

# **Town of Carrboro**

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



## **Meeting Agenda - Final**

**Tuesday, September 16, 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 UPDATE****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. [25-072](#) Approval of Minutes from Town Council meeting held on June 17, 2025
2. [25-079](#) Request to Authorize the Town Manager to Execute a Supplemental Agreement with NCDOT for the Bicycle Loop Detector Project (U-4726-DF)

**PURPOSE:** A supplemental agreement with NCDOT is needed for administrative purposes to extend the project milestones to allow for reimbursement requests and project closeout.

**Attachments:** [A - Resolution](#)

3. [25-080](#) Resolution Authorizing the Town Manager to Initiate a Municipal Agreement with NCDOT for the Bike Plan Group Project (BL-0149)

**PURPOSE:** The Town Council is asked to authorize the Town Manager to initiate a Municipal Agreement with NCDOT and to adopt a Capital Project Ordinance to construct three projects identified in the 2021 Updated Bicycle Plan: a sidepath along the southwest end of Shelton St, restriping East Poplar Avenue to create a pedestrian lane, and restriping the 100 Block Maple Avenue to create a contraflow lane.

**Attachments:** [A - THREE BICYCLE PROJECTS CAP PROJ ORDINANCE 09-16-2025](#)  
[B - Climate Action Pocket Questions - Initiate BL-0149](#)



4. [25-083](#) Special Use Permit-A Extension Request for Lloyd Farm, Phase 1 at 700 and 706 Old Fayetteville Road

**PURPOSE:** Town Council is asked to consider approving a request for a permit extension for Phase 1 of Lloyd Farm development. The existing Special Use Permit-A will otherwise expire on October 24, 2025. Town staff recommends approval of the request.

**Attachments:** [A - SUP-A Extension Resolution](#)  
[B - Staff Report](#)  
[C - Letter from Applicant](#)

5. [25-084](#) Request-to-Set a Public Hearing for the Carrboro Downtown Area Plan

**PURPOSE:** The Town Council is asked to set a public hearing 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. A resolution setting a public hearing for October 21, 2025, has been provided.

**Attachments:** [A - Resolution](#)  
[B - Draft Plan](#)

**6:45-7:00**

**E. PUBLIC HEARING**

1. [25-081](#) Legislative Public Hearing on Land Use Ordinance Text Amendments Relating to Advisory Board and Commissions

**PURPOSE:** To request that the Town Council consider amendments to the Land Use Ordinance relating to advisory boards and commissions. A draft ordinance to amend the Land Use Ordinance has been prepared; the Town Council must receive public comment before taking action on a legislative matter.

**Attachments:** [A - Consistency Resolution](#)  
[B - Draft Ordinance\\_AdBds&Commissions\\_08-14-2025](#)  
[C - Annotated Text Amendment - 6 ART-III \(6-10-25\)](#)  
[D - Comments Combined](#)  
[E - Race & Equity Pocket Questions](#)  
[F - Presentation \(9-2025\)](#)

**7:00-7:45**

**F. GENERAL AGENDA***INFORMATION ITEMS*

1. [25-085](#) Tropical Storm Chantal Response & Recovery

**PURPOSE:** This agenda item provides an update on the Town's response before, during and after the tropical storm, its financial impact on the Town's budget, and plans for EV/Hybrid vehicle replacements and EV chargers

**Attachments:** [A - TS Chantal Informational Item - 9.16.2025](#)  
[B - RE Pocket Questions - Tropical Storm Chantal Response and Recovery](#)  
[C - CA Pocket Questions - Tropical Storm Chantal Response and Recovery](#)

2. [25-078](#) 2025 Green Neighborhoods Grant Program Update

**PURPOSE:** This agenda item provides an update on the 2025 funding cycle of the Green Neighborhoods Grant Program.

**Attachments:** [A - Climate Action Pocket Questions - Green Neighborhood Grant](#)  
[B - Short Racial Equity Lens - GNGP](#)  
[C - Green Neighborhoods Grant Presentation](#)

7:45-7:55

**G. BOARD APPOINTMENTS**

1. [25-082](#) Appointment to Selected Boards/Commissions

**Tourism Development Authority**

Aaron Nelson

Alison Gunn

Hissan Waheed

**Climate & Environmental Advisory Commission**

Jeff Gannon

Charm Wheaton

7:55-8:25

- H. CLOSED SESSION 143-318.11 (A)(3) To consult with an attorney employed or retained by the public body in order to preserve the attorney-client privilege between the attorney and the public body, which privilege is hereby acknowledged. General policy matters may not be discussed in a closed session and nothing herein shall be construed to permit a public body to close a meeting that otherwise would be open merely because an attorney employed or retained by the public body is a participant. The public body may consider and give instructions to an attorney concerning the handling or settlement of a claim, judicial action, mediation, arbitration, or administrative procedure. If the public body has approved or considered a settlement, other than a malpractice settlement by or on behalf of a hospital, in closed session, the terms of that settlement shall be reported to the public body and entered into its minutes as soon as possible within a reasonable time after the settlement is concluded.**



## Town of Carrboro

301 W. Main St., Carrboro,  
NC 27510

### Agenda Item Abstract

**File Number:** 25-072

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**Agenda Date:** 9/16/2025  
**In Control:** Town Council  
**Version:** 1

**File Type:** Consent Agenda

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Approval of Minutes from Town Council meeting held on June 17, 2025



## Agenda Item Abstract

File Number: 25-079

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**Agenda Date:** 9/16/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Request to Authorize the Town Manager to Execute a Supplemental Agreement with NCDOT for the Bicycle Loop Detector Project (U-4726-DF)

**PURPOSE:** A supplemental agreement with NCDOT is needed for administrative purposes to extend the project milestones to allow for reimbursement requests and project closeout.

**DEPARTMENT:** Planning & Public Works

**COUNCIL DIRECTION:**

☐ Race/Equity ☐ Climate ☐ Comprehensive Plan ☒ Other

Recommendations for the installation of bicycle loop detection are included in the 2009 Carrboro Comprehensive bicycle Transportation Plan, Chapter 7, Design Guidelines, and the 2005 Carrboro Transportation Study, Appendix F, Bicycle Detection Project Summary. Racial Equity Pocket Questions were prepared as part of the [June 18, 2024 <https://carrboro.legistar.com/MeetingDetail.aspx?ID=1157057&GUID=C4AEC761-C4F6-4868-ABD3-6A7E76D0EBCC&Options=info|&Search=>](https://carrboro.legistar.com/MeetingDetail.aspx?ID=1157057&GUID=C4AEC761-C4F6-4868-ABD3-6A7E76D0EBCC&Options=info|&Search=>), agenda to award the contract for installation.

**INFORMATION:** The bicycle loop detector project began the construction process in late August and is scheduled to be completed in mid-September. However, certain administrative processes--reimbursement requests, final project inspections, administrative closeout and NCDOT acceptance will occur after construction is completed. A supplemental agreement to extend the project milestones is necessary to ensure that all of these activities occur within the timeline provided in the agreement.

**FISCAL IMPACT:** A total of \$157,000 has been appropriated for this project with \$138,975 allocated for construction. No change to the existing project budget is being requested.

**RECOMMENDATION:** Staff recommends that the Town council adopt the resolution (Attachment A) authorizing the Town Manager to execute a supplemental agreement with NCDOT to complete the remaining administrative tasks and formally close-out the project.

A RESOLUTION APPROVING A SUPPLEMENTAL AGREEMENT WITH NCDOT  
RELATING TO THE BIKE LOOP DETECTORS PROJECT (U-4726-DF)

WHEREAS, additional time is needed to complete the administrative close out of the Bike Loop Detectors project (U-4726-DF).

NOW, THEREFORE, BE IT RESOLVED by the Carrboro Town Council that the Council authorizes the Town Manager to execute a Supplemental Agreement with NCDOT to extend the project completion date for the Bike Loop Detectors project.

This the 16<sup>th</sup> day of September 2025.



## Agenda Item Abstract

File Number: 25-080

**Agenda Date:** 9/16/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

Resolution Authorizing the Town Manager to Initiate a Municipal Agreement with NCDOT for the Bike Plan Group Project (BL-0149)

**PURPOSE:** The Town Council is asked to authorize the Town Manager to initiate a Municipal Agreement with NCDOT and to adopt a Capital Project Ordinance to construct three projects identified in the 2021 Updated Bicycle Plan: a sidepath along the southwest end of Shelton St, restriping East Poplar Avenue to create a pedestrian lane, and restriping the 100 Block Maple Avenue to create a contraflow lane.

**DEPARTMENT:** Planning & Finance

**COUNCIL DIRECTION:**

☒ Race/Equity ☒ Climate ☒ Comprehensive Plan ☒ Other

The adoption of a municipal agreement with NCDOT is a requirement to receive federal funds. The project supports the Transportation and Mobility Chapter of the Comprehensive Plan, Goal 2: Continue to expand the transportation system to provide at least one non-automobile option (walking, biking, and transit) for every neighborhood to be usable for a variety of trip purposes, and specifically project H, to continue implementation of the Town's Safe Routes to School Action Plan. The three projects have been identified in the 2021 Updated Bike Plan. (Racial Equity pocket questions were prepared for the November 2023 Town Council meetings; Climate Action pocket questions are provided as *Attachment B*).

**INFORMATION:** The Town submitted three projects for Triangle West Transportation Planning Organization (TWTPO)'s FY25 call for projects for Regional Flexible Funding (RFF) in December 2023. (For information about the selection of projects please see agenda materials from the Town Council meetings on [11/14/2023 <https://carrboro.legistar.com/MeetingDetail.aspx?ID=1109800&GUID=E919A707-D836-4C98-AFFA-882A8427B61D&Options=info|&Search=RFF>](https://carrboro.legistar.com/MeetingDetail.aspx?ID=1109800&GUID=E919A707-D836-4C98-AFFA-882A8427B61D&Options=info|&Search=RFF) and [11/29/2023 <https://carrboro.legistar.com/MeetingDetail.aspx?ID=1133526&GUID=AB99B0B3-F1F3-470C-B7C8-A61D5B9185FE&Options=info|&Search=RFF>](https://carrboro.legistar.com/MeetingDetail.aspx?ID=1133526&GUID=AB99B0B3-F1F3-470C-B7C8-A61D5B9185FE&Options=info|&Search=RFF).) Two projects were selected for funding and programmed in the FY2026-2033 State Transportation Improvement Program (STIP). These include construction for three bicycle plan projects identified in the 2021 Bike Plan and design for Phase 2 of the Bolin Creek Greenway. A request for funding for design for Phase 3 & 4 of the Bolin Creek Greenway was also submitted but was not selected for funding.

Staff has been working with the Town Engineer to begin the preliminary design process for the Shelton Street sidepath, which requires coordination with the Carrboro United Methodist Church, CHCSS, Carrboro Elementary School and NCDOT. The next step in the process is to initiate the formal agreement with NCDOT to be eligible to receive federal funds through the reimbursement process. Design will be subject to NCDOT review and approval due to the use of federal funds.

**FISCAL IMPACT:** The anticipated cost for the project is \$1,112,000. This includes \$889,600 (80-percent federal funds) and \$222,400 (20-percent local match). There are no budgetary impacts as the project was included in the Town's CIP with funding earmarked for FY26.

**RECOMMENDATION:** Staff recommends that the Town Council adopt the resolution (*Attachment A*) authorizing the Town Manager to enter into a Municipal Agreement with NCDOT and adopt the associated Capital Project Ordinance to begin the project.



**GROUP PROJECT - THREE BICYCLE PLAN PROJECTS  
CAPITAL IMPROVEMENT PROJECT ORDINANCE, FY 2026-27**

WHEREAS, the Town of Carrboro, has received funding from the North Carolina Department of Transportation (NCDOT) under the federal Surface Transportation Block Grant Program-Direct Attributable (BGDA) for the construction of three projects identified in the 2021 Bicycle Plan Update: (Shelton Street Sidepath, East Poplar Avenue pedestrian lane, and 100 Block Maple Avenue Contraflow); and,

WHEREAS, local funds are required and have been designated in the Town's general fund to match the NCDOT BGDA funding award as part of the FY26 budget;

WHEREAS, the Town Council has approved and authorized the Town Manager to execute a Municipal Agreement with NCDOT to administer this federal funding to construct the three projects; and,

NOW, THEREFORE PURSUANT TO N.C.G.S 159-13.2, BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF CARRBORO THAT:

1. The Group Project to construct the Three Projects in the 2021 Bicycle Plan (Shelton Street Sidepath, East Poplar Avenue pedestrian lane, and 100 Block Maple Avenue Contraflow); Capital Improvement Project is hereby authorized to be undertaken until all project activity is completed.
2. The following revenues are anticipated to be available to the Town of Carrboro to complete the project:

Federal BDGA Funds	\$ 889,600.00
Town General Fund Unassigned Fund Balance	\$ 222,400.00
	<u>\$ 1,112,000.00</u>

3. The following amount is appropriated for this project to be expended in the following manner:

Construction	\$ 1,112,000.00
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4. Within five (5) days after this ordinance is adopted, the Town Clerk shall file a copy of this ordinance with the Finance Director and Planning Director.

This is the 16<sup>th</sup> day of September in the year 2025.

## Climate Action Pocket Questions

Title: Resolution Authorizing the Town Manager to Initiate a Municipal Agreement with NCDOT for the Bike Plan Group Project (BL-0149)

Purpose: The Town Council is asked to authorize the Town Manager to initiate a Municipal Agreement with NCDOT and to adopt a Capital Project Ordinance to construct three projects identified in the 2021 Updated Bicycle Plan: a sidepath along the southwest end of Shelton St, restriping East Poplar Avenue to create a pedestrian lane, and restriping the 100 Block Maple Avenue to create a contraflow lane.

Department: Planning, Finance

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

- a. Will REDUCE greenhouse gas emissions
- b. Will not reduce or increase greenhouse gas emissions
- c. Will INCREASE greenhouse gas emissions
- d. Not applicable

**2. Please explain.**

All of the projects will enhance the bicycle network making it easier for less confident cyclists to ride and roll in the downtown area. This reduces greenhouse gas emissions by encouraging pollution-free multimodal travel.

**3. Does this action impact:**

- a. Water quality
- b. Erosion and Surface run-off
- c. Flooding
- d. Air quality
- e. Heat islands or extreme heat
- f. Biodiversity
- g. Solid waste
- h. Hazardous waste
- i. Other
- j. This action does not impact the environment

**4. Please explain.**

The focus of the project is to provide the necessary infrastructure to allow residents, and particularly students, to be able to ride and roll to everyday

destinations, including safe access to school. This will reduce vehicle trips and improve air quality. In addition, the Shelton Street project will involve rebuilding the street to reduce stormwater run-off.

**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 will work closely with the contractor to construct the projects in a way that minimizes environmental impact and climate pollution.



## Agenda Item Abstract

**File Number:** 25-083

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**Agenda Date:** 9/16/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Special Use Permit-A Extension Request for Lloyd Farm, Phase 1 at 700 and 706 Old Fayetteville Road

**PURPOSE:** Town Council is asked to consider approving a request for a permit extension for Phase 1 of Lloyd Farm development. The existing Special Use Permit-A will otherwise expire on October 24, 2025. Town staff recommends approval of the request.

**DEPARTMENT:** Planning Department

**COUNCIL DIRECTION:**

☐ Race/Equity ☐ Climate ☒ Comprehensive Plan ☒ Other

The other box is marked for consideration of the Land Use Ordinance.

**INFORMATION:** The applicant/property owner, Harris Teeter, has requested an extension for the Special Use Permit-A (SUP-A) for Phase 1 of the Lloyd Farm development. The SUP-A is currently scheduled to expire on October 24, 2025. The request, if granted, would extend the permit until October 24, 2027.

The Town Council originally granted the Special Use Permit-A on October 22<sup>nd</sup>, 2019. Town Council subsequently has granted two permit extensions (in 2021 and 2023). If granted, this will be the third permit extension for the project. The permit allows for the construction of the Lloyd Farm, Phase 1, which includes a Harris Teeter grocery store, out buildings and related infrastructure (i.e.. roads, sidewalks etc.).

**FISCAL IMPACT:** No fiscal impacts are noted beyond the applicant paying the applicable fee associated with the extension request.

**RECOMMENDATION:** Town staff recommends that the Town Council adopt the attached resolution approving the permit extension request (Attachment A).

**A RESOLUTION APPROVING THE EXTENSION OF THE DATE ON WHICH  
THE SUP-A FOR LLOYD FARM, PHASE 1 AT 700 & 706 OLD  
FAYETTEVILLE ROAD WOULD OTHERWISE EXPIRE**

**WHEREAS**, the Town Council approved a Special Use Permit-A for the Lloyd Farm, Phase 1 at 700 & 706 Old Fayetteville Road on October 22<sup>nd</sup>, 2019; and

**WHEREAS**, the Town Council approved an extension of the Special Use Permit-A for Lloyd Farm, Phase 1 at 700 & 706 Old Fayetteville Road in 2021 and 2023, thereby creating the current permit expiration date of October 24, 2025; and

**WHEREAS**, Section 15-62(a) of the Town of Carrboro Land Use Ordinance allows for multiple extensions; and

**WHEREAS**, the Town Council finds, per Section 15-62(c) of the LUO, that: 1) the SUP-A has not expired, and 2) the permit recipient has proceeded with due diligence and good faith, and 3) conditions have not changed so substantially as to warrant a new application.

**NOW, THEREFORE BE IT RESOLVED** by the Town Council that the expiration date for the Special Use Permit-A for the Shoppes at Lloyd Farm, Phase 1 Special Use Permit-A is hereby extended to October 24, 2027.

This the 16<sup>th</sup> day of September 2025.

## STAFF REPORT

**TO:** Town Council

**DATE:** September 16, 2025

**PROJECT:** Special Use Permit-A Extension Request for Lloyd Farm, Phase 1 at 700 & 706 Old Fayetteville Road

**APPLICANT/OWNER:** Harris Teeter  
Attention: Robert Canipe  
PO Box 10100  
Matthews, NC 28106-0100

**PURPOSE:** Request for an extension of date when the Special Use Permit-A would otherwise expire for Lloyd Farm, Phase 1. This SUP-A permit expires on October 24, 2025.

**EXISTING ZONING:** B-4-CZ

**PIN:** 9778-09-7922 & 9778-19-6618

**LOCATION:** 700 & 706 Old Fayetteville Road

**TRACT SIZE:** 35.4 acres (1,542,024 square feet)

**EXISTING LAND USE:** Vacant

**PROPOSED LAND USE:** High-volume retail- use# 2.110, 2.250, Restaurant- use# 8.100, 8.200, Dry cleaner/laundromat- use# 16.200, Gas station- use# 9.300, Amphitheater- use# 6.210 etc.

**SURROUNDING LAND USES:** North: R-20, single-family residences (Plantation Acres Subdivision)  
South: B-4, commercial building (Carrboro Plaza)  
West: WR, single-family residences  
East: R-20, single-family residences (Plantation Acres Subdivision)

**RELEVANT ORDINANCE SECTIONS:** Section 15-62      Expiration of Permits

## BACKGROUND

The applicant/property owner, Harris Teeter, has requested that the date on which a previously issued Special Use Permit-A (SUP-A) that expires on October 24, 2025 be re-established to an expiration date of October 24, 2027.

The Town Council originally granted the Special Use Permit-A on October 22, 2019, and subsequently extended the permit expiration date in 2021 and 2023. The SUP-A allows for the construction of Lloyd Farm, Phase 1 including a Harris Teeter grocery store, out buildings and related infrastructure (ie. roads, sidewalks etc).

## APPLICABLE LUO PROVISIONS

Extensions to the date on which a permit would otherwise expire must be granted in accordance with Section 15-62 (Expiration of Permits) of the LUO. Specifically, please note that Section 15-62(a) of the LUO dictates that the SUP-A would expire on October 24, 2025 in this case because less than ten percent (10%) of the total cost of all construction, erection, alteration, excavation, demolition, or similar work on the development authorized by the permit has been completed on the site.

Section 15-62(c) gives the permit-issuing authority (Town Council) the authority to grant an extension to the date on which the permit would otherwise expire. Section 15-62(c) reads as follows:

*“(c) The permit-issuing authority may extend for a period up to two years the date when a permit would otherwise expire pursuant to subsections (a) and (b) if it concludes that (i) the permit has not yet expired, (ii) the permit recipient has proceeded with due diligence and in good faith, and (iii) conditions have not changed so substantially as to warrant a new application. Successive extensions may be granted for periods up to two years upon the same findings. All such extensions may be granted without resort to the formal processes and fees required for a new permit.”*

Staff offers the following information related to the conditions outlined in Section 15-62(c):

**1. The permit has not yet expired.**

COMPLIANCE: *No, the permit has not expired. The permit is set to expire on October 24, 2025.*

**2. The permit recipient has proceeded with due diligence and in good faith.**

COMPLIANCE: *Yes, the permit recipient has proceeded with due diligence and in good faith. Please see the attached letter from the applicant, Harris Teeter.*

**3. Conditions have not changed so substantially as to warrant a new application.**

COMPLIANCE: *Yes, it is true that conditions have not changed so substantially as to warrant a new application. No changes to the property have taken place since the permit was originally approved.*

**RECOMMENDATION**

Town Staff recommends that the Town Council adopt the attached resolution approving the permit extension request. The new expiration date for the permit would be October 24, 2027.





August 27, 2025

Marty Roupe

Development Review Administrator

Town of Carrboro

301 W Main Street

Carrboro, NC 27510

Re: Lloyd Farm Development

700 & 706 Old Fayetteville Road

Dear Marty:

This letter serves as a request for a two-year extension of the Special Use Permit-A for the above referenced project.

After the initial approval of the Special Use Permit-A in October 2019, the property was purchased from the Lloyd Estate and individual family members in early 2020. An extension to the Special Use Permit-A was granted on October 2023. Harris Teeter Properties LLC is proceeding with the development of the project and continues to work to value engineer and optimize the development in an effort to offset increasing construction costs and interest rates. These market conditions have resulted in delays in the project.

While we continue to work towards a construction start, it is clear that we will not have final construction permits in place and enough construction progress to meet the Special Use Permit-A requirements of October 2025. A two-year extension will allow us time to work through this process and deliver a successful project.

Thank you for your consideration and please don't hesitate to reach out should you have any questions.

Sincerely,

Robert Canipe (Aug 27, 2025 18:11:23 EDT)

Robert Canipe

Carrboro Retail, LLC



## Agenda Item Abstract

**File Number:** 25-084

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**Agenda Date:** 9/16/2025

**File Type:** Consent Agenda

**In Control:** Town Council

**Version:** 1

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Request-to-Set a Public Hearing for the Carrboro Downtown Area Plan

**PURPOSE:** The Town Council is asked to set a public hearing 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. A resolution setting a public hearing for October 21, 2025, has been provided.

**DEPARTMENT:** Planning and the Manager's Office

**COUNCIL DIRECTION:**

☒ Race/Equity ☒ Climate ☒ Comprehensive Plan ☐ Other

Setting a public hearing for consideration of the adoption of the Downtown Area Plan follows the same procedure as the Carrboro Connects Comprehensive Plan. It provides a final opportunity for recommendations from advisory boards and commissions and an opportunity for public comments from the community. The Short REAL for Small Area Plans and the responses to the Climate Action pocket questions will be provided with the public hearing materials.

**INFORMATION:** Freese & Nichols, Inc. (FNI) has been developing a Downtown Area Plan as directed by the Carrboro Connects Comprehensive Plan. The scope of the project is to refine goals of the comprehensive plan specifically related to the downtown area, direct future implementation, and inform other work such as the development of the new Carrboro UDO.

Outreach activities incorporated a variety of strategies to collect feedback from the community. The draft plan includes an overview of outreach (pp. 102-118 of *Attachment B*). A detailed summary of engagement to-date in May 2025 was provided to the Town Council for the work session (May 13, 2025 - Agenda Item 25-017).

After direction from the Town Council for strategic engagement with community members of color, staff and the consultant team led a series of events this summer to garner more feedback. Questions from the community as to how the plan will be used and lack of clarity on the relationship between the vision and the representative renderings, as well as comments from the Town Council in May prompted FNI to make contextual edits to the plan. Comments and summaries from these events are provided as an appendix to the plan and will be included as a separate attachment for the public hearing.

Attachments to this item include a resolution to set a public hearing (*Attachment A*), and the draft plan (*Attachment B*). The draft plan is largely the same as what was presented at the work session with the addition of the implementation chapter which has since been completed. The draft plan will be updated after the advisory boards complete their respective reviews to incorporate final changes before the public hearing. The public

hearing draft will be posted on the project website prior to the hearing.

