EVENT SUMMARY

The Town of Carrboro held the second of four stakeholder meetings for the Downtown Area Plan on Friday, January 31, 2025 at the Carrboro Civic Club. The purpose of this event was to present an update on the Plan so far to targeted stakeholder groups within the downtown area.

This meeting was held as an in-person event with two one-hour meetings. The first meeting was with downtown business owners and commercial property owners/developers. The second was with residents and representatives of service organizations that operate downtown.

Throughout the morning, 4 business or property owners and 2 representatives of service organizations, one of whom is also a resident, provided input. The following section provides a summary of feedback from these stakeholders.

The event began with a presentation that covered the following aspects of the Downtown Area Plan:

- Overview of what will be included in the full plan
- Study area
- Summary of community input to date
- Summary of Downtown Area Analysis
- Character Area Plan

Following the presentation, the consultants led a discussion with each group about urban design elements, which included:

- Public art
- Sidewalk/street lighting
- Benches/seating/trash cans
- Architecture
- Sustainable items



## WHAT WE HEARD

### PUBLIC ART

Attendees showed support for a variety of types of art. Some respondents favored more “passive” art like murals, which are easy for people to see as they pass through downtown. Others favored interactive art, with several people advocating art that children can climb on or that is interactive.

Many attendees offered broad criticism of art in public spaces that is not inviting or functional.

A number of responses discussed the social function of art, such as placing art in public space as a way to encourage people to gather there, or to slow people down when they pass through town.

The business owners discussed various ways to showcase rotating art exhibits around downtown, perhaps by setting aside some private space to host rotating art pieces, rather than a permanent installation. They recalled previous art-based events in Carrboro, including Uproar and Shimmer: The Art of Light, but noted that the art needs to stay in place long enough for many people to see it.

There was some concern about vandalism of public art, with some attendees having firsthand experience maintaining art that had been vandalized. Potential solutions were discussed, including temporary art or providing a “graffiti wall” to give people a legitimate outlet for graffiti.

### LIGHTING

The developers who attended the first session emphasized lighting as an important way to add warmth and beauty to downtown. They emphasized indirect lighting and attractive light posts that look interesting even when they are not lit.

The safety aspects of lighting were brought up by both business owners and residents. In particular, pedestrian-scale lighting is needed at crosswalks and where driveways cross the sidewalk, so that drivers moving down the street and coming out of driveways can see pedestrians.

Lighting was also discussed as a means of wayfinding, to “fill in dead spots,” and to enable public spaces to be active even when it gets dark early in the winter. In addition, lighting that identifies trash cans, benches, or other amenities in a fun way (such as indirect lighting beneath the trash cans) can help the downtown area feel unique and add interest.



## SIDEWALKS

Several attendees expressed support for continuing the brick sidewalk treatment that already exists in parts of the downtown core. One attendee emphasized the importance of cohesion, and that when the sidewalk was widened on East Weaver Street, it “felt nice.” However, one attendee pointed out that brick sidewalks can be dangerous when bricks come loose and become tripping hazards.

Some attendees mentioned that it would be nice for sidewalks to be wider, allowing people to congregate on the sidewalk and pass each other more comfortably. One attendee pointed out that utility poles and buffer strips currently take away from the useable space of the sidewalk. It was mentioned that during Covid, so many people were out walking, running, and enjoying the sidewalks that it was a regular occurrence to see people using the bike lanes for foot traffic, as the existing sidewalks aren’t wide enough.

## SEATING

Individual attendees had various comments about seating:

- The existing seating in the downtown area is dated and overall lacking
- Seating can be incorporated into public art installations
- The downtown area lacks functional public tables and benches (e.g., for workers to eat lunch)

## ARCHITECTURE

Comments about architecture highlighted tension between competing desires for cohesion and variety. Some attendees noted the theme of brick buildings throughout Carrboro, and criticized new buildings that did not fit with that theme. Others emphasized Carrboro’s variety, expressed a preference for cities that develop organically, and suggested that regulatory flexibility would provide interesting and diverse results.

## SUSTAINABLE ITEMS

All attendees agreed that sustainable features belong in downtown Carrboro. The discussion ranged from typical green development features (such as rain gardens and solar panels) to social sustainability – fostering community and human connection.

Several attendees highlighted that sustainable features need to be substantial, and not just for show. Larger commitments are important.



Some attendees supported encouraging transit and active transportation as a major sustainability priority. Charging stations for electric cars and bikes were mentioned, as well.

### OTHER COMMENTS

One respondent mentioned the swing at the Carrboro Municipal Parking Lot at Rosemary Street and Sunset Drive as an example of a small urban design intervention that is popular and well-used.

Business owners discussed the potential for public space to provide some additional free space to supplement the space that small businesses pay for, to effectively lower their costs (for example, allowing restaurants to place tables in public space).

In the second session, attendees noted that adding green infrastructure to housing projects could lower costs for residents, but could also add to the cost of construction and therefore reduce affordability. They also supported a range of levels of affordability, to support a range of income levels. Finally, they supported a greater mix of uses to promote walkability from neighborhoods to amenities like grocery stores.

Attendees in the second session also highlighted the need for more visible information about the location of public parking.



## ENGAGEMENT SUMMARY: STAKEHOLDER PRESENTATION 1

### CHARACTER PLAN AND RENDERING REVIEW – FEBRUARY 19, 2025

#### EVENT SUMMARY

The Town of Carrboro held the first of two Advisory Board meetings for the Downtown Area Plan on Wednesday, February 19, 2025. The purpose of this event was to provide a project update to community stakeholders and obtain feedback about the draft Character Plan and renderings showing development examples.

The meeting was held virtually, and one person was in attendance, not including Town staff. After an update about the project; review of the Character Plan and character area descriptions; and discussion about the draft renderings, the attendee asked questions which were answered by Town staff and the consultant team. The private realm projects looked at several larger properties in the study area only to help provide context and consideration, not to indicate that these properties are recommended to be changed. The main goal was to discuss specific types of site elements that may be appropriate for private development to include in the downtown area. The project examples were:

- Private Realm: greenway/multiuse path focus with mixed-use development and affordable housing
- Private Realm: prominent corner open space in a mixed-use development with office, retail and affordable housing
- Public Realm: public green space that provides a multipurpose pavilion, spray plaza, seating, native plantings/demonstration garden and tree preservation





- Installation of shade trees in groups provides a more natural shade experience than a single tree or a structure can provide, so clustering shade trees to create purposeful natural shade should be considered
- Consider when public spaces need public restrooms to make them comfortable spaces for all users
- Incorporate more nature throughout the downtown area- in private development and public spaces

## **Carrboro Town Council plan edits**

9/23/2025

The project team updated the draft Downtown Area Plan to make adjustments and include additional language to address comments made during the Town Council meeting on May 13, 2025. These edits are as follows:

- Updated streetscape sections to provide clarity in lane widths and rationale for the different sections. These edits were made to pages 43-55.
- Included additional language regarding the use of striping to reduce lane widths without needing to move curbs to page 149.
- Added additional references to and information about commercial spaces and the need for creating a variety of sizes and affordability. These edits were made on pages 19, 21, 26, and 79.
- Included additional language regarding micro-transit hubs to page 153.
- Expanded discussion on tree preservation and strategies to retain and add tree canopy on private property. This additional language was included on pages 80 and 162.
- Provided more information and exceptions for building height for projects that include affordable housing and affordable commercial spaces. Recommended this be evaluated as part of the UDO project. This additional language was added to pages 79 and 146.
- Clarified that affordability is a more important consideration than aesthetics, so projects with affordable elements may warrant waivers of certain architectural requirements. This clarifying language was added to page 56 and 79.

TO: Marie Parker, Town of Carrboro

FROM: Danny Wilson, Freese and Nichols  
Christina Moon, Town of Carrboro  
Duncan Dodson, Town of Carrboro

SUBJECT: Carrboro Downtown Area Plan Public Hearing Feedback

DATE: 11/11/2025

## Public Hearing Feedback

This memo provides brief responses to the feedback received during the public hearing that was opened on October 21, 2025, as part of the Carrboro Town Council meeting. The following includes the summarized question raised, in no particular order, and a response to the question. Additional information regarding engagement can be found in the meeting packet. If Town Council concurs with the edits contained in this memo, the edits can be incorporated into the motion for Plan approval, and they will be made to create the final, adopted Downtown Area Plan.

1. Please evaluate the core primary vs. non-core primary streets to make sure there are no issues with them being incorporated as recommended as part of the entire street network, as these streets continue past the Downtown Area Plan study area.
  - a. Street typologies were identified based on available right-of-way width and intensity of use. The core primary streets are located in the central part of the study area, which is anticipated to see the most concentrated growth and have the highest level of activity. Core primary streets include the most generous pedestrian and bicycle amenities to accommodate the higher concentration of non-motorized vehicular traffic. These streets change character as they move away from the central part of the study area and are treated as non-core primary streets as they connect back into the surrounding areas. Non-core primary streets still include strong pedestrian and bicycle facilities; they are just slightly less robust than what is recommended for the core primary streets.
2. Explain why travel lanes in the sections still show wider than 10' when the recommendations in the text are to have travel lanes that are 10' wide. Brewer Lane is the only road that lists a disclaimer, which helps that road width make sense.
  - a. Update page 45 for the Jones Ferry Road future section to show the future section with a 10' travel lane. A disclaimer will be added to this page that states: "This section of Jones Ferry Road was recently restriped to include a bicycle lane and has 11' travel lanes; however, future road restriping or construction plans should prioritize creating the narrowest travel lane (down to 10') that can still accommodate the transit service that uses this corridor, while maximizing the available space for bicycle and pedestrian

facilities. The Town should coordinate with transit providers to verify roadway design and lane configuration will not have a negative impact on transit service provision.”

3. Implementation item BE-08 describes creating a centralized park in the downtown area; however, having a centrally located park in the downtown area would not result in a park that is within a 15-minute walk from residential areas.

- a. Update the implementation item description on page 65 to read as follows (strikethrough = delete; underline = add):

“Convert an existing parcel or pursue acquisition of a parcel to create a ~~centrally located~~ public park in the downtown area. This space can help support having a park within a 15-minute walk for all residents. The parcel should be a suitable size for the design and installation of small neighborhood park amenities such as shaded play areas, shade trees, picnic amenities, restrooms, native plantings and a spray plaza (approximately 0.4 - 1.5 acres). This Plan’s renderings show an example of a downtown area park.”

4. Implementation item BE-09 references Complete Streets and the Town is talking about using NACTO standards for Town roads. Can you please verify that identifying Complete Streets is appropriate and does not create a conflict with NACTO standards?

- a. It was verified that there are no conflicts with Complete Streets and NACTO or SL2025-94 (the recently adopted state law that prohibits localities from establishing or requiring pavement design standards for roads to exceed the minimum NCDOT standard). No change is needed in the Plan as it is currently drafted. Complete Streets is a model that has been referenced by NACTO, as can be seen in the following street design guide link: <https://nacto.org/publication/urban-street-design-guide/>

5. Implementation items PR-03 through PR-16 may conflict with the recent UDO update diagnostic report that was submitted by the consultant assisting the Town with that project.

- a. The Downtown Area Plan, as an example of a small area plan, is intended to help inform and guide changes to the development regulations. As the New UDO moves from the diagnostic phase—which focuses on a review of the current LUO—implementation items from this plan, reaffirmed by community engagement, will provide important context for CodeWright as they begin to draft the new regulations. (staff response)

6. There are concerns over the lack of minority participation, in particular those identifying as Black/African American, in the public engagement process. Can you describe what efforts were made to reach this segment of the population?

- a. A full summary of engagement, including the results of the demographic information collected at in-person events as a complement to the survey demographics is attached to this memo. More information about engagement can be read about in the plan as well as on the website, and Town staff can continue to develop resources to help respond to this concern as directed. At the May work session, the Council asked staff to conduct focused engagement over the summer to reach out for additional input from

residents of color. A series of open houses and events conducted in Historically Black Neighborhoods and tabling at Juneteenth. At these events we were able to have deeper conversations about the plan, answer specific questions of residents and galvanize them to share with their neighbors. (staff response)

7. Would it make sense to go back and include a topographic map overlay for the Plan to show how water would flow downhill and impact adjacent neighborhoods and take a deeper evaluation of how green infrastructure could direct the overall Plan?
  - a. The Plan includes many recommendations and strategies for intercepting, reducing, and reusing rainfall to lessen the impacts of stormwater runoff. These items have direct positive benefits with reducing downhill/downstream flooding, as well as supporting a more natural groundwater recharge system, while reducing pollutants from reaching surface waters. As the Downtown Area Plan is a higher-level planning document, it does not provide a good basis for understanding specific stormwater runoff, as that is assessed at a property-specific level and based on an individual development project level. If development includes the recommendations and strategies of the Downtown Area Plan, the volume and speed at which stormwater runoff reaches adjacent neighborhoods should be lessened, which will help reduce flooding.
  
8. The Green Neighborhood Initiative is currently taking off and could be referenced in the Plan as a lens through which green infrastructure could be more prominently woven into the downtown area.
  - a. A presentation about this Initiative can be found in [the linked presentation](#), which was from Amy. Green Neighborhood initiative was a town program with a two-fold purpose: (1) identifying smaller communities for providing more successful, direct engagement and (2) encouraging residents, through small grants from the Town, at a neighborhood level, to do small projects that begin to make a difference in climate action—as identified in the Community Climate Action Plan. Part of the program involves the development of a series of modules that can be shared across neighborhoods and build capacity for individual residents to participate and contribute to the Town’s efforts to mitigate impacts of climate change.

In parallel, the Town continues to build on and explore green development initiatives and incentives, some of which are identified in the Downtown Area Plan. (staff response)

9. Should the Downtown Area Plan include a more robust economic analysis to help the Town support local businesses and understand how the future economy will look in Carrboro?
  - a. The Downtown Area Plan did not include a specific economic development analysis as part of the project scope; however, it does include many elements that help provide guidance for private investment, support local businesses and increase the local tax base. Some of these elements include the following:
    - i. P. 27: Impact of Lot Size
    - ii. P. 27: Land Available for Development

- iii. P. 62-83: There are 36 implementation items that support the Downtown Area Plan’s Economic Sustainability Goal (#4) and Carrboro Connects Economic Sustainability Goal
- iv. P. 111: Strongest Identity Blocks
- v. P. 115: Vacant Land
- vi. P. 117: Ease of Assembly
- vii. P. 118-119: Improvement and Productivity Analyses
- viii. P. 120-121: Development Opportunities and Challenges
- ix. P. 139: Plan Goal #4
- x. P. 143-146: Property Development

An implementation item in the Operational and Programming section can be added, as follows:

Ref #	Recommendation	DAP Goal	C.C. Goal	Time	Entity	Climate	Race / Equity	Est. Budget	Fund.
OP-XX	<p><b>Economic Market Analysis</b>                      Complete an analysis of the Town’s economic market to determine appropriate strategies for existing business retention, while identifying approaches to growing the Town’s economic base and supporting new businesses.</p> <p><i>Page References: p. 120-121, 139, 143-146</i></p>	#4	Econ. Sust.	1-3	Town*	Neutral	Neutral	\$\$	GF

In addition to the elements included in the Downtown Area Plan and the proposed additional implementation item listed above, Town staff will provide information about economic development initiatives and efforts underway to support existing businesses and ways to attract new economic growth.

10. What percentage of the project budget was spent on public engagement?
  - a. Over 40% of the consultant project budget was used directly on engagement efforts, which does not include time spent planning, pre-engagement or post-engagement discussions with staff about engagement events or feedback received. This time also does not include weaving the engagement feedback into the Plan document, analysis of how feedback should direct Plan text and approaches, or time spent preparing for,

attending, or responding to Town Council meetings. Town staff to provide additional information on their efforts spent on public engagement as part of this project.

11. How has the business community been involved?

- a. The business community was involved through the stakeholder meetings and engagement activities. Specific stakeholder sessions were held for downtown area business owners to obtain direct feedback from their perspectives on ways to support businesses downtown. Town staff to provide additional information about business community engagement.

12. Why is a street tree planting strip of zero feet included in the Plan?

- a. The only zero-foot planting strip shown in the Plan is for an existing roadway condition. The size of the planting strip recommended in the Plan is based on the available right-of-way space and does not indicate how a tree should be planted. Detailed information regarding installation specifications for street trees and whether topsoil, structural soil, root bridges, and/or modular pavement support systems should be used to provide adequate soil root volume for healthy tree growth should be contained in a detailed design and/or specifications manual. These considerations should be evaluated during the design phase of each project and weighed with the pros and cons for each approach to support a healthy urban forest.

13. Why does the Mixed-use Development Along a Greenway rendering show a building as 6 stories but the character area only lists buildings up to 5 stories in height?

- a. The Plan includes language about allowing buildings to be taller in certain instances, so this rendering including an example of where a 6-story building may fit without feeling out of place based on the scale of adjacent development. Page 30 includes text describing the additional story in this particular instance.

14. Several questions were raised about specific details that are not listed in the Downtown Area Plan but may be included in the UDO.

- a. The Downtown Area Plan is a high-level plan that provides a narrower focus on the downtown area than is provided by the Carrboro Connects Comprehensive Plan. The Town uses planning documents to focus on a variety of topics, helping to provide specific guidance, while fitting together to move the Town forward in an organized manner. Extremely fine details that deal with property design or development, such as the percentage of commercial to residential breakdown in a mixed-use project or how traffic mitigation will occur for new development, should be contained in a UDO, policy, ordinance, design manual or other document that is intended to specify such level of detail. The strategies and approaches identified in the Downtown Area Plan help provide guidance for future policy, ordinance, and/or design manual creation that can contain those details.

## Climate Action Pocket Questions

Title: Public Hearing – Carrboro Downtown Area Plan

Purpose: *The Town Council is asked to consider adopting the Downtown Area Plan, which explores opportunities for growth in the downtown area and along Jones Ferry Road in line with the Carrboro Connects Comprehensive Plan.*

Department:

**1. How will this action impact the Town’s or the community’s greenhouse gas emissions?**

X	Will REDUCE greenhouse gas emissions
	Will not reduce or increase greenhouse gas emissions
X	Will INCREASE greenhouse gas emissions
	Not applicable

**2. Please explain.**

- This plan does not directly make changes to the built environment; however, it serves as a guide for developers and a tool for Town Council for the prioritization of various projects in the downtown area.
  - These decisions will have climate impacts (at which time specific climate action pocket questions would be completed).
- The plan guides provisions in the New Carrboro UDO, which may impact greenhouse gases as development and projects that align with the Comprehensive Plan and the Downtown Area Plan are prioritized.
- The plan discusses various opportunities for in-fill and redevelopment to bring more affordable housing and commercial variety to the downtown area.
  - If this goal is realized, greenhouse gas emissions may increase as more community members travel to or through Carrboro.
  - Greenhouse gas emissions may decrease as more community members live within walking distance of their daily needs.
- The *Implementation* chapter of the plan generalizes climate impact for each action item.

**3. Does this action impact:**

X	Water quality
X	Erosion and Surface run-off
X	Flooding
X	Air quality
X	Heat islands or extreme heat
X	Biodiversity
X	Solid waste
	Hazardous waste
	Other
	This action does not impact the environment

**4. Please explain.**

- As previously stated, the plan does not directly make changes to the built environment, however, it serves as a guide for developers and a tool for Town Council for the prioritization of various projects in the downtown area.
  - Various impacts to air quality, heat island effects, water quality, and other environmental impacts have been explored by the plan (See *Strategies and Considerations* chapter).
  - Understanding impacts to environment will be specific to action items as they are implemented; specific climate action pocket questions would be completed in preparation for such projects.
- The *Implementation* chapter of the plan generalizes climate impact for each action item.

**5. How is your department planning to mitigate any climate or environmental impacts?** NOTE: This does not reflect a formal commitment by the Town of Carrboro.

- Staff across the organization will continue using climate impact tools to analyze and understand project-specific greenhouse gas and environmental impacts.
- The plan includes a metrics and reporting section, which specifically notes trends to measure to qualify and quantify climate goals:
  - Downward trend of impervious surface cover
  - Upward trend of tree canopy coverage
  - Upward trend of linear feet of sidewalks and greenways
  - Upward trend square feet of green infrastructure
  - Upward trend of number of green energy installations and green buildings



## Racial Equity Assessment Lens (REAL)

**NAME OF INITIATIVE PROGRAM/PROJECT:** Small Area Planning Process and Implementation

**Department:** Planning

### ORIGIN AND DESCRIPTION

For the purpose of this REAL, a small area plan (SAP) is a detailed plan to examine and guide decisions in a geographic area of the town. SAPs are often initiated when there are detailed questions and analyses needed for subsets of town. As part of the implementation of a comprehensive plan, engagement, and commitments to climate action and equity are incorporated into the process for a SAP. In its history, the Town conducted very few formal SAPs, predominantly the [Northern Study Area \(1998\)](#) and [Downtown Carrboro New Vision \(2001\)](#) plans. While both plans included significant community engagement, it should be noted that the Northern Study Area came about as the result of concerns registered by residents. Another local example of an SAP includes the [Rogers Road: Mapping Our Communities Future](#) plan. Town of Carrboro staff were not involved in its development, but the plan has shaped other studies, efforts, and amendments the Town of Carrboro has undertaken.

Through extensive public engagement, the *Carrboro Connects* Comprehensive Plan identified four corridors of opportunity that are intended to receive SAPs as part of the Implementation Priority Projects (Land Use 2.2A and 2.2B). These corridors include Downtown and Jones Ferry; NC 54; Rogers, Homestead, and Old NC 86; and Estes and N. Greensboro. The Town of Carrboro has hired a consultant to help facilitate a SAP for the Downtown and Jones Ferry corridor to be completed by the end of Fiscal Year 25. As the Town of Carrboro engages in the Implementation of the *Carrboro Connects* plan, there may be an opportunity to identify additional geographic areas to receive SAPs.