**FISCAL IMPACT:** There is no fiscal impact relating to setting a public hearing. Costs and staff time are associated with public hearing and advisory board review.

**RECOMMENDATION:** The manager recommends that the Town Council consider the resolution (*Attachment A*) setting a public hearing for October 21, 2025, and referring the item to the Planning Board, and all other active advisory boards and commissions.

A RESOLUTION SETTING A PUBLIC HEARING FOR THE CARRBORO DOWNTOWN AREA PLAN

WHEREAS, the Carrboro Town Council seeks to implement the Carrboro Connects Comprehensive Plan Land Use and Economic Sustainability priority project for a Small Area Plan for the Downtown and Jones Ferry Road corridor, and;

WHEREAS, the consultant partner, Freese and Nichols, Inc., has prepared a draft plan after a year of community outreach and engagement, collaboration with Town staff and advisory boards and commissions, and stakeholders, and;

WHEREAS, the Carrboro Town Council seeks to provide ample opportunities for the public to comment on the opportunities for growth in and the future of the downtown area.

NOW, THEREFORE BE IT RESOLVED that the Town Council sets a public hearing on October 21, 2025, to receive public comment and consider adopting the Carrboro Downtown Area Plan.

BE IT FURTHER RESOLVED that the draft plan is referred to the Town of Carrboro Planning Board for consideration and recommendation prior to the specified public hearing date.

BE IT FURTHER RESOLVED that the draft ordinance is also referred to the following Town of Carrboro advisory boards and commissions.

- |                                                                                                |                                                                                    |
|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| <input checked="" type="checkbox"/> Transportation, Mobility and Greenways Advisory Commission | <input checked="" type="checkbox"/> Recreation and Parks Commission                |
| <input checked="" type="checkbox"/> Climate and Environmental Advisory Commission              | <input checked="" type="checkbox"/> Stormwater Advisory Commission                 |
| <input checked="" type="checkbox"/> Economic Sustainability Commission                         | <input checked="" type="checkbox"/> Housing and Human Services Advisory Commission |
| <input checked="" type="checkbox"/> Race & Equity Commission                                   |                                                                                    |

This is the 16<sup>th</sup> day of September in the year 2025.





# *Introduction*

DRAFT







# 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.

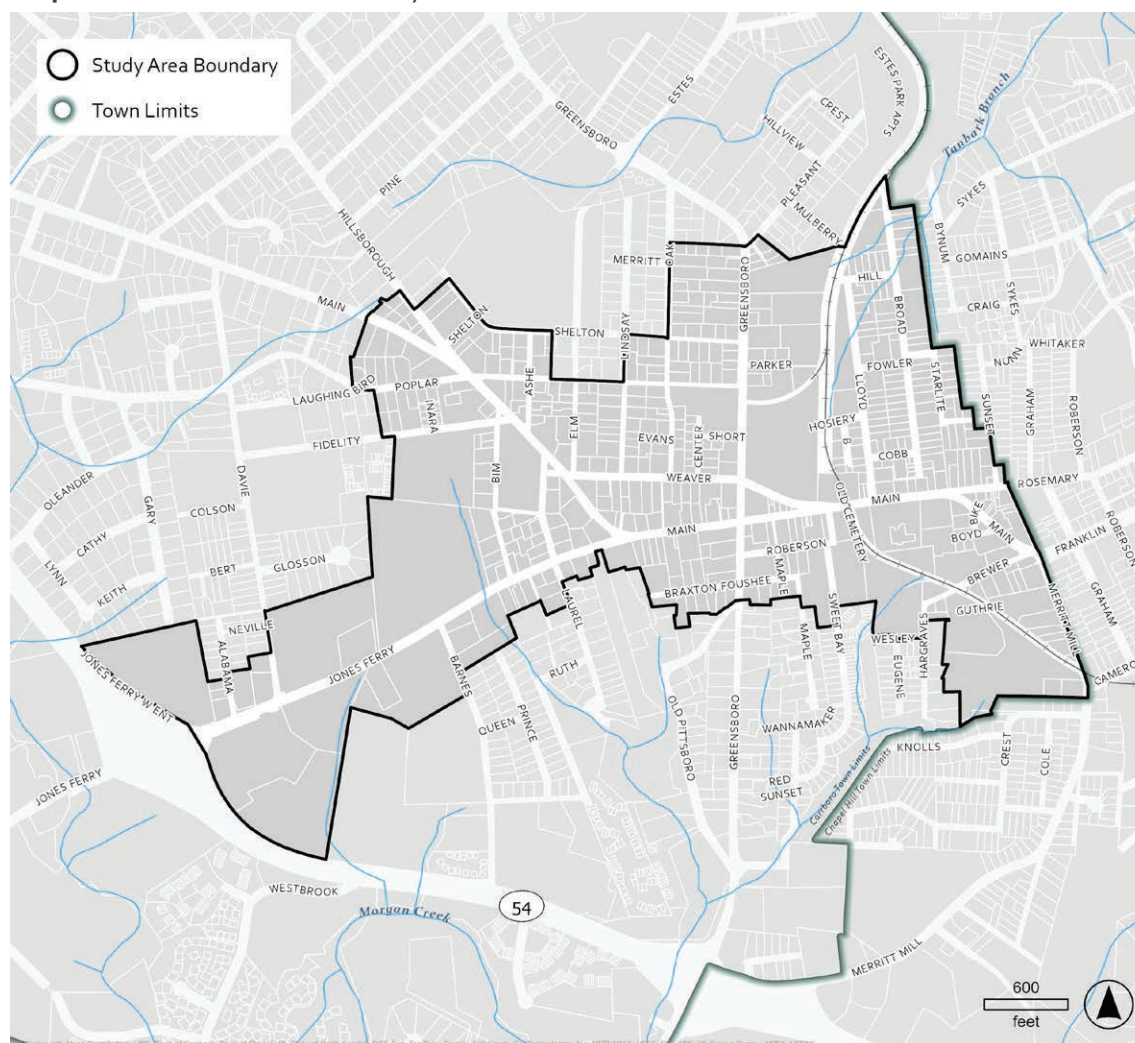


# STUDY AREA

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 strategies and considerations 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 will be summarized in the final draft of the plan.



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.

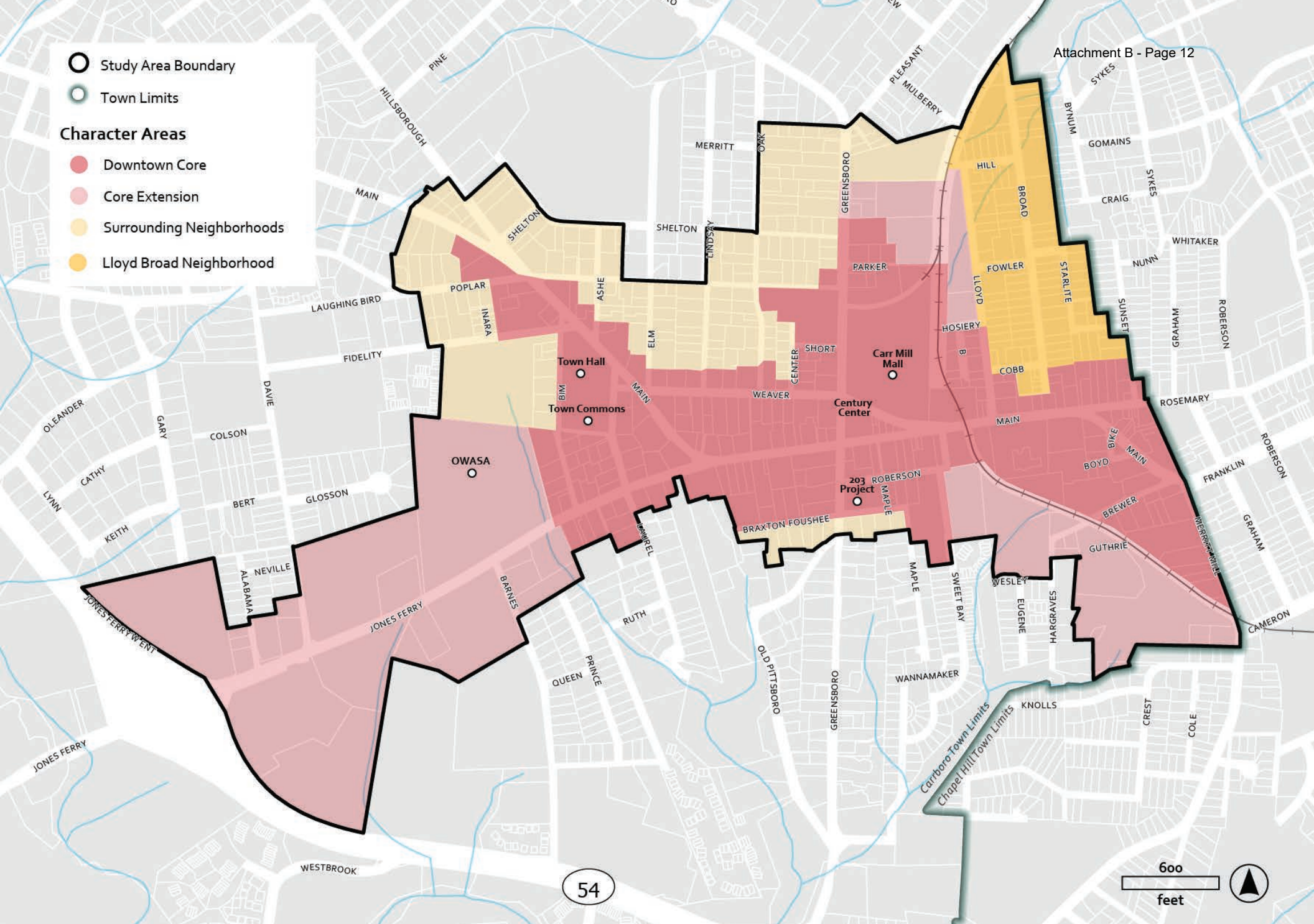
Because of the proximity of character areas and the relatively small size of the downtown, context and the need for a transition from one character area to another are important. For example, a prominent building that is more appropriate in the center of the Downtown Core, may not be appropriate at the 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.





- Study Area Boundary
  - Town Limits
- Character Areas**
- Downtown Core
  - Core Extension
  - Surrounding Neighborhoods
  - Lloyd Broad Neighborhood



Map 2. Character Areas



## 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

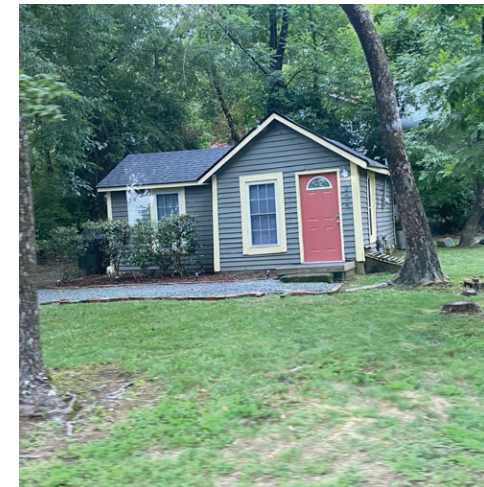
### EXISTING CONDITIONS

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, 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







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.



A	Multi-purpose pavilion
B	Accessible seating/gathering areas
C	Flexible event space
D	Splash pad/plaza
E	Ornamental native plantings with educational signage
F	Preserved large shade trees
G	Rain garden between the street and sidewalk
H	Bicycle parking
I	Engaging public art (e.g., musical, moving)
J	Interactive play area
K	Wide sidewalks for enhanced pedestrian connectivity
L	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.

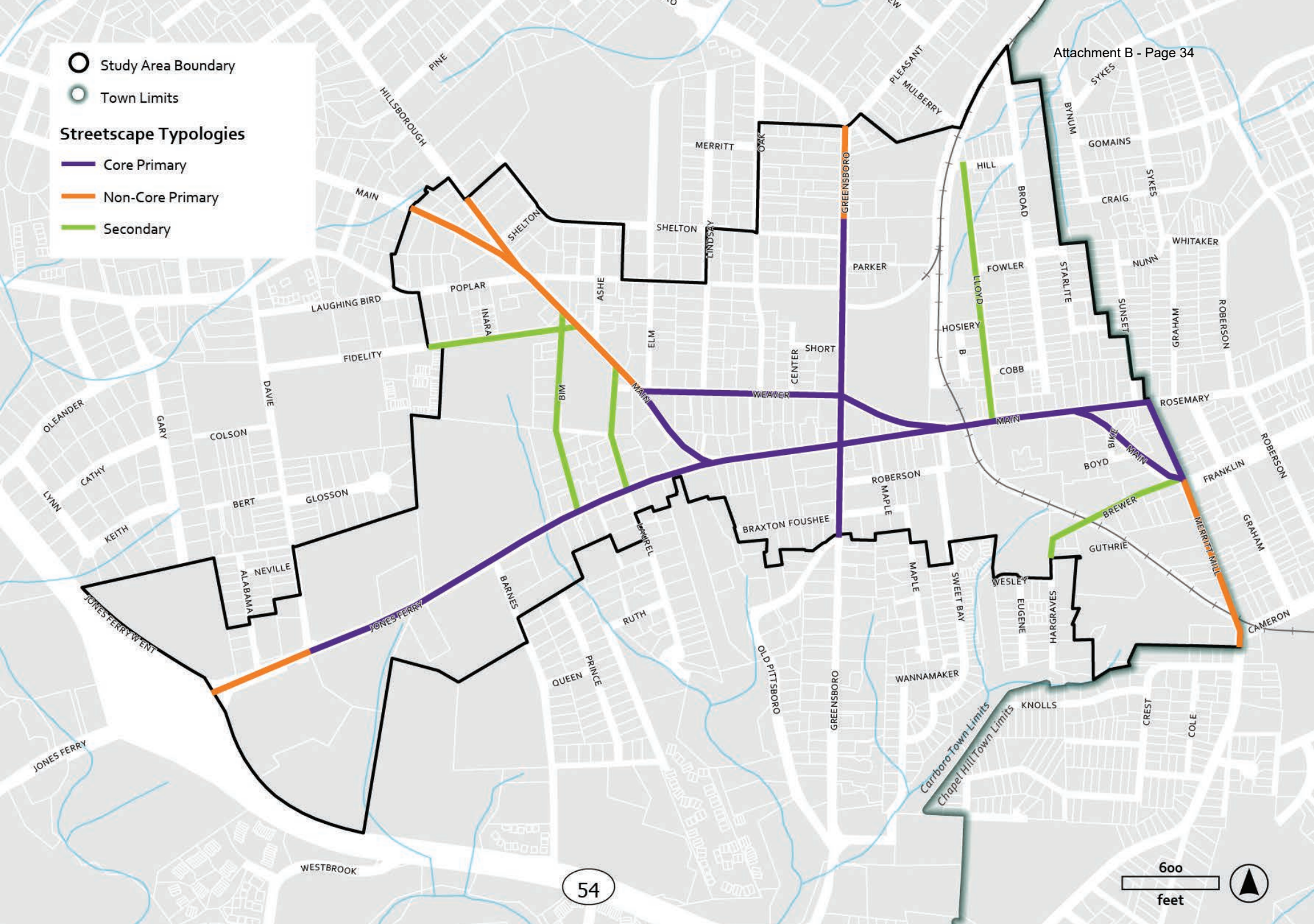
The remaining streets, which are mainly local neighborhood streets, are diverse and have a variety of characteristics, and will be discussed in a separate section with more generalized recommendations. In addition, Roberson Street has unique recommendations and will be discussed in its own section.

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.



Map 3. Streetscape Typologies



## 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



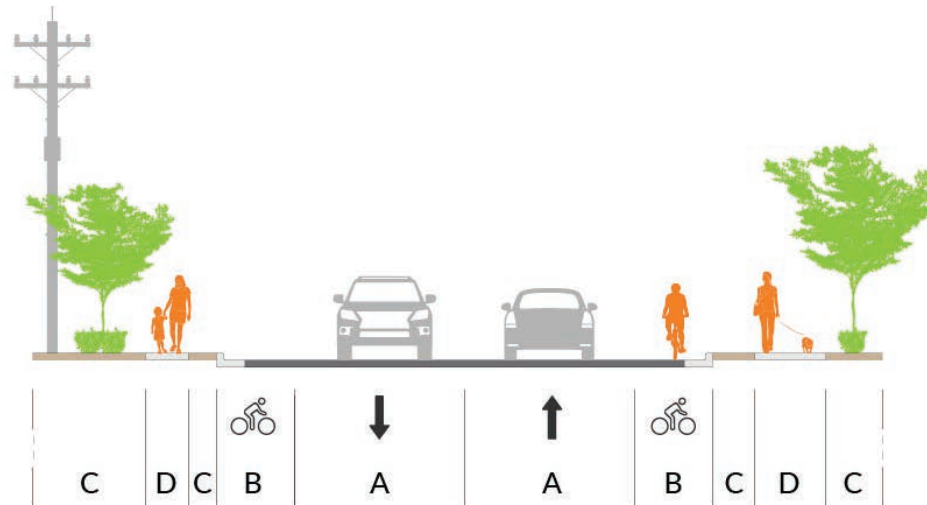
## EXAMPLE: NORTH GREENSBORO STREET

### 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



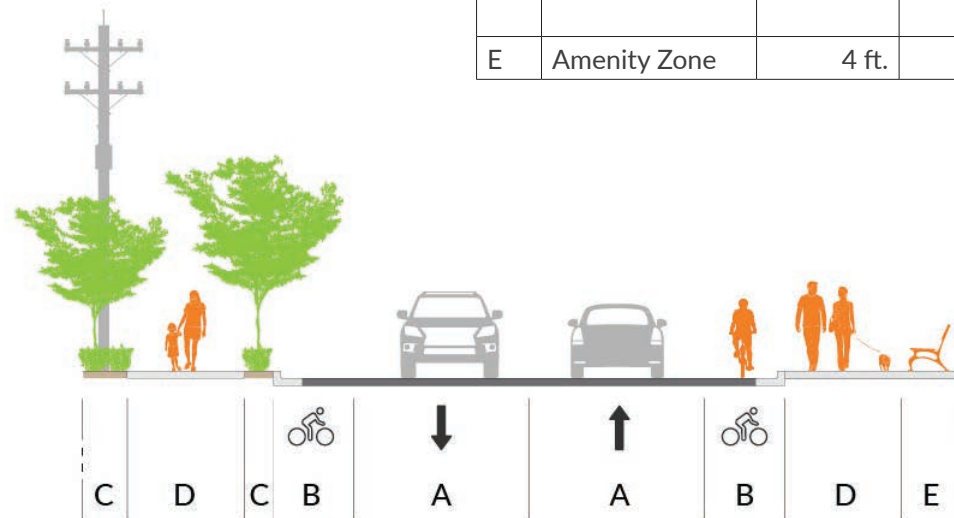
North Greensboro Street south of Parker Street

## 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	12 ft.	Asphalt
B	Bike Lane	5.5 ft.	Asphalt
C	Planting Strip	2-3 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)

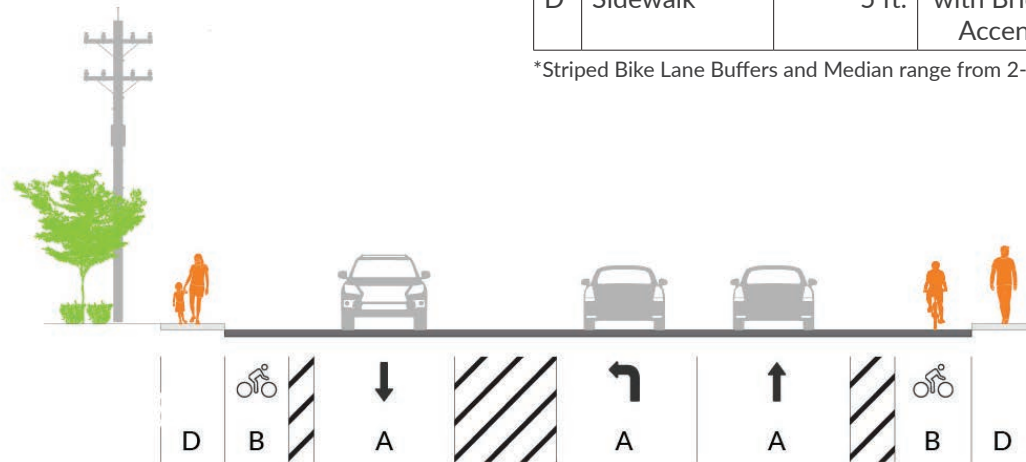
### EXISTING CROSS-SECTION

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.

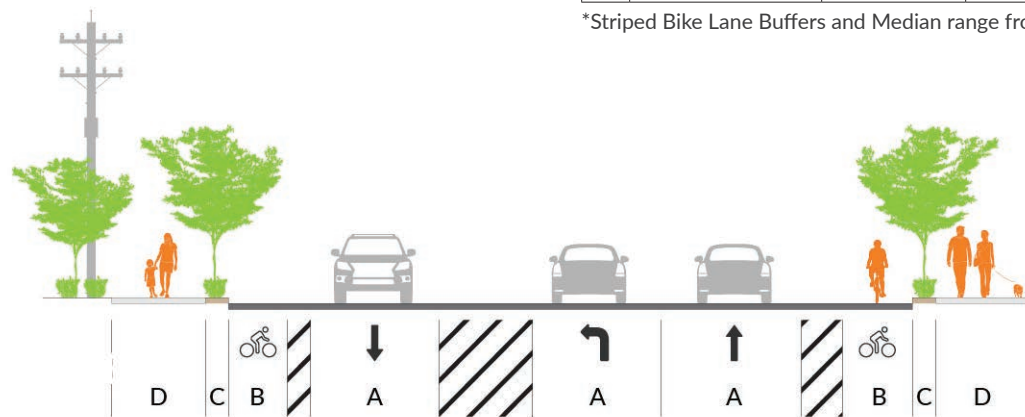
The potential cross-section for Jones Ferry Road as a Core Primary streetscape could include the following enhancements:

- 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>

<sup>1</sup> Provision of physical barriers depends on the width of the buffer and the frequency of driveways and bus pull-outs on the street segment.



<b>Buildings<sup>2</sup></b>	<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>
<b>Plants and Landscaping</b>	<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*



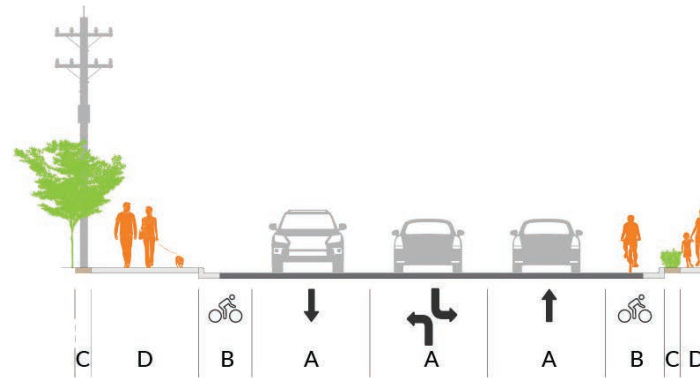
*This parking-protected bike lane in Tampa, FL was installed as part of Tampa's QuickBuild program*

## 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.



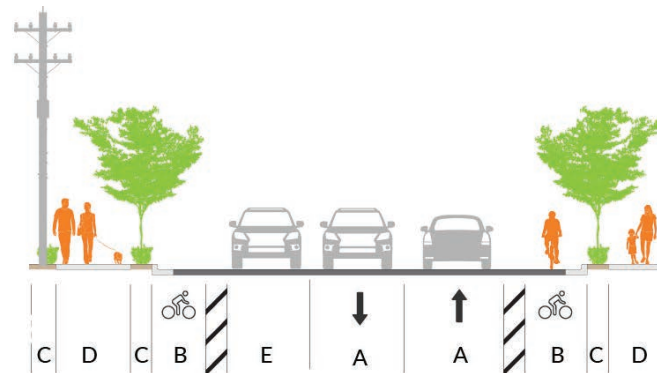
West Main Street (south of Poplar Avenue) Existing Cross-section

Element		Size	Material
A	Drive Lane/ Turn Lane	11 ft.	Asphalt
B	Bike Lane	5 ft.	Asphalt
C	Planting Strip/ Utilities	1.5 ft.	Native Vegetation
D	Sidewalk	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	Drive Lane	10 ft.	Asphalt
B	Bike Lane	5 ft.	Asphalt
C	Planting Strip/ Utilities	1.5-3 ft.	Native Vegetation
D	Sidewalk	6 ft.	Concrete with Brick Accents
E	Parking	7 ft.	Asphalt

\*Bike Lane Buffer is 2 ft.