**Share background of planning steps and what should be achieved. Moving forward this REAL will evaluate the need of the SAP process and pocket questions completed for each individual plan.**

### What is the specific desired result statement –

Desired goals and outcomes for the small area plan and development process:

- Engage community members and stakeholders for more detail about which elements of a specific geographic area they envision changing or staying the same over a long-range timescale (often 10-20 years), with an emphasis on accessibility and representativeness.
- Develop a more detailed understanding about how the Town can implement the comprehensive plan in a specific geographic area.
- Understand the capacity of a geographic area to grow and/or change across a variety of dimensions including housing, environmental impacts, transportation, utilities, and others
- Understand and make recommendations for the programmatic, infrastructural, and resource needs of current and future community members and visitors. Plan for equitable distribution of resources and balance to achieve stated community goals in guiding plans. **What is the desired result as it relates to Race and Equity?** Each desired result includes identifying and addressing existing or potential inequities across various dimensions, including race, ethnicity, age, income, disability status, gender, and others.

**BENEFITTING INDIVIDUALS OR GROUPS**

1. Burden and benefit can shift greatly depending on the scope (both topically and geographically) of a Small Area Plan. Benefits and burdens must be considered throughout the process including, scoping, impact forecasting, and implementation.
2. Those that live and/or work in the scoped areas for each plan.
3. The whole community.
4. Those that own/run businesses, own property, visit area (stakeholders)
5. Users of various transportation modes and transit facilities
6. Future residents
7. The council’s prioritization impacts when other areas will be given the same time, effort, and consideration.
8. Chapel Hill residents and stakeholders
9. University students, employees and faculty

**BURDENED INDIVIDUALS OR GROUPS**

1. Burden and benefit can shift greatly depending on the scope (both topically and geographically) of a Small Area Plan. Benefits and burdens must be considered throughout the process including, scoping, impact forecasting, and implementation.
2. (In the case of an existing SAP identified) Those that have already been part of engagement (fatigue)
3. The council’s prioritization impacts when other areas will be given the same time, effort, and consideration.
4. Those that don’t live and/or work in the scoped area
5. Those that live and/or work in the scoped areas for each plan.
6. The whole community.
7. Those that own/run businesses, own property, visit area (stakeholders)
8. Users of various transportation modes and transit facilities
9. Future residents
10. Chapel Hill residents and stakeholders
11. University students, employees and faculty
12. Residents, ad hoc groups, or organizations that may not have capacity or agency to advocate for their area(s) of interest
13. Regulatory bodies

<b>Type</b>	<b>Potential Unintended Consequence</b>	<b>Mitigation Strategies to Prevent Consequences and Advance Racial Equity</b>
<b>SOCIAL</b>	<ul style="list-style-type: none"> <li>• Engagement metrics may provide a false sense of representation</li> </ul>	<ul style="list-style-type: none"> <li>• Use a variety of engagement methods to create a continuous feedback loop and capture diverse perspectives (Communications &amp; Community Engagement 1.1 &amp; 1.2)</li> <li>• Recruit community ambassadors and pay them for their expertise</li> </ul>

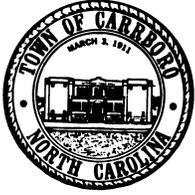
		(Communications & Community Engagement 1.1B)
<b>ECONOMIC</b>	<ul style="list-style-type: none"> <li>Increased activity in the Downtown and other commercial districts may lead to increased levels of public nuisances (e.g., noise, trash) and/or crime for nearby residents</li> </ul>	<ul style="list-style-type: none"> <li>Establish partnerships/build relationships between the town (PD, Emergency Response), businesses, residential neighborhoods, and nonprofits that provide support services (Police Dept. 1, 2, 5, &amp; 7)</li> <li>Continue to engage business community to understand emerging and existing conditions, and points of tension in maintaining existing businesses</li> <li>Ensure the Revolving Loan Funds meets the needs of not only new businesses, but existing ones that seek to grow or continue to compete.</li> </ul>
<b>HEALTH</b>		
<b>ENVIRONMENT</b>	<ul style="list-style-type: none"> <li>Changes in land use have the potential to alter the social fabric of a community, leading to the loss of local cultural and historical landmarks</li> <li>Increased activity in the Downtown and other commercial districts may lead to increased levels of public nuisances (e.g., noise, trash) and/or crime for nearby residents</li> <li>Green infrastructure often requires ongoing maintenance that might be more complex and costly than traditional infrastructure</li> <li>Reliance on technology for energy efficiency and stormwater management may create dependencies, making it harder for communities to manage systems without specialized skills or resources</li> </ul>	<ul style="list-style-type: none"> <li>Partner with Racial Equity Commission and Planning Board to protect and preserve cultural/historical landmarks that maintain the community's character and heritage (LU 7.2)</li> <li>Continue capacity analyses of various areas, to understand development pressures and how these might impact existing fabric of small areas.</li> <li>Involve the community in park planning to ensure it is mutually beneficial</li> <li>Install natural noise barriers</li> <li>Expand financial assistance and resident education opportunities around GSI (GSI 4.1)</li> <li>Proactively implement watershed management and restoration projects (WAT 2.1)</li> <li>Revise stormwater standards in the LUO (WAT 2.2)</li> <li>Use an equity lens/framework to prioritize projects</li> <li>Expand financial assistance opportunities for GSI (GSI 4.1)</li> </ul>

	<ul style="list-style-type: none"> <li>Some strategies to reduce our carbon footprint may increase costs for businesses and consumers; disproportionately affecting low-income communities</li> </ul>	
<b>OTHER</b>	<ul style="list-style-type: none"> <li>Transportation improvements might benefit some areas/population groups more than others, leading to unequal access and services</li> <li>Inadvertently increasing property values exacerbating the issue and leading to displacement</li> <li>Changes in the community's character and landscape may lead to social friction and delays in implementation</li> </ul>	<ul style="list-style-type: none"> <li>Use an equity lens/framework to prioritize projects (T&amp;M 1.1)</li> <li>Most projects compete regionally with other municipalities' projects – if the Town identifies a project that prioritizes race &amp; equity but does not compete as well for state and federal programming, the Town will need to identify other sources of funding (grants, bonds, etc.)</li> <li>Implement anti-displacement strategies in conjunction with any policy recommendations for redevelopment (AF 2.1)</li> <li>Inform policy recommendations with good data and representative community engagement</li> <li>Emphasize that small area plans are long-range guiding documents in communications</li> </ul>

**RECOMMENDATIONS**

1. Complete high level/board steps that are customized based on the plan and needs to the community area.
2. Emphasize equitability, community engagement and removing barriers.
3. Review in one year.
4. Consider transportation options other than walking and biking. Parking is not available in all areas and businesses suffer. Circulation and access is key.
5. Include demographic data on the Asian population.
6. Bus shelter repair still needed along Jones Ferry Road.
7. Farmers Market and other vendor type services – need to include variety of services and cultural background.
8. Community engagement needs to continue using a variety of ways to reach residents.
9. Listen to and consider all recommendations from the community.
10. Each plan should be revisited at different intervals of time.
11. Continue capacity analyses of various areas, to understand development pressures and how these might impact existing fabric of small areas.

12. Continue to use a variety of engagement methods to create a continuous feedback loop and capture diverse perspectives.
13. SAPs should consider expanding or highlighting the resources available through existing programs like the Revolving Loan Fund or Stormwater Assistance Program.
14. SAPs should use an equity lens or framework to prioritize recommendations.
15. The Town should consider exploring ways to obtain disaggregated demographic data for smaller geographies.
16. SAPs should consider zoning/code amendments that increase affordable housing incentives, remove development barriers, and lower development costs such as density bonuses and missing middle housing provisions.
17. As part of implementation of a SAP, establish partnership/build relationships between the Town (PD/Emergency Response), businesses, residential neighborhoods, and nonprofits that provide support services.
18. The Town should consider recruiting community ambassadors and paying them for their expertise as it relates to community needs/solutions for the SAP process and other major projects.
19. Opportunities for redevelopment to add density may result in some level of displacement. Therefore, the Town of Carrboro will need to consider potential displacement mitigation strategies, such as the Town's Affordable Housing Fund, the proposed Affordable Housing bond, right of first refusal, or the affordable housing density bonus, that balance production, preservation, and neighborhood stabilization.
20. SAPs should integrate climate action projects to restore and conserve watersheds and ecosystems, especially in neighborhoods that have been denied and historically underserved
21. SAPs should focus on minimizing car-dependency and expanding multimodal transportation options through increasing pedestrian and bike infrastructures
22. SAPs should focus on understanding the limitations of infrastructure (like utilities), and placement of sites for services like waste disposal and wastewater treatment.
23. SAPs should place an emphasis on data and impact analysis to monitor and track displacement.



# TOWN OF CARRBORO

## Planning Board

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

# R E C O M M E N D A T I O N

NOVEMBER 6, 2025

### Adoption of the Carrboro Downtown Area Plan

Motion was made by Foushee and seconded by Gaylord-Miles that the Planning Board of the Town of Carrboro recommends that the Town Council adopt the Carrboro Downtown Area Plan.

**VOTE:**

AYES: (6) Foushee, Gaylord-Miles, Kirkpatrick, Scales, Scott, Sinclair

NOES: (1) Buckner

ABSTENTIONS: (1) Poulton

ABSENT/EXCUSED: (3) Carney, Peretin, Reilly

Associated Findings

By a unanimous show of hands, the Planning Board membership indicated that no members have any financial interests that would pose a conflict of interest to the adoption of the Carrboro Downtown Area Plan.

Motion was made by Foushee and seconded by Sinclair that the Planning Board of the Town of Carrboro finds the draft plan is consistent with the following provisions and strategies of the *Carrboro Connects* Comprehensive Plan:

- Land Use Strategy 2.1 – Pursue concerted land use planning/small area plans for high priority/high potential areas
- Economic Sustainability Strategy 2.1 – Support well-planned and designed, higher density and mixed-use development in the downtown.

Furthermore, the Planning Board of the Town of Carrboro finds the draft plan is reasonable and in the public interest because of the Town’s deliberate commitment to developing plans and policies through extensive engagement and public input.

**VOTE:**

AYES: (6) Foushee, Gaylord-Miles, Kirkpatrick, Scales, Scott, Sinclair

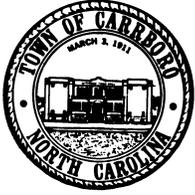
NOES: (1) Buckner

ABSTENTIONS: (1) Poulton

ABSENT/EXCUSED: (3) Carney, Peretin, Reilly

*Rachel Gaylord-Miles*  
\_\_\_\_\_  
(Chair)

11/7/25  
\_\_\_\_\_  
(Date)



# TOWN OF CARRBORO

## Planning Board

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

# C O M M E N T S

OCTOBER 15, 2025

### Consideration of the Planning Board for the Carrboro Downtown Area Plan

Motion was made by Buckner and seconded by Foushee that the Planning Board of the Town of Carrboro recommends that the Town Council receive the comments as written below for the Carrboro Downtown Area Plan.

- Suggest rephrasing the second bullet in the “Intersection” box under “Core Primary” to “Consider intersection improvements that prioritize the safe movement of pedestrians and bicyclists, which may include improvements like “No Turn on Red” signage at intersections.
  - The Planning Board had discussions on what the potential conversion of Weaver Street to a bike/pedestrian street would mean for traffic flow and bike/pedestrian safety in Downtown Carrboro.
- Would like to see more specificity on how the decision is made between sidewalks and bicycle facilities when space is limited.
- Would like to see more references to the inclusion of accessible infrastructure.
- Consider adding more emphasis to commercial uses in Downtown Carrboro; how do we bring in jobs that support living within Town?
  - The Planning Board referenced Chapel Hill Mixed Use Districts that outline a certain percentage of commercial, residential, etc.
- Encourage the Town to consider a separate study or deep dive into the current market data that impacts the commercial economy in downtown Carrboro and how to encourage a more diversified and sustainable economy (i.e. mix of commercial, office, etc.)
- Encourage the Town to further publicize alternative engagement activities to all areas of Town with the intent to include all neighborhoods in the discussion about the Plan.
- Encourage the discussion of affordable housing to include a range of AMIs, such as including a percentage of each AMI bracket.

**VOTE:**

AYES: (6) Buckner, Fitzpatrick, Foushee, Gaylord-Miles, Scales, Sinclair

NOES: (0)

ABSTENTIONS: (0)

ABSENT/EXCUSED: (5) Carney, Peretin, Poulton, Scott, Reilly

*Rachel Gaylord-Miles*

(Chair)

10/15/25

(Date)



TOWN OF CARRBORO

Stormwater Advisory Commission

301 West Main Street, Carrboro, North Carolina 27510

RECOMMENDATION

OCTOBER 9, 2025

Adoption of the Carrboro Downtown Area Plan

Motion was made by Randy Dodd and seconded by John Cox that the Stormwater Advisory Commission of the Town of Carrboro recommends that the Town Council adopt the Carrboro Downtown Area Plan.

VOTE:

- AYES: (4)
NOES: (0)
ABSTENTIONS: (0)
ABSENT/EXCUSED: (3)

Associated Findings

By a unanimous show of hands, the Stormwater Advisory Commission (SWAC) membership indicated that no members have any financial interests that would pose a conflict of interest to the adoption of the Carrboro Downtown Area Plan.

Motion was made by John Cox and seconded by Margaret Kurz that the SWAC of the Town of Carrboro finds the draft plan is consistent with the following provisions and strategies of the Carrboro Connects Comprehensive Plan:

- Increase use of native plants
• Improve tree canopy downtown
• Coordinate transportation/public infrastructure improvements with GSI
• Establish and protect native vegetation in riparian projects
• Implement structural & non-structural management measures for redevelopment/infill; add retrofits in dense locations to increase stormwater volume control
• Incentivize Low impact Development practices that reduce impervious surfaces and mimic natural hydrology
• Encourage infill and density in the downtown area, especially when doing so provides stormwater management for impervious surfaces currently without management

The SWAC recommends that the Town devote the resources necessary, including staffing, to pursue plan implementation. (For example, having staff capacity to pursue the tree canopy and urban forestry would be beneficial.)

Furthermore, the SWAC of the Town of Carrboro finds the draft plan is reasonable and in the public interest because of the Town's deliberate commitment to developing plans and policies through extensive engagement and public input.

VOTE:

- AYES: (4)
NOES: (0)
ABSTENTIONS: (0)
ABSENT/EXCUSED: (3)

Signature of Jeanette O'Conor (Chair)

10/9/25 (Date)



# TOWN OF CARRBORO

Climate and Environmental Advisory Commission  
301 West Main Street, Carrboro, North Carolina 27510

## R E C O M M E N D A T I O N

OCTOBER 9, 2025

### Adoption of the Carrboro Downtown Area Plan

Motion was made by Scott Muir and seconded by Greg Randolph that the CEAC of the Town of Carrboro recommends that the Town Council adopt with modifications the Carrboro Downtown Area Plan.

**VOTE:**

AYES: (6)

NOES: (0)

ABSTENTIONS: (0)

ABSENT/EXCUSED: (3)

Associated Findings

By a unanimous show of hands, the CEAC membership indicated that no members have any financial interests that would pose a conflict of interest to the adoption of the Carrboro Downtown Area Plan.

Motion was made by Scott Muir and seconded by Greg Randolph that the CEAC of the Town of Carrboro finds the draft plan is consistent with modifications with the following provisions and strategies of the *Carrboro Connects* Comprehensive Plan:

- Land Use Strategy 2.1 – Pursue concerted land use planning/small area plans for high priority/high potential areas
- Economic Sustainability Strategy 2.1 – Support well-planned and designed, higher density and mixed-use development in the downtown.

**VOTE:**

AYES: (6)

NOES: (0)

ABSTENTIONS: (0)

ABSENT/EXCUSED: (3)

Jane Parulez  
(Chair)

10/13/2025  
(Date)

DATE: 10/15/2025

TO: Christina Moon, Town Planner  
Duncan Dodson, Planner

FROM: Jane Danielewicz, CEAC chair

RE: Carrboro Downtown Area Plan

The Climate and Environmental Advisory Commission (CEAC) recommends that the Town Council approve the Carrboro Downtown Area Plan with modifications.

Due to the length and complexity of the Downtown Area Plan, we request more than one week to consider the full plan to enable us to develop our recommendations.

So far, in the short time allotted, the commission requests these initial modifications. However, this is a partial list. We request moving this item to the November 18, 2026 council meeting to allow CEAC time to provide a full list of modifications.

Furthermore, we found public engagement to be insufficient, particularly in neighborhoods outside of downtown. We request extending the engagement period.

The following modifications are overarching and apply to the whole conceptual model of the Downtown Area Plan.

#### REQUESTED MODIFICATIONS

1. Topography – This plan ignores a major element of climate resilience (Goal #1 p. 16). We recommend reevaluating the entire Downtown Area Plan post-Chantal based on topography as a foundation that determines other design elements. The Downtown Area sits at the highest elevation and water flows downhill. We request superimposing a topo map onto the Carrboro map (p. 17). This new map would visualize how stormwater would flow within and from the Downtown area. The flat map (p. 17) gives no information about how water moves. This re-assessment, using the topo map overlay, will show how increased development in the Downtown Area will impact flooding in all neighborhoods, within and outside of downtown.
2. Design Elements – The first goal (p. 16) is to build climate resilience and this topic is missing from the design elements. We request including and prioritizing a “Green Infrastructure” design element to replace and enhance the existing “Plants and Landscaping,” which is a subset of green infrastructure. As an overarching category, “Green Infrastructure” matches the other design elements (i.e. Bicycle Infrastructure,

Pedestrian Infrastructure). All design-element tables (e.g. p. 44) as well as concept plans, should be revised to reflect this change.

3. Green infrastructure -- Green infrastructure is a strategically planned network of natural, semi-natural, and engineered areas that integrate stormwater management, mitigation of urban heat island effects, improved air quality, enhanced biodiversity, and carbon storage. These benefits accrue from coordinated, advance planning. We request this type of planned network.
  - a. Enhanced stormwater practices include bioswales, rain gardens, green streets and alleys, and rainwater harvesting.
  - b. Enhanced heat mitigation, carbon storage, etc. includes urban forests, urban trees, diverse landscapes, pollinator gardens (not lawns). For example, public trees planted in the ROWs are a priority, not in residents' yards (p 52). Also, the DAP's cross-sections must be reevaluated to give more priority to the planting strip. For example, on p. 44, the planting strip is 0 ft. The recommended planting strip for urban trees is 5-8 ft. Urban trees are essential to reducing the urban heat island effect. Adding trees (green infrastructure) should be prioritized over additional paving.
  
4. Traffic – In Appendix C, Public Engagement (p. 12), reduced car traffic was the first major theme. More development, according to the plan, will inevitably create more traffic, compounding the existing traffic congestion for people traveling through and into downtown. We request an additional metric (p. 85), regular studies of traffic congestion, to assess how all development will impact main thoroughfares and side streets. Traffic studies can determine the appropriate infrastructure to reduce and manage additional traffic and congestion.

DATE: 11/10/2025

TO: Christina Moon, Town Planner  
Duncan Dodson, Planner

CC: Patrice Toney, Town Manager

FROM: Jane Danielewicz, CEAC chair

RE: Carrboro Downtown Area Plan

In this second memo, the Climate and Environmental Advisory Commission (CEAC) reiterates their recommendation that the Town Council approve the Carrboro Downtown Area Plan with additional modifications. We submitted a first memo on 10/15/25 with modifications.

We recognize the need for a downtown visioning plan and fully support the goals of the DAP. We are grateful to the Town Council for the additional time allowed for CEAC to submit further modifications. We deeply appreciate the time and efforts that town staff has made to create additional, successful, outreach events these past two weeks. Thank you.

Our modifications are intended to clarify and strengthen the DAP in order to make it translate directly into the UDOs.

A previous memo on **10/15/25** from (CEAC) also recommended approval of DAP with these modifications: (1) using topography to predict stormwater; (2) substituting Green Infrastructure for Trees and Landscaping as a design element; (3) applying a Green Infrastructure approach (a strategically planned network of natural, semi-natural, and engineered areas) to design the DAP; (4) adding a metric to study ongoing traffic congestion.

Besides the new modifications below, we have also provided further details to illustrate one previous modifications from the 10/15/25 memo.

- 1) **Modification: Use “Green infrastructure” to plan for Climate Resilience.**\_(modification from memo 10/15/25, attached). In the chapter “Streetscape Typologies,” we recommend substituting the term “Green Infrastructure” for the design element “trees and landscaping” in the charts p. 40, 46, 50, for the following reasons:
  - a. Green infrastructure is a conceptual umbrella that unifies and consolidates critical design elements of Climate Resilience (Goal #1 p.58 ) only one of which is “Trees and Landscaping.”

- b. The first goal of DAP is Climate Resilience (p. 12; p. 58), as described in DAP, is achieved by Green Infrastructure. Green infrastructure serves multiple purposes simultaneously and has multi-functional benefits: Carbon Sequestration; Air Pollution Reduction; Stormwater Management and Water Quality improvement; Temperature Moderation—all factors contributing to Climate Resilience.
- c. Green Infrastructure is the appropriate, parallel term that is consistent with the other elements (Pedestrian Infrastructure; Bicycle Infrastructure) in the charts on pages 40, 46, 50. Types of infrastructure is the principle.
- d. Green infrastructure is a **network** of spaces. It's not just about individual green areas but an **integrated network** that connects **natural** and **engineered** elements in the Downtown Area.
- e. Below are some examples (direct quotations) from DAP that can be united under Green Infrastructure. In fact, that term is already being used (p82). Elevate the term to be the major organizing category.
  - p. 80 UDO Update - Increase Tree Canopy and Native Plantings As part of the ongoing UDO project, the Town should include provisions that require robust tree planting and preservation requirements, as well as limit plantings to native and beneficial species for trees, shrubs and ground covers.
  - p. 81 UDO Update - Reduce Stormwater Runoff As part of the ongoing UDO project, the Town should include provisions to reduce stormwater runoff through the use of high-quality and robust stormwater control measures and reduce impervious surface coverage for all private developments.
  - p. 82 UDO Update - Support **Green Infrastructure** As part of the ongoing UDO project, the Town should include provisions to require the incorporation of green infrastructure as part of all private development, including rain gardens, native plantings, LID techniques and robust stormwater control measures. Page References: p. 26-35, 146, 154-155

## 2) Modification: Increase building height in order to maximize greenspace allotment.

For all new building sites, we want to maximize space for green infrastructure such as trees, layered plantings, bio swales, raingardens etc. The DAP could encourage high rise, dense development while retaining robust climate and environmental features.