West Main Street south of Poplar Avenue



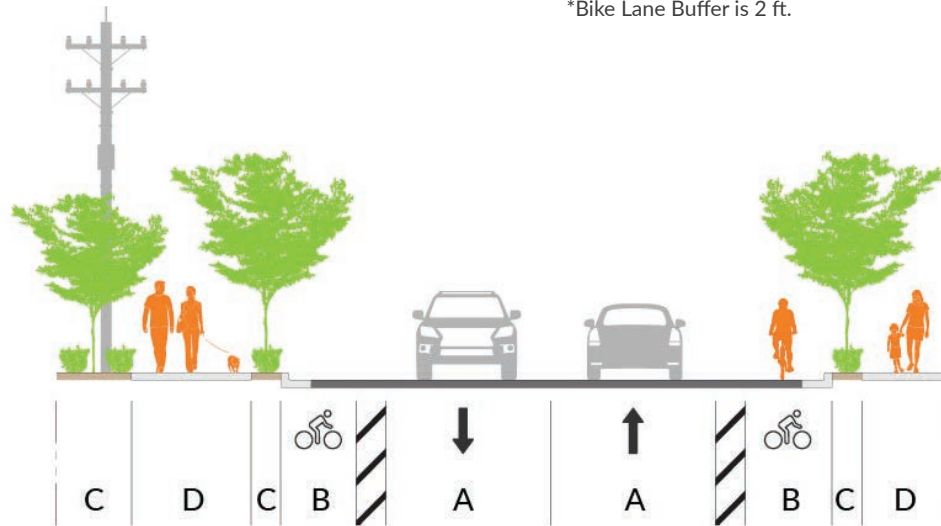
## POTENTIAL CROSS-SECTION - OPTION 2

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.	Native Vegetation
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>

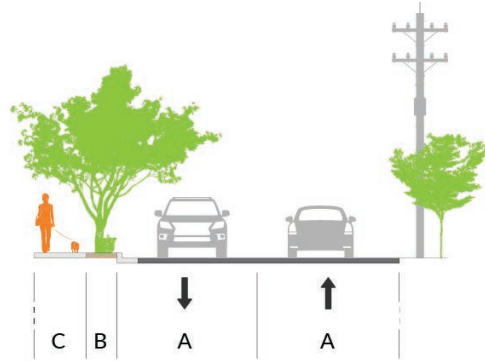


## EXAMPLE: BREWER LANE

### 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.



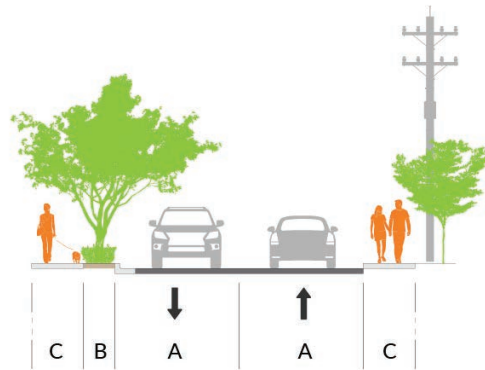
Brewer Lane Existing Cross-section

	Element	Size	Material
A	Drive Lane	13.5 ft. - 13.7 ft.	Asphalt
B	Planting Strip	3 ft.	Native Vegetation
C	Sidewalk	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 lanes 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. 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	Drive Lane	13.5 ft. - 13.7 ft.	Asphalt
B	Planting Strip	3 ft.	Native Vegetation
C	Sidewalk	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*



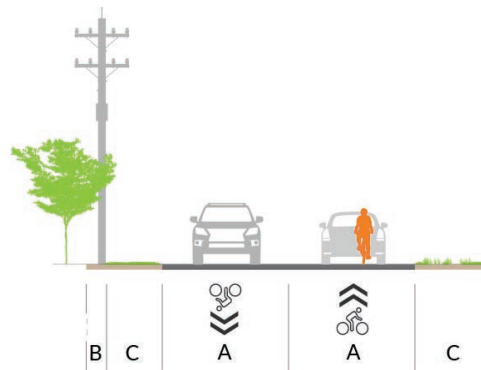
*The ArtsCenter, Libba Cotten Bikeway, and art crosswalk on Roberson Street*



## 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 sharrows.
- No sidewalks.



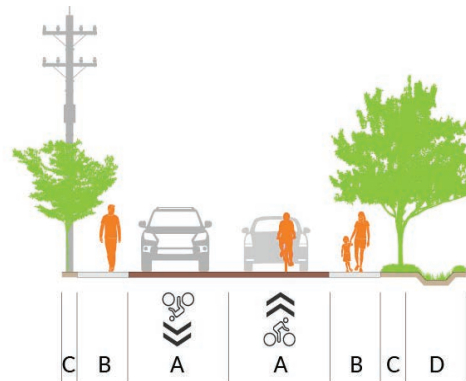
Roberson Street Existing Cross-section

	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*

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# INTRODUCTION

The Implementation chapter includes the action plan, followed by metrics that can be used to monitor the progress of Plan implementation over time. The action plan includes recommended initiatives and actions the Town should consider to achieve the goals of the Downtown Area Plan as well as the goals the Carrboro Connects Comprehensive Plan.

## 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



## ACTION PLAN

The action plan is organized into three categories. Recommended actions include program creation, policy and regulatory approaches, designing improvements, and construction projects to help propel the downtown area toward the community's desired vision for the future. These actions 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 three categories include:

- Built environment actions
- Operational and programming actions
- Policy and regulatory actions

The action plan for each category includes the recommended action, the Carrboro Connects and Downtown Area Plan goal(s) it supports, 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), and an overall anticipated magnitude of cost. The Town will need to develop project designs in order to determine more specific cost estimates and align with funding sources. Several of the recommended actions will be funded and implemented as a joint effort between the Town and private developers.

*Actions are not listed in a prioritized order.*

## POTENTIAL FUNDING SOURCES

### GENERAL FUNDS

Set aside funds within the general fund specifically to use for projects within neighborhoods.

### LOW INTEREST LOANS/SUBORDINATION

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

Bonds are debt securities issued by the Town to fund projects. In this case, funds could be used to fund capital projects. 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, which the MSD uses for additional services such as marketing, landscaping, lighting, street cleaning and recreational improvements.

### INCENTIVES FOR SMALL BUSINESS OWNERS

Small business owners promote the local economy by providing local goods and services and creating a sense of place. Incentives may be small business loans, technical assistance and/or expedited permitting.

## COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG) SECTION 108 LOAN DEBT PROGRAM

The Department of Housing and Urban Development (HUD) provides CDBG funds through the Section 108 Loan Guarantee Program. The program provides financing for economic development, housing rehabilitation, public facilities, and other physical development projects. Project costs can be spread over time and borrowers can take advantage of lower interest rates. Loans are typically large enough to pursue physical and economic revitalization projects capable of revitalizing entire neighborhoods.

### TRANSPORTATION GRANTS

Many grants and funding opportunities exist for transportation projects that may be from federal or state sources. 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, demolition, and historic facades, etc.

# ACTION PLAN

## BUILT ENVIRONMENT ACTIONS

The built environment will provide the most visual impact on downtown area users. These actions include recommendations such as streetscape enhancements, public gathering spaces, branding and signage improvements, among others. Through these actions, the Town can create 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 Actions

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
BE-1	<b>Commission Custom Pole Banners</b> The Town should commission custom pole banners using local artists/designs, emphasizing Carrboro's history, arts and culture.	3 4	  	◆				\$
BE-2	<b>Accent Lighting Throughout</b> Add and/or enhance accent lighting to public buildings in the study area, including Town Hall, 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.	3 4 5	  	◆				\$
BE-3	<b>Primary Corridor Decorative Crosswalks</b> Install decorative crosswalks on primary streetscape corridors, including creative crosswalks in select locations, to enhance pedestrian safety and celebrate arts and culture.	3 4	  	◆				\$

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 Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
BE-4	<b>Implement Wayfinding Program</b> Install uniquely branded wayfinding signage, as previously designed, at both a vehicular and pedestrian scale, to direct people to and within the downtown area. Vehicular signage should target locations of public parking areas and point to public destinations like Town Hall, Century Center, Drakeford Library Complex, Carrboro Town Commons and similar locations.	1 3 4		◆				\$\$
BE-5	<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.	1 3 4		◆				\$\$
BE-6	<b>E. Weaver Street</b> Implement recommendations from the evaluation of enhancing pedestrian use of E. Weaver Street through a modification of the road design (and potential of eliminating vehicular traffic).	1 3 4			◆			\$\$\$\$
BE-7	<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. 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).	1 3 4			◆			\$\$\$

**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 Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
BE-8	<b>Parking Lot Beautification</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.	1 3 4			◆			\$\$
BE-9	<b>Downtown Gateways</b> 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.	3 4			◆			\$\$
BE-10	<b>Bus Stop Improvements</b> Work with Chapel Hill Transit to design and install unique downtown area bus stop improvements for enhanced user comfort and safety, as well as specialized branding and integration of public art.	1 3 4			◆			\$\$\$
BE-11	<b>Expand WiFi to Cover Downtown Area</b> Expand public WiFi within the downtown core and public spaces within the entire downtown area to allow for equitable technology access and comfortable visitor experiences.	2 4 5			◆			\$
BE-12	<b>Communal Stormwater Control Measure</b> Establish locations and install communal stormwater control measures 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.	1 2 4			◆			\$\$

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 Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
BE-13	<b>Comprehensive Streetscape Enhancements</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. 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. To the extent possible, all streets should incorporate street tree plantings, interactive art, seating, native plantings, rain gardens, narrowed travel lanes to increase the space available for non-motorized transportation, and appropriate lighting, in addition to reducing the number of curb cuts to create a comfortable street environment for all users. This may require working with private property owners to obtain easements for sidewalk expansions.	1 3 4			◆		◆	\$\$\$\$
BE-14	<b>Stream Restoration</b> Implement a stream restoration program to repair existing riparian areas and habitats in the downtown area.	1				◆		\$\$\$
BE-15	<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. Also, when opportunities arise, work to have overhead utility lines installed underground to reduce visual clutter, remove poles, and provide opportunities to incorporate shade trees.	1 3				◆		\$-\$\$\$\$

Downtown  
Area Plan

1

Climate Resilience

2

Housing Choice

3

Improved Mobility

4

Economic Sustainability

5

Architectural Compatibility

Carrboro  
ConnectsAffordable  
HousingClimate &  
EnvironmentTransportation &  
MobilityGreen Stormwater  
Infrastructure, Energy & WaterEconomic  
SustainabilityRecreation, Parks &  
Culture









Land Use

Public Services &  
Communication






## OPERATIONAL & PROGRAMMING ACTIONS

Operational and programming actions 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 Actions

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
OP-1	<b>Volunteer Networks</b> Build out volunteer networks to assist with plantings, beautification efforts, art installations and other aspects of this Plan. This will allow some tasks to be divided between volunteers rather than relying entirely on staff support to accomplish programs.			◆			◆	\$
OP-2	<b>Increase Promotion of Downtown</b> Develop new promotion strategies annually, evaluating past strategies to continue successful promotions and discontinuing less successful ones.			◆			◆	\$
OP-3	<b>Strengthen and Celebrate Supporters</b> Strengthen and celebrate partnerships and sponsors through events and programming such as annual dinners, promotions and support for other organizations.			◆			◆	\$
OP-4	<b>Downtown Action Plan</b> Develop and publish an annual action plan for the Downtown Area Plan, listing implementation steps/ actions anticipated for the coming year and identifying those that have been completed over the past year. Publish status updates regularly.			◆			◆	\$

### Downtown Area Plan

 Climate Resilience  Housing Choice  Improved Mobility  Economic Sustainability  Architectural Compatibility

### Carrboro Connects























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Figure 8. Operational &amp; Programming Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
OP-5	<b>Regularly Develop, Assess and Update Downtown Events</b> Assess downtown area events, including surveys of stakeholders regarding impact to sales; identifying the best organizations to lead each event; the purpose/intent of the events; and if events that serve the entire Town population are being held.	4	 	◆			◆	\$
OP-6	<b>Arbor Day and Earth Day Tree Planting Events</b> Increase tree canopy coverage by providing free trees to residents and property owners and having a group of volunteers to plant the trees and provide care instructions.	1 3 4	     	◆			◆	\$
OP-7	<b>Enhance Public and Mural Arts Program Including Rotating Displays</b> Expand the Arts Committee role to establish a program for enhancing 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.	1 3 4 5	     	◆			◆	\$\$

Downtown  
Area Plan

1

Climate Resilience

2

Housing Choice

3

Improved Mobility

4

Economic Sustainability

5

















Architectural Compatibility

Carrboro  
ConnectsAffordable  
HousingClimate &  
EnvironmentTransportation &  
MobilityGreen Stormwater  
Infrastructure, Energy & WaterEconomic  
SustainabilityRecreation, Parks &  
Culture

Land Use

Public Services &  
Communication

Figure 8. Operational &amp; Programming Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
OP-8	<b>Seed Species Diversity Program</b> Partner with local organizations to provide free native plants or seeds to local residents and property owners to encourage species diversity in the study area. Considering creating “Little Free Seed Libraries” or something similar to assist with seed distribution.	1 3	   	◆			◆	\$
OP-9	<b>Partner With Schools</b> Support joint activities with the schools, such as a walking school bus, regular walk/bike days with Town police assistance for traffic control, and incorporation of educational or fun elements along sidewalks to the local schools (butterfly plantings, sidewalk painting, etc.).	1 3	   	◆			◆	\$
OP-10	<b>Evaluate Property Redevelopment Opportunities</b> Work with property owners who own larger parcels in the study area to envision property redevelopment opportunities and support the transition into new development that includes affordable housing and affordable and diversified commercial spaces.	1 2 3 4 5	       	◆			◆	\$

Downtown  
Area Plan

1

Climate Resilience

2

Housing Choice

3

Improved Mobility

4

Economic Sustainability

5

Architectural Compatibility
























Carrboro  
ConnectsAffordable  
HousingClimate &  
EnvironmentTransportation &  
MobilityGreen Stormwater  
Infrastructure, Energy & WaterEconomic  
SustainabilityRecreation, Parks &  
Culture

Land Use

Public Services &  
Communication



Figure 8. Operational &amp; Programming Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
OP-11	<b>Interim Pedestrian Improvement Program</b> 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. This also allows improvement strategies to be “tested” prior to more costly permanent installation.	1 3 4	            	◆				\$
OP-12	<b>Increase Downtown Staffing Resources</b> Increase staffing resources to effectively implement this Plan and other Town goals for the downtown area. Consistent with other direction in this Plan regarding partnerships, the Town can begin with an internship program working with UNC Chapel Hill. Increased staffing should support business management, marketing, communication, communication design, entrepreneurship and economics.	4	    		◆		◆	\$\$
OP-13	<b>Shared Internship Program</b> Create a joint/shared internship program with individual businesses leveraging relationships with UNC Chapel Hill students. This provides beneficial support for businesses and opportunities for emerging professionals to develop practical skills. It also strengthens the relationship between Carrboro and UNC Chapel Hill.	4	    		◆		◆	\$\$

**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 8. Operational &amp; Programming Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
OP-14	<b>Expand Current Walking Tours</b> Expand the Town's current 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.				◆			\$
OP-15	<b>Develop Regular Business Outreach, Enrichment and Networking</b> Establish quarterly downtown business meetings to include engaging speakers and seek feedback. Consider inviting people thinking about opening businesses in downtown so they can develop relationships and resources. Some potential topics to begin this effort may include: <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>				◆		◆	\$

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 8. Operational &amp; Programming Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
OP-16	<b>Downtown Business Relocation Assistance</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.	4	   		◆		◆	\$\$\$\$
OP-17	<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.	4 5	   			◆	◆	\$\$\$\$

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

## POLICY & REGULATORY ACTIONS

Policy and regulatory actions 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.

**Figure 9.** Policy & Regulatory Actions

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
PR-1	<p><b>Update the Unified Development Ordinance (UDO)</b></p> <p>As part of the ongoing UDO project, the Town should include provisions that support the goals of this Plan including:</p> <ul style="list-style-type: none"> <li>Not allowing new surface parking lots in the downtown area</li> <li>Requiring parking to be behind buildings</li> <li>Increasing sidewalk widths along roadways</li> <li>Incorporating active open spaces into all private development which interfaces with the public realm</li> <li>Using LID stormwater techniques</li> <li>Requiring robust tree planting and preservation requirements</li> <li>Evaluating non-conformities to make enhancements in certain areas</li> <li>Establishing a minimum building height in the downtown area</li> <li>Requiring first floor activation in certain areas</li> <li>Enforcing restrictions that support preservation of the Mill House Neighborhood's look and feel through an overlay district</li> </ul>	<div>1 2 3</div> <div>4 5</div>	<div>     </div> <div>     </div>	◆			◆	\$

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 &amp; Regulatory Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
PR-2	<b>Downtown Activation Guidebook &amp; Implementation</b> Develop an approved activation guidebook illustrating various techniques local stakeholders can implement to support downtown activation. The Town should implement approaches to accelerate activation and build momentum, such as: <ul style="list-style-type: none"> <li>• Painted crosswalks and intersections</li> <li>• Chalked sidewalks</li> <li>• Temporary bulb-outs</li> <li>• Business planters</li> <li>• Parklets and PARKing Day</li> <li>• Movable furniture</li> <li>• Recreation programming</li> </ul>	<div>1 3</div> <div>4 5</div>		◆				\$
PR-3	<b>Mobile Food and Retail Vendors</b> Update mobile food vendor regulations to support increased activity, encourage experimentation, and achieve a predictable regulatory environment. Expand its application to mobile retail and personal services.	<div>1</div> <div>4</div>		◆				\$
PR-4	<b>Create Social District</b> Establish a social district for outdoor open alcohol containers in the downtown area. This supports existing restaurants and creates an active, exciting atmosphere similar to special events as part of a normal practice.	<div>4</div>		◆				\$

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 &amp; Regulatory Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
PR-5	<b>Parking Lot Joint Agreements</b> Proactively reach out to parking lot property owners to enhance the properties through a joint agreement for adding landscaping, LID stormwater techniques, and joint-use agreements for public parking. The agreements can include provisions for the Town to make the improvements if the property owner maintains them.	1 2 3 4		◆				\$
PR-6	<b>Public/Private Tree Ordinance Adoption</b> Increase tree canopy coverage throughout the downtown area on public and private property, with a specific focus on the Jones Ferry Road corridor.	1 3 4		◆				\$
PR-7	<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 design standards for elements such as street furniture, lights, planting palette and typical sidewalk treatments. Primary and secondary streetscape corridors should include tiered levels of enhancement and investment, with primary corridors having the highest level and secondary corridors having a stepped-down level of improvements. Conceptual approaches are contained in this Plan, and the first streetscape or public space project should include the establishment of these guidelines.	1 2 3 4 5		◆				\$

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 &amp; Regulatory Actions (cont.)

Ref. #	Action Items	Goals Supported		Initiation Time Frame (Yrs)				Planning Level Estimated Project Budget
		Downtown Area Plan	Carrboro Connects	1-3	4-6	7-10+	Ongoing	
PR-8	<b>Lloyd Broad Neighborhood Improvements</b> Continue supporting the Lloyd Broad Neighborhood with beautification efforts, 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).	1 2 3 5		◆			◆	\$\$\$
PR-9	<b>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.	1 2 3 4 5			◆			\$
PR-10	<b>Create Land Bank Program</b> Create a land bank program to purchase, hold and sell property for economic development to encourage businesses that support everyday needs.	1 2 3 4 5			◆			\$\$\$\$
PR-11	<b>Create a Municipal Service District (MSD)</b> Establishing a MSD creates a recurring revenue source to help with staffing, marketing and built environment improvements in the downtown area.	1 2 3 4 5				◆		\$\$

**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

# METRICS & REPORTING

The previous action items and metrics below 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 action items 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 the following table. On an annual basis, metrics should be tracked and the results consolidated in a report prepared for Town Council.

**Figure 10.** Downtown Area Metrics

Metric (within study area)	Source	Desired Trend
Number of small businesses		Up
Number of minority-owned businesses		Up
Average cost per square foot of commercial space		Static
Overall residential density		Up
Number of affordable housing units		Up
Miles of constructed bike lanes		Up
Number of vehicular/pedestrian crashes		Down
Linear feet of sidewalk		Up
Square footage of impervious cover		Down
Percentage of tree canopy		Up
Number of public art installations		Up



Figure 10. Downtown Area Metrics (cont.)



Metric (within study area)	Source	Desired Trend
Number of community events		Up
Square feet of green infrastructure installations		Up
Number of green energy installations (e.g., solar panels, geothermal)		Up
Number of buildings using green building techniques (e.g., LEED)		Up
Number of commercial building permits for new development, expansion and rehabilitation of existing spaces		Up







# Background Analysis

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# 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.

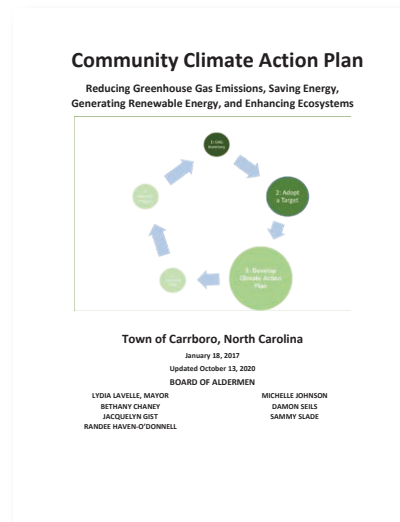


## COMMUNITY CLIMATE ACTION PLAN (2020 UPDATE)

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:

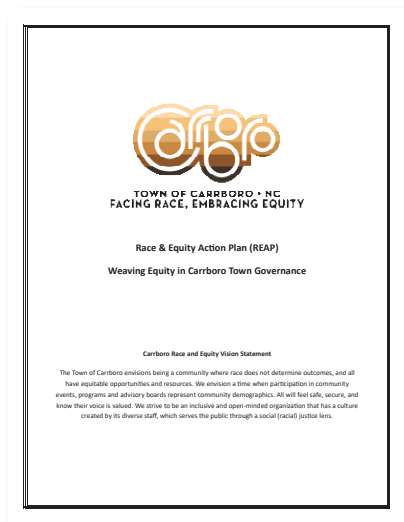
- Reduce community-wide emissions by 80% by 2030 by encouraging more efficient buildings and bringing older buildings up to code.
- Enhance existing transit service to ensure a more comprehensive system and provide better access to downtown from all parts of Carrboro.
- Establish GoTriangle carpool/vanpool 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:

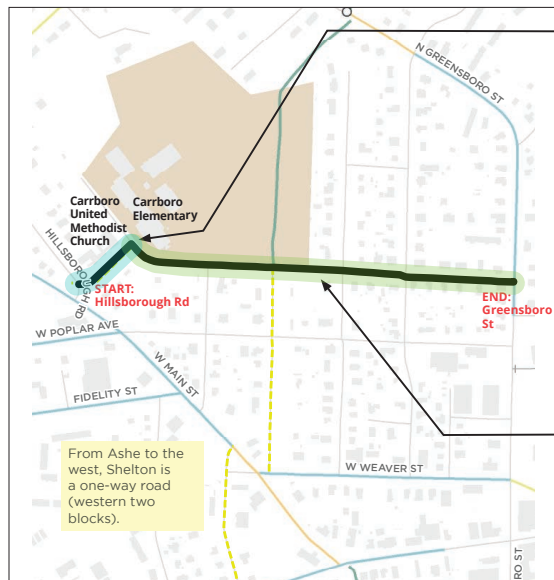
- Continue leading using the GARE Model of Change Approach – visualize, normalize, organize and operationalize.
- Educate Carrboro Town employees and residents about the importance of advancing racial equity.
- Serve as a change agent and a resource to identifying and removing structural bias and inequities 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.

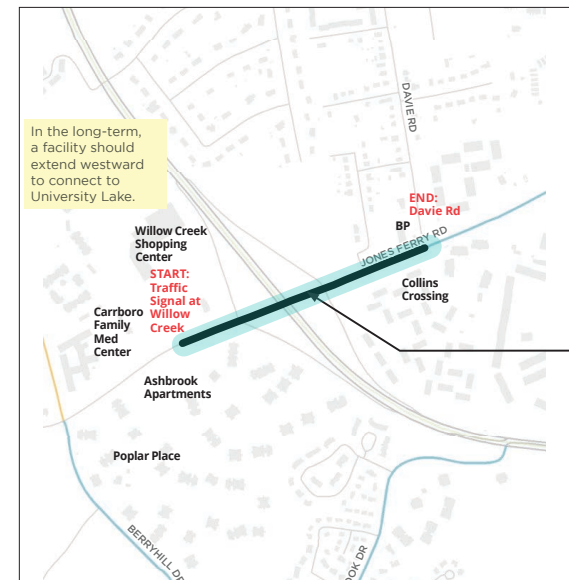
- **Shelton Street Contraflow Lane** – The introduction of a contraflow bike lane on Shelton Street between Hillsborough Road and Greensboro Street. The design of this project has now been funded by the Regional Flexible Fund.
- **West Main Street Bike Lane and Intersection Improvements** – This includes 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.