Build taller buildings with maximum setbacks (less impervious surface but taller building) rather than building out the entire lot, with minimum setbacks (more impervious surface, less space for green infrastructure).

Building heights in DAP range from 2-5 stories. More than 5 stories could be allowed for developers IF higher building height is a trade-off to increase trees and other green Infrastructure features. Building height should be the incentive for a higher percentage of greenspace, tree canopy, etc.

Ample setbacks of buildings from street fronts should allow for large street trees as well as a greater number of trees and other stormwater features on the newly developed property.

**3) Modification. Trees, ROWS, and planting strips.** We request prioritizing trees over additional pavement wherever possible. Urban trees are essential to reducing the urban heat island effect, absorbing pollution, and storing carbon.

**3.1** Reduce paving width to ensure room to plant trees. There are many places in DAP where paving (sidewalk etc.) is given priority over trees, or where planter strips are ineffective: p. 40, 47, 50. We ask for revisions.

- “Sidewalks on both sides (6 to 8 feet wide.....)”
- Street trees in planter strips, tree wells, or encouraged on private property.
- Planter strips (with native species) between sidewalk and curb where space allows, ***but not at the cost of sidewalk width.***”

**3.2.** In the streetscape typologies, we recommend increasing the size of planting strips to accommodate shade trees in the ROWs. The Following are examples of inadequate size planter strips. Street trees require 5-8 ft planting strips or wells.

Examples of “too small” planting strips are in bold below.

Core Primary - N Greensboro St. (page 42)

- Some trees between sidewalk and buildings.

Existing cross-section: Planting strip – 2-8 ft (Native Vegetation)

**Proposed cross-section: 2-5 ft** (Native Vegetation)

- Additional shade trees in tree wells on sidewalk.
  - **Diagram of shows a very thin planting strip on one side of the street. One tree is planted beside bikelane and a second tree is planted in a thinner planting strip beside a wide 8ft sidewalk.**
  - No trees in the amenity zone on the other side of the street

Core Primary – Jones Ferry Rd. (page 44)

Existing cross-section: **Planting strip – 0 ft**

Proposed cross-section: 2 ft (Native vegetation)

- Shade trees in tree wells along street side of sidewalk
  - **Diagram shows very thin planting strip on both sides**

Non-Core Primary – W Main St South of Poplar Ave (page 48)

Existing cross-section: **Planting strip – 1.5 ft**

**Sidewalk – 3-10 ft.**

Proposed cross-section – **Option 1: Planting strip/Utilities - 1.5-3 ft**

- Additional shade trees where space allows.

Sidewalk – 6 ft

Proposed cross-section – **Option 2: Planting strip/Utilities – 2-5 ft.**

- Shade trees in tree wells along street side of sidewalk

Sidewalk – 6-8 ft

Secondary Brewer Lane (page 31)

Existing cross-section: **Planting strip – 3 ft**

Proposed cross-section: 3 ft

Sidewalk – unchanged (5 ft)

**3.3.** We suggest eliminating images of trees in the illustrations of streetscapes where the planting strips are 0-4 ft. since they are misleading. Trees cannot survive in a planting strip less than 5 ft. See examples above.

**3.4** We recommend establishing a funded program to purchase and plant trees for homeowners. “Encourage tree planting” on private property is a rarely successful strategy. Planting Trees in the ROWs is the main priority, augmented by trees in residents’ yards (p 50, 52).

**4) Modification. Traffic congestion and parking; Roberson St.**

We request an additional metric (p. 85), for regular studies of traffic congestion to assess how all development will impact main thoroughfares and side streets. Traffic studies can determine the appropriate infrastructure to reduce and manage additional traffic and congestion.

We request removing the idea in DAP about using Roberson St (pg. 54) as a festival St. It is a highly congested area now.

Further restricting or closing this street (even for a few hours) is impractical since it is a small street that serves as the only exit for the neighborhood on Sweet Bay Place, plus the entrance

and exit for the Drakeford library is on Roberson St., and a fire station and the Arts Center are all on Roberson St. Businesses have small parking lots along the street. There are no sidewalks along most of Roberson St.

In Appendix C, Public Engagement (p. 12), reduced car traffic was the first major theme. More development, according to the plan, will inevitably create more traffic, compounding the existing traffic congestion for people traveling through and into downtown.

**#5. One final idea, not a modification.** Develop Carrboro Town Commons, town-owned land, according to the rendering design, as Downtown Greenspace, pictured on p 36.

The DAP report mentions the lack of downtown land area. DAP includes a photo of Town Commons and the popular Libba Cotton Music series on page 26.

Update the current space of Town Commons with a stage pavilion (sound proofing behind it for the adjacent neighbors), include a multipurpose open air pavilion on the west side to provide more shade for summer events. Add more rooftop solar power for the pavilion fans. Renovate the grassy compacted, rain soaked, poorly drained, sod area in the inner center with more native plantings around the entryway. Upgrade electrical power connections-- instead of gas powered noisy generators. Install underground electric for the stage area, for food trucks, or other event needs. The space could be designed to accommodate the Farmer's Market.

## Engagement Efforts for the Downtown Area Plan – Summary Report Nov. 10, 2025

The following tables show, to the best of the project team’s ability, data about participation and who we’ve heard from over the course of the 14-month period of the project.

In addition to the demographic information collected as part of the visioning survey, staff have developed a voluntary, self-reporting demographic activity that is brought to as many events as possible. On average, this activity sees about a 30-40% response rate (comparing the number of interactions counted to the number of unique responses on the activity).

Along with the strategies listed below, information about the Downtown Area Plan—including information about how to engage and upcoming events—was included in the “Carrboro This Week” all-town newsletter throughout the project.

### Statistics

Total Number of Events	35
Total Number of Additional Engagement Efforts	14
Estimated Total Carrboro Staff Time for Engagement Efforts	250+ hours *(does not include time devoted to project for regular meetings, plan review, etc.)
Estimated Additional Costs for Engagement (Planning Dept)	\$5,000+
Total Unique Website Visits	2,441
Total Downloads	1,853
Total Survey Responses	286
Total Non-Survey Touchpoints	2,155 *(includes one count of study area postcards and mailing, but not townwide mailing)

### Race & Ethnicity Demographics

	Asian American/ Pacific Islander	Black and/or African American	American Indian/ Alaskan Native	White	Other	Hispanic/ Latino
Survey	12.7%	3.6%	0.36%	66.7%	16.6%	16.7%
Demographic Activity	5.8%	12.3%	2.3%	64.3%	3.0%	12.3%
Total	11%	11%	1%	65%	11%	14%

**“About Me” Demographic Question – note, multiple choices are allowed so the percentages across a row may not add to 100%.**

	I work in Carrboro	I own a business in Carrboro	I am a student	I live in Carrboro	I live in the Study Area	I live in the ETJ	I Live in Chapel Hill
Survey	39.1%	3.6%	(not asked)	72.8%	27.9%	0.36%	19.9%
Demographic Activity	18.5%	6.4%	15.7%	94.9%	35.1%	2.6%	12.5%

### Engagement Efforts for the Downtown Area Plan – Summary Report Nov. 10, 2025

	Date	Event	Participants	Demo Questions Asked (Y/N)	Carrboro Staff	FNI/Other	Add. Costs	
2024	Jun	6/21	Soft launch at Freight Train Blues (letting visitors know the DAP process is starting)	24 flyers*	N	3	-	\$75
	Jul	7/4	Soft launch at Fourth of July (letting visitors know about DAP at Latin American Festival)	25 flyers*	N	2	-	\$75
	Aug	8/25	Project launch at Fiestas en la Calle/Latin American Festival	75	Y	4	3	\$120
	Sep	9/1	Visioning Survey Launched	-	-	3	3	-
		9/14	Carrboro in Motion – Willow Creek Laundromat	6	Y	2	-	-
		9/19	Community Vision Workshop @ Town Hall	22	Y	3	3	\$312
		9/26	Community Vision Workshop @ Town Hall	29	Y	6	-	\$165
		9/29	Carrboro Music Festival (postcards about survey distributed by staff walking around)	85 postcards*	N	2	-	\$100
	Oct	10/1	Paper surveys are distributed to Refugee Community Partnership, El Centro, and Marian Cheek Jackson Center for help getting representative results.	50 surveys*	N	3	-	\$150
		10/2	Staff distribute door hangers to all residents in Historically Black and African American Neighborhoods about upcoming resident stakeholder meetings and survey (Alabama Ave, Glosson Circle, Lincoln Park, Lloyd-Broad, Tin-Top/Carr Court)	342 postcards	N	7	-	\$312
		10/2	Staff mail a letter to all property owners and residents (renters) within the study area about upcoming resident stakeholder meetings and survey	764 letters	N	4	-	\$646
		10/7	Stakeholder Meetings held at Carrboro Civic Club (Bim Street) with Council Members, Advisory Board Members, Business Owners, Local Service Providers, and Residents	30	N	2	2	\$252
		10/8	Follow up virtual stakeholder meeting for residents held on zoom	4	N	2	1	-
		10/9	Advisory Board Meeting 1 (held for all advisory board members)	35	-	3	1	-
		10/12	Carrboro in Motion at Fitch Lumber Parking Lot	16	Y	2	-	-
		10/15	Northside Neighborhood Community Meeting	8	Y	1	-	-
		10/16	Placed 6 Banners around Town noting the Input Sessions & Survey	-	-	1	-	\$269
		10/17	Mailed postcard to all property owners and residents (renters) within the study area about survey closing Nov. 1	764 letters	N	4	-	\$641
		10/20	Community Input Session at the ArtsCenter	19	Y	3	2	\$533
		10/23	Community Input Session at the ArtsCenter	17	Y	5	-	\$445
Nov		11/1	Visioning Survey Closes	286	Y	1 (survey entry)	-	-
Dec	12/5	Advisory Board Meeting 2 (all advisory board members)	61	-	3	1	-	

## Engagement Efforts for the Downtown Area Plan – Summary Report Nov. 10, 2025

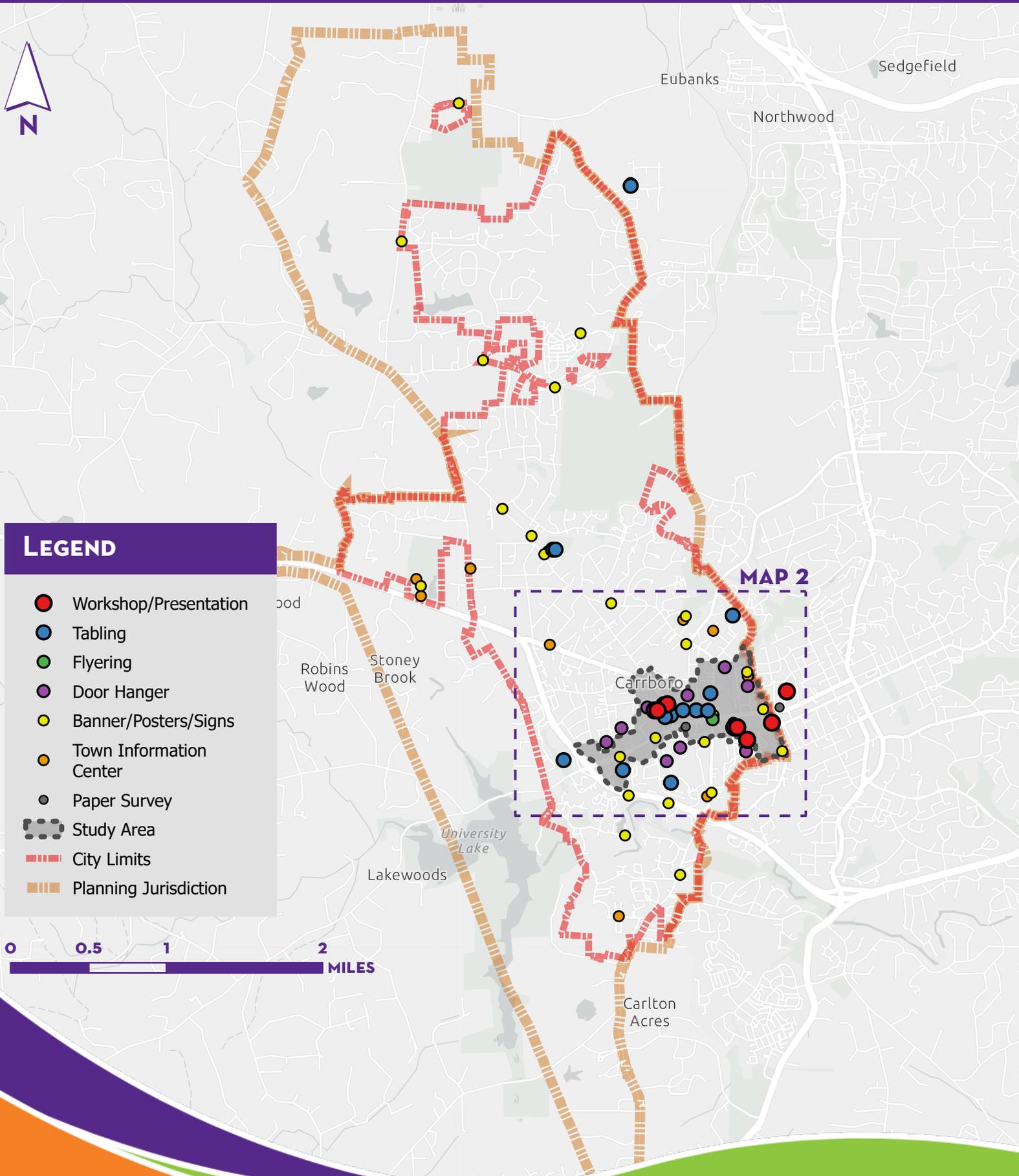
	Date	Event	Participants	Demo Questions Asked (Y/N)	Carrboro Staff	FNI/Other	Add. Costs	
2025	Jan	-	-	-	-	-	-	
	Feb	2/19	Stakeholder in-person presentation of draft plan/renderings (business owners, local service providers, & residents)	19	N	2	2	\$93
		2/19	Stakeholder virtual presentation of draft plan/renderings (residents)	1	N	2	1	-
		2/20	Advisory Board Meeting 3 (all advisory board members) – initial renderings presented	27	-	3	1	-
	Mar	3/6	Advisory Board Meeting 4 (all advisory board members) – all renderings presented at meeting	42	-	3	-	-
		3/15	Carrboro in Motion at Estes Park Apartments	11	Y	2	-	-
		3/20	Townwide postcard mailed to all residents with DAP invite from Mayor Foushee	-	-	-	-	-
		3/29	Ask a Planner at Farmers’ Market	28	N	1	-	-
	Apr	4/6	Open Streets/Earth Day	101	Y	4	-	-
	May	5/13	Town Council Work Session	-	-	2	1	-
		5/17	Ask a Planner at Farmers’ Market	16	N	1	-	-
	Jun	6/19	Juneteenth	31	Y	1	2	\$140
	Jul	7/25	Vision & Goals, Master Plan, & Implementation chapter drafts posted to website	-	-	-	-	-
	Aug	8/1	Carrboro in Motion at Collins Crossing	29	Y	3	-	\$50
		8/2	Community Update at St. Paul’s AME	19	Y	3	-	\$200
		8/9	Community Update at the Community School for People Under Six	9	Y	2	2	\$200
		8/9	Unity in the Community at RENA Community Center	12	N	1	-	\$50
		8/15	Carrboro in Motion at Royal Park Apartments	57	Y	3	-	\$50
		8/24	Fiestas en la Calle/Latin American Festival	99	Y	4	-	\$52
	Sep	9/16	Council sets a public hearing for Oct 21, refers draft to all advisory boards Draft plan is published as part of Council agenda	-	-	-	-	-
		9/19	Full Draft Downtown Area Plan is posted to website for additional access & review	-	-	-	-	-
	Oct	10/9	Advisory Board Meeting 5 (held for all advisory board members)	48	-	3	1	-
		10/21	Public Hearing for Adoption	-	-	-	-	-
		10/29	Press Release published and HOAs emailed	-	-	-	-	-
	Nov	11/3	Signs and Posters distributed around Town for MLK park events & TC meeting (TICs, neighborhoods, and bus stops totaling ~30 signs/banners)	-	-	3	-	\$120
		11/5	Neighborhood Meeting in Dr. MLK Jr. Park	approx. 50	Y	4	-	\$75
11/7		Interview & Notice of Meetings on ‘State of the Station’ - WCOM Local Radio	-	-	3	-	-	
11/8		Neighborhood Meeting in Dr. MLK Jr. Park	approx. 50	Y	2	-	\$75	
11/18		Continued Public Hearing for Adoption	-	-	-	-	-	

# ENGAGEMENT MAP 1 - PLANNING JURISDICTION



**LEGEND**

- Workshop/Presentation
- Tabling
- Flying
- Door Hanger
- Banner/Posters/Signs
- Town Information Center
- Paper Survey
- Study Area
- City Limits
- Planning Jurisdiction

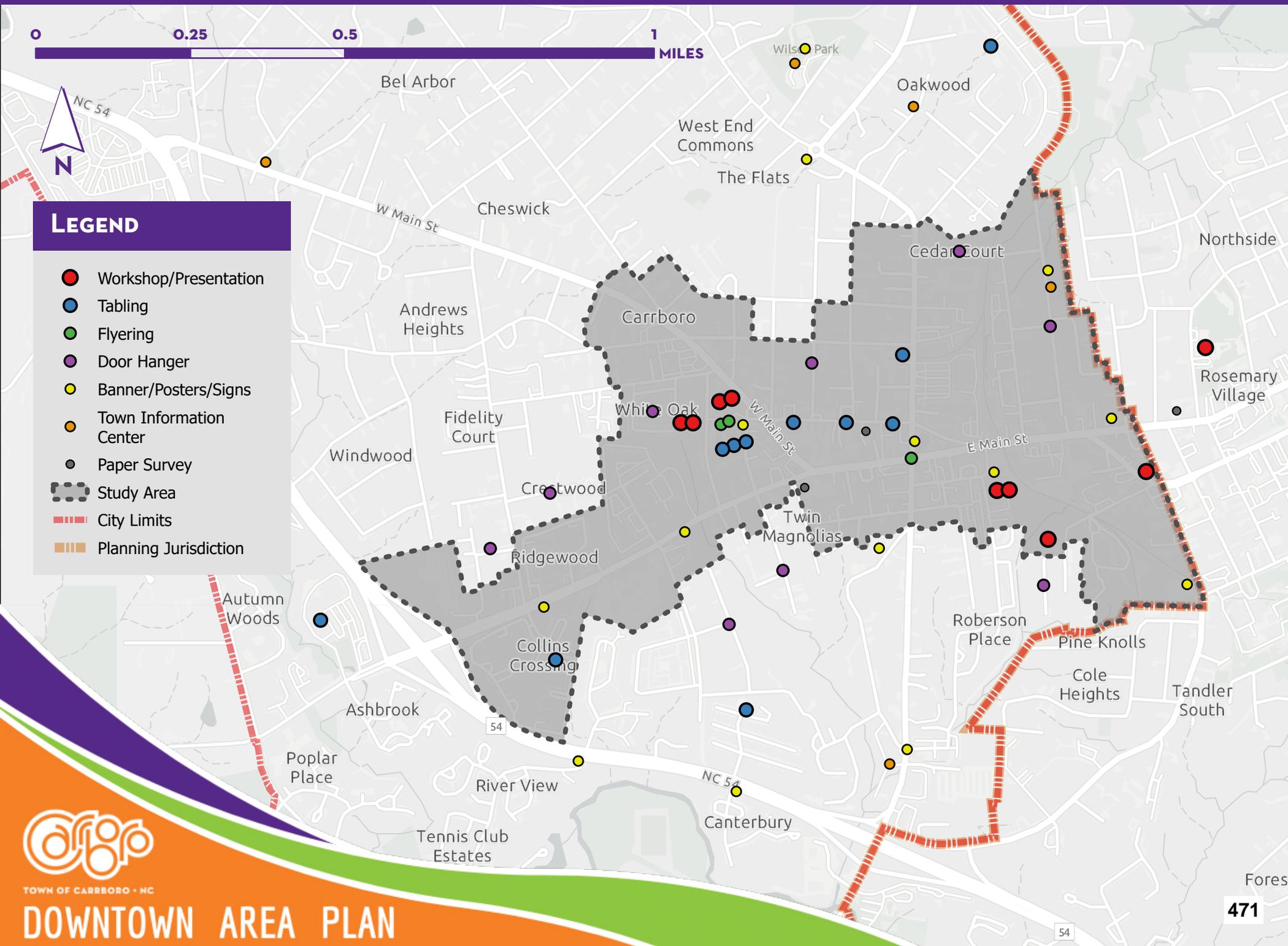


# ENGAGEMENT MAP 2 - STUDY AREA & NEARBY NEIGHBORHOODS



### LEGEND

- Workshop/Presentation
- Tabling
- Flying
- Door Hanger
- Banner/Posters/Signs
- Town Information Center
- Paper Survey
- Study Area
- City Limits
- Planning Jurisdiction





TOWN COUNCIL MEETING

# CARRBORO DOWNTOWN AREA PLAN

November 18, 2025



# PUBLIC ENGAGEMENT

	Date	Event	Participants	Demo Questions Asked (Y/N)	Carrboro Staff	FNI/Other	Add. Costs
2024	Jun	6/21	Soft launch at Freight Train Blues (letting visitors know the DAP process is starting)	24 flyers*	N	3	\$75
	Jul	7/4	Soft launch at Fourth of July (letting visitors know about DAP at Latin American Festival)	25 flyers*	N		
	Aug	8/25	Project launch at Fiestas en la Calle/Latin American Festival	75	Y		
	Sep	9/1	Visioning Survey Launched	-	-		
		9/14	Carrboro in Motion – Willow Creek Laundromat	6	Y		
		9/19	Community Vision Workshop @ Town Hall	22	Y		
		9/26	Community Vision Workshop @ Town Hall	29	Y		
		9/29	Carrboro Music Festival (postcards about survey distributed by staff walking around)	85 postcards*	N		
	Oct	10/1	Paper surveys are distributed to Refugee Community Partnership, El Centro, and Marian Cheek Jackson Center for help getting representative results.	50 surveys*	N		
		10/2	Staff distribute door hangers to all residents in Historically Black and African American Neighborhoods about upcoming resident stakeholder meetings and survey (Alabama Ave, Glosson Circle, Lincoln Park, Lloyd-Broad, Tin-Top/Carr Court)	342 postcards	N		
		10/2	Staff mail a letter to all property owners and residents (renters) within the study area about upcoming resident stakeholder meetings and survey	764 letters	N		
		10/7	Stakeholder Meetings held at Carrboro Civic Club (Bim Street) with Council Members, Advisory Board Members, Business Owners, Local Service Providers, and Residents	30	N		
		10/8	Follow up virtual stakeholder meeting for residents held on zoom	4	N		
		10/9	Advisory Board Meeting 1 (held for all advisory board members)	35	-		
		10/12	Carrboro in Motion at Fitch Lumber Parking Lot	16	Y		
		10/15	Northside Neighborhood Community Meeting	8	Y		
		10/16	Placed 6 Banners around Town noting the Input Sessions & Survey	-	-		
		10/17	Mailed postcard to all property owners and residents (renters) within the study area about survey closing Nov. 1	764 letters	N		
		10/20	Community Input Session at the ArtsCenter	19	Y		
		10/23	Community Input Session at the ArtsCenter	17	Y		
Nov	11/1	Visioning Survey Closes	286	Y			
Dec	12/5	Advisory Board Meeting 2 (all advisory board members)	61	-			