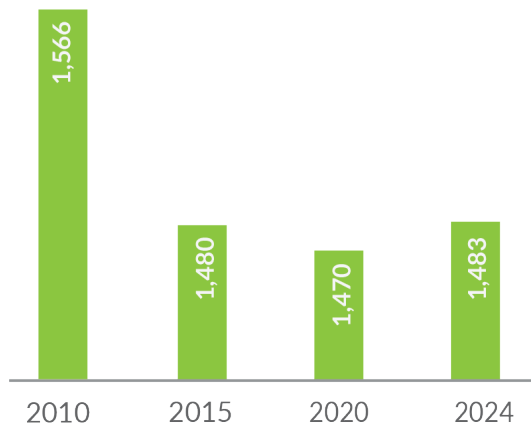
The boundaries of the study area do not align with standard geographies such as town limits, census tracts, or block groups established by the U.S. Census. Due to this difference, some of the analyses presented in this section rely on data by the block groups that are fully or partially located within 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.

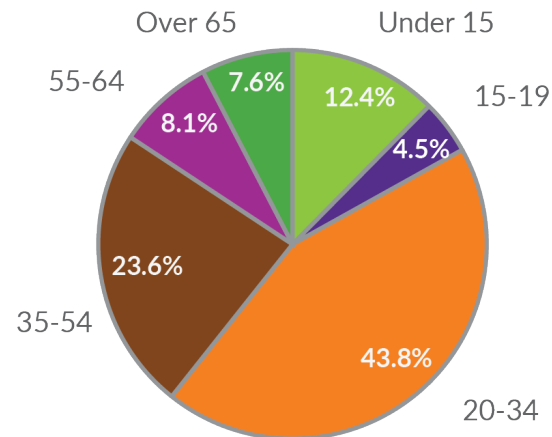
**Figure 1.** Downtown Population Change



## AGE

In 2024, more than half the population in the downtown area was between 20 and 54 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.

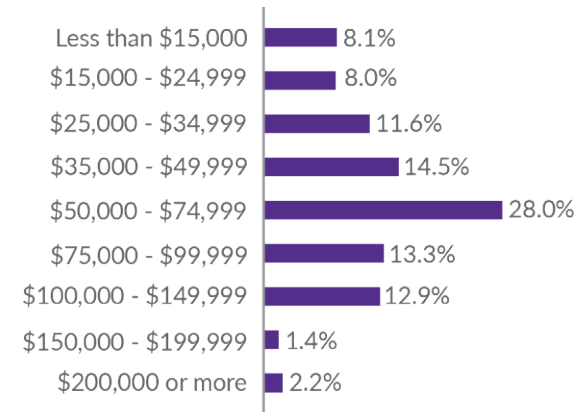
**Figure 2.** Downtown Age Distribution



## 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 3.** 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.



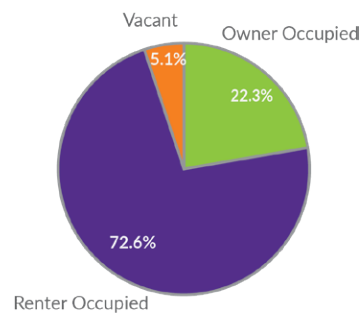
## HOUSING

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.

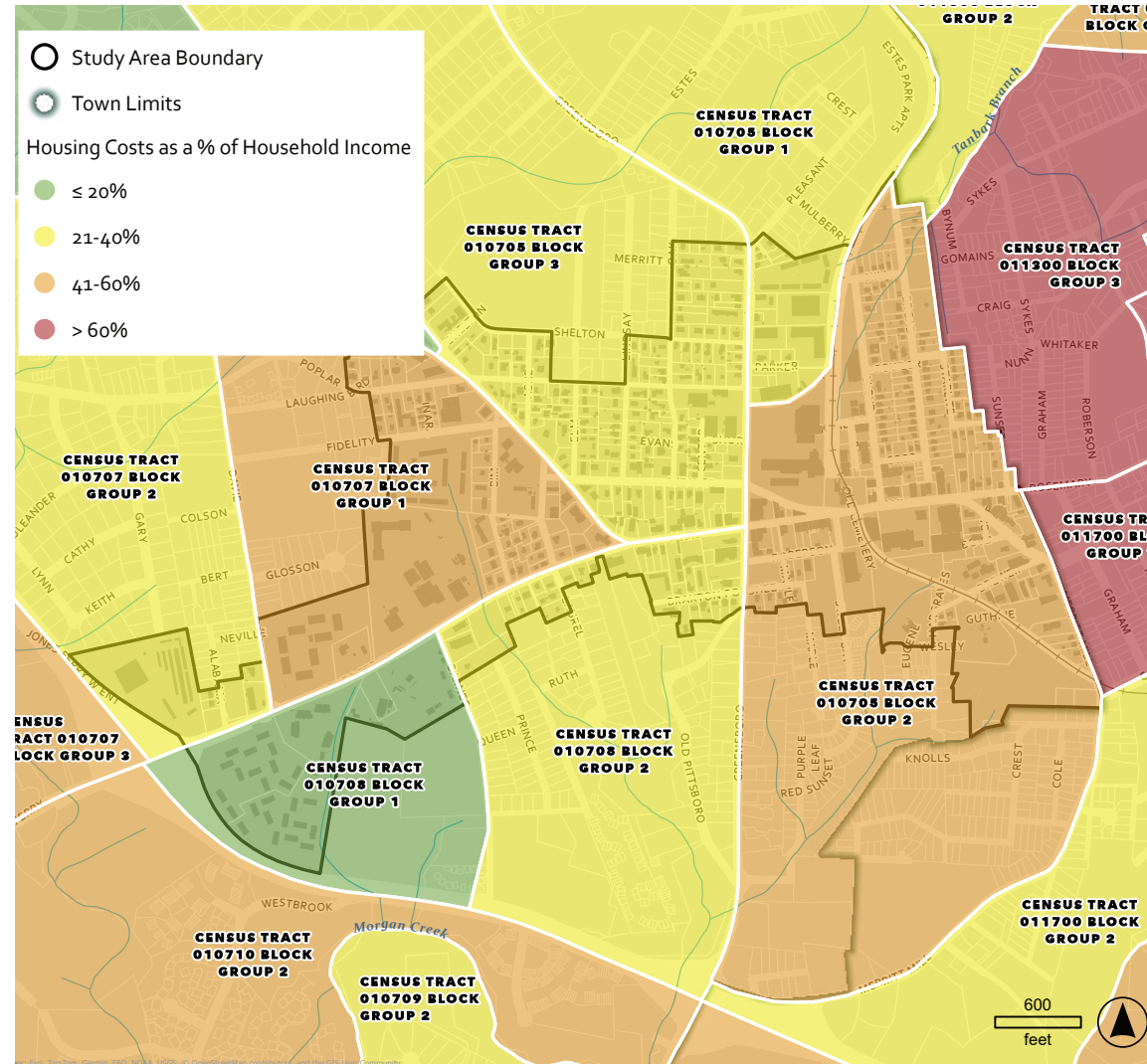
Considering the median household income of \$54,664 and the significant portion of the area that is renter-occupied, the increased cost burden presents a notable challenge for residents. This can disproportionately impact residents in historically underserved neighborhoods and may signal a need for expanded affordable housing options in the downtown area.

**Figure 4. 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 2. Housing Cost as Percentage of Household Income**



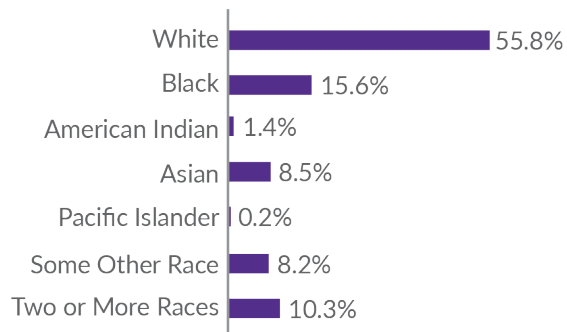
Source: 2019-2023 American Community Survey 5-Year Estimates

## 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.

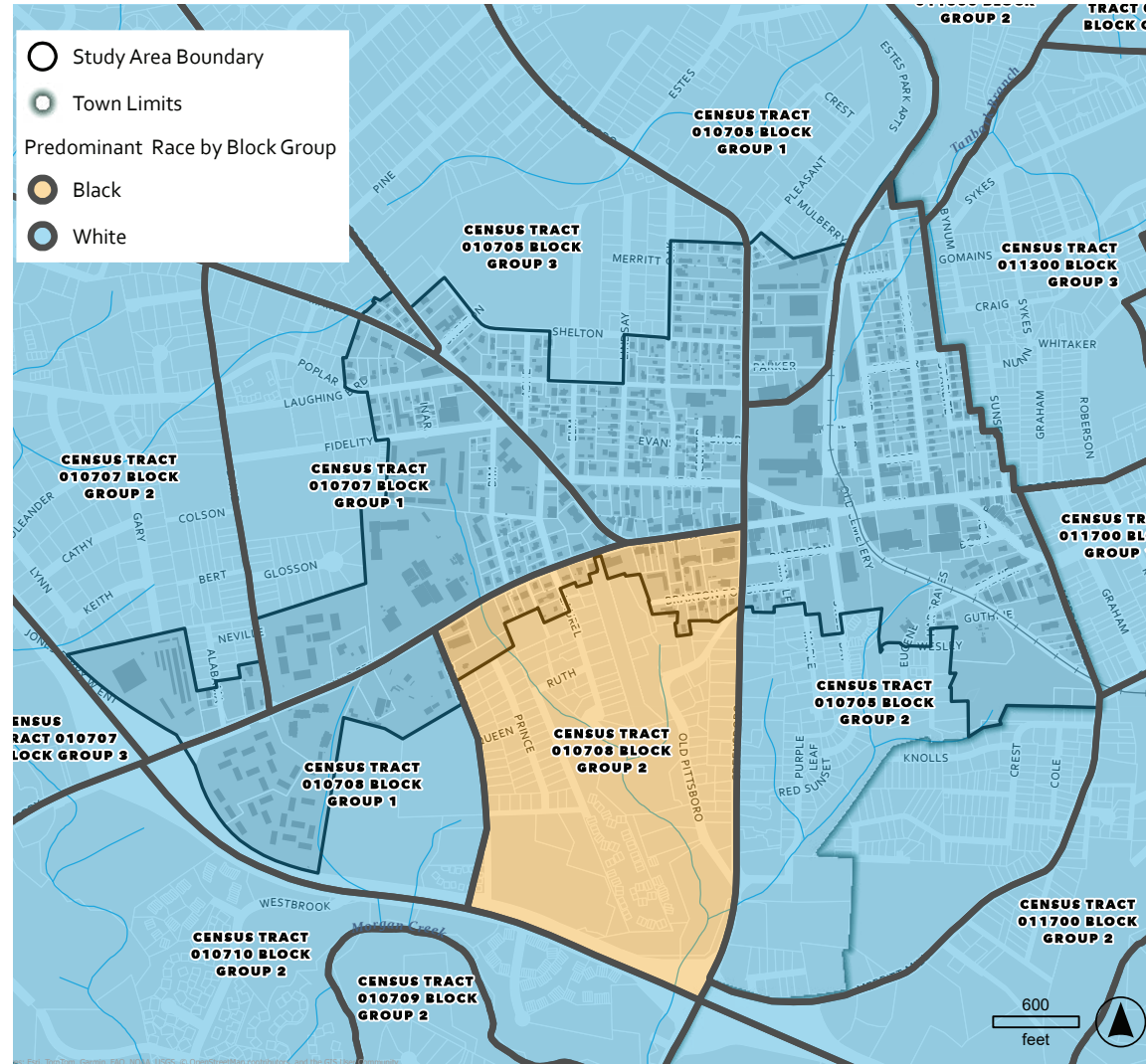
It is important to acknowledge that historically black neighborhoods, such as the Lloyd-Broad Neighborhood, are not indicated as Black on the map. This discrepancy may stem from the aggregation of populations in larger demographic areas beyond the downtown boundaries. As this plan is developed, efforts 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 5. 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 3. 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 6. 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 7. Commute to Work by Mode**



Source: 2018-2022 American Community Survey 5-Year Estimates

**Figure 8. 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 9. 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





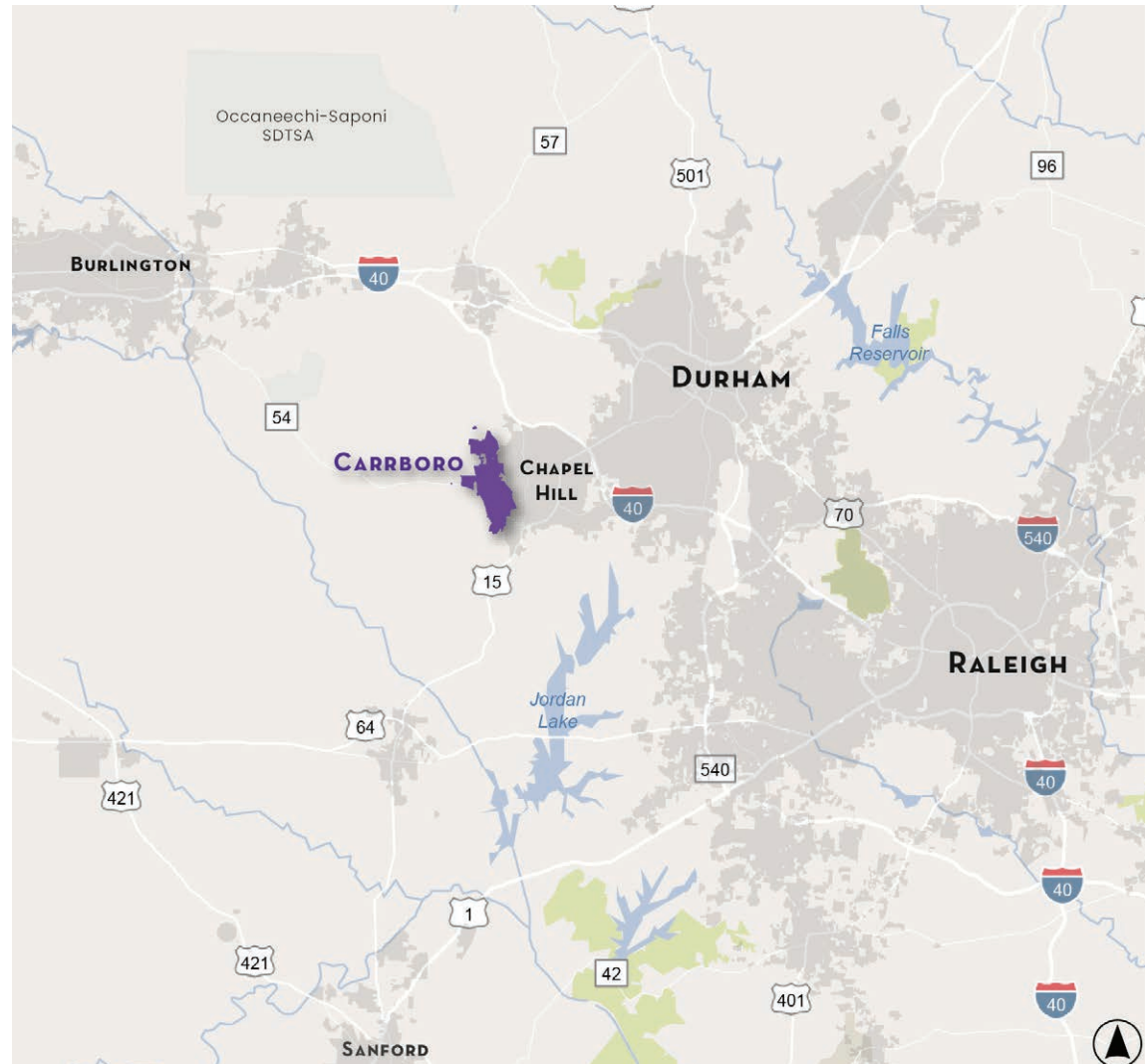
# EXISTING CONDITIONS

## 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 4. 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.

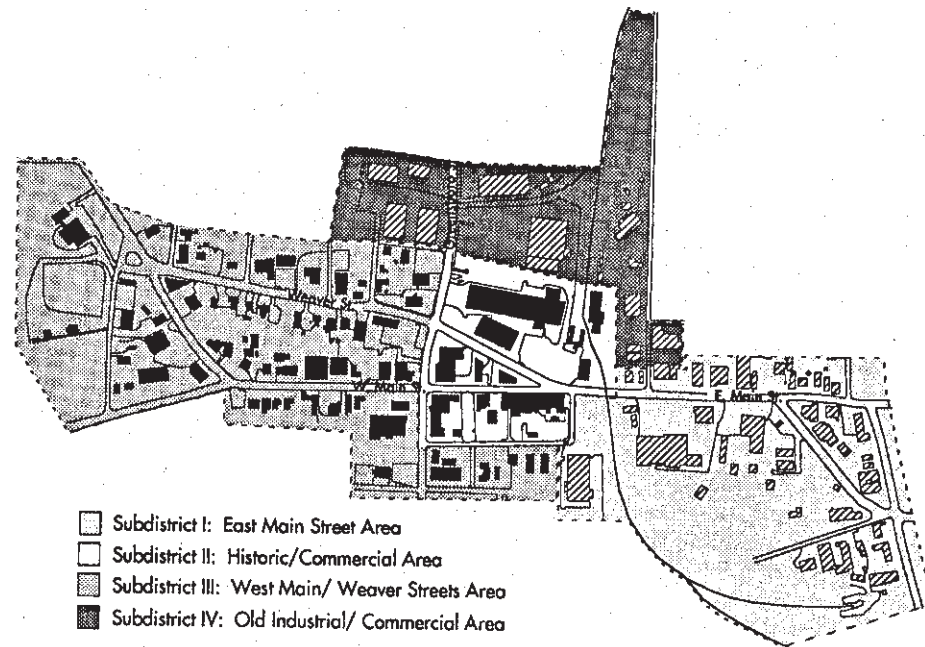


Figure 10. Downtown Design Guidelines Subdistricts

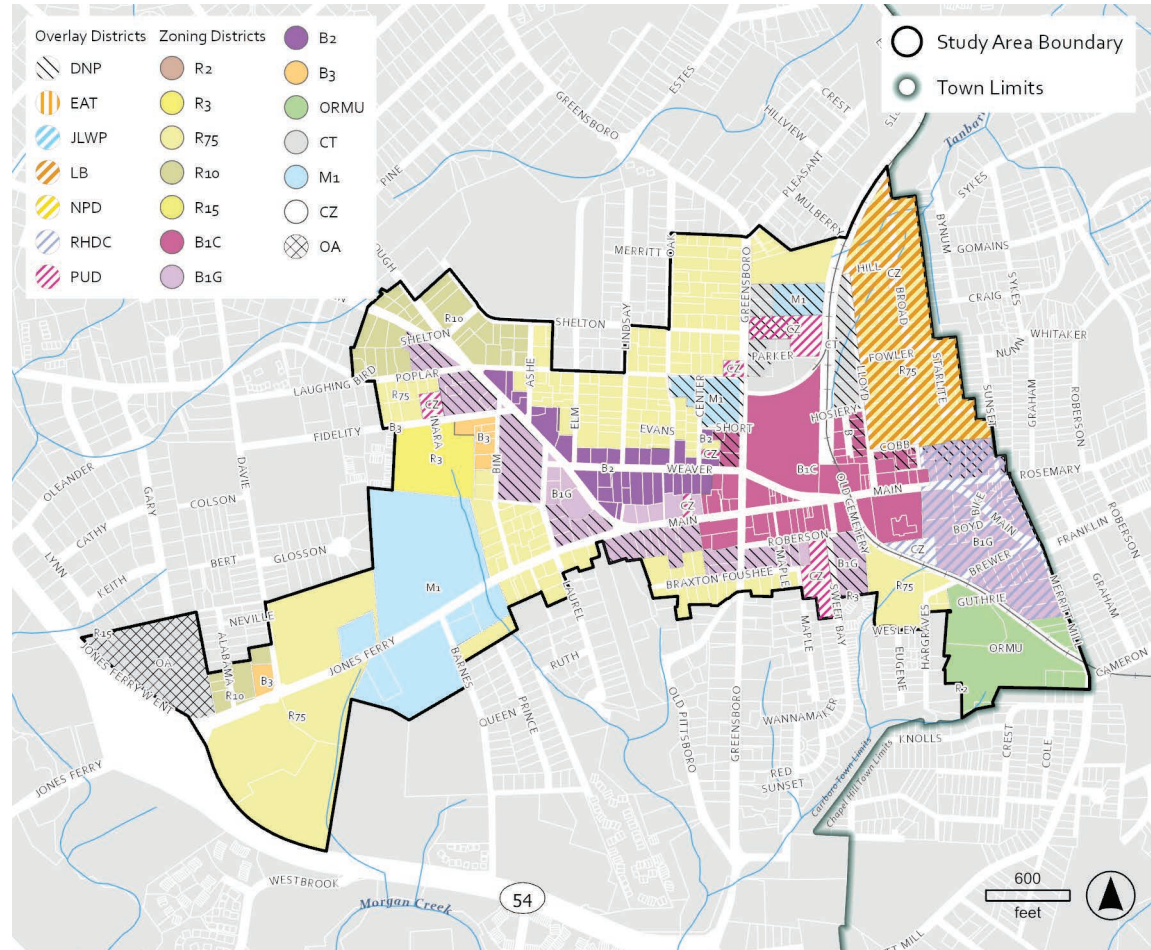


## ZONING

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 5. 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.