	Date	Event	Participants	Demo Questions Asked (Y/N)	Carrboro Staff	FNI/Other	Add. Costs	
2025	Jan	-	-	-	-	-	-	
	Feb	2/19	Stakeholder in-person presentation of draft plan/renderings (business owners, local service providers, & residents)	19	N	2	2	\$93
		2/19	Stakeholder virtual presentation of draft plan/renderings (residents)	1	N	2	1	-
		2/20	Advisory Board Meeting 3 (all advisory board members) – initial renderings presented	27	-	3	1	-
	Mar	3/6	Advisory Board Meeting 4 (all advisory board members) – all renderings presented at meeting	42	-	3	-	-
		3/15	Carrboro in Motion at Estes Park Apartments	11	Y	2	-	-
		3/20	Townwide postcard mailed to all residents with DAP invite from Mayor Foushee	-	-	-	-	-
		3/29	Ask a Planner at Farmers' Market	28	N	1	-	-
	Apr	4/6	Open Streets/Earth Day	101	Y	4	-	-
	May	5/13	Town Council Work Session	-	-	2	1	-
		5/17	Ask a Planner at Farmers' Market	16	N	1	-	-
	Jun	6/19	Juneteenth	31	Y	1	2	\$140
	Jul	7/25	Vision & Goals, Master Plan, & Implementation chapter drafts posted to website	-	-	-	-	-
	Aug	8/1	Carrboro in Motion at Collins Crossing	29	Y	3	-	\$50
		8/2	Community Update at St. Paul's AME	19	Y	3	-	\$200
		8/9	Community Update at the Community School for People Under Six	9	Y	2	2	\$200
		8/9	Unity in the Community at RENA Community Center	12	N	1	-	\$50
		8/15	Carrboro in Motion at Royal Park Apartments	57	Y	3	-	\$50
		8/24	Fiestas en la Calle/Latin American Festival	99	Y	4	-	\$52
	Sep	9/16	Council sets a public hearing for Oct 21, refers draft to all advisory boards Draft plan is published as part of Council agenda	-	-	-	-	-
9/19		Full Draft Downtown Area Plan is posted to website for additional access & review	-	-	-	-	-	
Oct	10/9	Advisory Board Meeting 5 (held for all advisory board members)	48	-	3	1	-	
	10/21	Public Hearing for Adoption	-	-	-	-	-	
	10/29	Press Release published and HOAs emailed	-	-	-	-	-	
Nov	11/3	Signs and Posters distributed around Town for MLK park events & TC meeting (TICs, neighborhoods, and bus stops totaling ~30 signs/banners)	-	-	3	-	\$120	
	11/5	Neighborhood Meeting in Dr. MLK Jr. Park	approx. 50	Y	4	-	\$75	
	11/8	Neighborhood Meeting in Dr. MLK Jr. Park	approx. 50	Y	2	-	\$75	
	11/18	Continued Public Hearing for Adoption	-	-	-	-	-	

[www.engage.carrboronc.gov](http://www.engage.carrboronc.gov)

# PUBLIC HEARING QUESTIONS

- Memo in Meeting Packet
- Flooding/Stormwater
  - Goal #1: Climate resilience
  - BE-12: Evaluate Communal SCMs
  - BE-14: Retrofit Parking Lots
- Housing Affordability
  - Goal #2: Affordable housing
  - PR-06: UDO Update-Encourage Affordable Housing
  - Future Vision: includes affordable housing for all character areas



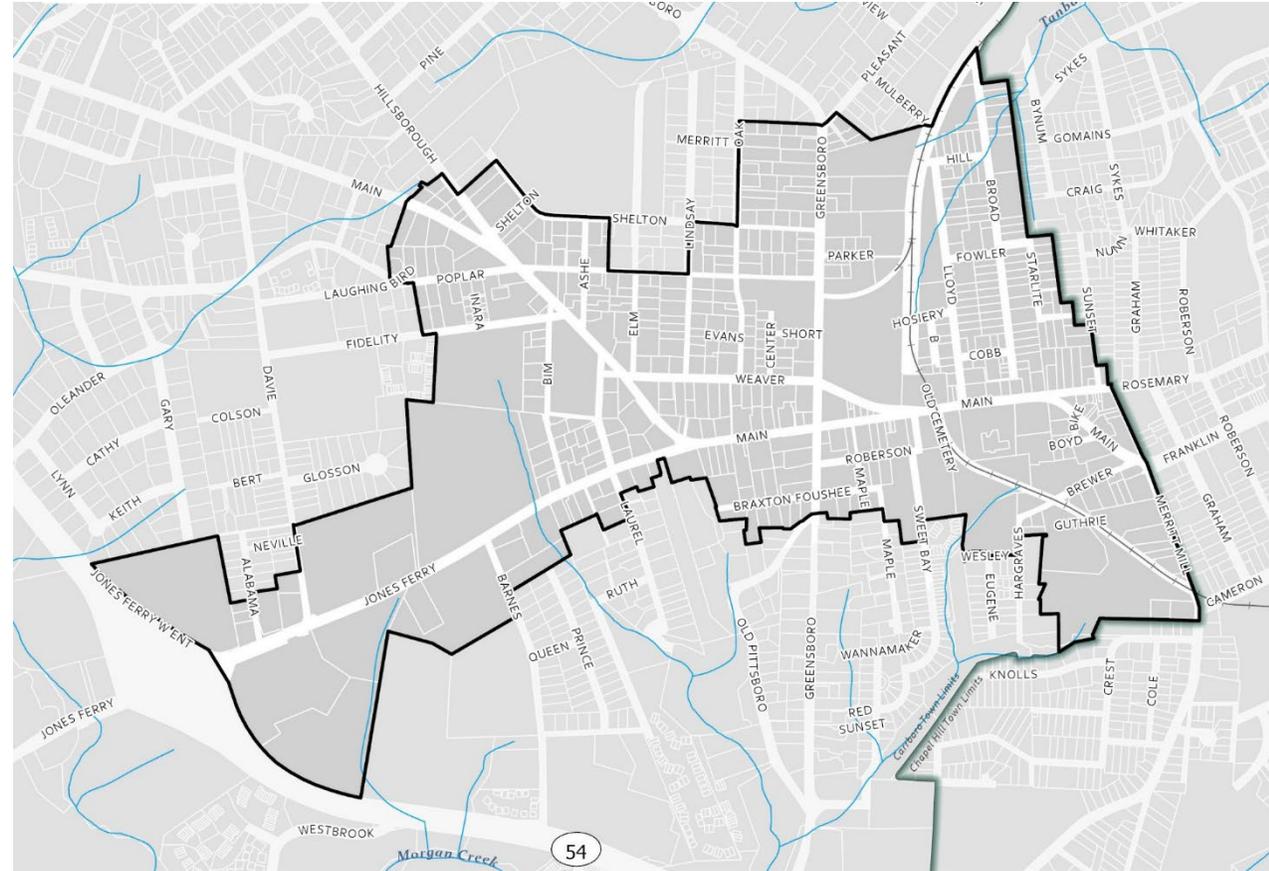
# PUBLIC HEARING QUESTIONS

- Economy/Business
  - Goal #4: Support small businesses
  - PR-05: UDO Update-Encourage Affordable Commercial Spaces
  - OP-17: Develop and Maintain a Pop-Up Storefront
- Designs/Renderings
  - Contain environmental, business support, and other elements
  - OP-07: Evaluate Property Redevelopment Opportunities



# PROJECT RELATIONSHIP

- **Carrboro Connects**
  - High-level, Town-wide
- **Downtown Area Plan**
  - Medium-level, Downtown Area focus
- **UDO Update**
  - Detail-level, Town-wide
  - Pulls goals, strategies, implementation, and input from higher level plans



# ALIGNMENT WITH COMMUNITY

- Carrboro Connects
- Historically under-represented residents and business owners
- Business owners
- Platform for the community's voice

1

Build for climate resilience; protect and plant trees, install and incentivize green stormwater features, enhance and establish public green spaces.

2

Ensure a range of housing choices, including affordable and workforce housing, to support economic diversity and prevent displacement, allowing all current and future residents to thrive in Carrboro's downtown.

3

Improve pedestrian and bicycle infrastructure, reduce traffic congestion, and expand public transit options to create safe and equitable mobility opportunities for all residents.

4

Support small businesses, entrepreneurs and minority-owned enterprises by creating affordable commercial spaces, fostering a dynamic local economy, and encouraging inclusive economic opportunities.

5

Maintain the architectural integrity of historic buildings while encouraging sustainable and compatible development that aligns with Carrboro's unique identity.

## RECURRING THEMES

This Plan embodies comments received from residents and visitors across 286 survey responses and hundreds of attendees across public events (note: community members could fill out the survey and come to one or more of the events). The collective vision and goals of this Plan—for an equitable, climate-conscious, and economically sustainable downtown—reflect the outcome of concerted discussions about growth and change in the downtown area. A detailed summary of events and survey responses can be read in the Appendix of this plan.

Through the varying engagement methods, the Carrboro community shared their priorities and vision for the downtown area. When considered holistically, a series of recurring themes become clear.



### PUBLIC SPACES

The community envisions inclusive gathering spaces that provide engaging activities at no cost, creating opportunities for everyone to enjoy.



### MOBILITY, ACCESS AND TRANSPORTATION

The community prioritizes access and safety, through continued improvements and resources for walking and biking, complete streets that manage traffic effectively and safely, and space for visitors who must drive to come to the downtown area.



### AFFORDABILITY

The community desires affordable housing and businesses, with a particular focus on retaining places that meet daily needs and providing more budget-friendly dining options and grocery stores.



### PLANTS AND GREEN SPACE

The community values trees, green spaces, native plants and green infrastructure for shade, aesthetics and ecological and environmental services that address climate change, like air quality and stormwater mitigation.



### ART, MUSIC AND ENTERTAINMENT

The community desires to continue to foster vibrant spaces like murals, interactive art, color, music and live entertainment to create an engaging atmosphere. Creative expression is a defining feature of Carrboro.



### ORGANIC GROWTH AND HISTORIC IDENTITY

The community emphasizes that new development should be thoughtful and blend with the existing spirit of Carrboro, including a strong interest in maintaining historic buildings, small businesses and local landmarks.

DRAFT VOLUME TWO | VISION & GOALS

43

*Carrboro's downtown area is a vibrant, walkable and community-oriented space that balances preserving historic charm with thoughtful growth. The downtown area serves every Carrboro resident, with particular attention to BIPOC and marginalized community members; as a place for daily needs, a place to gather with community and a place to live. The downtown area fosters economic diversity, celebrates arts and culture, and ensures accessibility for all.*

# NEXT STEP: IMPLEMENTATION

- Project selection
- Budgeting
- Site-specific planning and design
- Detailed regulatory work
- Community partnerships

All of which will continue the community conversation



# QUESTIONS & THANK YOU!





Agenda Item Abstract

File Number: 25-114

Agenda Date: 11/18/2025
In Control: Town Council
Version: 1

File Type: Public Hearing

Request for Voluntary Annexation of Property Contiguous to Town Limits

PURPOSE: The purpose of this item is for the Town Council to receive public comment on a request for the voluntary annexation of the 36.7-acre property located along Old NC 86 and known as the Jade Creek development.

DEPARTMENT: Planning

COUNCIL DIRECTION:

\_\_\_ Race/Equity \_\_\_ Climate \_\_\_ Comprehensive Plan \_\_X\_\_ Other

The process for annexation of contiguous property is provided for in N.G.G.S. 160A-31 and requires that the municipal board hold a public hearing with published notice.

INFORMATION: The Town has received a petition for voluntary annexation for the 36.7-acre property located along the east side of Old NC 86, known as the Jade Creek development.

Table with 3 columns: Property Address, Parcel Identification No., Property Owner. Row 1: 8622 Old NC 86, PIN No. 9860-81-0089, K.B. Homes-Raleigh-Durham, Inc.

A map showing the property is attached, along with the petition. The Town Clerk has reviewed the petition and supporting documents and has found them to be complete (attachments B and C).

FISCAL IMPACT: The petitioners have submitted materials for review and processing. Fiscal impacts involve the cost associated with published notice and staff time.

date of the annexation.

**RECOMMENDATION:** Staff recommends that the Town Council adopt the draft ordinance annexing the subject property into the Town limits (*Attachment A*).

**AN ORDINANCE TO EXTEND THE CORPORATE LIMITS OF THE TOWN OF  
CARRBORO, NORTH CAROLINA**

Ordinance No. \_\_\_ / FY 2024-25

WHEREAS, the Carrboro Town Council has been petitioned under G.S. § 160A-31 to annex the area described below; and

WHEREAS, the Carrboro Town Council has directed the Town Clerk to investigate the sufficiency of the petition; and

WHEREAS, the Town Clerk has certified the sufficiency of the petition and a public hearing on the question of this annexation was held at the Carrboro Town Hall at \_\_\_ PM on \_\_\_\_\_, 2025 after due notice by publication on \_\_\_\_\_, 2025 and \_\_\_\_\_, 2025; and

WHEREAS, the Carrboro Town Council finds that the petition meets the requirements of G.S. § 160A-31.

NOW, THEREFORE, BE IT ORDAINED by the Town Council of the Town of Carrboro, North Carolina that:

Section 1. By virtue of the authority granted by G.S. § 160A-31, the following territory is hereby annexed and made part of the Town of Carrboro as of \_\_\_\_\_, 2025:

Being all of the property of KB Home Raleigh-Durham as described in Deed Book 6833, page 2049 (PIN# 9860810089), of the Orange County Registry, with the full 60 foot right of way of S.R. 1009 (aka Old NC 86) adjoining the described property; and being more particularly described as follows:

BEGINNING at an existing iron pipe with coordinates of: Northing 801,948.37', Easting 1,967,974.09' on the eastern right of way of S.R. 1009 (aka Old NC 86, a 60' wide public right of way), said iron pipe being the southwestern corner of the Subdivision of Deon Lategan and wife Sue Davis Lategan as recorded in plat book 41, page 62, said iron pipe also being located North 09°53'50" East a distance of 284.89 feet from a set rebar with North Carolina State Plane Coordinate System Coordinates NAD83(2011): Northing 801,667.72', Easting 1,967,925.12'; said rebar being located North 07°11'53" East a grid distance of 544.77 feet from a set rebar with NCSPCS NAD83(2011): Northing 801,127.25', Easting 1,967,856.86'; thence from the point of BEGINNING, with the line of the Subdivision of Deon Lategan and wife Sue Davis Lategan South 89°13'49" East a distance of 536.72 feet to an existing iron pipe on the rear line of lot 370 of the Lake Hogan Farms Subdivision, Phase 10, as recorded in plat book 92, page 124; thence with the line of Lake Hogan Farms Subdivision, Phase 10 South 05°25'43" East a distance of 351.35 feet to an existing rebar, the northwestern corner of Lake Hogan Farms Subdivision, Phase Three, as recorded in plat book 81, pages 140-142; thence with the line of Lake Hogan Farms Subdivision, Phase Three South 05°25'43" East a distance of 1,380.69 feet to a point, the northwestern corner

of Lake Hogan Farms Subdivision, Phase Five – Section C; thence with the line of Lake Hogan Farms Subdivision, Phase Five – Section C the following three (3) calls: South 05°25'43" East a distance of 21.75 feet to a point; thence South 87°30'11" West a distance of 103.85 feet to a point; thence South 02°29'49" East a distance of 404.92 feet to an existing rebar on the northern line of the Subdivision of Victor Zinn and wife Carol Ann Zinn, as recorded in plat book 26, page 44; thence with the line of the Subdivision of Victor Zinn and wife Carol Ann Zinn North 89°28'39" West a distance of 298.09 feet to a bent existing iron pipe, the northeastern corner of the Subdivision of Bluestem Properties, LLC, as recorded in plat book 118, page 134; thence with then line of the Subdivision of Bluestem Properties, LLC North 89°28'39" West a distance of 253.21 feet to a set iron pipe, the southeastern corner of J W Cates Heirs as recorded in deed book 91, page 170; thence with the line of J W Cates Heirs the following two (2) calls: North 13°17'36" East a distance of 105.89 feet to an existing iron pipe; thence North 89°38'14" West a distance of 395.47 feet to an existing iron pipe on the line of Mulberry Ridge, LLC, as described in deed book 6863, page 2155; thence with the line of Mulberry Ridge, LLC the following six (6) calls: North 30°36'57" East a distance of 242.29 feet to an existing iron pipe; thence North 01°03'45" West a distance of 106.95 feet to an existing iron pipe; thence North 29°27'29" East a distance of 143.98 feet to an existing iron pipe; thence North 07°34'24" West a distance of 134.45 feet to an existing iron pipe; thence North 10°01'37" West a distance of 125.16 feet to an existing iron pipe; thence North 01°53'09" West a distance of 106.09 feet to an existing iron pipe on the eastern right of way of S.R. 1009; thence crossing the right of way of S.R. 1009 North 83°16'23" West a distance of 60.00 feet to a point on the western right of way of S.R. 1009; thence with the western right of way of S.R. 1009 the following eight (8) calls: North 06°43'37" East a distance of 106.95 feet to a point; thence North 06°33'38" East a distance of 200.45 feet to a point; thence North 07°02'08" East a distance of 200.31 feet to a point; thence North 06°52'21" East a distance of 199.79 feet to a point; thence North 06°58'40" East a distance of 99.92 feet to a point; thence North 07°27'00" East a distance of 100.59 feet to a point; thence North 07°46'55" East a distance of 200.75 feet to a point; thence North 07°52'23" East a distance of 150.49 feet to a point; thence crossing the right of way of S.R. 1009 South 82°07'37" East a distance of 60.00 feet to the point of BEGINNING, containing a total area of 1,639,386 square feet, or 37.64 acres, more or less, including 75,520 square feet, or 0.73 acres, more or less, of public right of way.

Section 2. Upon and after \_\_\_\_\_, 2025, the above described territory and its citizens and property shall be subject to all debts, laws, ordinances and regulations in force in the Town of Carrboro and shall be entitled to the same privileges and benefits as other parts of the Town of Carrboro. Said territory shall be subject to municipal taxes according to G.S. § 160A-58.10.

Section 3. The Mayor of the Town of Carrboro shall cause to be recorded in the office of the Register of Deeds of Orange County, and in the office of the Secretary of State at Raleigh, North Carolina, an accurate map of the annexed territory, described in Section 1 above, together with a duly certified copy of this ordinance. Such a map shall also be delivered to the County Board of Elections, as required by G.S. § 163-288.1.

Section 4. Notice of adoption of this ordinance shall be published once, following the effective date of annexation, in a newspaper having general circulation in the Town of Carrboro.

Adopted this the 18th day of November, 2025 by the Carrboro Town Council.