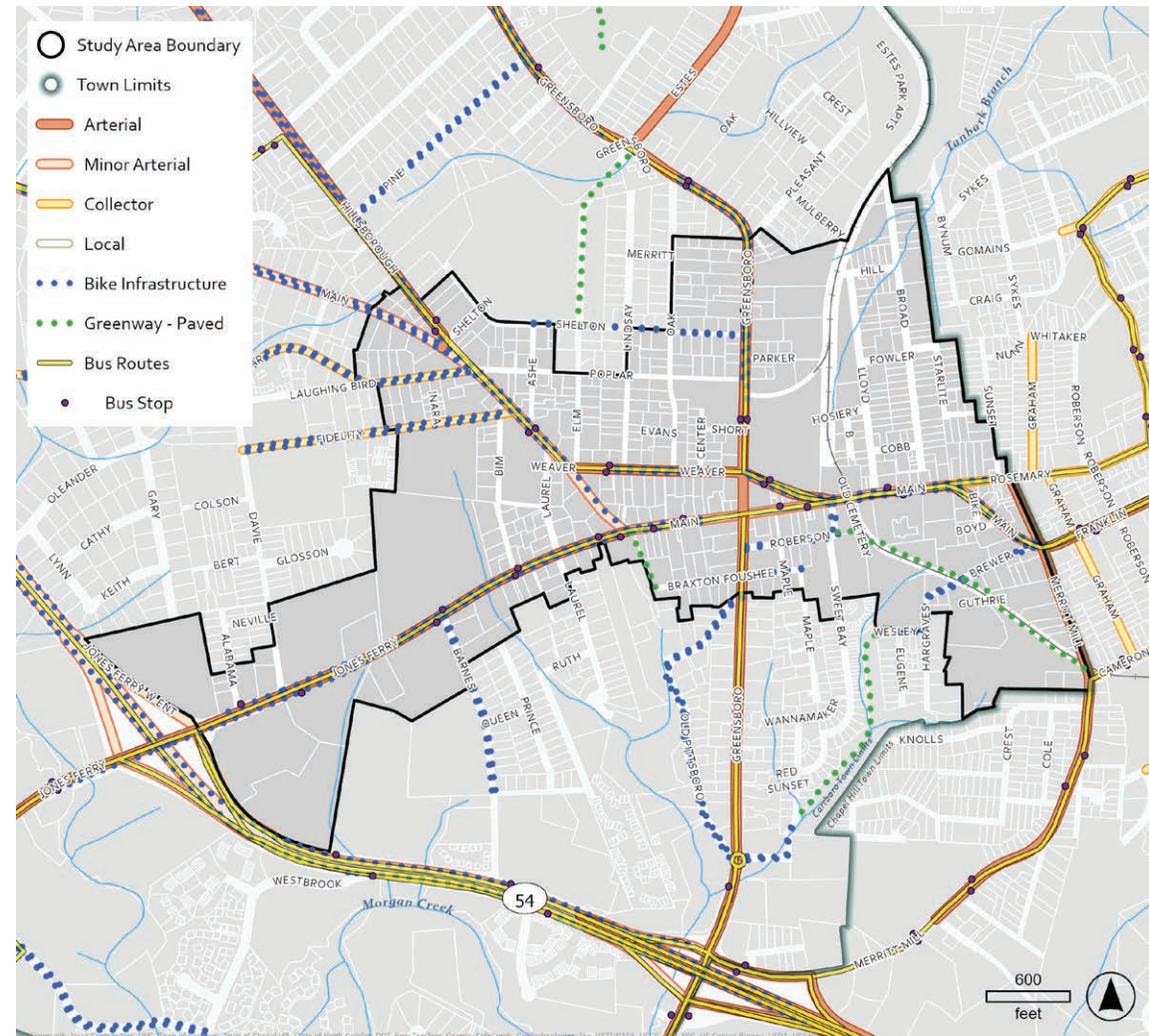
The mobility network in the study area includes arterial, minor arterial, collector and local streets. Notably, most arterial and minor arterial roads are owned by the North Carolina Department of Transportation (NCDOT), and changes to these street cross-sections require a higher level of jurisdictional 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 6. Mobility Network



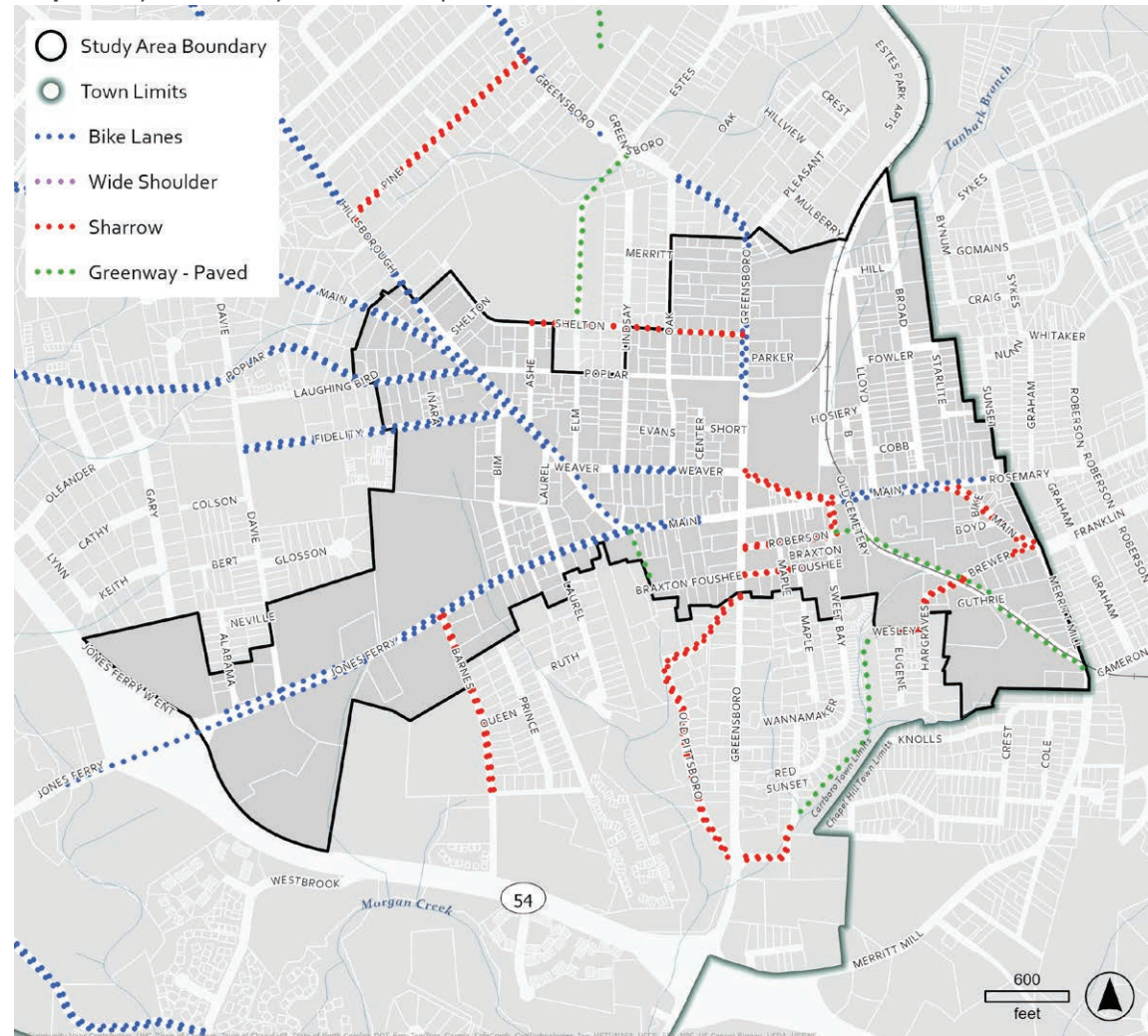


## BICYCLE MOBILITY NETWORK

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 7. Bicycle Mobility Network Map**



## PARKING

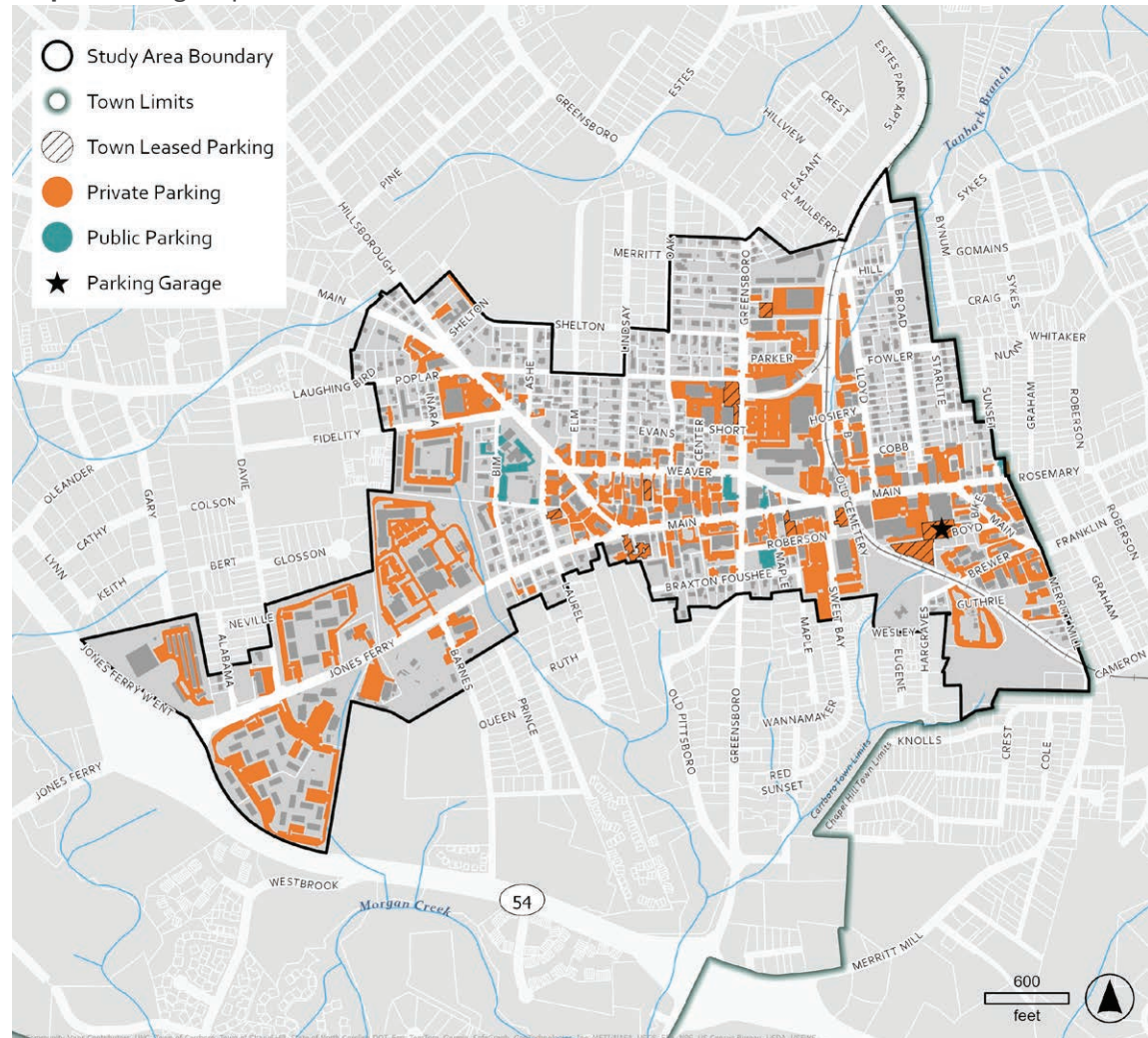
Parking is a critical component of a downtown area. In many downtowns, there is a perception of insufficient parking, even when sufficient parking is available within a short walking distance of most destinations. This can often be addressed by enhancing pedestrian corridors that connect parking areas 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 8. 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.*



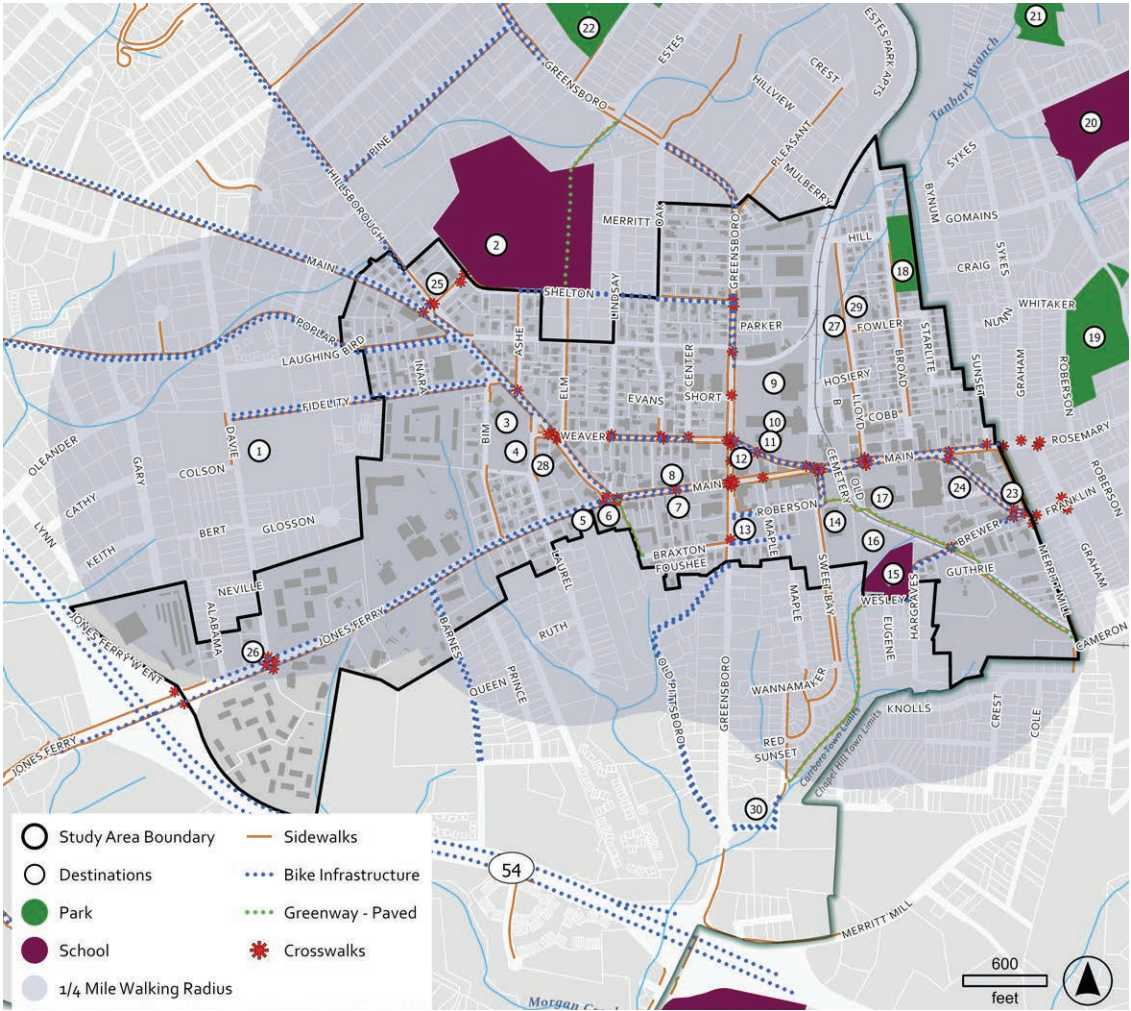
# DESTINATIONS & WALKABILITY

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 9. Destinations & Walkability Map



1	Westwood Cemetery	7	Mill Superintendent's House/ Club Nova	13	Drakeford Library Complex	19	Hargraves Community Center	25	Carrboro United Methodist Church
2	Carrboro Elementary School	8	Inter-Faith Ministries	14	The ArtsCenter	20	Northside Elementary School	26	The Pantry
3	Town Hall Complex	9	Harris Teeter	15	Community School for People Under Six & Adjacent Mini Park	21	Umstead Park	27	Piedmont Health
4	Town Commons/Carrboro Farmers Market	10	Carr Mill Mall	16	Old Cemetery	22	Wilson Park	28	Montessori Academy
5	Strayhorn Houses	11	Weaver Street Market	17	Cat's Cradle	23	St. Paul AME Church	29	Clay Centre
6	CommunityWorx	12	Century Center	18	Baldwin Park	24	Church of God	30	South Green

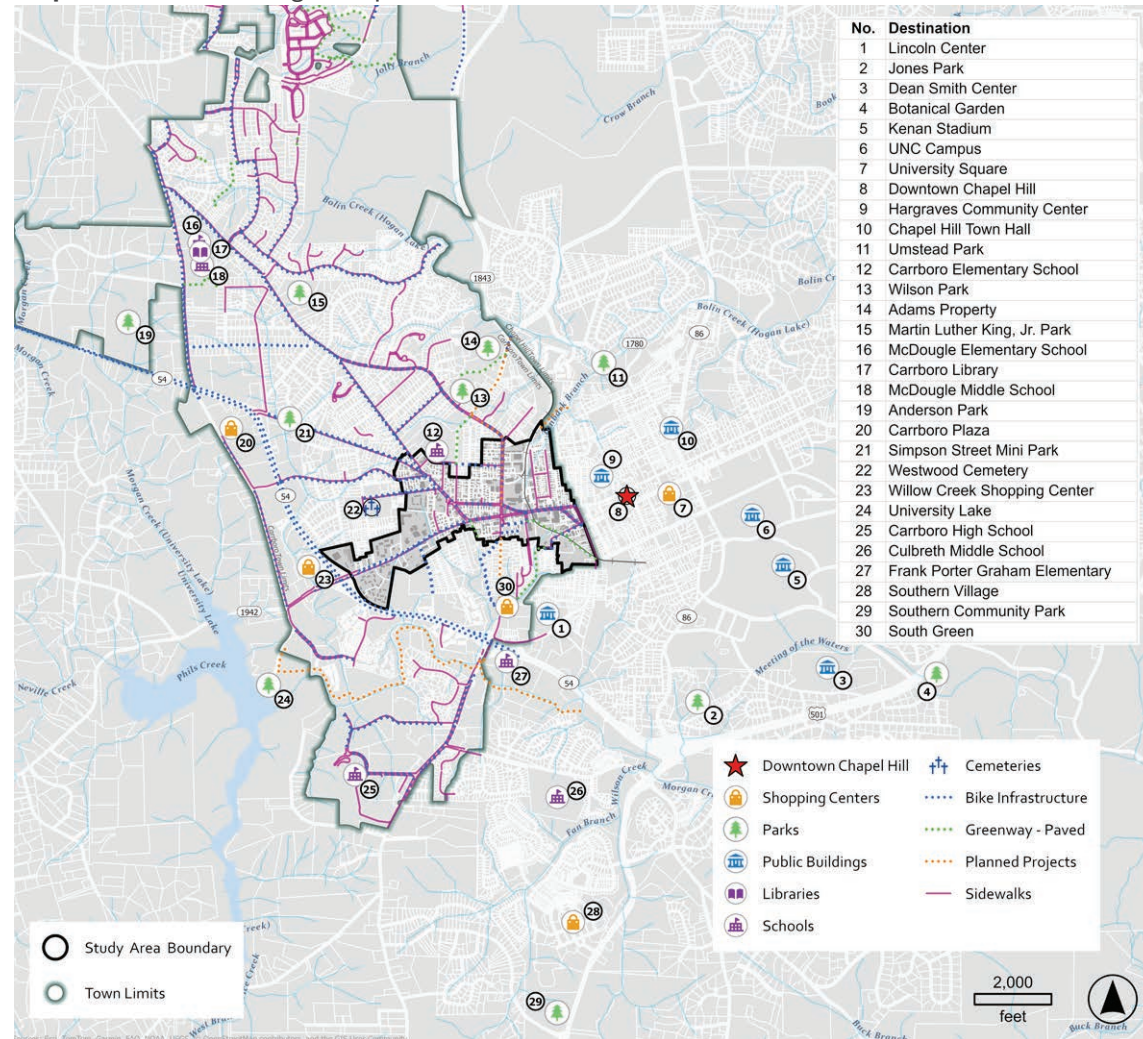
## POTENTIAL LINKAGES

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 10. Potential Linkages Map**





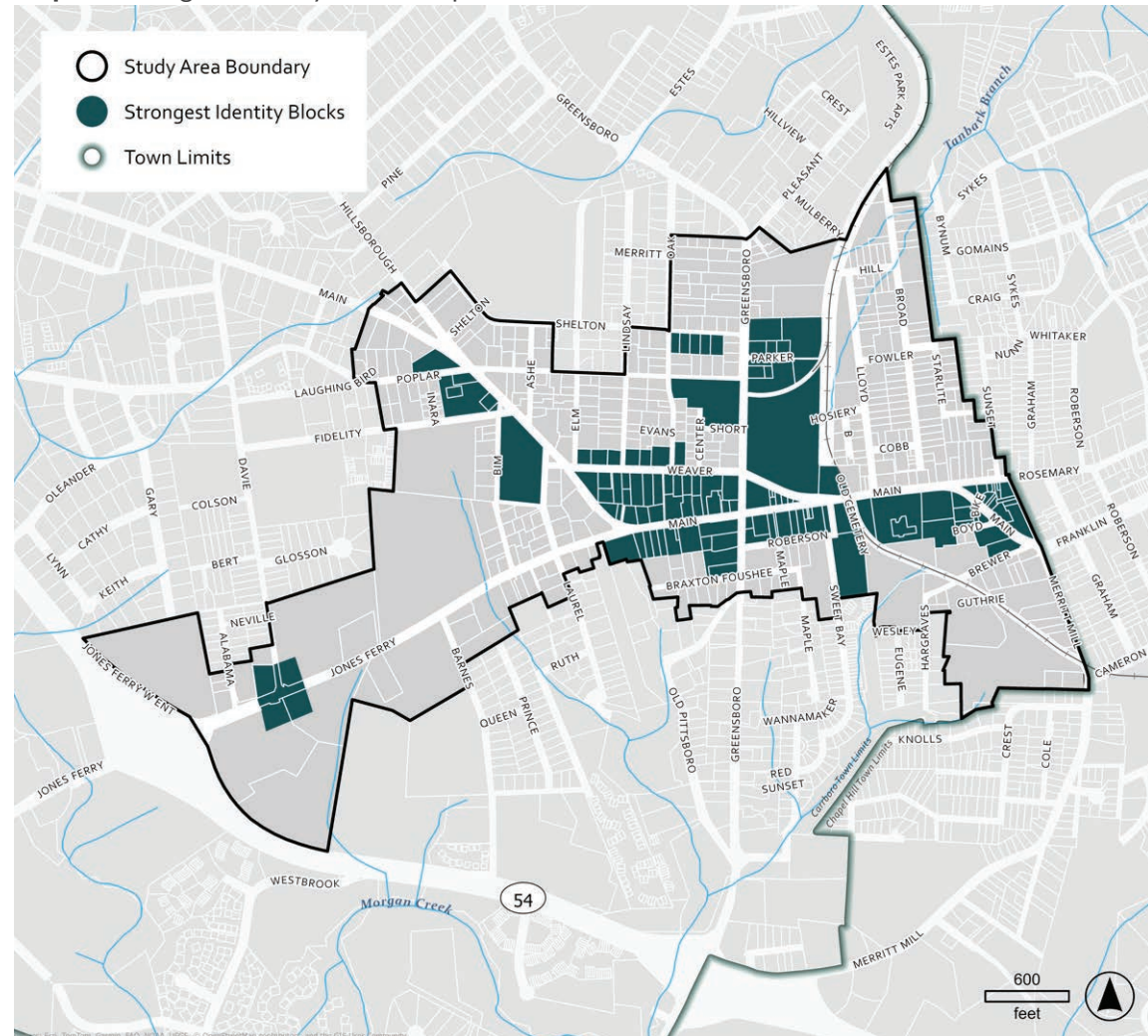
## STRONGEST IDENTITY BLOCKS

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 11. 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*



## PLANNING & OWNERSHIP FRAMEWORK

The planning framework looks at the study area's existing land use, public/institutional owned land and vacant land. The ownership framework also examines the land values and ease of assembly. This analysis highlights areas that may be available for development or redevelopment and could build on the success of existing activity.

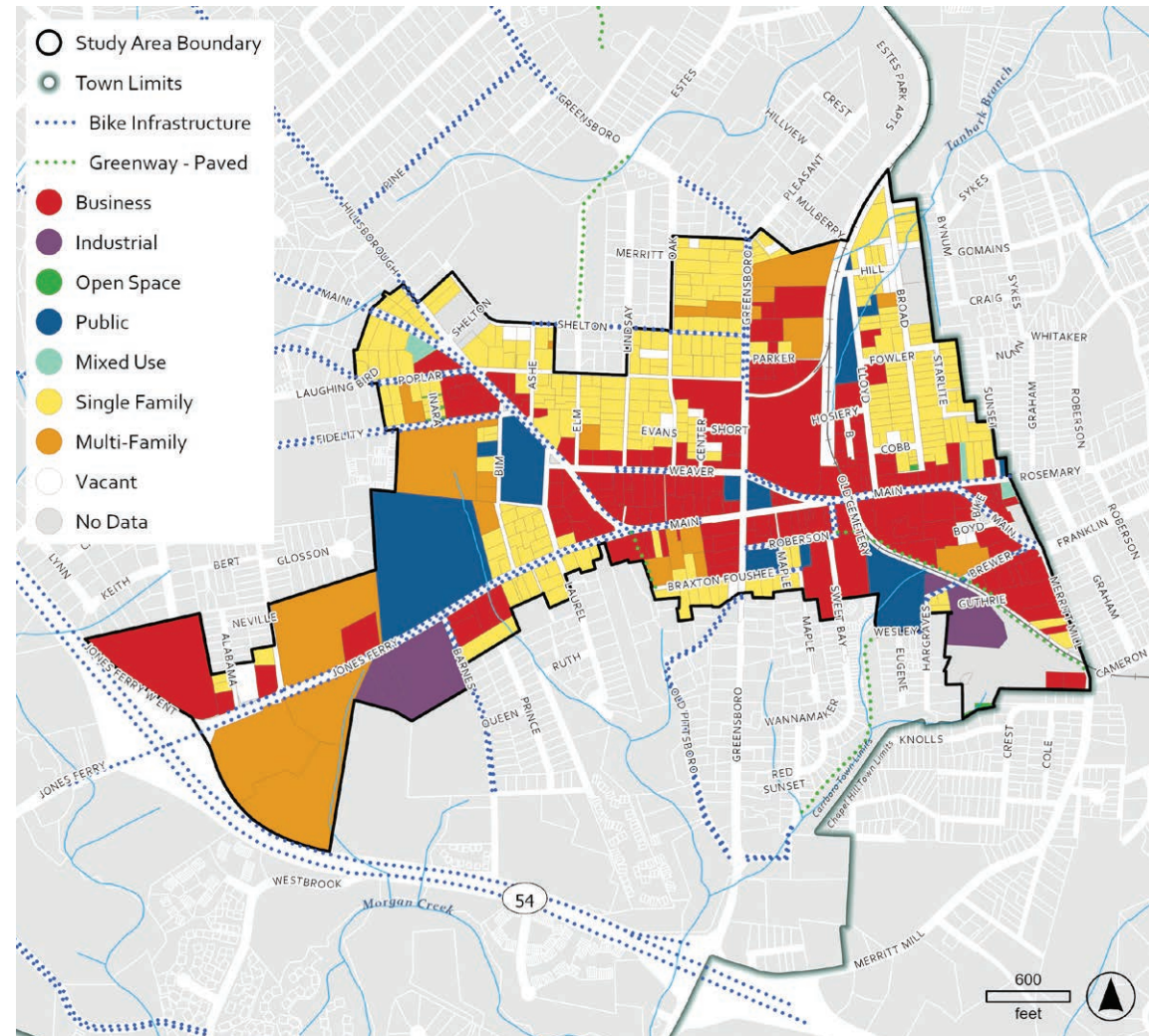
### EXISTING LAND USE

This map depicts the existing land uses in the study area. Land use is a critical ingredient in determining the way people live and work. Two factors to consider when designating land use are how land is currently being used and how it could potentially be used in the future. In many cases, the existing active land use on a property remains unchanged. For undeveloped property, there are opportunities to shape the way land can be developed in the future to better meet Town goals.