ATTEST:

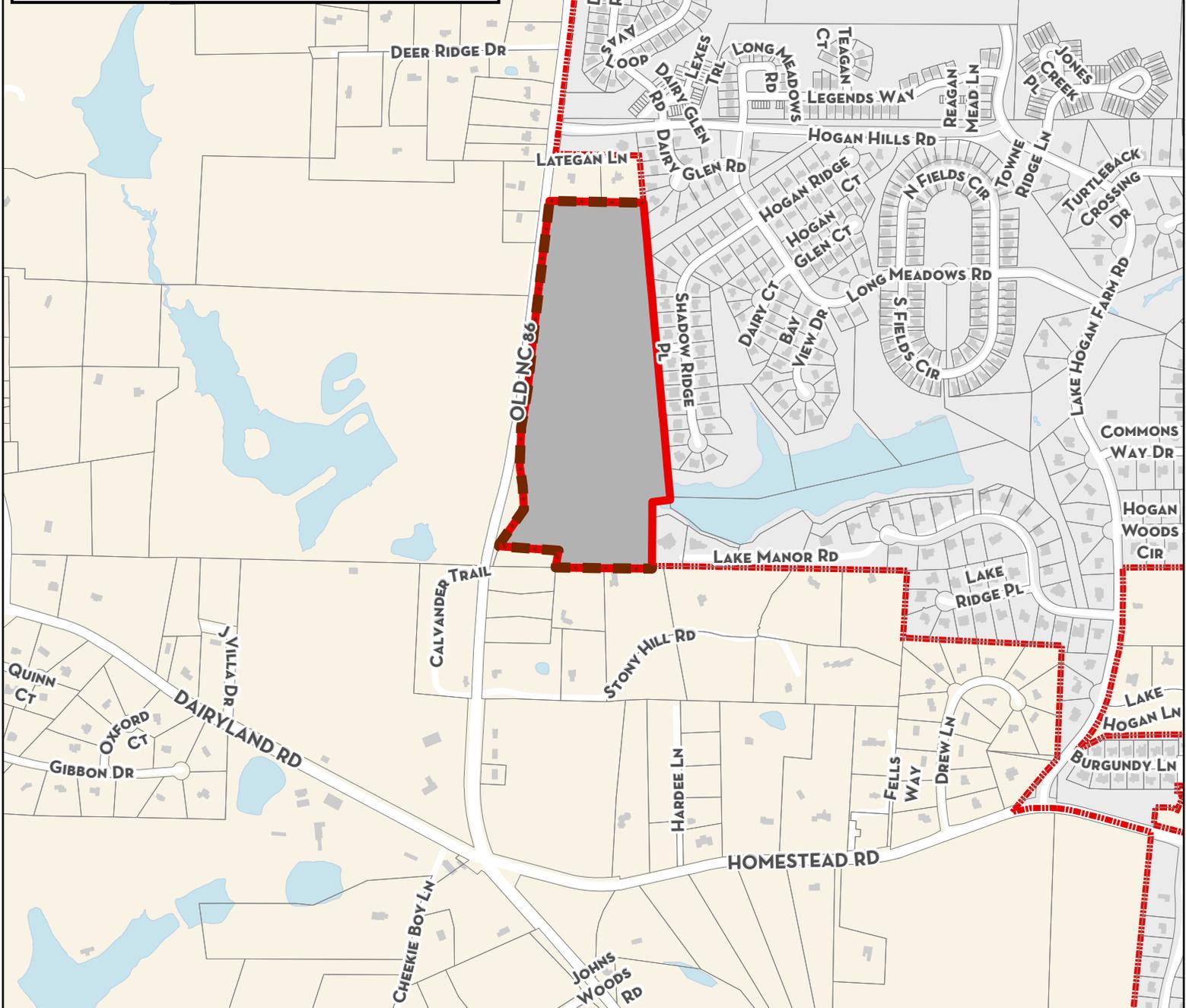
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Lamar Joyner  
Town Clerk

---

Barbara Foushee  
Mayor

**Jade Creek**  
**Annexation Area: 37.64 Acres**  
**Dwelling Units: 72**  
**PIN: 9860-81-0089**  
**Effective Date: October 7, 2025**



**TOWN OF CARRBORO**  
 301 W. Main St.  
 Carrboro, NC 27510

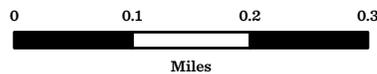
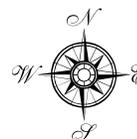
Current as of: September 26, 2025

THIS MAP IS NOT A CERTIFIED SURVEY AND IS

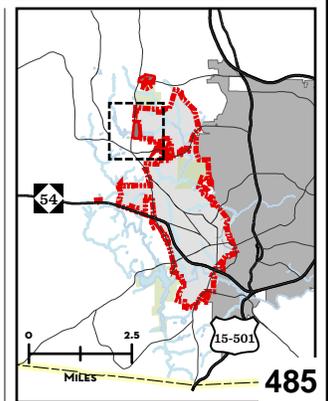
The Town of Carrboro assumes no liability for damages caused by inaccuracies in this map or supporting data and makes no warranty, expressed or implied, as to the accuracy of the information presented. The fact of distribution does not constitute such a warranty.

**PROPOSED ANNEXATION: JADE CREEK**

-  Town Limits
-  New City Limits Boundary
-  Annexation Boundary
-  Carrboro



NC State Plane Coordinate System (NAD 83, US Survey Feet)



485

# TOWN OF CARRBORO



## PETITION FOR ANNEXATION OF CONTIGUOUS PROPERTY

"Dear Potential Business Operator:

Please be advised that it may be necessary to meet with several members of Town staff as well as outside agencies to identify and fully understand all rules, regulations, and policies applicable to your business. Please refer to the 'Checklist for Opening a Business in Carrboro.'

### TO THE TOWN COUNCIL OF THE TOWN OF CARRBORO:

1) THE UNDERSIGNED, BEING THE OWNER OF ALL REAL PROPERTY LOCATED WITHIN THE AREA DESCRIBED IN PARAGRAPH #2 BELOW, REQUESTS THAT SUCH AREA BE ANNEXED TO THE TOWN OF CARRBORO, NORTH CAROLINA.

2) THE AREA TO BE ANNEXED IS CONTIGUOUS TO THE TOWN OF CARRBORO, AND IS LOCATED AT 8622 OLD NC HIGHWAY 86 AND TAX MAP REFERENCED 9880-81-0089. THE BOUNDARIES OF SUCH TERRITORY ARE AS SHOWN ON THE METES AND BOUNDS DESCRIPTION ATTACHED HERETO.

3) A MAP (NO LARGER THAN 18" X 24") OF THE FOREGOING PROPERTY, SHOWING ITS RELATIONSHIP TO THE EXISTING CORPORATE LIMITS OF THE TOWN, IS ALSO ATTACHED HERETO.

4) THE TOTAL ACREAGE AND DWELLING UNITS LOCATED ON THIS PROPERTY ARE AS FOLLOWS:  
37.64 ACRES 72 DWELLING UNITS

RESPECTFULLY SUBMITTED THIS 8<sup>th</sup> DAY OF SEPTEMBER, 2025.

NAME:	<u>JIMMY GASKINS, VP OF LAND ACO. (KB HOME RALEIGH-DURHAM INC)</u>
ADDRESS:	<u>1800 PERIMETER PARK, STE. 140</u> <u>MORRISVILLE, NC 27560</u>
OWNER/PRESIDENT:	<u>[Signature]</u>

ATTEST: [Signature] SECRETARY

I, Lamar Joyner, Town Clerk of the Town of Carrboro, do hereby certify that the sufficiency of the above-reference petition has been checked and found to be in compliance with G.S. 160A-31.

This the 26<sup>TH</sup> day of SEPTEMBER, 2025.

TOWN CLERK: [Signature]

Jade Creek Subdivision - Annexation Area

Chapel Hill Township, Orange County, North Carolina.

Being all of the property of KB Home Raleigh-Durham as described in Deed Book 6833, page 2049 (PIN# 9860810089), of the Orange County Registry, with the full 60 foot right of way of S.R. 1009 (aka Old NC 86) adjoining the described property;

and being more particularly described as follows:

BEGINNING at an existing iron pipe with coordinates of: Northing 801,948.37', Easting 1,967,974.09' on the eastern right of way of S.R. 1009 (aka Old NC 86, a 60' wide public right of way), said iron pipe being the southwestern corner of the Subdivision of Deon Lategan and wife Sue Davis Lategan as recorded in plat book 41, page 62, said iron pipe also being located North 09°53'50" East a distance of 284.89 feet from a set rebar with North Carolina State Plane Coordinate System Coordinates NAD83(2011): Northing 801,667.72', Easting 1,967,925.12'; said rebar being located North 07°11'53" East a grid distance of 544.77 feet from a set rebar with NCSPCS NAD83(2011): Northing 801,127.25', Easting 1,967,856.86';

thence from the point of BEGINNING, with the line of the Subdivision of Deon Lategan and wife Sue Davis Lategan South 89°13'49" East a distance of 536.72 feet to an existing iron pipe on the rear line of lot 370 of the Lake Hogan Farms Subdivision, Phase 10, as recorded in plat book 92, page 124; thence with the line of Lake Hogan Farms Subdivision, Phase 10 South 05°25'43" East a distance of 351.35 feet to an existing rebar, the northwestern corner of Lake Hogan Farms Subdivision, Phase Three, as recorded in plat book 81, pages 140-142; thence with the line of Lake Hogan Farms Subdivision, Phase Three South 05°25'43" East a distance of 1,380.69 feet to a point, the northwestern corner of Lake Hogan Farms Subdivision, Phase Five – Section C; thence with the line of Lake Hogan Farms Subdivision, Phase Five – Section C the following three (3) calls: South 05°25'43" East a distance of 21.75 feet to a point; thence South 87°30'11" West a distance of 103.85 feet to a point; thence South 02°29'49" East a distance of 404.92 feet to an existing rebar on the northern line of the Subdivision of Victor Zinn and wife Carol Ann Zinn, as recorded in plat book 26, page 44; thence with the line of the Subdivision of Victor Zinn and wife Carol Ann Zinn North 89°28'39" West a distance of 298.09 feet to a bent existing iron pipe, the northeastern corner of the Subdivision of Bluestem Properties, LLC, as recorded in plat book 118, page 134; thence with then line of the Subdivision of Bluestem Properties, LLC North 89°28'39" West a distance of 253.21 feet to a set iron pipe, the southeastern corner of J W Cates Heirs as recorded in deed book 91, page 170; thence with the line of J W Cates Heirs the following two (2) calls: North 13°17'36" East a distance of 105.89 feet to an existing iron pipe; thence North 89°38'14" West a distance of 395.47 feet to an existing iron pipe on the line of Mulberry Ridge, LLC, as described in deed book 6863, page 2155; thence with the line of Mulberry Ridge, LLC the following six (6) calls: North 30°36'57" East a distance of 242.29 feet to an existing iron pipe; thence North 01°03'45" West a distance of 106.95 feet to an existing iron pipe; thence North 29°27'29" East a distance of 143.98 feet to an existing iron pipe; thence North 07°34'24" West a distance of 134.45 feet to an existing iron pipe; thence North 10°01'37" West a distance of 125.16 feet to an existing iron pipe; thence North 01°53'09" West a distance of 106.09 feet to an existing iron pipe on the eastern right of way of S.R. 1009; thence crossing the right of way of S.R. 1009 North 83°16'23" West a distance of 60.00 feet to a point on the western right of way of S.R. 1009; thence with the western right of way of S.R. 1009 the following eight (8) calls: North 06°43'37" East a distance of 106.95 feet to a point; thence North 06°33'38" East a distance of 200.45 feet to a point; thence North 07°02'08" East a distance of 200.31 feet to a point; thence North 06°52'21" East a distance of 199.79 feet to a point; thence North 06°58'40" East a distance of 99.92 feet to a point; thence North 07°27'00" East a distance of 100.59 feet to a point; thence North 07°46'55" East a distance of 200.75 feet to a point; thence North 07°52'23" East a distance of 150.49 feet to a point; thence crossing the right of way of S.R. 1009 South 82°07'37" East a distance of 60.00 feet to the point of BEGINNING, containing a total area of 1,639,386 square feet, or 37.64 acres, more or less, including 75,520 square feet, or 0.73 acres, more or less, of public right of way.

**GENERAL NOTES**

- THIS IS A SURVEY OF AN EXISTING PARCEL OF LAND. THIS IS AN ANNEXATION PLAT.
- ALL DISTANCES ARE HORIZONTAL GROUND DISTANCES, UNLESS OTHERWISE NOTED.
- NO NGS MONUMENTS FOUND WITHIN 2,000 FEET OF THE SUBJECT PROPERTY.
- AREA BY COORDINATE GEOMETRY.
- ADJOINER INFORMATION OBTAINED FROM ORANGE COUNTY GIS ON MAY 13, 2025.
- SITE ADDRESS: 8522 OLD NC 86, CARRBORO, ORANGE COUNTY, NORTH CAROLINA 27516
- A PORTION OF THIS SITE IS SUBJECT TO SPECIAL FLOOD HAZARD AREAS OR FUTURE CONDITIONS FLOOD HAZARD AREAS, AS SHOWN ON:  
FIRM PANEL: 3710986000K  
EFFECTIVE DATE: 11/17/2017

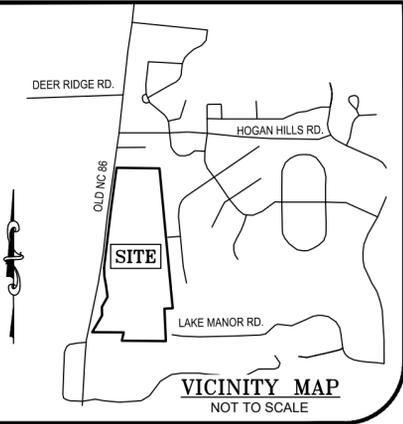
**REFERENCES**

UNRECORDED SURVEY BY BATEMAN CIVIL SURVEY COMPANY ENTITLED "ALTA / NSPS LAND TITLE SURVEY; EXCLUSIVELY FOR KB HOME; PIN: 9860810089; DB 1704 PG 233; OLD NC HIGHWAY 86, CHAPEL HILL; CHAPEL HILL TWPSP - ORANGE COUNTY - NORTH CAROLINA" DATED NOVEMBER 30, 2023, AND BEARING THE SEAL OF JOSHUA R. DAVIDSON, PLS L-5350.

UNRECORDED SURVEY BY BALLENTINE ASSOCIATES, PA ENTITLED "BLOCKER PROPERTIES INC.; OLD NC HIGHWAY 86, CARRBORO, NC 27516; CHAPEL HILL TOWNSHIP, ORANGE COUNTY, NORTH CAROLINA", DATED DECEMBER 14, 2021, AND LAST REVISED MARCH 9, 2022, AND BEARING THE SEAL OF DAVID E. BOWERS, PLS L-4966.

**ORANGE COUNTY REGISTRY:**

- |                    |                 |                  |
|--------------------|-----------------|------------------|
| DB 1704, PG 233;   | DB 1971, PG 32; | DB 2827, PG 237; |
| PB 7, PG 5;        | PB 19, PG 167;  | PB 21, PG 130;   |
| PB 24, PG 48;      | PB 41, PG 62;   | PB 73, PG 195;   |
| PB 81, PG 141-142; | PB 84, PG 12;   | PB 86, PG 116;   |
| PB 92, PG 124;     | PB 103, PG 153; | PB 118, PG 134   |



I, DAVID E. BOWERS, CERTIFY THAT THIS PLAT WAS DRAWN UNDER MY SUPERVISION FROM AN ACTUAL SURVEY PERFORMED UNDER MY SUPERVISION FROM DEED DESCRIPTIONS RECORDED IN DEED BOOK 6833, PG 2049; THAT THE BOUNDARIES NOT SURVEYED ARE CLEARLY INDICATED AS SUCH AND WERE PLOTTED FROM INFORMATION AS REFERENCED HEREON; THAT THE RATIO OF PRECISION AS CALCULATED IS 1:10,000; THAT THIS PLAT WAS PREPARED IN ACCORDANCE WITH G.S. 47-30 AS AMENDED; THAT THE GLOBAL NAVIGATION SATELLITE SYSTEM (GNSS) WAS USED TO PERFORM A PORTION OF THIS SURVEY AND THE FOLLOWING INFORMATION WAS USED:

CLASS OF SURVEY:	CLASS A
POSITIONAL ACCURACY:	0.04' (HORIZ.) 0.07' (VERT.)
TYPE OF GPS FIELD PROCEDURE:	RTK
DATES OF SURVEY:	NOV 27, 2023
DATUM/EPOCH:	NAD83(2011)
PUBLISHED/FIXED-CONTROL USE:	VRS
GEOID MODEL:	2018
COMBINED GRID FACTOR(S):	0.99992733
UNITS:	US SURVEY FEET

I HEREBY CERTIFY THAT THIS PLAT IS OF THE FOLLOWING TYPE: G.S. 47-30 (f)(1)(d). THIS SURVEY IS OF ANOTHER CATEGORY, SUCH AS THE RECOMBINATION OF EXISTING PARCELS, A COURT-ORDERED SURVEY, OR OTHER EXCEPTION TO THE DEFINITION OF SUBDIVISION.

WITNESS MY ORIGINAL SIGNATURE AND SEAL THIS THE \_\_\_\_\_ DAY OF \_\_\_\_\_, 2025.

DAVID E. BOWERS PLS L-4966



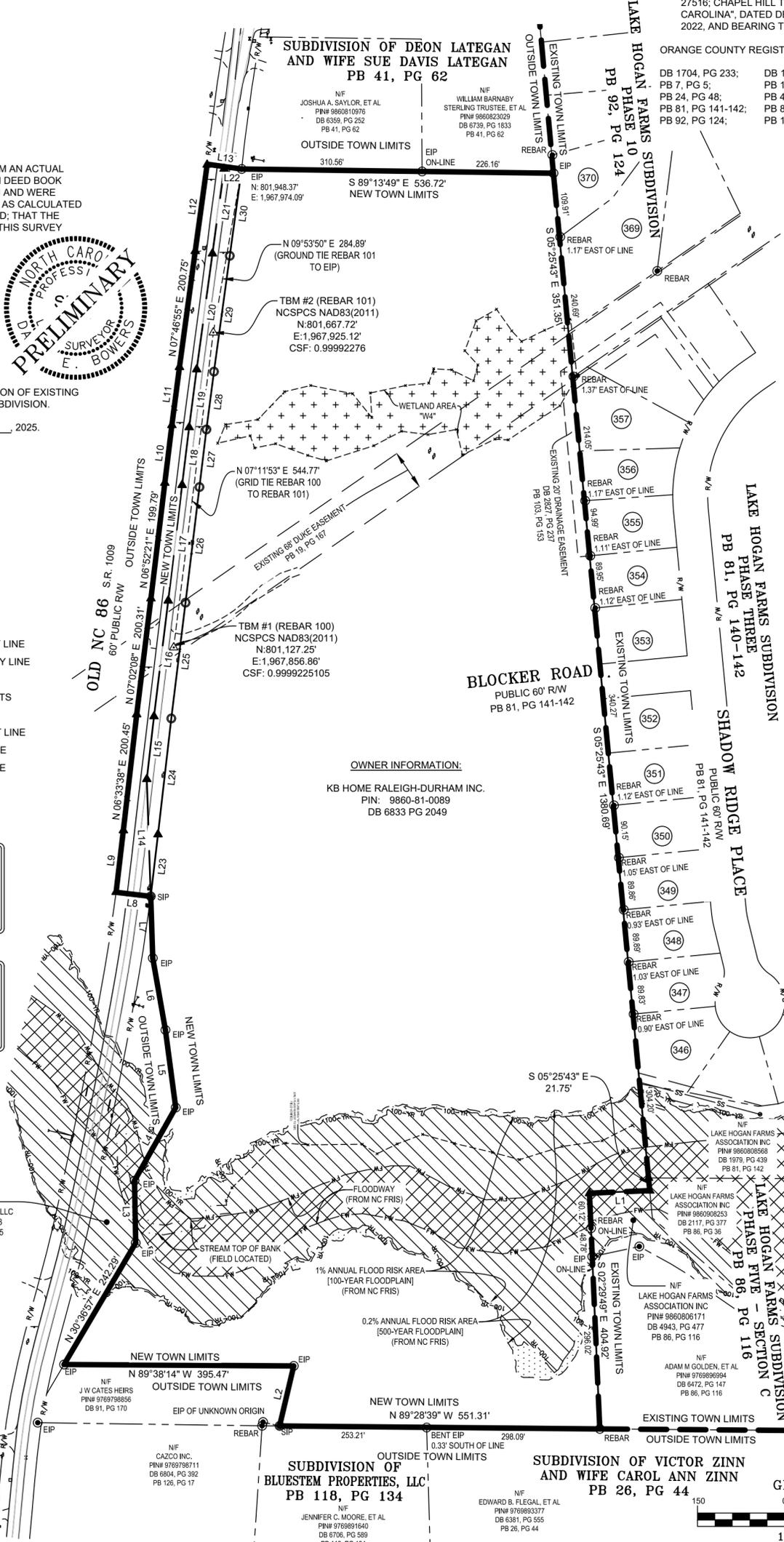
**LEGEND**

- EXISTING IRON PIPE (EIP)
- SET IRON PIPE (SIP)
- ▲ CALCULATED CORNER
- ▲ SET CONTROL REBAR
- # LOT NUMBER
- CSF COMBINED SCALE FACTOR
- N/F NOW OR FORMERLY
- SF / AC SQUARE FEET / ACRES
- S.R. SECONDARY ROAD
- NCSPCS NORTH CAROLINA STATE PLANE COORDINATE SYSTEM
- DB / PB / PG DEED BOOK / PLAT BOOK / PAGE
- SUBJECT PROPERTY LINE
- ADJOINER PROPERTY LINE
- R/W RIGHT OF WAY
- EXISTING TOWN LIMITS
- NEW TOWN LIMITS
- EXISTING EASEMENT LINE
- 500-YEAR FLOOD LINE
- 100-YR 100-YEAR FLOOD LINE
- FLOODWAY LINE

**CONTIGUOUS ANNEXATION AREA TO BE ANNEXED 37.64 ACRES**

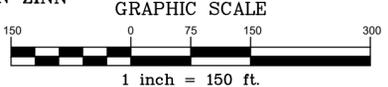
**CONTIGUOUS ANNEXATION MAP NOT FOR CONVEYANCES OR SALES**

LINE	BEARING	DISTANCE
L1	S 87°30'11" W	103.85'
L2	N 13°17'36" E	105.89'
L3	N 01°03'45" W	106.95'
L4	N 29°27'29" E	143.98'
L5	N 07°34'24" W	134.45'
L6	N 10°01'37" W	125.16'
L7	N 01°53'09" W	106.09'
L8	N 83°16'23" W	60.00'
L9	N 06°43'37" E	106.95'
L10	N 06°58'40" E	99.92'
L11	N 07°27'00" E	100.59'
L12	N 07°52'23" E	150.49'
L13	S 82°07'37" E	60.00'
L14	N 01°55'08" W	201.35'
L15	N 06°33'38" E	108.30'
L16	N 07°02'08" E	200.23'
L17	N 06°52'21" E	199.81'
L18	N 06°58'40" E	99.77'
L19	N 07°27'00" E	100.38'
L20	N 07°46'55" E	200.55'
L21	N 07°52'22" E	146.82'
L22	S 89°13'49" E	30.24'
L23	N 06°43'37" E	107.04'
L24	N 06°33'38" E	200.29'
L25	N 07°02'08" E	200.15'
L26	N 06°52'21" E	199.82'
L27	N 06°58'40" E	99.62'
L28	N 07°27'00" E	100.17'
L29	N 07°46'55" E	200.53'
L30	N 07°52'26" E	150.44'



**ADJOINER TABLE**

LOT NUMBER	OWNERSHIP INFORMATION
346	134 SHADOW RIDGE PL N/F EDWARD BROWN, ET AL PIN# 9860894443 DB 6624, PG 757 PB 81, PG 142
347	132 SHADOW RIDGE PL N/F STEVEN MCCONAUGHEY, ET AL PIN# 9860804513 DB 2044, PG 96 PB 81, PG 142
348	130 SHADOW RIDGE PL N/F DAVID N. WOODBURY, ET AL PIN# 9860804623 DB 6624, PG 757 PB 81, PG 142
349	128 SHADOW RIDGE PL N/F JANICE P. PERIQUET PIN# 9860802712 DB 6373, PG 521 PB 81, PG 142
350	126 SHADOW RIDGE PL N/F MATTHEW K. MURLEY, ET AL PIN# 9860803891 DB 6045, PG 131 PB 81, PG 142
351	124 SHADOW RIDGE PL N/F ROSA D. MARTINEZ, ET AL PIN# 9860803889 DB 6670, PG 1444 PB 81, PG 142
352	122 SHADOW RIDGE PL N/F WILLIAM A. WOOD, JR., ET AL PIN# 9860803999 DB 4322, PG 447 PB 81, PG 142
353	120 SHADOW RIDGE PL N/F MICHAEL F. ZELSON, ET AL PIN# 9860813174 DB 4289, PG 296 PB 81, PG 141
354	118 SHADOW RIDGE PL N/F REBEKAH NASH, ET AL PIN# 9860813263 DB 6578, PG 327 PB 81, PG 141
355	116 SHADOW RIDGE PL N/F KRISTEN BARKER PIN# 9860813353 DB 3594, PG 15 PB 81, PG 141
356	114 SHADOW RIDGE PL N/F HANS WEBER, ET AL PIN# 9860813462 DB 3836, PG 380 PB 81, PG 141
357	112 SHADOW RIDGE PL N/F WHITMIRE TAN TRUST PIN# 9860-81-3530 DB 5217, PG 335 PB 81, PG 141
369	OPEN SPACE PH 10 N/F LAKE HOGAN FARMS ASSOCIATION INC. PIN# 9860817870 DB 3153, PG 224 PB 92, PG 124
370	105 WHISPERING OAK CT N/F ANN N. MCNEILL, ET AL PIN# 9860815892 DB 6462, PG 169 PB 92, PG 124
	104 WHISPERING OAK CT N/F KUNAL P. PATEL, ET AL PIN# 9860815963 DB 6497, PG 498 PB 92, PG 124

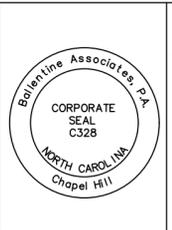


1 OF 1 SHEET

PLAT OF:  
**KB HOME RALEIGH DURHAM**  
8522 OLD NC 86  
CARRBORO, NC 27516  
CHAPEL HILL TOWNSHIP, ORANGE COUNTY, NORTH CAROLINA  
ANNEXATION PLAT

ISSUED FOR REVIEW DATE 31 JUL 25

OWNER INFORMATION  
KB HOME RALEIGH-DURHAM, INC.  
4506 S. MIAMI BLVD. SUITE 100  
DURHAM, NC 27703  
OWNER REPRESENTATIVE  
R. SCOTT JOHNSON  
P. 919.422.8806  
E. rjohnson@kbhome.com



**Ballentine Associates, PA**  
221 Providence Road  
Chapel Hill, NC 27514  
919.929.0481  
ballentineassociates.com  
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## Climate Action Pocket Questions

Title: Public Hearing on Request for Voluntary Annexation of Property Contiguous to Town Limits

Purpose: The purpose of this item is for the Town Council to receive public comment on a request for voluntary annexation of the 36.7-acre property located along Old NC 86 and known as the Jade Creek development.

Department: Planning

**1. How will this action impact municipal or community greenhouse gas emissions?**

Not applicable.

**2. Please explain.**

The Council approved a SUP-A to allow for the development on the subject property in June 2023.

**3. How will this action impact the Town's environment?**

Not applicable.

**4. Please explain.**

This action does not impact the environment. The design for the project was determined as part of the approval process for the SUP-A; the project was found to be in compliance with Town requirements for stormwater, trees, etc.

**5. How is your department planning to mitigate any climate or environmental impacts?**

Not applicable.



## Race and Equity Pocket Questions

Title: Public Hearing on Request for Voluntary Annexation of Property Contiguous to Town Limits

Purpose: The purpose of this item is for the Town Council to receive public comment on a request for voluntary annexation of the 36.7-acre property located along Old NC 86 and known as the Jade Creek development.

Department: Planning

1. **What are the root causes of inequity in Carrboro and/or overall as it pertains to this subject area?**

Governmental action for land use decisions such as annexation has often overlooked the interests of historically Black communities or communities of color. This has particularly been the case when those communities have been located in areas deemed less desirable, of lower development potential, or less desirable land uses have been allowed to develop. Barriers to participation in planning processes and public meetings include limited access to transportation and childcare, difficulty learning about projects or understanding how to comment.

2. **Who is experiencing community burden now? Who will experience community burden if this action is passed? Will others experience community burden if this action is NOT passed?**

The property is considered undeveloped. The subdivision was approved in June 2023, and the installation of infrastructure is largely in place. Construction of individual homes cannot occur until after annexation, and the final plat is approved and recorded. If the annexation is not approved, the property will remain unfinished.

3. **Who is experiencing community benefit now? Who will experience community benefit if this action is passed? Will others experience community benefit if this action is NOT passed?**

While some residents will always prefer that adjacent property remains undeveloped, the project includes four affordable homes, and a payment in lieu of eleven units. This public benefit will not be available if the development is not completed.



4. **What might be the unintended consequences of this action or strategy?**

Annexation into the Town limits typically increases property taxes, which may make some of the new Jade Creek homes less affordable for some residents.

5. **What steps has your department taken to mitigate any burdens, inequities, and unintended consequences? What strategies might your department take to address these in the future?**

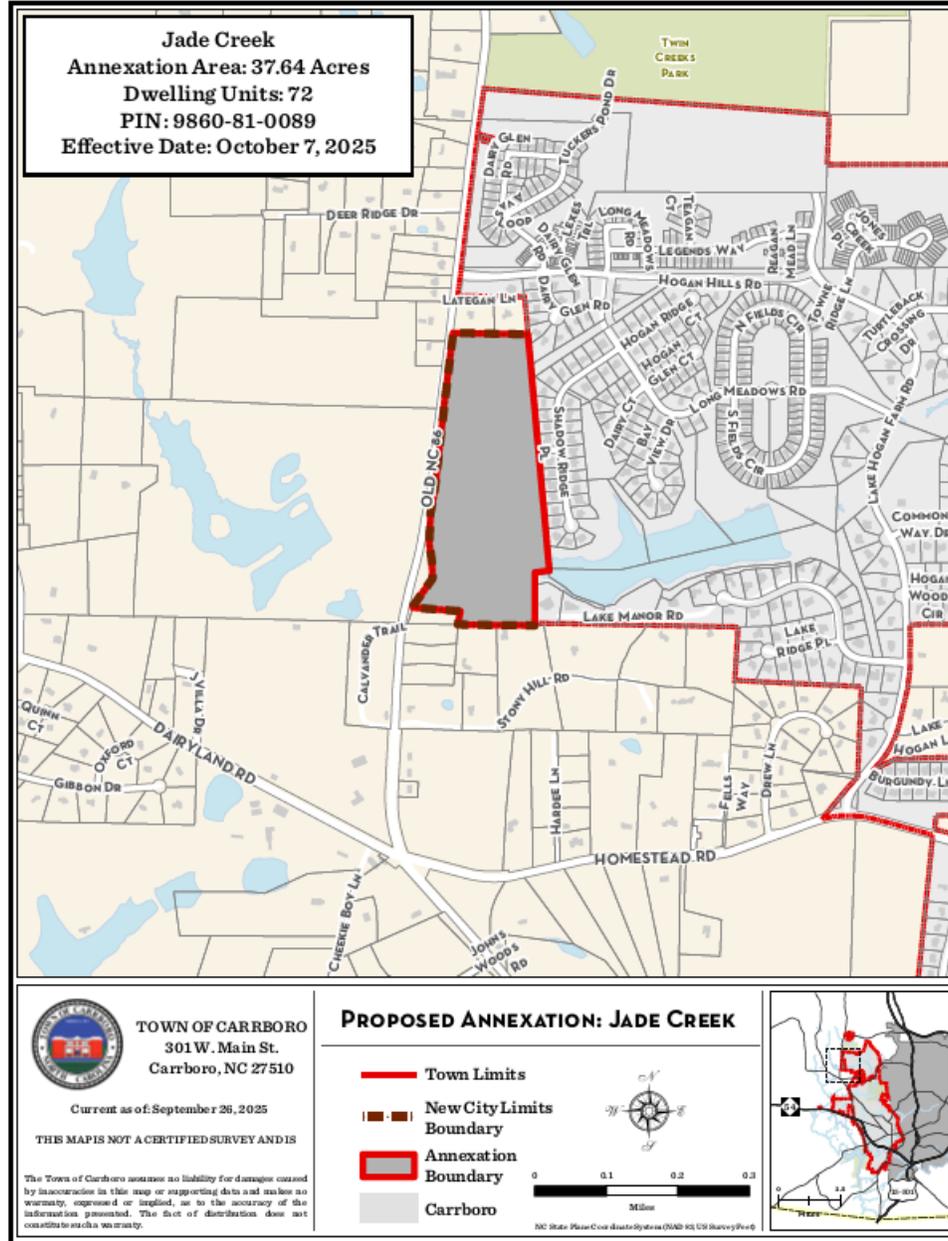
The 72-unit project was approved for development as a special use permit-A, which involves a public hearing. Considerations of the impact of the project were evaluated as part of the public hearing and subsequent adoption of the decision document. You can find the approved decision document at the following link: [Town of Carrboro - File #: 23-221](#)



# Proposed Order of Proceedings

- Staff presentation
- Public Comment
- Council Questions/Comments/Deliberations
- Consideration of Voluntary Annexation Ordinance (Attachment A)

# Vicinity Map



# Overview

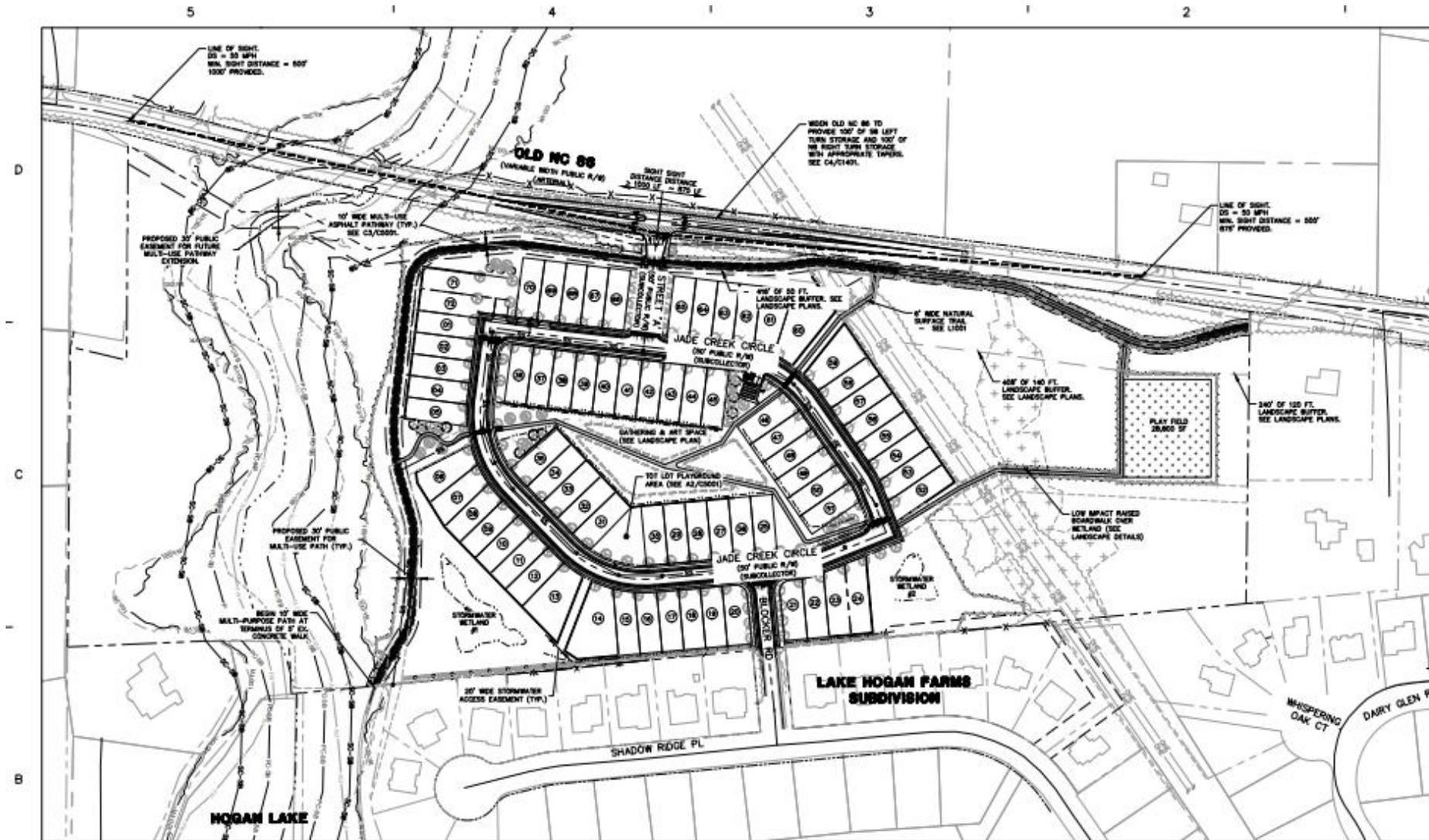
- The Town received a petition for voluntary annexation from K.B. Homes, the owner of 8622 Old NC 86.
- The property encompasses approximately 37.64 acres, contiguous to Town limits.
- The Council approved a Special Use Permit-A to develop a residential subdivision with 72 dwelling units on June 27, 2023 (Jade Creek).
- Approval of annexation needed prior to approval of final plat.
- Public notice via Herald Sun advertisement.

# Procedural Notes

- Public Comment
- Consideration of Annexation
- Draft ordinance included in packet (Attachment A).

# Supplemental Slides

# Jade Creek- Special Use Permit-A Plans





Agenda Item Abstract

File Number: 25-124

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**Agenda Date:** 11/18/2025  
**In Control:** Town Council  
**Version:** 1

**File Type:** Information Item

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Update from OWASA Representatives

**PURPOSE:** The purpose of this agenda item is for members of the OWASA Board of Directors to provide a report on OWASA activities.

**DEPARTMENT:** Town Clerk

**COUNCIL DIRECTION:**

Race/Equity  Climate  Comprehensive Plan  Other

Town Council requests an annual update from OWASA.

**INFORMATION:** OWASA Board members will provide a report to and answer any questions from Town Council.

**FISCAL IMPACT:** There is no fiscal or staff impact associated with the Town Council receiving this report.

**RECOMMENDATION:** The Town Clerk recommends that the Town Council receive this report from OWASA.

# OWASA Update to Town of Carrboro Town Council

November 18, 2025



Our community's trusted partner for clean water and environmental protection

# Overview

- Jones Ferry Road Water Treatment Plant Upgrades and Parking Evaluation
- Financial Forecast and Rate Setting
- Outreach and Coordination after Tropical Storm Chantal
- West Rosemary Street Water Main Replacement

# Jones Ferry Road WTP Upgrade and Parking Evaluation



## Replace Deteriorating Clearwell

*Current Clearwell is reaching end of useful life and is a single point of failure*

*New Clearwell is needed to continue to provide high quality and reliable drinking water to the community*

## Consider Advanced Treatment for PFAS in Drinking Water

*Current treatment process (powdered activated carbon) currently reducing PFAS*

*Advanced treatment under consideration would reduce PFAS in drinking water AND the environment*

## Lessons Learned and Path Ahead for Parking Evaluation

*Pending decisions on Clearwell and PFAS treatment, OWASA will engage the community and employees in an evaluation of parking alternatives, if necessary*

# Financial Forecast and Rate Setting

## High-Level Projections on Water & Sewer Rate Increases

	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030
Actual and projected rate increases	7%	7%	8%	7%	5%
Cost of median residential monthly bill at 3,000 gallons per month	\$101.11	\$108.19	\$116.84	\$125.02	\$131.27

Rate Study underway will consider:

- Analysis of cost allocations across customer classes (e.g. residential, commercial, multi-family, etc.)
- Opportunity to update/refine customer classes
- Potential changes to rate structures (block rates, seasonal, uniform, etc.)

Rate study will not likely impact FY 2027 rates.



# Outreach and Coordination after TS Chantal

- Coordination with Town of Carrboro Emergency Responders and Orange County Emergency Management on ongoing communication

**JOIN US!**

**“BlueSky” Meeting at University  
Lake Dam  
November 20<sup>th</sup> at 4 p.m.**

- Development of a Climate Adaptation Plan



# West Rosemary Water Line Replacement

- 70-year-old water main
- 18-month project in 8 phases, starting on section between N. Merritt Mill Road and N. Roberson Street
- Sign up for weekly updates on traffic and other impacts



Sign Up for Updates





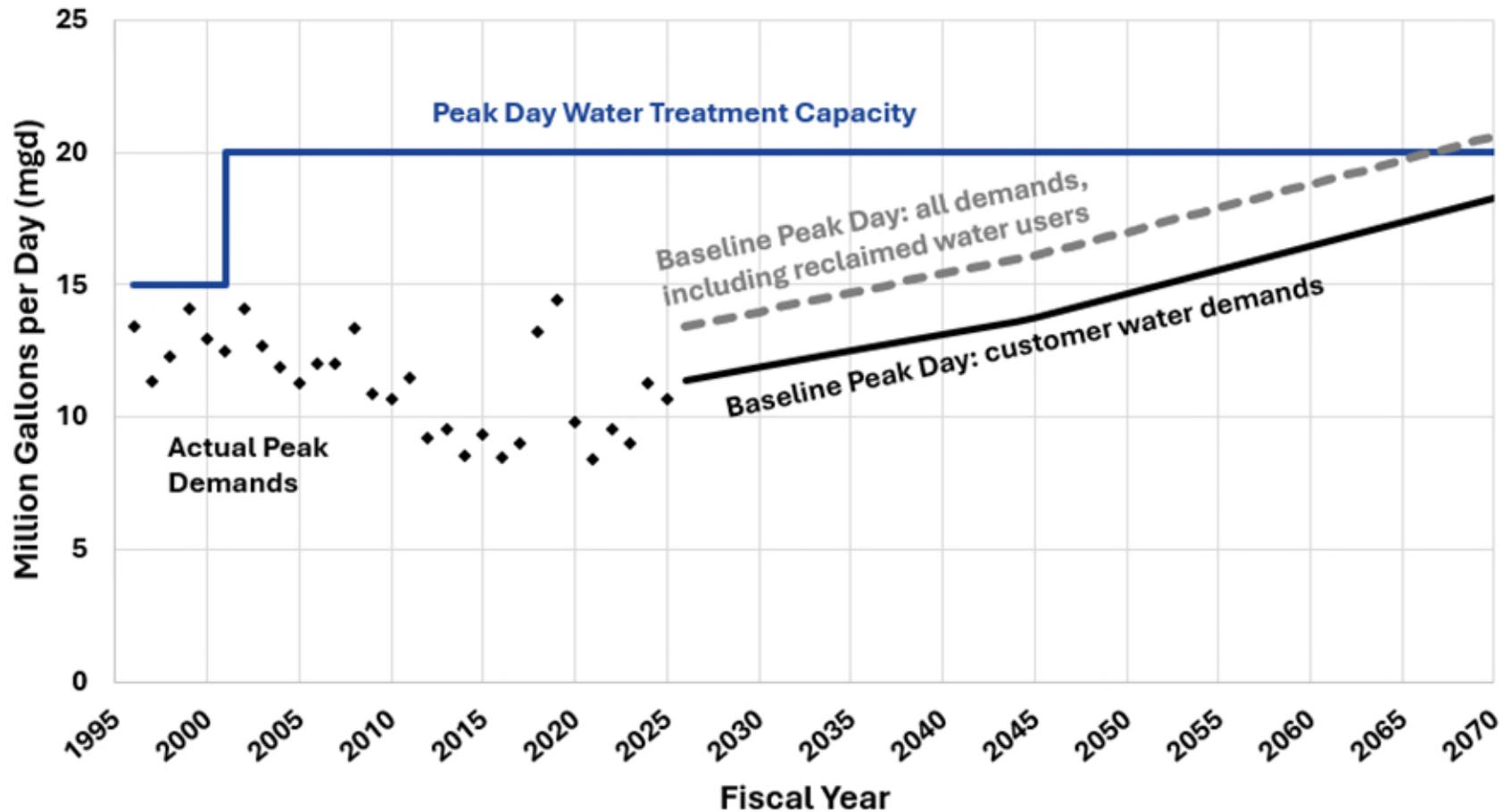
**Todd Taylor**  
**Executive Director**  
**[ttaylor@owasa.org](mailto:ttaylor@owasa.org)**  
**[www.owasa.org](http://www.owasa.org)**