The study area's two most prevalent land uses are commercial and residential. While these uses complement each other, the interface between them must be thoughtfully considered.

Of note is the limited parks/open space land use in the downtown area and few vacant parcels that could easily be converted to public open space.

**Map 12. Existing Land Use**



## 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.

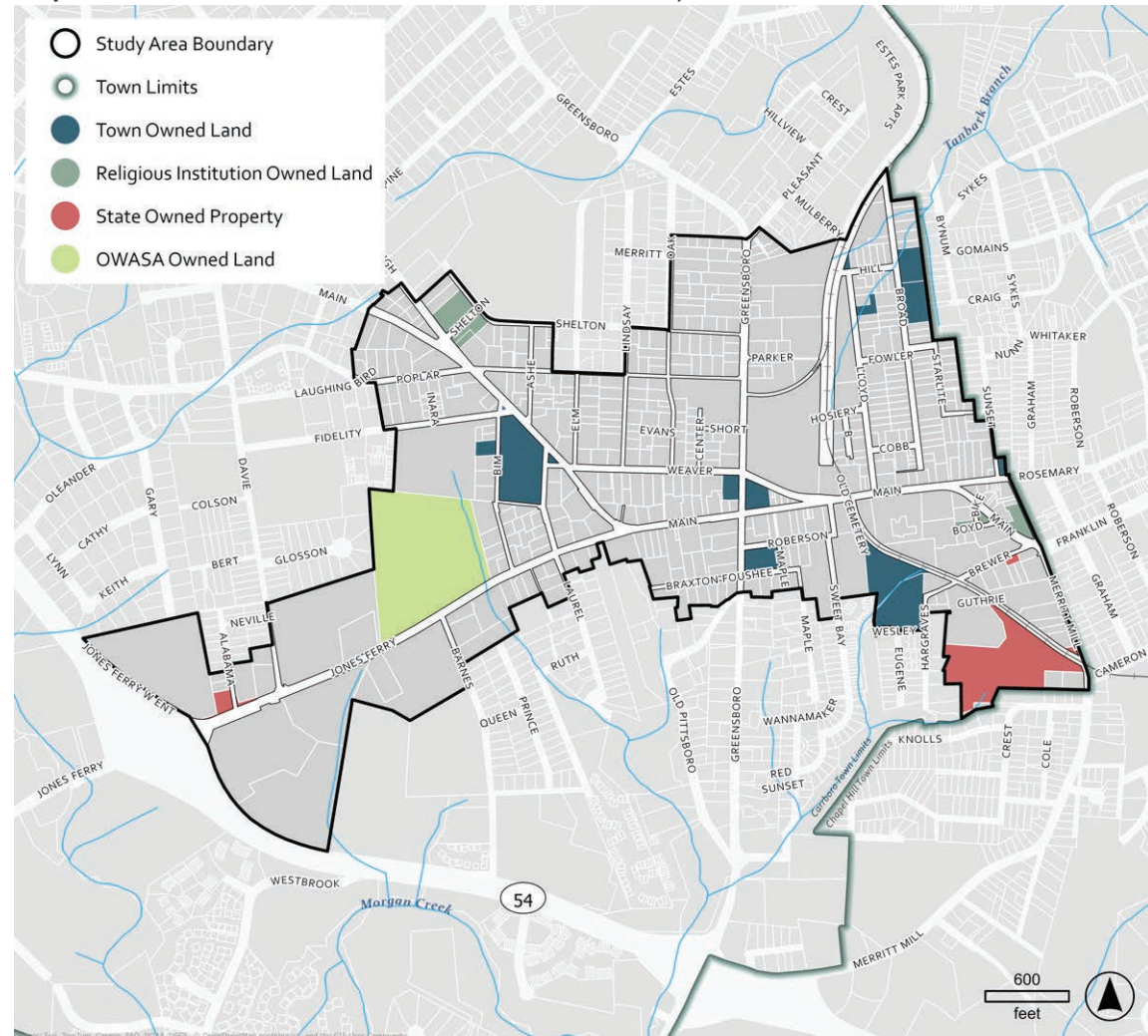
Religious institutions are often filled at certain hours but empty at other times. If a partnership was created between the Town and religious institutions, the parking lots at these facilities could provide overflow parking locations during non-peak times.

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 13. Public and Institutional Owned Land in the Study Area**



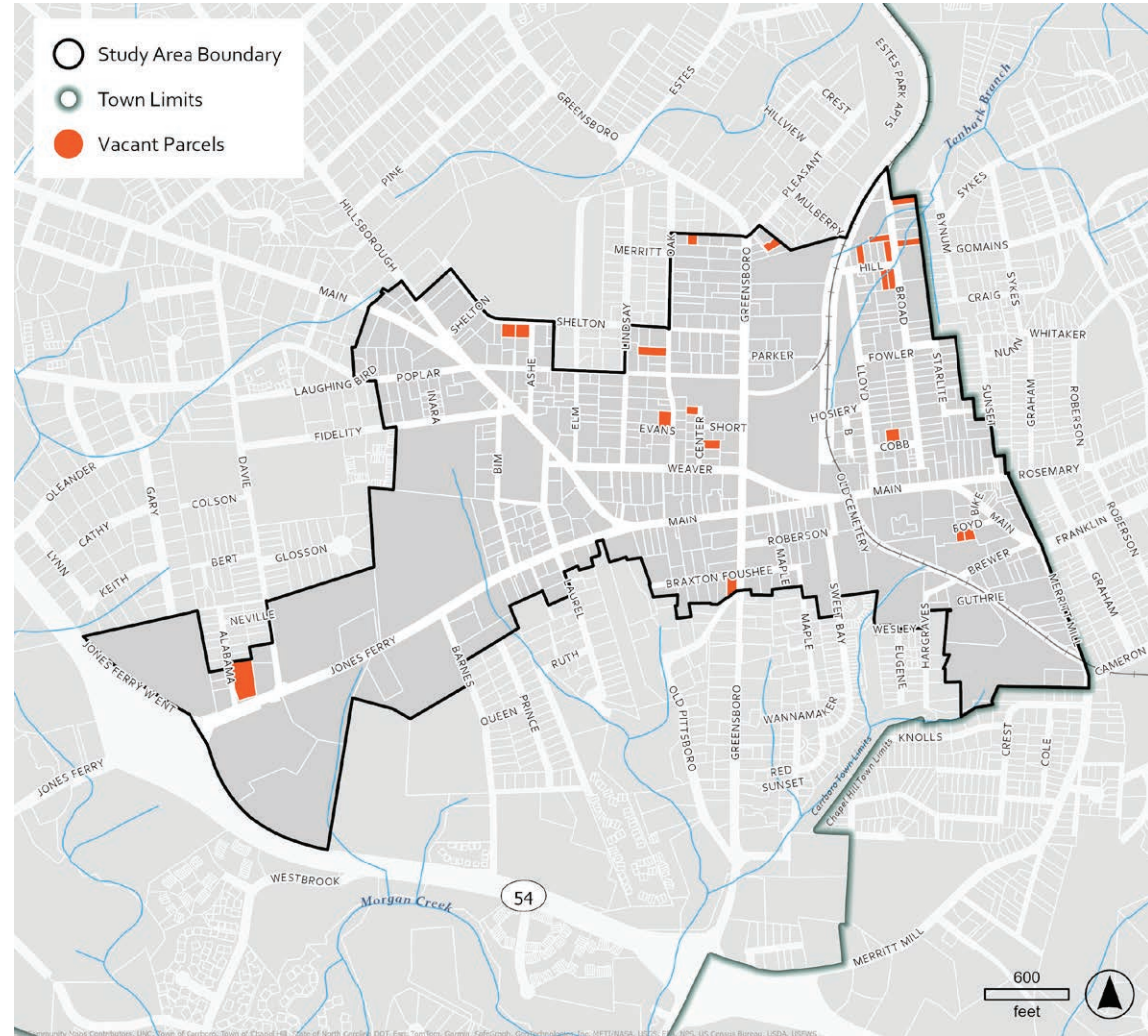


## VACANT LAND

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 14. Vacant Land Map**







## EASE OF ASSEMBLY

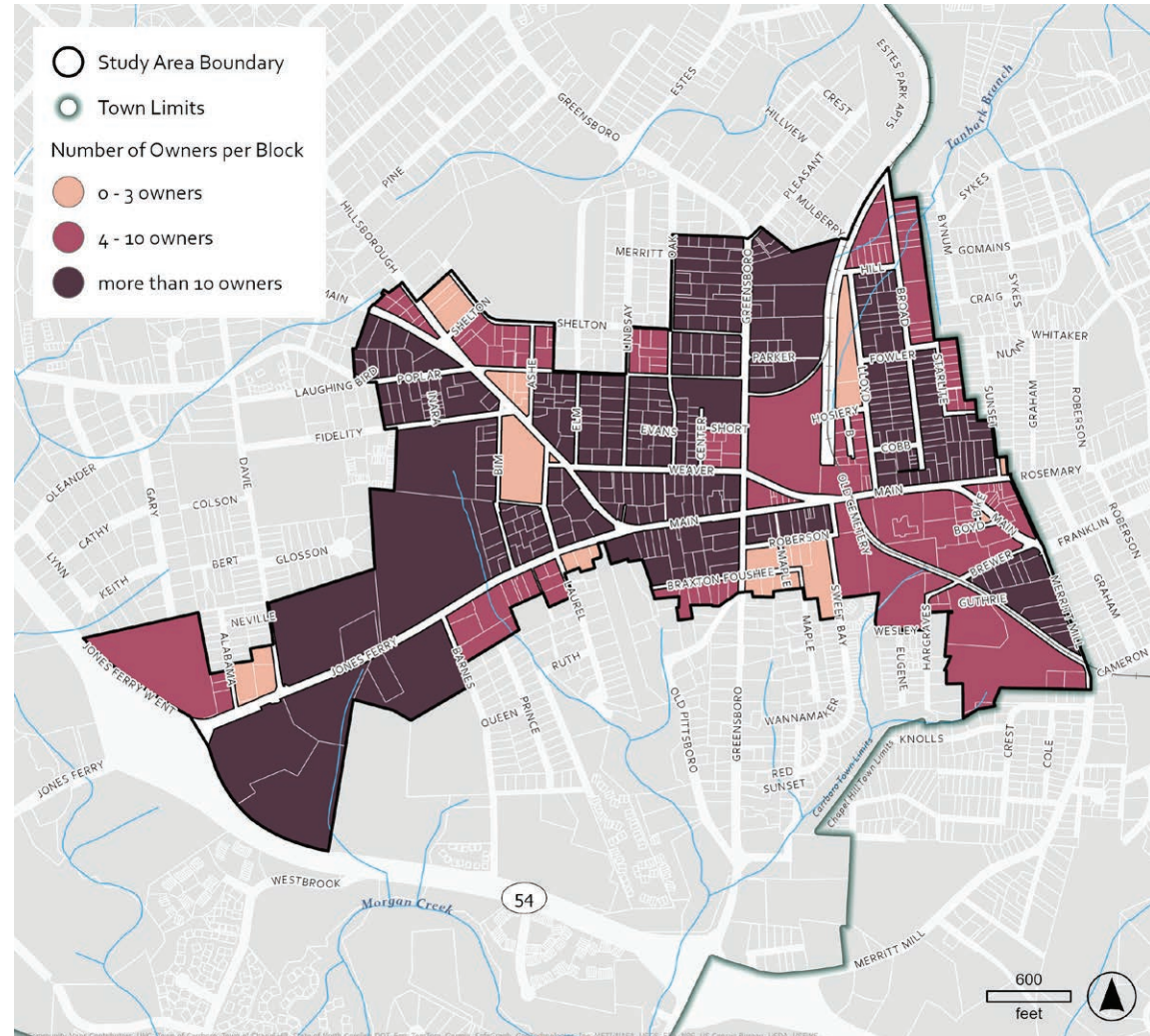
The ease of assembly assessment examines how many property owners are in a specific area. For this study, a “block” refers to a piece of land usually separated from other blocks by streets, alleys or railroad tracks. (Some blocks extend beyond the study area boundary, but only the portion within the study area is identified on Map 16.)

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 16. Ease of Assembly Map**



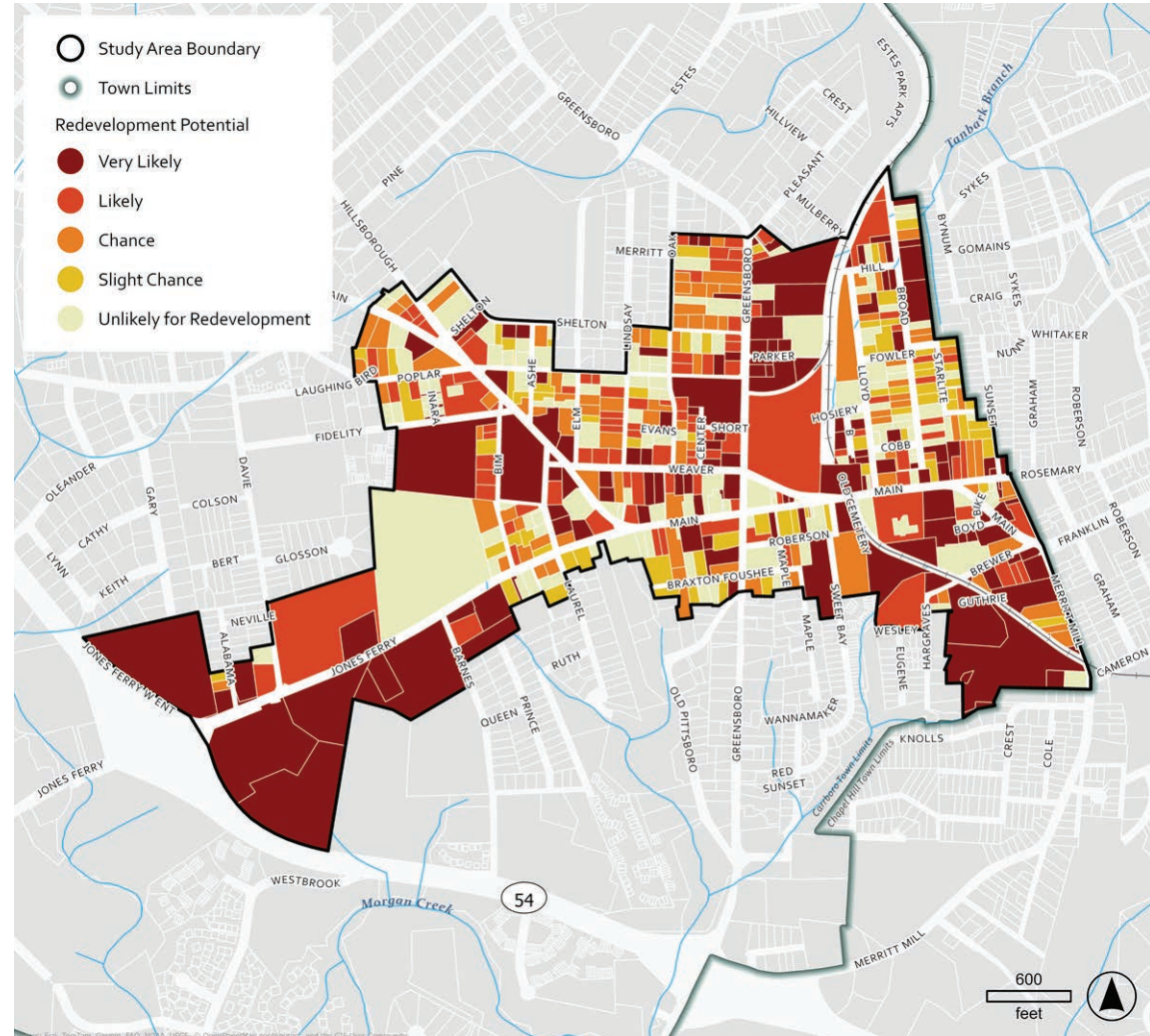
Jones Ferry area). So while there may be more than 10 owners, some of those owners have a very large property that would not require additional land assembly.

## 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.

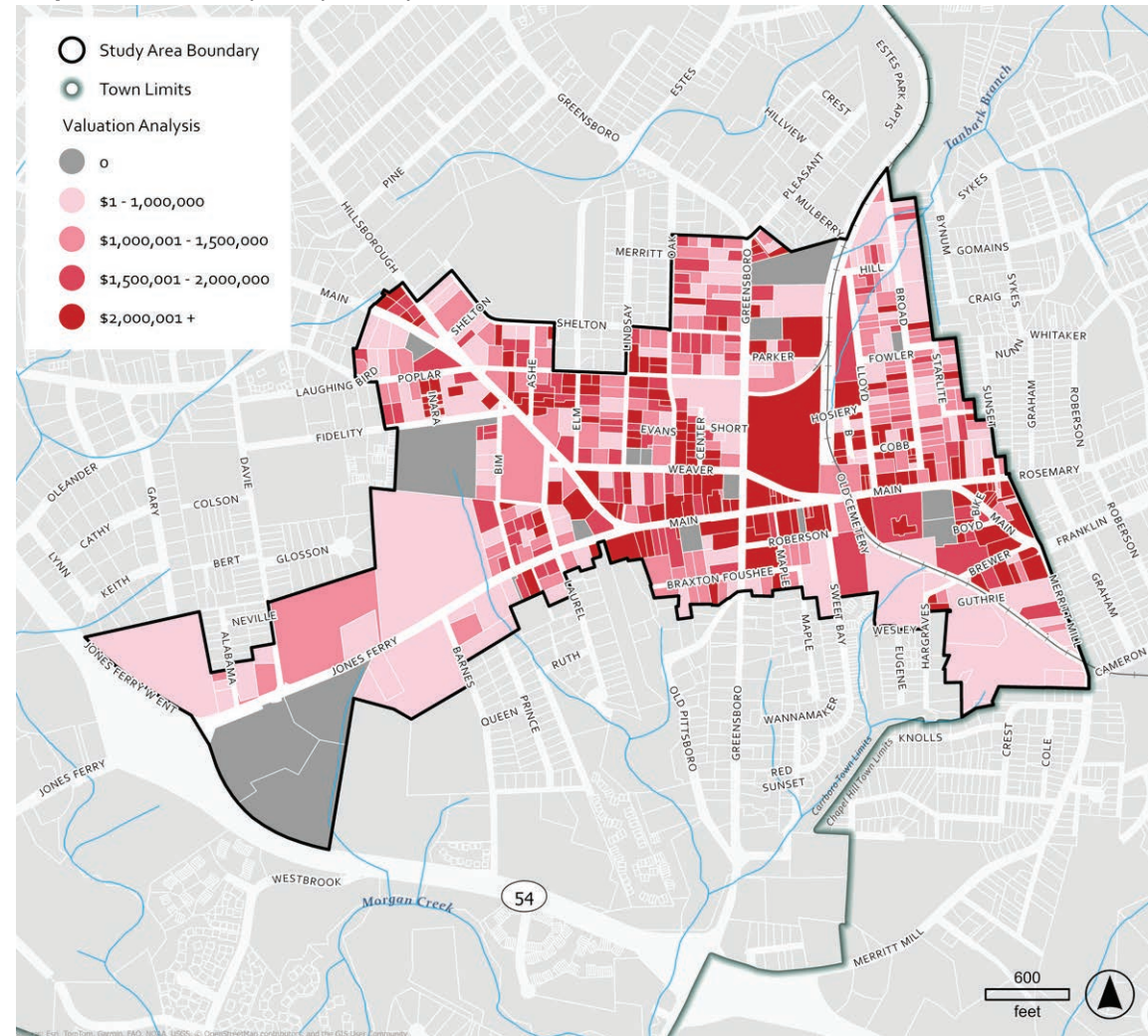
**Map 17. Improvement Analysis Map**





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 18. 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 19 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 19. 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.

Placeholder for final  
engagement calendar



# 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

Parks, including Dr. MLK attracts people to the area.

Recurring events – smaller than larger? Piggyback on existing

Pedestrian street, gathering place that makes me want to linger

Echo interest from CC re open space and making more

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.

Would love to see a diversity of people in 20 years

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.

Would love to see E. Main Street (between Weaver and Chapel Hill) is more welcoming, more hospitable in 20 years


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

Jones Ferry needs same TLC, attention as comments for E. Main

**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?

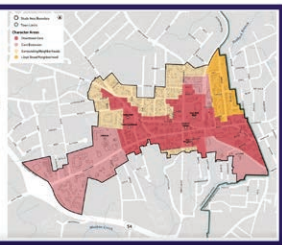


Virtual Advisory Board meeting

**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

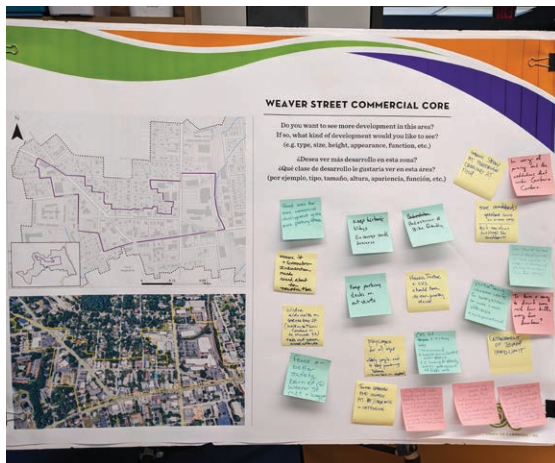


Virtual stakeholder presentation



# 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.

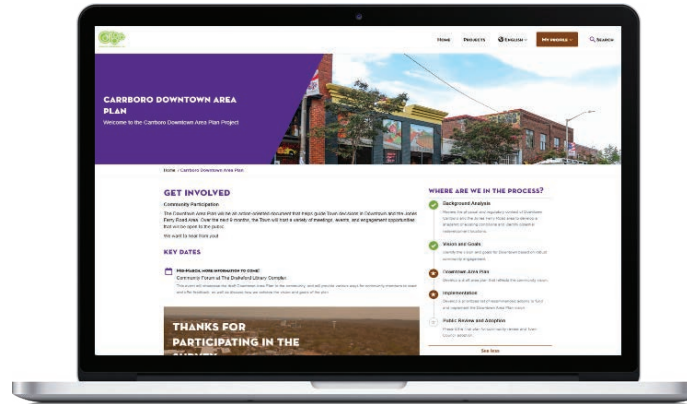




# PROJECT WEBSITE & VISIONING SURVEY

## 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.

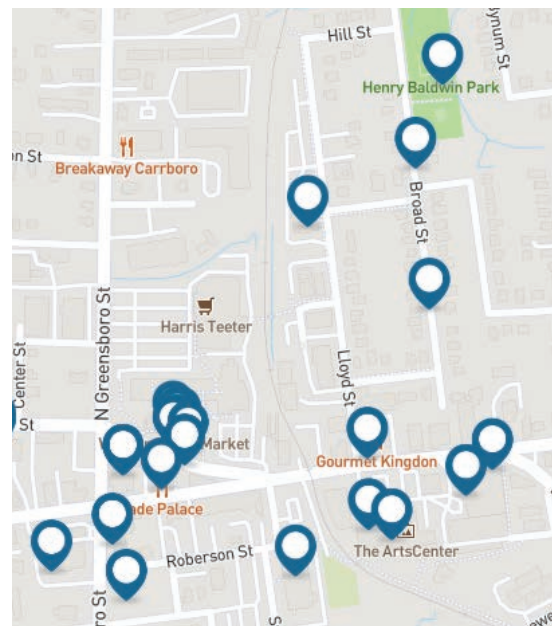


**2,000+  
SITE VISITS**

**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.





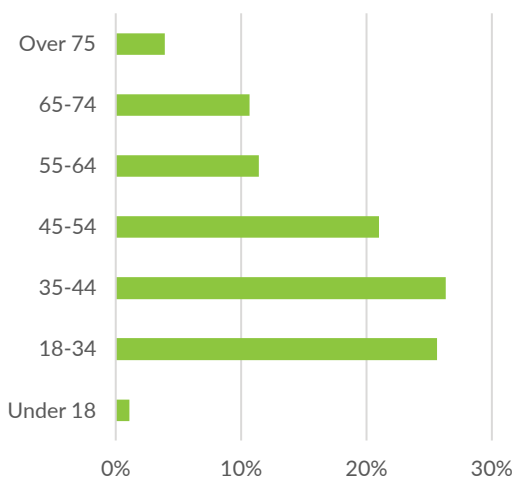
# VISIONING SURVEY SUMMARY

## RACE, EQUITY & REPRESENTATION

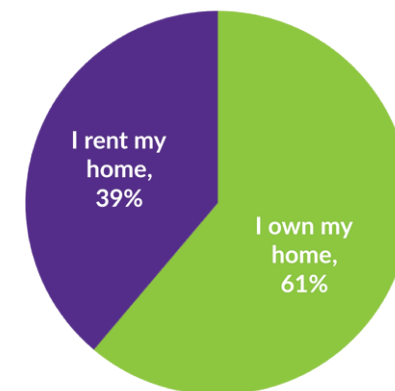
As part of the team's commitment to race and equity, as responses were being collected, staff and the consultant identified a difference between respondents' self-identified race as Black or African American (4%) and Carrboro's population (14%, 2022 ACS 5-Year Estimates). The survey period was extended 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.