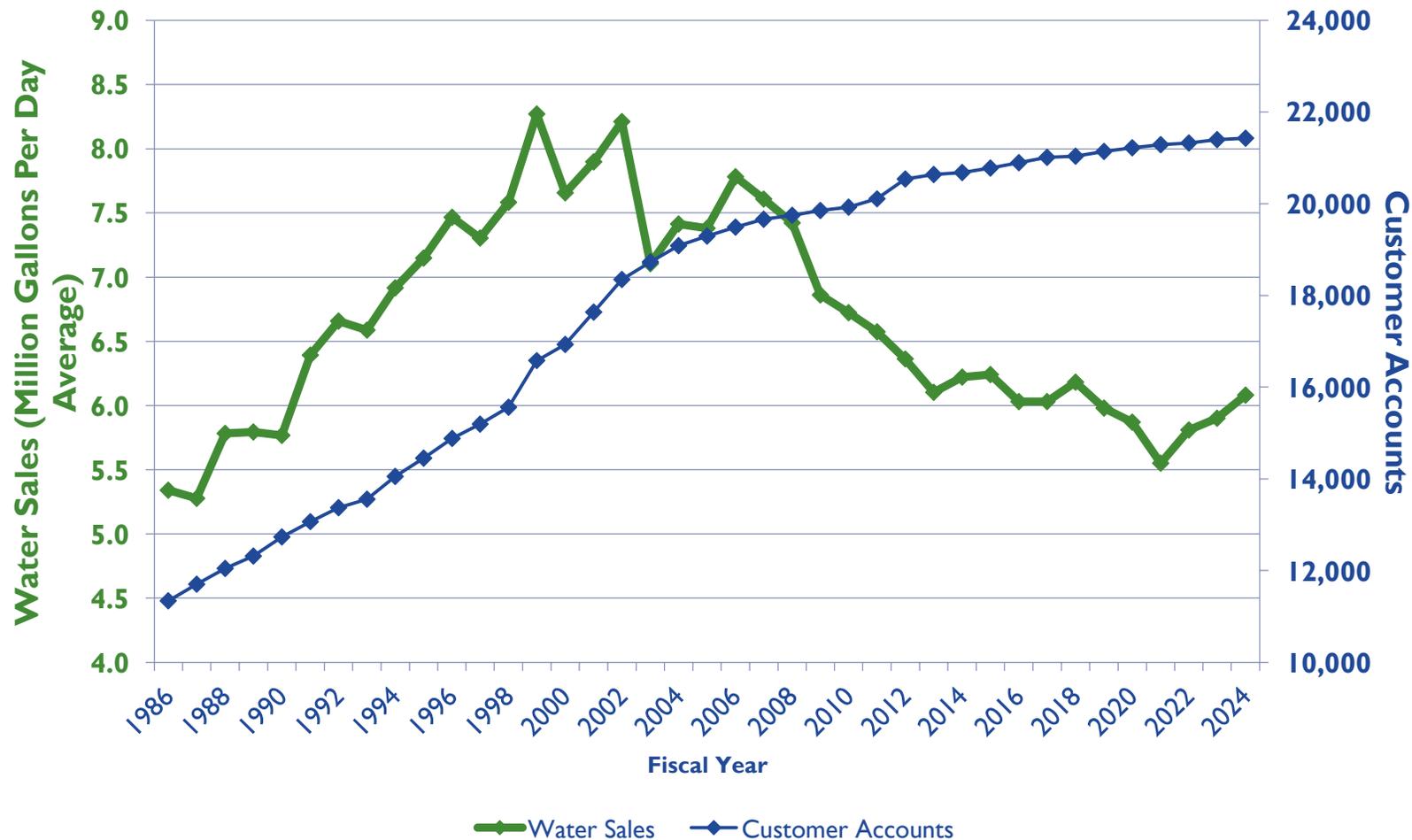
Our community's trusted partner for clean water and environmental protection

# WTP Capacity and Peak Day Demands

Comparison of Peak Day to Plant Capacity, Excluding Emergency Demand

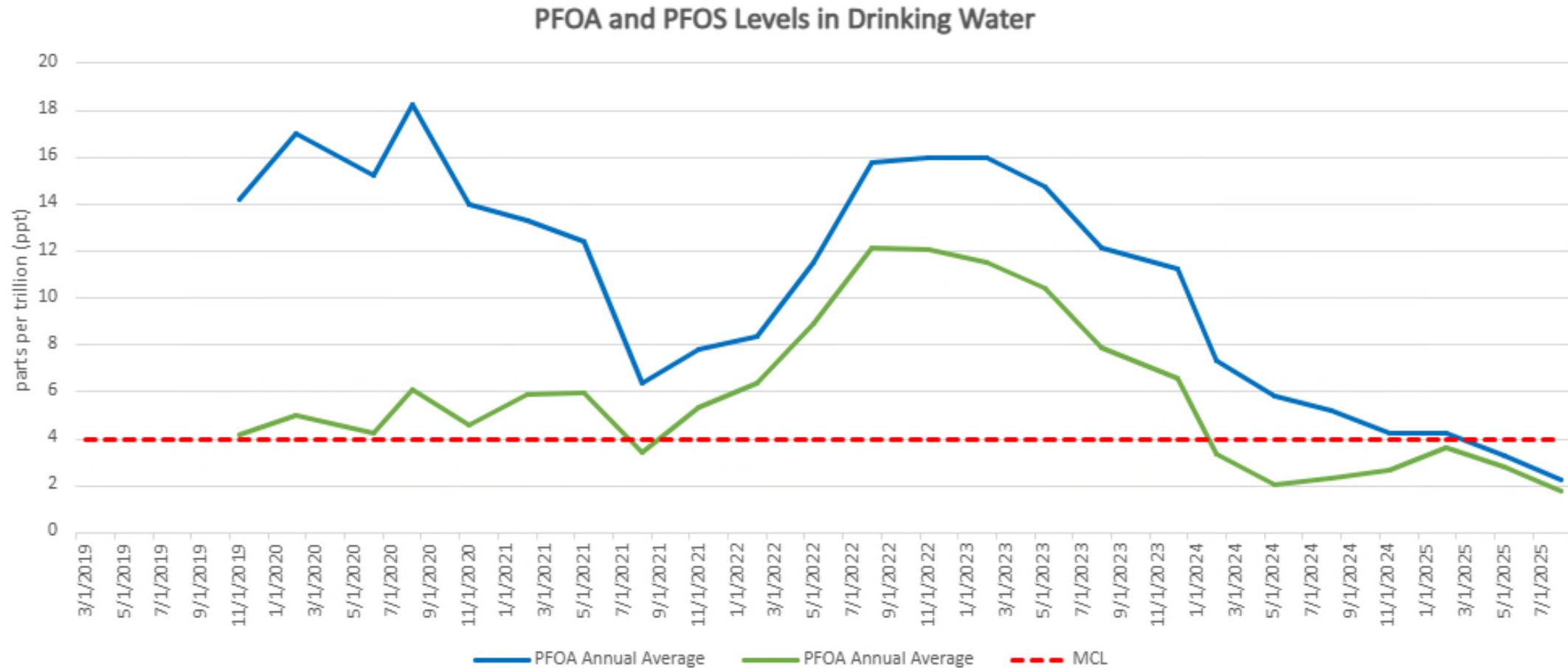


# Drinking Water Sales



- ~6.3 mgd projected for FY 2025 and FY 2026
- Same as the early 1990s
- Almost double the number of customers

# Update on PAC Optimization



# The Current State of OWASA Bill Affordability

## Water Bill Assistance

### Care to Share

- Started as Taste of Hope in 1997
- Admin transitioned to OWASA in 2024
- In 2024, Care to Share supported 84 families
  - Assistance provided in 2024 totaled \$18,475

### Other

Assistance provided by other entities in 2024:  
\$8,587



Donate today!

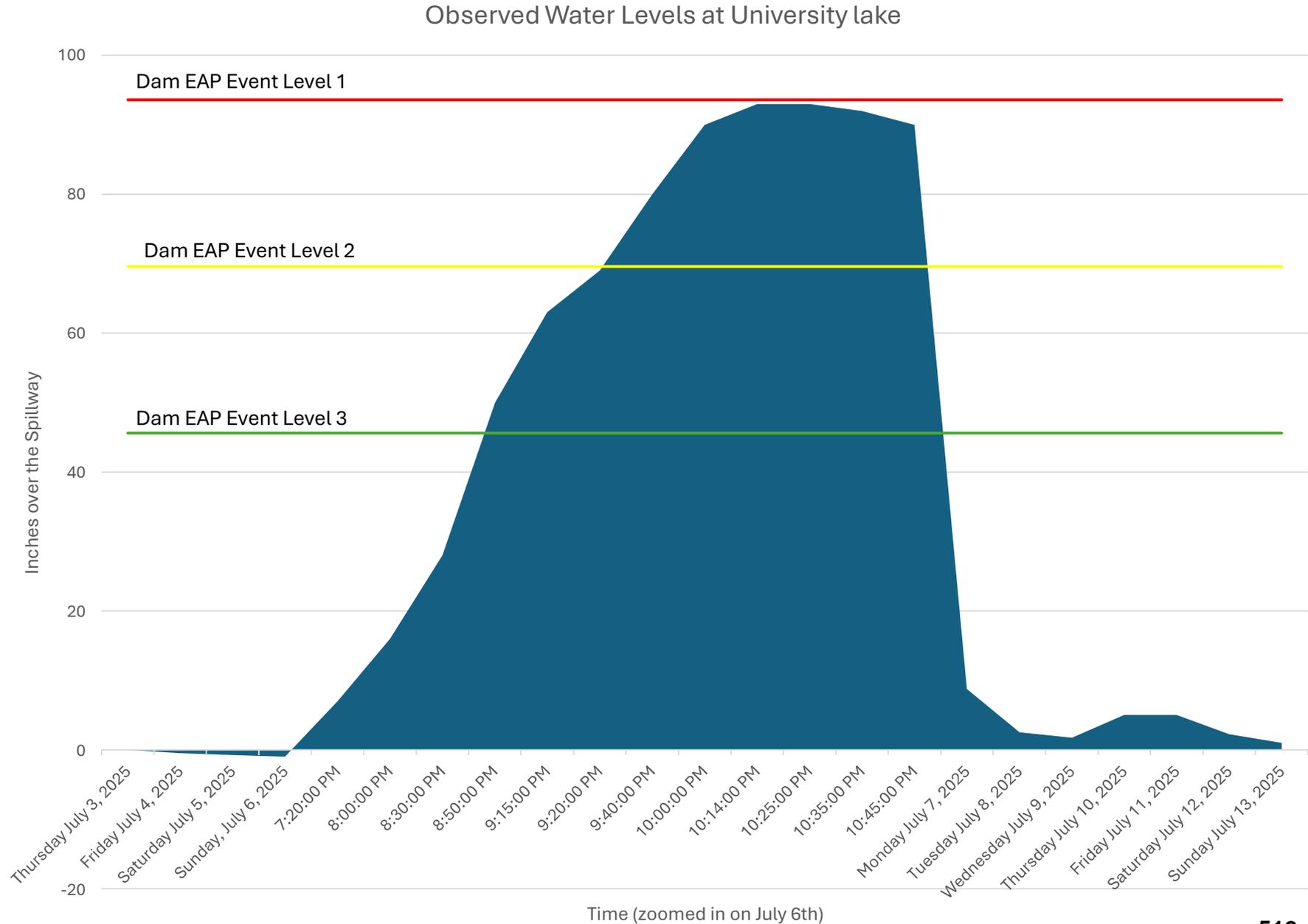


 SCAN ME

# Program Support: Estimated Costs and Customer Impact

Resident Eligibility	FNS-Receiving OWASA Customers	Assistance Provided (@ 4,000 gallons/month)	Percent of Average \$101.11 Bill Covered	Annual Cost of Program
<b>Qualify for FNS; 55+</b>	87	\$61.81/month	50%	\$64,500
		\$123.62/month	100%	\$129,00
<b>Qualify for FNS</b>	249	\$61.81/month	50%	\$184,700
		\$123.62/month	100%	\$369,400

In 3 hours  
University  
Lake rose  
almost  
8 feet

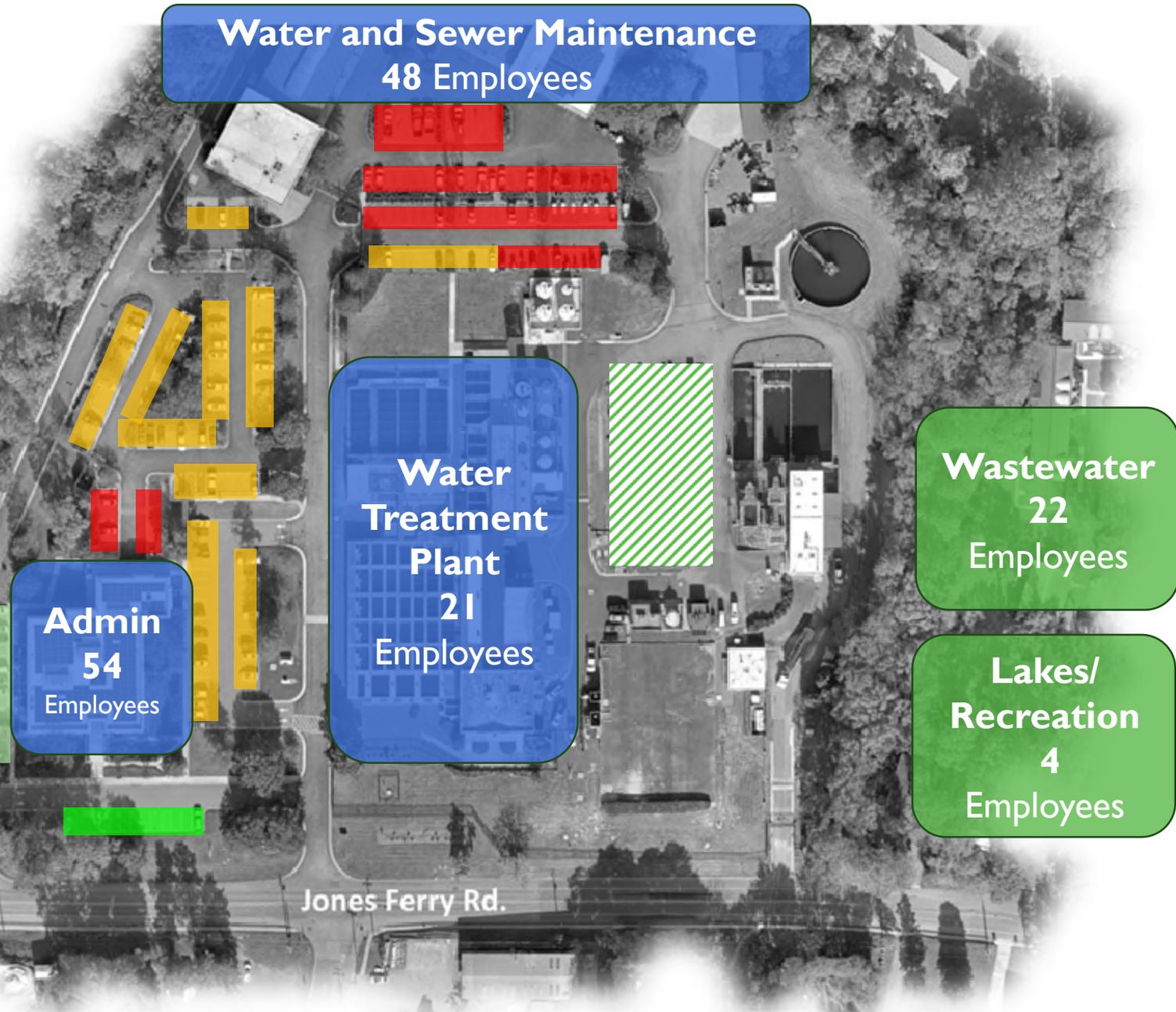


# Jones Ferry Campus Now



## Total Parking – 225 Spaces

Customer/Visitor Parking	11
Employee Parking	122
OWASA Fleet and Equipment Parking	84
Floating Spaces	8
Construction Staging Area	



**Water and Sewer Maintenance**  
48 Employees

**Water Treatment Plant**  
21 Employees

**Admin**  
54 Employees

**Wastewater**  
22 Employees

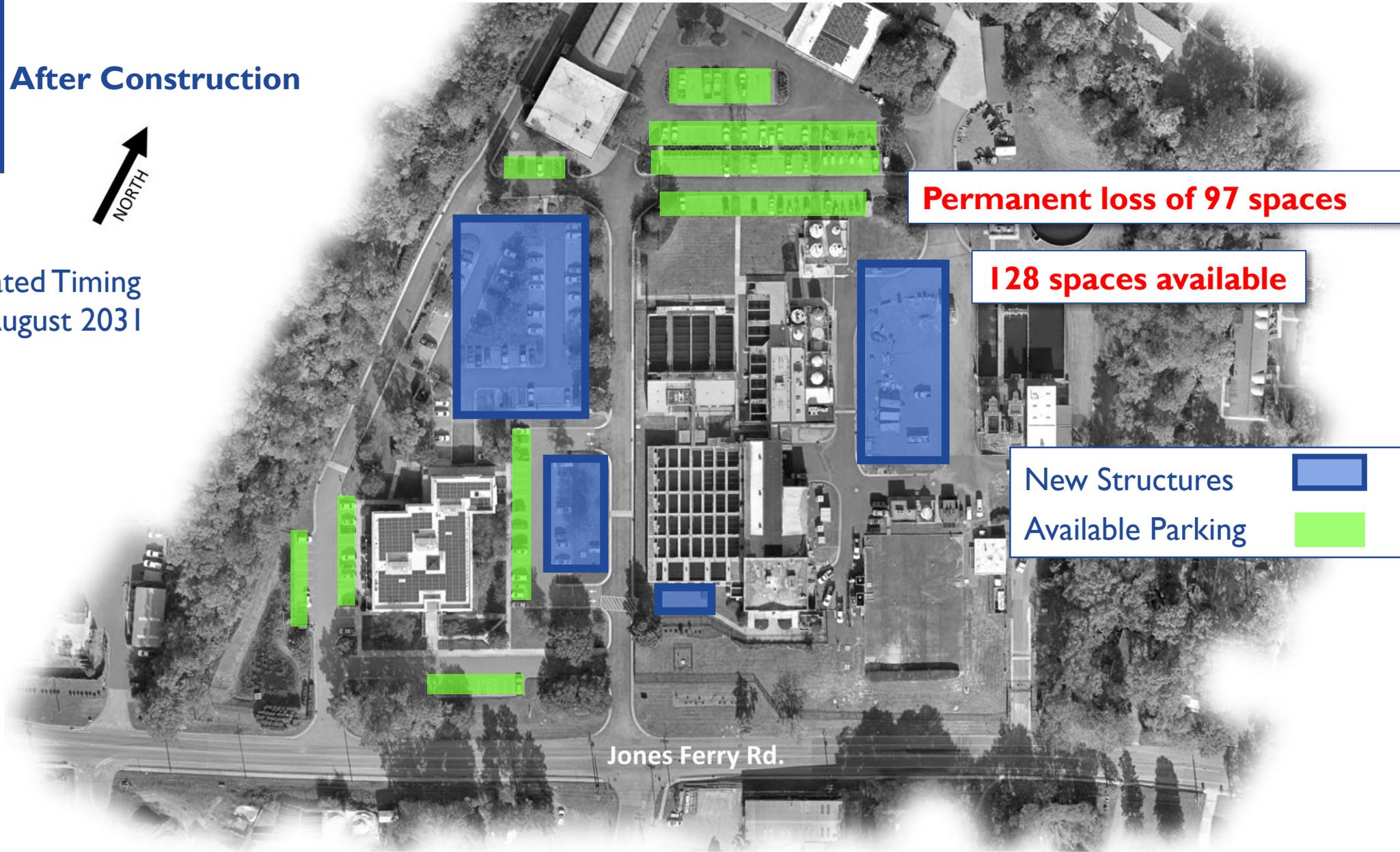
**Lakes/ Recreation**  
4 Employees

Jones Ferry Rd.

# After Construction



Estimated Timing  
Post August 2031







## Agenda Item Abstract

**File Number: 25-105**

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**Agenda Date:** 11/18/2025

**File Type:** Information Item

**In Control:** Town Council

**Version:** 1

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Town of Carrboro and Center for Policing Equity Partnership - Initial Data Gap Analysis and Findings

**PURPOSE:** The purpose of this Information Item is to introduce the Mayor and Councilmembers to the Town's partnership with the Center for Policing Equity, a policing policy non-profit that adopts a scientific, data-driven approach to understanding inequities in law enforcement and gaps in public safety data collection. Additionally, this Information Item will present the Data Gap Analysis, the first research product of the partnership, that indicates where the Town variously excels and requires improvement in its data collection efforts.

**DEPARTMENT:** Town Manager's Office / Police

**COUNCIL DIRECTION:**

X Race/Equity \_\_\_ Climate \_\_\_ Comprehensive Plan \_\_\_ Other

The partnership with the Center for Policing Equity aligns heavily with Council priorities on Race/Equity, given the CPE's explicit aim of supporting municipalities in their efforts to improve data collection and ultimately provide policy recommendations to facilitate more equitable policing.

**INFORMATION:** The Center for Policing Equity is a non-profit organization bringing together former law enforcement professionals, data scientists, and community engagement specialists to analyze and restructure law enforcement policy. The CPE focuses on measuring municipalities' gaps in data collection and the impact of policing alternatives, while also promoting community-led public safety redesign efforts.

The Town's partnership with the CPE so far has yielded a thorough analysis of Carrboro's policing data gaps. This analysis illustrates that Carrboro is presently at the top of CPE's partners in terms of data collection completeness, with the Town being ranked 2<sup>nd</sup> for data completeness on Use of Force and 1<sup>st</sup> among all partners for data completeness on Vehicle Stops.

Next steps in the partnership will include a more thorough analysis of policing policies, as well as Carrboro's participation in the CPE's novel socio-economic analysis model. This new model will take into account community factors including demographics, socio-economic status, and historical trends among other data points to better understand the policing environment in Carrboro. The CPE has indicated Carrboro is an ideal candidate for the initial roll out of this new model.

**FISCAL IMPACT:** The CPE offers its services free of charge, with the primary impacts being staff-related as police has had to dedicate work hours to assembling and providing data sets for analysis. Further staff may be drawn into the project as further data analysis and research is conducted.

**RECOMMENDATION:** The Council is encouraged to offer any questions or comments for the CPE that can

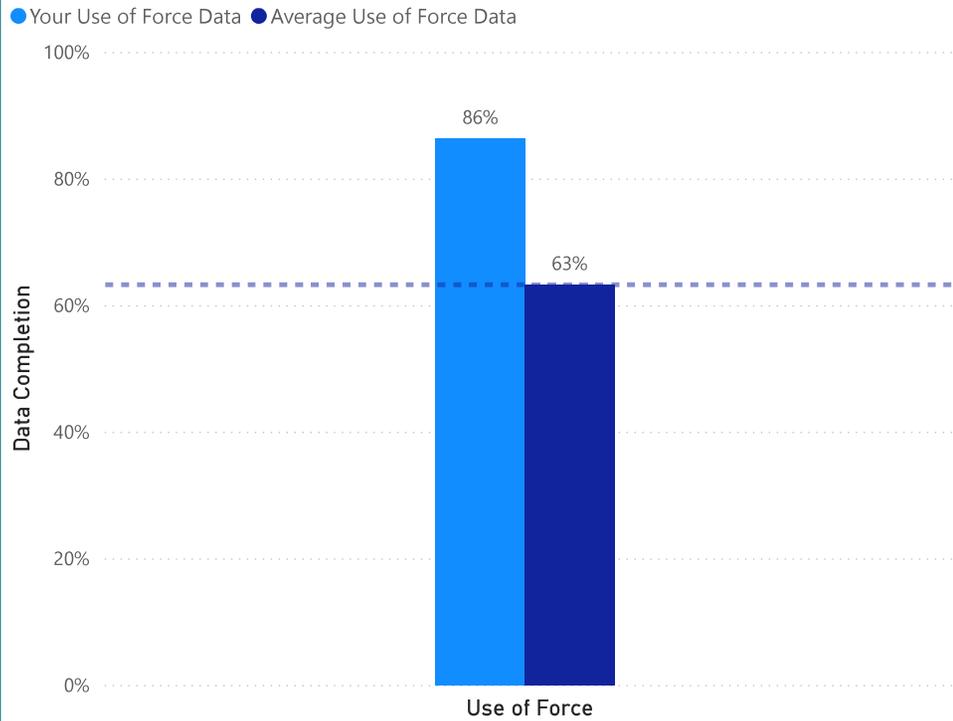
then be transmitted to the organization in our next communications. As this partnership progresses, the Town Manager's Office will provide further updates as research products are finalized and delivered, which may result in future policy change recommendations.



# Carrboro PD: Data Gap Analysis



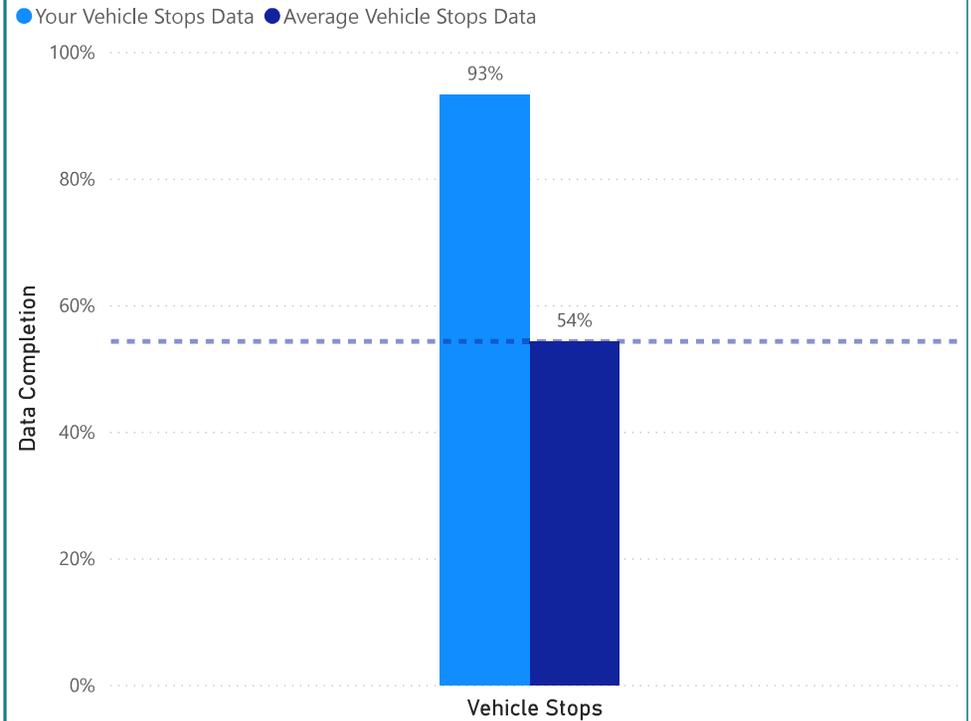
## Use of Force - Data Completion



83

Use of Force Datasets Across DGAs

## Vehicle Stops - Data Completion



92

Vehicle Stop Datasets Across DGAs

**Data Completion** refers to the extent to which all the requested information is available in a dataset. It measures how much of the data is filled in for each variable. If every variable is fully provided, the data completion is 100%. If some variables are missing, the data completion percentage decreases, reflecting the amount of missing information.



# Carrboro PD: Use of Force

## Data Gap Analysis

### 02/01/2020 – 12/17/2024



Variable Title	Variable Completion
01. Incident Unique Identifier	100%
02. Date of Incident	100%
03. Time of Incident	100%
04. Latitude and Longitude	88%
05. Street address details, including zip code	94%
06. Beat, precinct, district, police service zone, etc.	99%
07. Nature of contact (Suspicious Person, Witnessed Crime, etc.)	0%
08. Disposition(s) for each person subjected to force	98%
09. Type(s) of Force (Restraint, Holds, Strike/Kick, etc.)	100%
10. Person's Resistance	0%
11. Did person(s) possess a weapon?	0%
12. Did person(s) use the weapon?	0%
13. Camera on scene? (body-worn or dashboard)	100%
14. Camera activated/operating? (body-worn or dashboard)	100%
15. Person Unique Identifier	100%
16. Person Race	99%
17. Person Ethnicity	99%
18. Person Gender	100%
19. Person Age (at the date of incident)	99%

Variable Title	Variable Completion
20. Person Resident of jurisdiction?	99%
21. Person Injury	100%
22. Person Hospitalization	100%
23. Person Death	100%
24. Officer Unique Identifier	100%
25. Officer Race	88%
26. Officer Ethnicity	88%
27. Officer Gender	88%
28. Officer Military Background/Experience	88%
29. Officer Age	98%
30. Officer Department Years (at the date of incident)	88%
31. Officer Department Assignment (at the date of incident)	100%
32. Officer Geographic Assignment (at the date of incident)	100%
33. Officer Rank (at the date of incident)	88%
34. Officer Shift (at the date of incident)	92%
35. Officer Injury	100%
36. Officer Hospitalization	100%
37. Officer Death	100%

#### Notes

- Street address (05) percentages reflect the unique addresses mappable using Excel's 3D Map.
- While mappability is 94%, only 92% of rows had an address to map - Mappability based on distinct addresses
- Person Injury (21), Person Hospitalization (22), Officer Injury (35), and Officer Hospitalization (36) blanks were confirmed to not be applicable
- Person(s) Possess Weapon (11) & Person(s) Use Weapon (12): Current system doesn't capture - dependent on report/narrative
- Camera on Scene (13) and Camera Operating (14): Both BWC and Dashboard Cameras confirmed as always activated



# Carrboro PD: Vehicle Stops

## Data Gap Analysis



### 01/01/2020 – 12/30/2024

Variable Title	Variable Completion
01. Incident Unique Identifier	100%
02. Date of Incident	100%
03. Time of Incident	100%
04. Latitude and Longitude	0%
05. Street Address Details, including zip code	85%
06. Beat, precinct, district, police service zone, etc.	100%
07. Reason for Stop	100%
08. Whether a search was conducted	100%
09. Nature of each search	100%
10. Whether search found contraband	100%
11. Type of contraband found if any	100%
12. Disposition(s) for the vehicle driver	100%
13. Vehicle and/or Foot Pursuit Involved	100%
14. Driver Unique Identifier	100%
15. Driver Race	100%

Variable Title	Variable Completion
16. Driver Ethnicity	89%
17. Driver Gender	100%
18. Driver Age (at the date of incident)	100%
19. Driver Resident of jurisdiction?	91%
20. Officer Unique Identifier	94%
21. Officer Race	91%
22. Officer Ethnicity	91%
23. Officer Gender	91%
24. Officer Military Background/Experience	91%
25. Officer Age (at the date of incident)	99%
26. Officer Department Years (at the date of incident)	91%
27. Officer Department Assignment (at the date of incident)	94%
28. Officer Geographic Assignment (a the date of incident)	99%
29. Officer Rank (at the date of incident)	91%
30. Officer Shift (at the date of incident)	100%

#### Notes

- Street address percentages reflect the unique addresses mappable using Excel's 3D Map.
- Two Report Numbers (2201304 & 2201432) seem to be associated with more than one stop
- Street Address (05): Complete location details only provided for 18% of stops
- Street Address (05): Zip codes not provided



# Carrboro PD: CAD

## Data Gap Analysis

### 01/01/2020 – 01/01/2025



Variable Title	Variable Completion
01. Incident Unique Identifier	100%
02. Call date	100%
03. Call time	100%
04. Dispatch date	84%
05. Dispatch time	84%
06. Arrival date	72%
07. Arrival time	72%
08. End date	85%
09. End time	85%
10. Latitude and Longitude	90%
11. Street Address Details, including zip code	93%
12. Beat, precinct, district, police service zone, etc.	99%
13. Call Priority	100%
14. Call source (911 call, officer-initiated, flag down, etc.)	100%
15. Initial call type	100%
16. Final call type	0%
17. Mental health indicator (did the call involve a suspected mentally ill person?)	0%
18. Call disposition (arrest, report taken, unfounded, etc.)	99%
19. Responding Officer Department Assignment (i.e. patrol, SWAT, SRO, etc.) (at the date of incident)	100%
20. Responding Officer Geographic Assignment (at the date of incident)	100%

**Notes**

- Street address percentages reflect the unique addresses mappable using Excel's 3D Map.
- Latitude/Longitude: Approximately 4% of calls are mapped to PD's Address



# Carrboro PD: Crime

## Data Gap Analysis



### 01/01/2020 – 12/31/2024

Variable Title	Variable Completion
01. Incident Unique Identifier	100%
02. Date of Incident	100%
03. Time of Incident	100%
04. Latitude and Longitude	100%
05. Street Address Details, including zip code	80%
06. Beat, precinct, district, police service zone, etc.	100%
07. NIBRS Group (Group A, Group B) (or UCR Group (Part I, Part II))	64%
08. NIBRS Offense Code (or UCR Offense Code)	100%
09. Offense Description	100%
10. Incident a result of Call for Service or Officer Initiated Activity?	97%
11. Bias Motivation (as coded by NIBRS/UCR)	100%
12. Suspect Unique Identifier	PROVIDED
13. Suspect Race	PROVIDED
14. Suspect Ethnicity	PROVIDED
15. Suspect Gender	PROVIDED
16. Suspect Age (at the date of incident)	PROVIDED

Variable Title	Variable Completion
17. Victim Unique Identifier	PROVIDED
18. Victim Race	PROVIDED
19. Victim Ethnicity	PROVIDED
20. Victim Gender	PROVIDED
21. Victim Age (at the date of incident)	PROVIDED
22. Officer Unique Identifier	100%
23. Officer Race	91%
24. Officer Ethnicity	91%
25. Officer Gender	91%
26. Officer Military Background/Experience	91%
27. Officer Age (at the date of incident)	97%
28. Officer Department Years (at the date of incident)	91%
29. Officer Department Assignment (at the date of incident)	100%
30. Officer Geographic Assignment (at the date of incident)	99%
31. Officer Rank (at the date of incident)	91%

#### Notes

- Street address percentages reflect the unique addresses mappable using Excel's 3D Map.
- CPE acknowledges that suspect and victim demographics are not always applicable or identifiable within incident-level data and therefore, we only identify whether those variables were provided in the crime extract.
- NIBRS Group (A/B) [07]: Likely not applicable due to circumstantial nature of incidents

# DGA Companion: Data Collection Recommendations

## Why Data Matters

Following the nationwide protests sparked by the tragic deaths of George Floyd, Breonna Taylor, and other unarmed Black Americans, there has been a surge in public demand for changes to policing and public safety more generally. To help inform these desired and needed changes, complete and accurate data on police-community interactions are essential.

With comprehensive and complete data, law enforcement agencies and communities can better evaluate whether policing strategies are achieving their shared public safety goals efficiently, effectively, and equitably. Comprehensive data collection on police-community interactions further enables agencies to better assess officers' conduct and build community trust through transparent, data-informed dialogue about local policing practices.

By providing the recommendations below, informed by lessons learned through our work with communities and law enforcement across the country, we hope to help your agency move toward the comprehensive data collection practices necessary to achieve your public safety equity goals without creating an undue data entry burden for your officers.

## General Recommendations

- 1. For each data set collected, include a control ID that enables you to link incidents in the different data sets together appropriately.**
- 2. Consider collecting data on Stops, Use of Force, Crime, and Arrests all within the same system, with a shared control ID.**

When data sets can be linked together, it is easier to pull missing information from one data set for another. For example, if location information is tracked reliably for each CAD event, and each CAD event can be linked to each Use of Force incident, respectively, that can be used to determine the geographic distribution of Use of Force incidents if location information isn't collected within the Use of Force data.

Additionally, when different types of data are collected within a single system and can be reliably linked to one another, this *can* partially alleviate duplicative data entry by officers. For example, rather than having to enter a community member's information into both a use of force form and an incident form, some systems allow users to add a use of force report to an incident report, enabling officers to simply copy the community member information from the incident report to the use of force report.

Finally, having a shared control ID across data types enables law enforcement agencies to see, for example, which CAD record is tied to which specific Stop, Use of Force incident, Crime, Arrest, etc. This enables you to follow the course of events from Stop to finish and identify trends. This may allow you to determine how many interactions with officers result in a Use of Force incident or an Arrest.

### 3. Collect data primarily in a digital format.

Consider providing a combination of both paper and electronic methods of collecting this data to provide officers the needed flexibility to collect the data under whatever conditions they are working in. For instance, using a Mobile Data Computer may not be possible for officers patrolling on a bicycle or on foot. However, the use of a handheld device or paper forms may work for officers in these circumstances. Providing a range of data collection options enables individual officers to collect data in the way that best fits their needs.

Regardless of how the data is collected, the data must be captured promptly—*i.e.*, as immediately after the interaction as possible—to ensure accurate recall of information for data input. If paper forms are utilized at all, that data then must be inserted into the digital Use of Force data system regularly and often. This will ensure that all of the data is digitally recorded, enabling the analysis of all incidents.

### 4. Ensure officers input Street Address Details, including zip code.

### 5. If possible, use geocoding technology for the recording of addresses or latitude and longitude coordinates (e.g., technology that automatically suggests a geocoded location as officers are entering address information).

## Use of Force Recommendations

### 6. Ensure the following variables are tracked for all Use of Force events:

- Nature of Contact (Suspicious Person, Witnessed Crime, Traffic Stop, Call for Service, Warrant, etc.)
- Was the incident officer-initiated?
- Person's Resistance (Verbal Aggression, Physical Force, Fleeing, etc.)
- Whether the person who experienced force possessed a weapon.
- Whether the person who experienced force used a weapon.

With the above-listed variables, your Department can better understand the nature of incidents that are leading to the use of force. For instance, you may find that the majority of Use of Force incidents occur when responding to domestic violence calls. With that finding, you may then want to look at how your officers are responding to those calls and think about what training and policy changes can occur to make those calls safer for all parties.

With comprehensive disposition information across the Use of Force Data, you can, for example, better determine if these incidents result in disparate outcomes across different racial groups.

Information on resistance, as well as weapon use and possession, can shed light on, for example, how often officers use force on individuals perceived to be armed versus unarmed. With that information, you can then further evaluate whether there are differences in the rate of use of force for armed versus unarmed individuals by demographics such as race, gender, age, etc.

Finally, information on whether a person who experienced force was hospitalized or killed can shed light on whether more lethal means of force are being used against some groups over others. Additionally, it may help shed light on, for example, whether any less lethal tool or method is resulting in unexpected numbers of injuries, hospitalizations, or deaths.

## 7. Refine Police Weapon/Force Type listed as “HAND” to specify type (Hold, Strike, Takedown, Etc.)

In order to enable future bespoke analyses and correlative introspection on behalf of your team and personnel, and without having to rely explicitly on mining the narrative, we recommend that you specify the type of force within the larger category currently listed as “HAND”.

## 8. Delineate Police Weapon/Force Type listed as “TAS” or “ECD” to differentiate between point versus discharge.

Similar to the above example, we recommend adding a layer of granularity to your force type so you can identify correlations and draw potential patterns based on the most specific circumstances within the force incident. It is typically more efficient to build standalone variables rather than grouping and then decoupling through leveraging of the narrative.

## Vehicle and Pedestrian Stop Recommendations

### 9. Collect demographics (race, ethnicity, gender, age) for every stop based on the officer’s perception.

We recommend that all data points, including demographics, be collected for every stop, including during roadblocks or checkpoints (which should be clearly identified as such to enable delineation).

For Vehicle Stops, we recommend collecting data every time an officer pulls a car over, for any reason. This is to ensure that Vehicle Stops data is comprehensive and allows for a systematic and thorough evaluation of whether disparities exist.

For Pedestrian Stops, under most state laws, as well as federal law, a pedestrian is considered “stopped” when an officer takes actions that, based on the totality of the circumstances, would make a reasonable person feel that they are not free to leave. We acknowledge that this standard is not perfect; however, it is a standard likely already familiar to your officers and one that best ensures the collection of Pedestrian Stop data is also comprehensive.

### 10. Ensure the following variables are tracked for all Stops:

- Reason for Stop (i.e., Moving Violation, Equipment Violation, Warrant...)
- Whether a search was conducted (on occupant(s) and/or the vehicle)
- Nature of each search (i.e., incident to arrest, plain view, consent, etc.)
- Whether the search found contraband
- Type of contraband found, if any
- Whether a K9 was used to search

With the above-listed variables, you can better identify trends in why people are being stopped and identify whether that aligns with your public safety goals. For instance, you may find that the agency is issuing too many citations for equipment violations, resulting in a disparate financial impact on low-income residents. With that finding, you can then start having discussions, both internally and with your community, about how to address this disparate impact.

Quantitative data on whether searches were conducted, the nature of those searches, whether contraband was found in those searches, and the nature of any contraband found are all key components in looking at the efficiency, effectiveness, and any apparent disparities in those interactions. For instance, with that information, you can start to ask questions like:

- What percentage of each officer's searches result in contraband discovery?
- How does the rate of searches during stops differ by race, age, and/or gender?
- Does the rate of searches and contraband discovery vary by officer units?

Collecting the above-listed variables for stops will better enable you to identify trends across all stop interactions and allow you to ensure that the tactics used are meeting your shared public safety goals with your community.

## Computer-Aided Dispatch (CAD) Recommendations

### 11. Enable the system to capture both Initial Call Type AND Final Call Type

Call circumstances can change drastically, and officers oftentimes arrive on scene to something completely different than what it was called in to be. Providing a variable for Final Call Type can give you a clearer picture of what calls you are responding to.

### 12. Consider the implementation of a Mental Health Indicator

As agencies shift towards co-responder and alternate response models, it is important to try to understand the frequency and volume of calls you are responding to that might involve a mental health component. While it can be difficult to ascertain if this condition or circumstance exists within the details of a call, it is important to understand your landscape to better understand if alternate response endeavors are worthwhile or practical for your agency.

## Conclusion

We want to thank you for partnering with us to do a Data Gap Analysis and provide you with written recommendations on how you can improve your data to better monitor and achieve your policing equity goals. We appreciate your courage and willingness to dig into your systems and ask for candid feedback on how you can improve your data. If you would like our assistance in implementing any of these recommendations, we are happy to do so.

For more information on using data to assess and improve policing equity, please read our Guidebook on data collection: [Collecting, Analyzing, and Responding to Stop Data: A Guidebook for Law Enforcement Agencies, Government, and Communities](#).

Additionally, we invite you to reach out to your CPE Implementation Strategists if you're interested in other ways you can partner with the Center for Policing Equity in this space.



## Agenda Item Abstract

**File Number:** 25-106

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**Agenda Date:** 11/18/2025

**File Type:** Information Item

**In Control:** Town Council

**Version:** 1

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### Automatic Vehicle Locator/Telematics Implementation

**PURPOSE:** The purpose of this Information Item is to introduce the Mayor and Council Members to the Town’s implementation of Automatic Vehicle Locator/Telematics (AVL) technologies in the Town of Carrboro’s fleet vehicles. This will include a brief overview of the data gathered through the Town’s trial period with the Samsara vendor and a live presentation of the Town’s Samsara dashboard.

**DEPARTMENT:** Town Manager’s Office

#### **COUNCIL DIRECTION:**

X Race/Equity X Climate \_\_\_ Comprehensive Plan X Other

AVL technologies enhance the Town’s ability to meet its Climate Action goals as Town vehicles generate data on fuel usage, emissions, and suitability for replacement with electric or hybrid options as part of the Town’s vehicle replacement strategy. The AVL units collect the data and populate them into an online dashboard for staff analysis.

AVL technologies also generate useful location and time data that can support the Town’s Race/Equity goals, primarily through analysis of service levels across multiple departments, including Police, Fire, and Public Works. The data can then be used to inform strategies improving the equitability of service delivery across different communities within Carrboro.

Additionally, AVL technologies also provide real-time vehicle health and maintenance indicators that enhance Carrboro’s ability to identify and remedy vehicular faults, supporting efforts to maintain a well-serviced and active fleet across multiple departments.

**INFORMATION:** Over the last few months, the Town Manager’s Office has been engaged in a research project to understand the benefits and costs of Automatic Vehicle Locator/Telematics (AVL) technologies, particularly as they pertain to municipal governments. These technologies are represented by physical data collection units that plug into the diagnostic ports of Town vehicles which then generate data into an online dashboard for collection and analysis.

The Town is implementing AVL technologies in order to enhance data collection for fuel usage, emissions logging, and location tracking. Data collected by these technologies will then be used to inform policy changes and additions that support Carrboro’s climate action goals and enhance service delivery for more equitable resident experiences.

The Town has been engaged in a two-month long trial period with the Samsara vendor, with 10 AVL units spread across the Police, Public Works, and Fire departments. These units were added in stages over the course

of the first month and have been logging the previously mentioned data into the dashboard for several weeks. Samsara has proven to be a strong partner in sustainability tracking in particular, with detailed dashboard sections specifically for emissions tracking and projection, fuel economy, idling, and other sustainability-focused measures.

**FISCAL IMPACT:** The total fiscal impact of the AVL technologies implementation will amount to \$11,716.50 for the first year of the contract, followed by \$11,298.00 per year for the following two years of the contract, totaling \$34,312.50. This provides 50 units and the associated software licensing for a three-year period.

Staff impacts will include scheduling and carrying out installation of the remaining 40 units, a process that takes approximately 15-30 minutes per vehicle dependent largely on cellular connectivity. Additionally, the Town Manager's Office will house all operations pertaining to usage and analysis of the dashboard and its data, providing administrative permissions and training to involved departments as units are installed.

**RECOMMENDATION:** The Council is encouraged to offer questions or comments for the Town Manager's Office regarding the AVL/Telematics data and the hardware units themselves. The Town Manager's Office will utilize the data collected from this program to inform future policy decisions in line with Town goals.