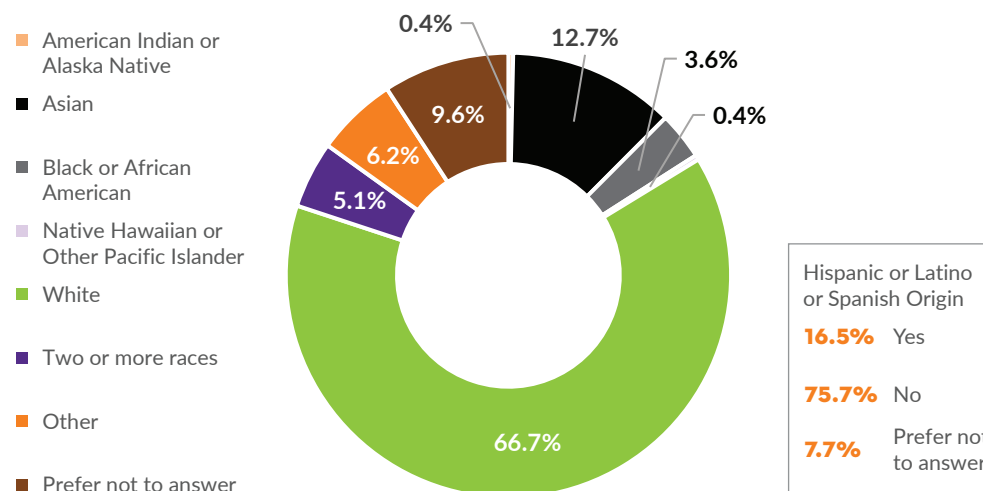
**Figure 12.** Survey Demographics - Age



**Figure 13.** Survey Demographics - Home Ownership



**Figure 14.** 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.

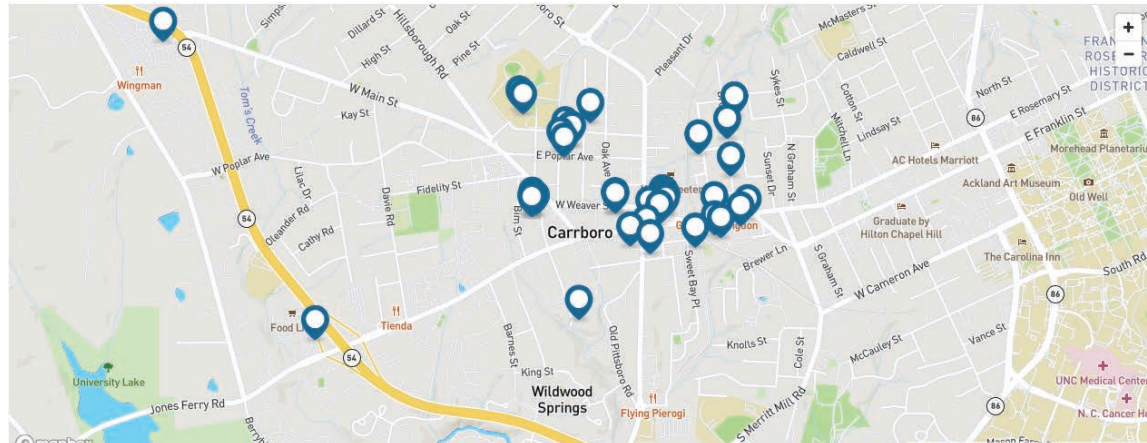
The historic and unique buildings of Carrboro were mentioned fondly, with a call to preserve the architectural character that sets the Town apart.

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.*



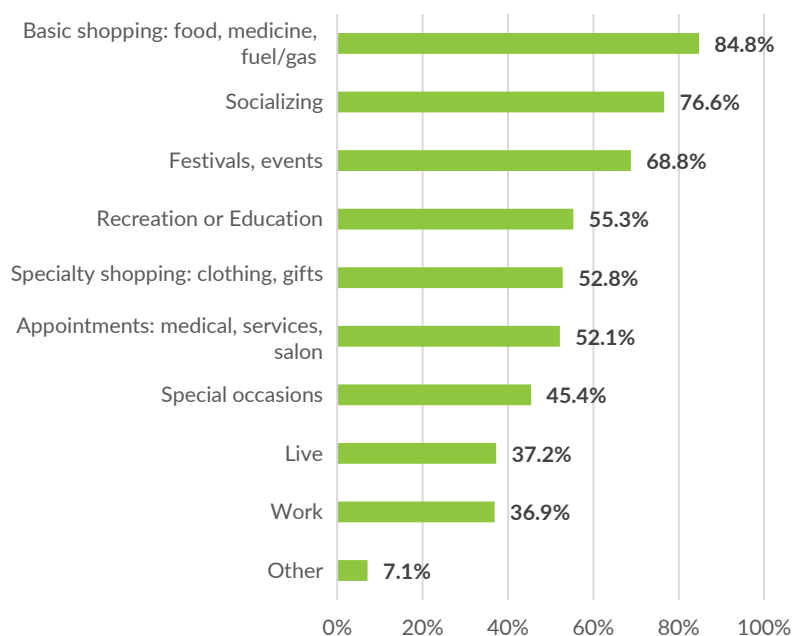
## HOW PEOPLE SPEND TIME IN DOWNTOWN

84% of respondents visit the study area at least a few times a week.

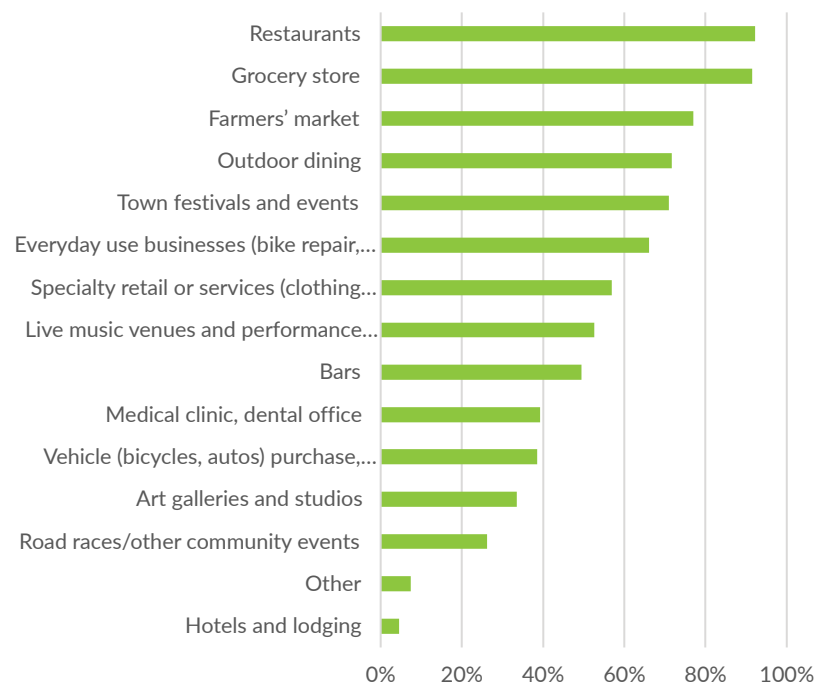
When asked about how they spend time in the downtown area (with respondents selecting all that apply), respondents indicated a variety of activities, ranging from meeting daily needs, to socializing, education and entertainment activities. The team asked for more details about the types of places visitors 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.

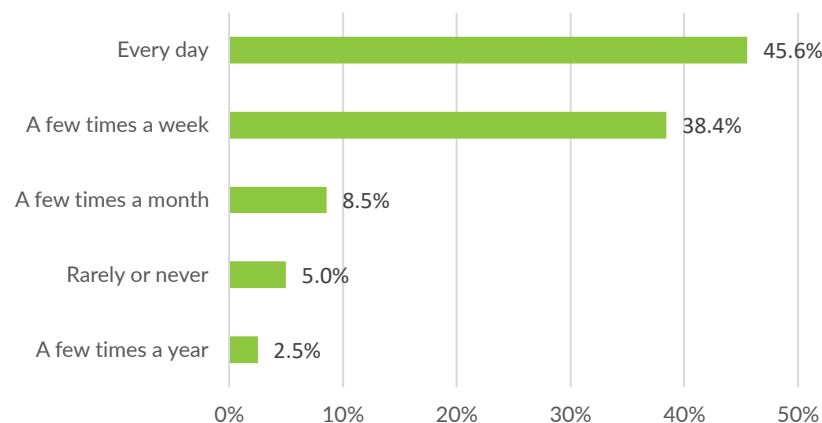
**Figure 15. How People Spend Time in Downtown**



**Figure 16. What Activities People Do or Places They Visit**



**Figure 17. How Frequently People Visit the Study Area**



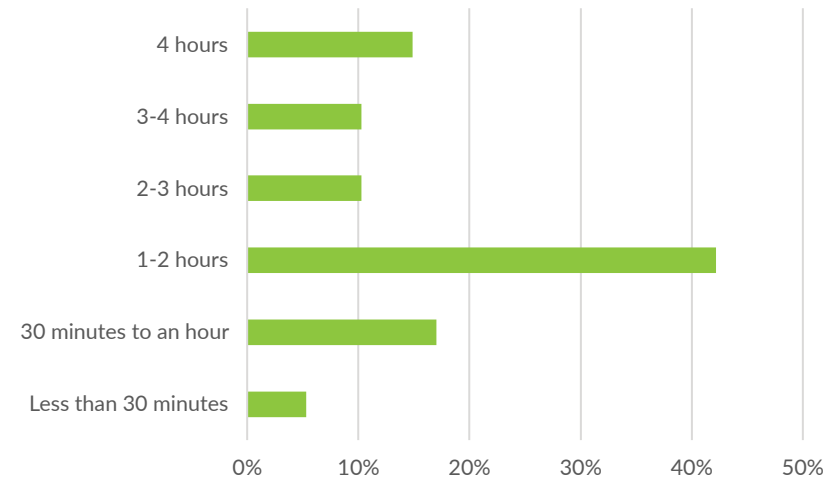
## GETTING TO AND STAYING IN THE DOWNTOWN

### 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 18.** How Long People Typically Stay in the Study Area



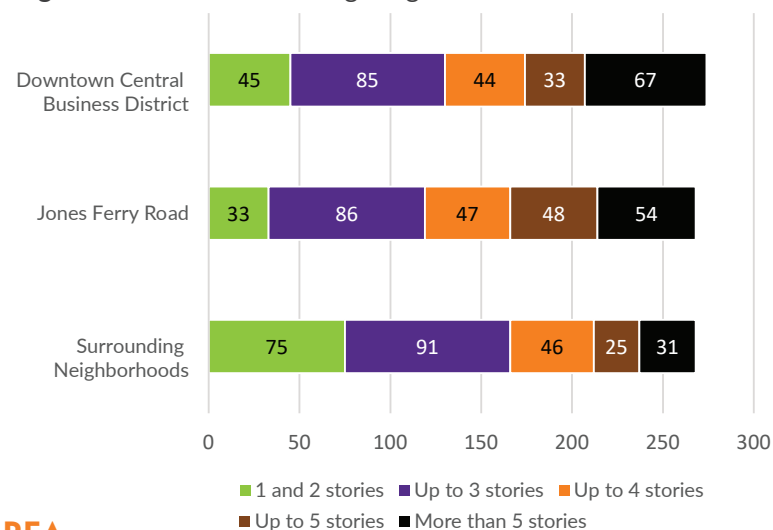


## IMAGINING THE FUTURE OF DOWNTOWN CARRBORO

### 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 19. 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.

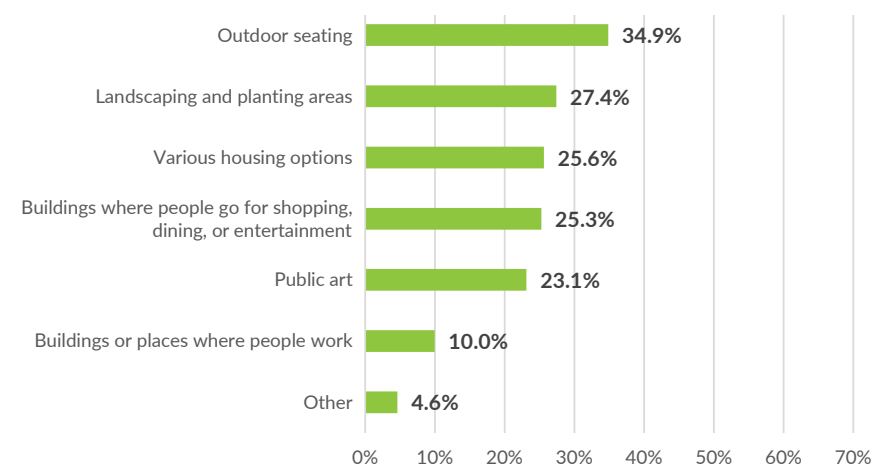
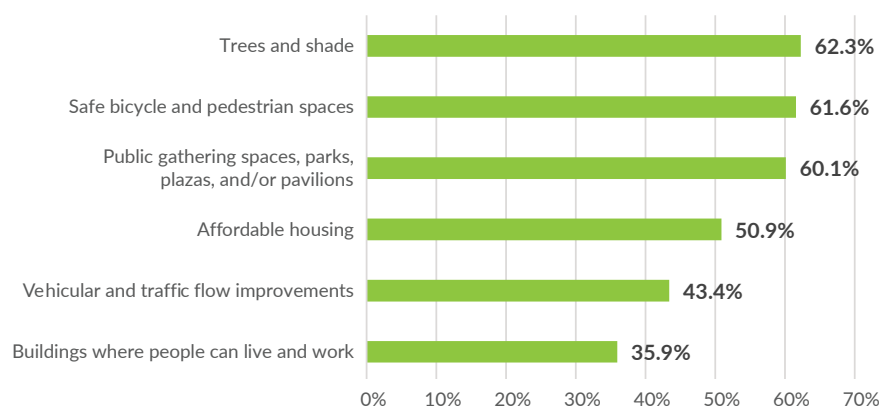


Figure 20. What People Want to See More of in the Study Area

## 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).

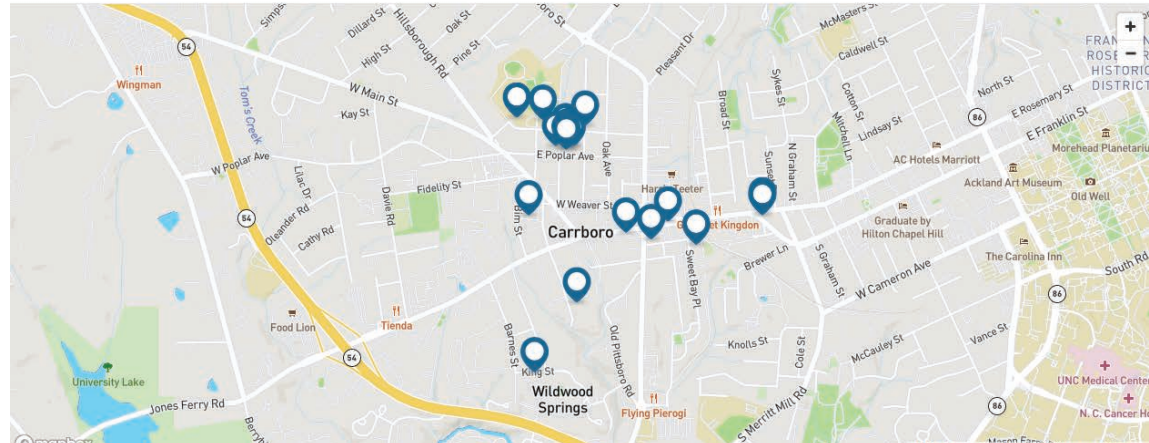
Respondents call for stronger support for the local arts, music and culture scene(s); encouragement of small business growth; and more diverse dining establishments to enhance the unique character of Carrboro.

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.





Hold for photos later in  
the process



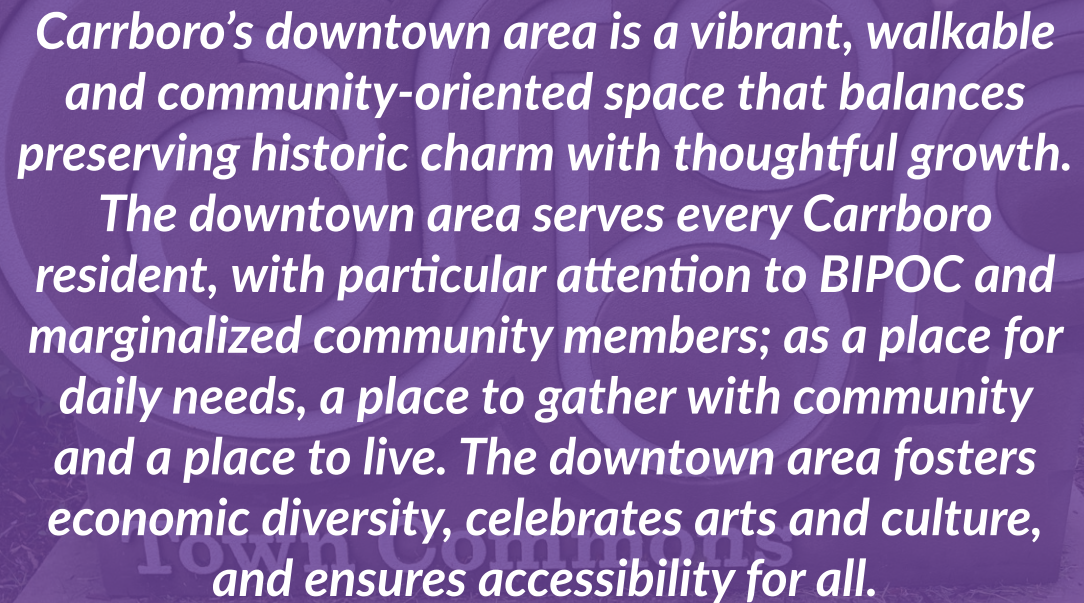
# VISION

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.

Placeholder for Fleet Feet case study



## 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:

- After talking with developers about specific incentives and how they could be more effective, consider expanding incentives for affordable housing and commercial spaces.
- 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

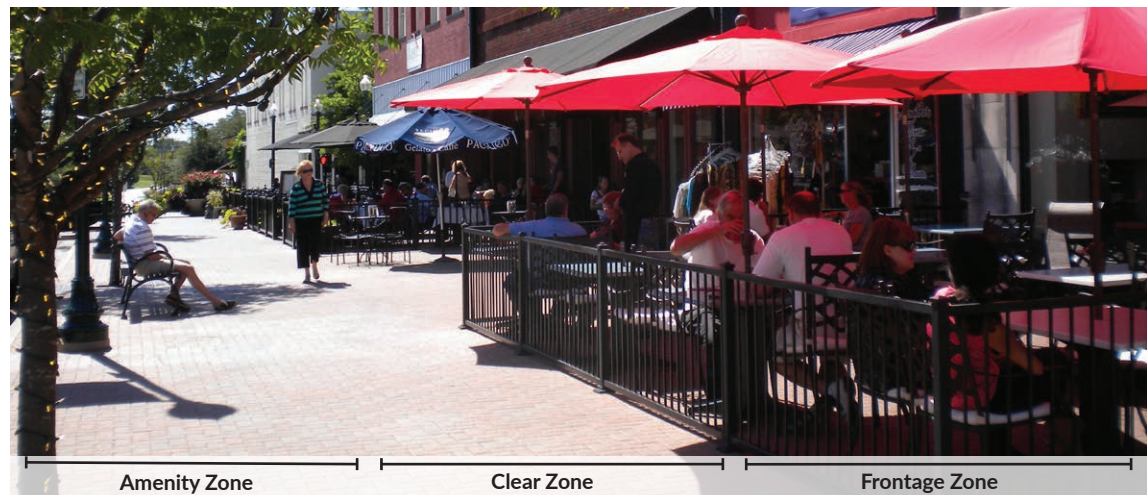
Sidewalks play a vital role in communities, are a critical element of a complete street and have been found to enhance public health and maximize social capital. They facilitate pedestrian safety, movement and access and promote overall community connectivity and welfare. Safe, accessible and well-maintained 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.

## CURB EXTENSIONS

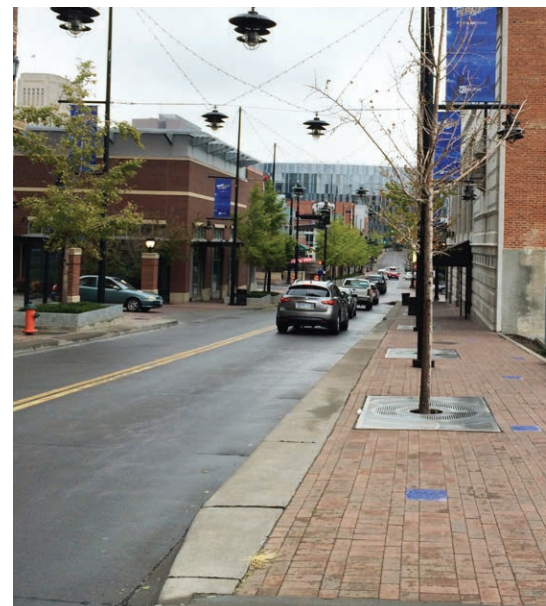
Curb extensions are a traffic calming measure primarily used to visually and physically narrow roadways at crosswalks and extend the sidewalk for pedestrians crossing the street. Shortening the crossing distance improves pedestrian safety and visibility. Curb extensions may also be implemented to help allocate more space for street furniture, landscaping, innovative stormwater treatment or street trees in areas in ROWs. These are also referred to as “bump-outs.”



*Temporary curbside seating*



*Curb extension*



*Narrow drive lanes*



## 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 space and activity. Many communities have eliminated minimum parking requirements in their downtowns.



*Carrboro parking sign*



*Consolidated downtown parking area*



*Existing parking garage in downtown*



## 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) create a more comfortable experience for people who do not want to be on the road with vehicular traffic.



Libba Cotten Bike Path

## 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 for opportunities 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.



*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.

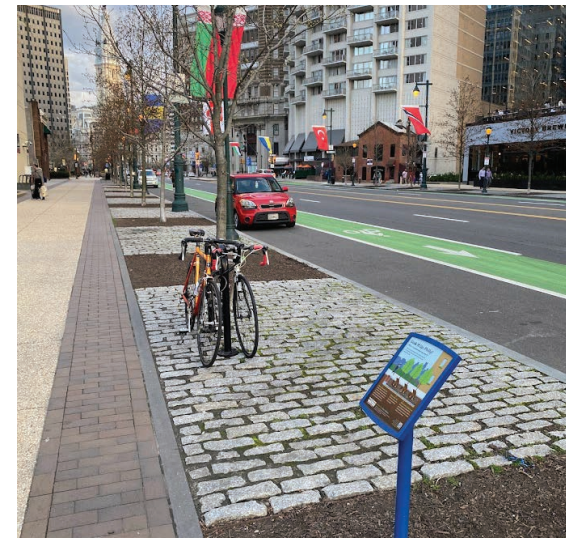
### **RAINWATER HARVESTING**

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*



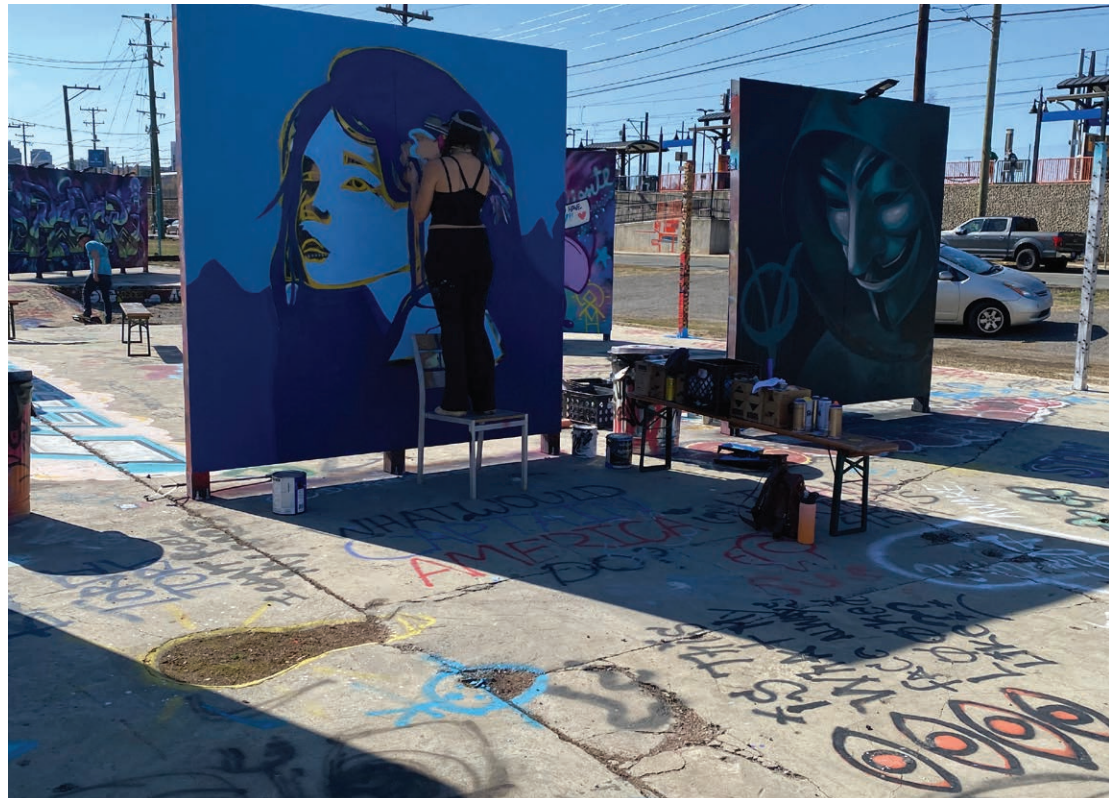
## PUBLIC ART

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.



*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 20) 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,

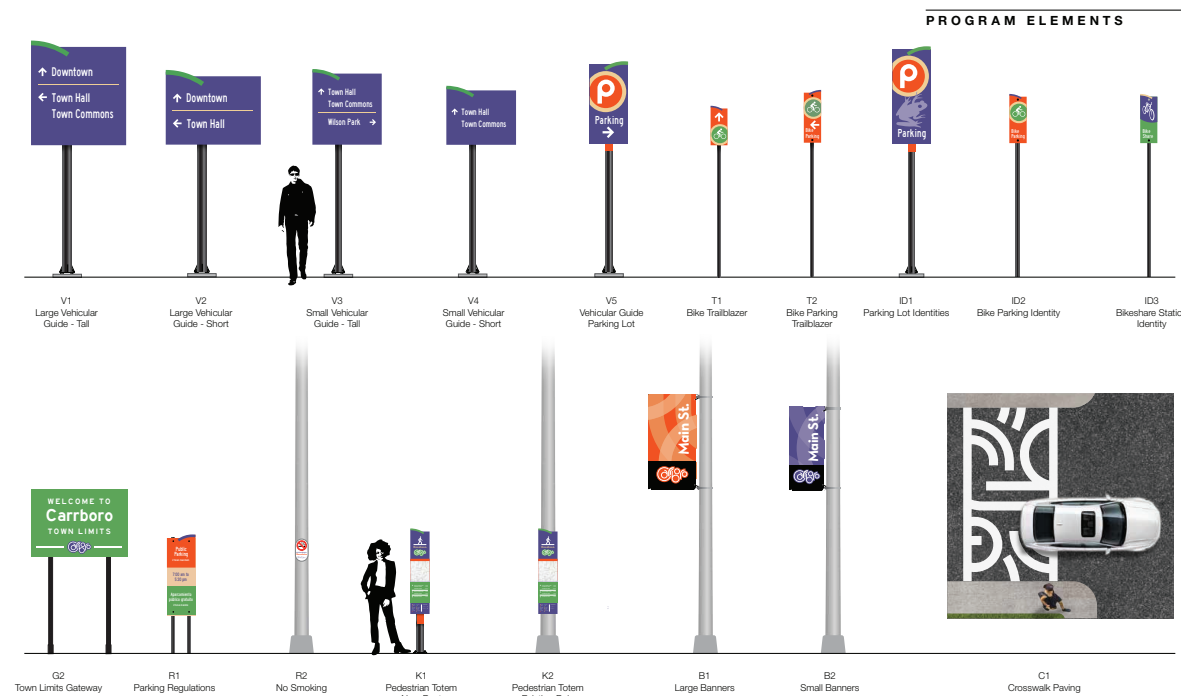
but should use similar branding, plant palette and design aesthetics as primary gateways.

### 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

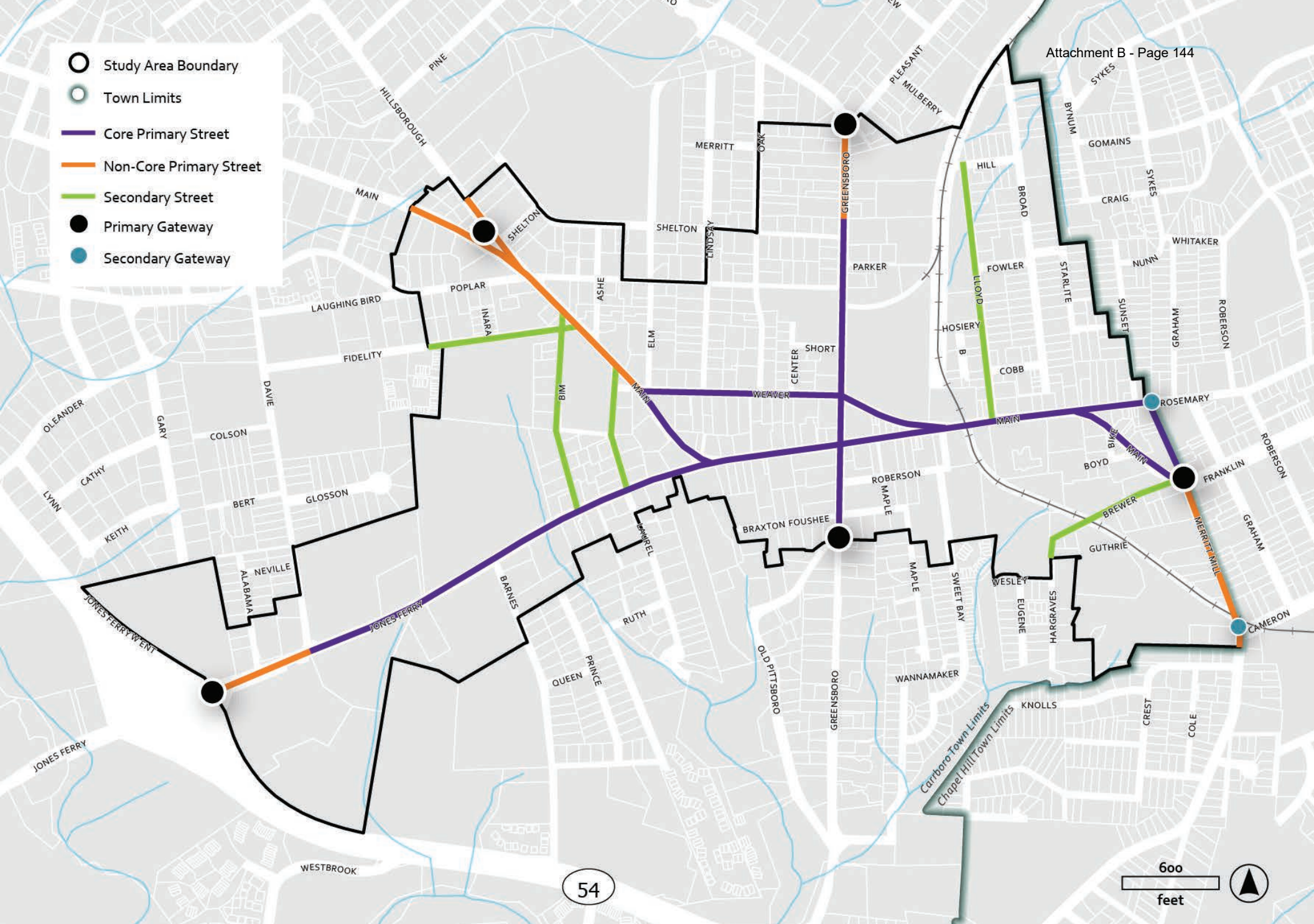
### SECONDARY GATEWAY LOCATIONS

- W. Rosemary Street @ N. Merritt Mill Road
- S. Merritt Mill Road @ W. Cameron Avenue



**Figure 20.** Town of Carrboro Wayfinding Program - Family of Sign Types (Design by Others)





DRAFT VOLUME TWO | STRATEGIES &amp; CONSIDERATIONS

# 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 21 and Figure 22 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.

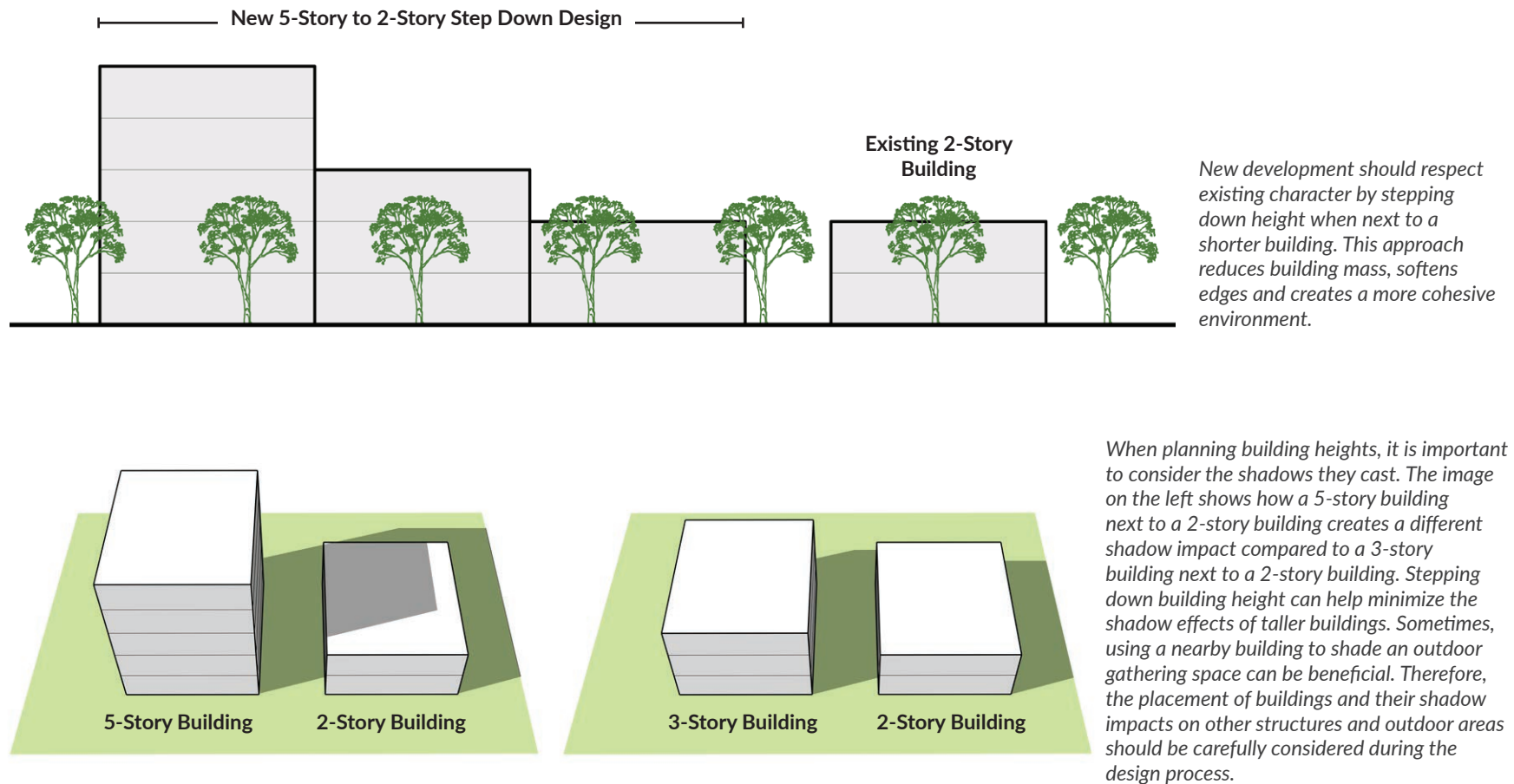
## BUILDING FACADES

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.

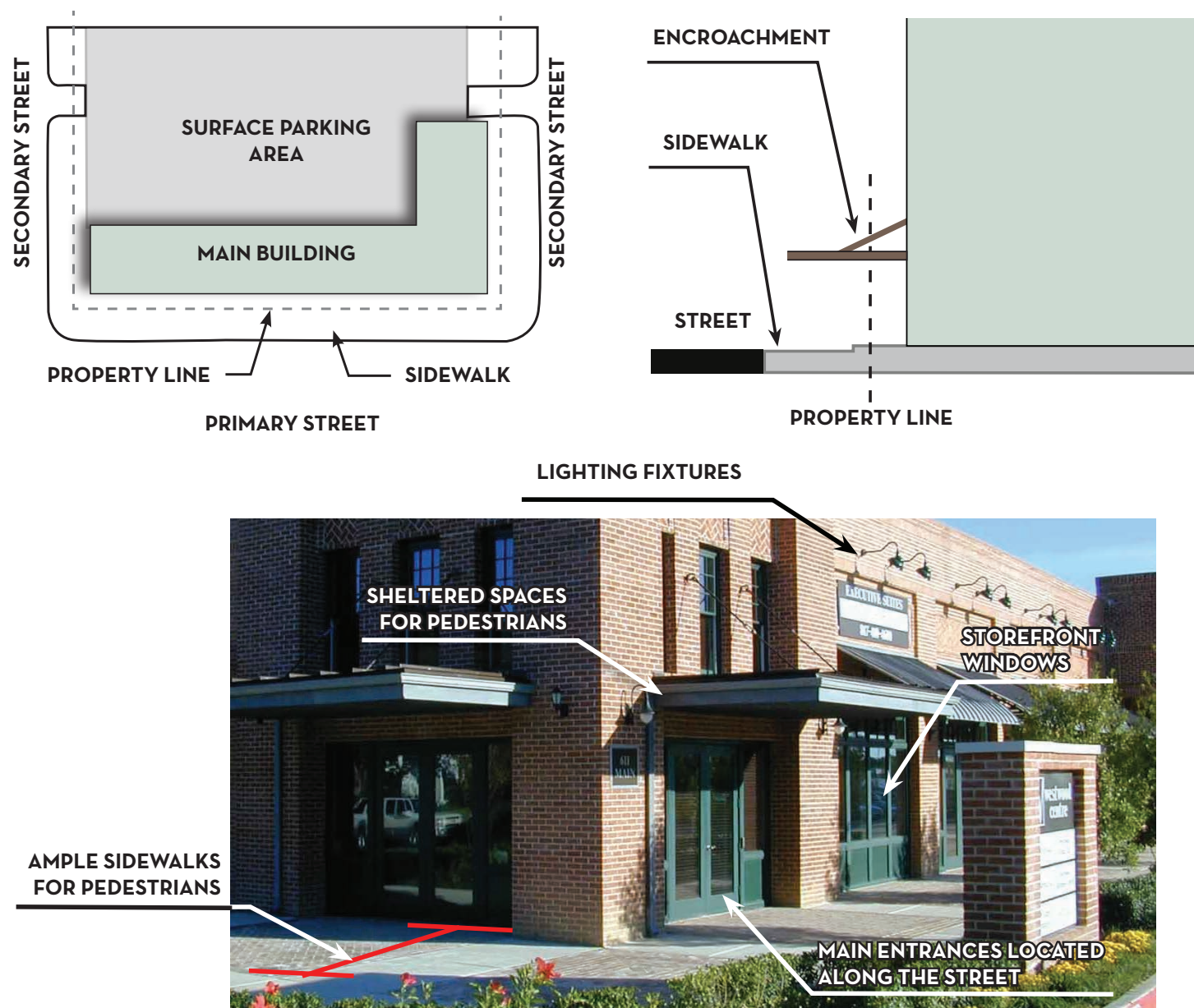
## ENCROACHMENTS

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 21.** Compatible Building Heights and Shadow Impacts



**Figure 22.** 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 58, 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.

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.



*A new building that reflects the historic building materials in the area*



## Agenda Item Abstract

**File Number:** 25-081

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**Agenda Date:** 9/16/2025

**File Type:** Public Hearing

**In Control:** Town Council

**Version:** 1

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Legislative Public Hearing on Land Use Ordinance Text Amendments Relating to Advisory Board and Commissions

**PURPOSE:** To request that the Town Council consider amendments to the Land Use Ordinance relating to advisory boards and commissions. A draft ordinance to amend the Land Use Ordinance has been prepared; the Town Council must receive public comment before taking action on a legislative matter.

**DEPARTMENT:** Planning

**COUNCIL DIRECTION:**

☐ Race/Equity ☐ Climate ☐ Comprehensive Plan ☒ Other

Legislative public hearings are a necessary step for text amendments in accordance with North Carolina state statutes and Town regulations. The Council is required to adopt a statement of consistency as part of its decision. Racial Equity Pocket Questions are provided (*Attachment E*). Climate Action Pocket Questions are not applicable for this item.

**INFORMATION:** On October 15, 2024, the Town Council adopted amendments to the Land Use Ordinance and Town Code to consolidate certain advisory boards and commissions and to revise language relating to attendance policies and procedures. Since that time, staff have identified a few additional modifications to further refine the language in Article III of the Land Use Ordinance (LUO). A draft ordinance for the LUO has been prepared that, if adopted, would:

- add an annual training requirement for the Planning Board and Board Adjustment
- increase the membership of the Safe Routes to School Implementation Committee, which serves as a subcommittee of the Transportation, Mobility and Greenways Advisory Commission, from four to six and update the criteria for membership to require an association with one of the five schools in Carrboro (Morris Grove Elementary, McDougle Elementary, McDougle Middle, Carrboro Elementary, Carrboro High School).
- modify the criteria for membership, and the powers and duties of the Climate and Environmental Advisory Commission to include sustainability, resilience, tree protection and urban forests, heat resilience and biodiversity.

The Town Council must receive public comment before adopting an amendment to the Land Use Ordinance. The draft ordinance was referred to Orange County and presented at the September 4, 2025, Joint Advisory Board meeting. Comments are provided (*Attachment D*).



**FISCAL IMPACT:** Public notice costs and staff time are associated with the review of text amendments for public hearing and advisory board review.

**RECOMMENDATION:** Staff recommends that the Town Council receive public input and consider adopting the resolution for consistency (*Attachment A*) and the draft ordinance (*Attachment B*).

A RESOLUTION ADOPTING A STATEMENT EXPLAINING THE TOWN COUNCIL’S  
REASONS FOR ADOPTING AN AMENDMENTS TO THE TEXT OF THE CARRBORO  
LAND USE ORDINANCE (N.C. Gen. Stat. 160A-383)

WHEREAS, amendments to the text of the Carrboro Land Use Ordinance have been proposed, which amendments are described or identified as follows: “An Ordinance Relating to Advisory Boards and Commissions.”

NOW, THEREFORE, the Town Council of the Town of Carrboro Resolves:

**Section 1. The Council has reviewed the draft ordinance to the text of the Land Use Ordinance and concludes that the proposed amendments are:**

\_\_\_\_\_ *Consistent* with the Town of Carrboro 2022-2042 Comprehensive Plan, Land Use Chapter, and in particular Goal 5, Strategy 5.2 as noted below, and Section 15-2 of the Land Use Ordinance which specifies the authority granted to the Town through state enabling legislation.

Strategy 5.2: Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.

- A. Update and clarify the roles of each commission or advisory board. Develop clearly defined roles for each commission and board, their duties and focus areas, and how they interrelate to other commissions and boards.

Transportation and Mobility Chapter, particularly Goal 2, Strategy 2.2: Continue to create safe streets and trail networks for pedestrians, bike riders, and transit riders.

- H. Continue to implement the Safe Routes to School Action Plan.

Advancing the Town’s efforts toward Climate Action, a foundational element of the Comprehensive Plan, and the strategies and projects outlined in the Climate Action Chapter.

\_\_\_\_\_ *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 remain consistent with its adopted plans or policies.

**Section 3. Therefore, the Carrboro Town Council has: approved / denied the proposed amendment to the text of the Carrboro Land Use Ordinance.**

**Section 4. This resolution becomes effective upon adoption.**

Adopted by the Carrboro Town Council this 16<sup>th</sup> day of September 2025.

AN ORDINANCE AMENDING THE CARRBORO LAND USE ORDINANCE RELATING  
TO ADVISORY BOARDS AND COMMISSIONS

\*\*DRAFT 08-14-25\*\*

THE TOWN COUNCIL OF THE TOWN OF CARRBORO ORDAINS:

**Section 1.** Section 15-21 (Appointment and Terms of Planning Board Members) of the Carrboro Land Use Ordinance is amended by adding a new subsection (h) to read as follows:

(h) Members of the planning board shall be required to complete at least an hour of assigned training per year.

**Section 2.** Section 15-29 (Appointment and Terms of Board of Adjustment) of the Carrboro Land Use Ordinance is amended by replacing “Town Council” with “Board of Adjustment” in subsection (e) and by adding a new subsection (f) to read as follows:

(f) Members of the board of adjustment shall be required to complete at least an hour of assigned training per year.

**Section 3.** Section 15-42 (Appointment and Terms of Transportation, Mobility and Greenways Advisory Commission), is amended by modifying subsection (a) to read as follows:

(a) There shall be a Transportation, Mobility and Greenways Advisory Commission (TMGAC) consisting of nine members appointed by the Council. Seven members shall be residents of the Town, and two members shall be a resident either of the Town, the Town’s extraterritorial planning jurisdiction, or the Town’s joint planning transition area. All such members (“regular members”) shall be interested in or have expertise relevant to the duties of the TMGAC.

**Section 4.** Section 15-44 (Powers and Duties of TMGAC) is amended by modifying subsection (e) to read as follows:

(e) From time to time, the Town Council may appoint one or more individuals to assist the TMGAC to carry out its transportation responsibilities with respect to a particular subject area. By way of illustration, without limitation, the Council may appoint advisory committees to consider long-range transportation plans, pedestrians or bicycle plans, infrastructure safety improvements, etc. Members of such advisory committees shall sit as nonvoting members of the TMGAC when such issues are being considered and shall lend their talents, energies, and expertise to the planning board. However, all formal recommendations to the Council shall be made by the TMGAC.

(1) The Town Council may appoint a subcommittee of the TMGAC for the purposes of implementing the Safe Routes to School Strategic Action Plan as described in subsection (a) below.

a. The Safe Routes to School Implementation Committee shall recommend transportation projects, policies, programs, or activities that serve to increase the safety and convenience of walking and bicycling to school. The Committee shall provide guidance and support for implementing the recommendations of the adopted Safe Routes to School Action Plan and evaluating implementation progress. The Committee may assist with seeking project or program funding, including applying for grants, Safe Routes to School event planning, and data collection.



- b. The TMGAC shall consider the recommendations of the SRTS Action Plan when carrying out its duties under subsections 15-44(a), (b) and (e) of this Chapter and its review of development applications and amendments described in Article IV and Article XX of Chapter 15 of the Town Code, the Carrboro Land Use Ordinance.
- (2) The Safe Routes to School (SRTS) Implementation Committee members shall include the full membership of the TMGAC and six additional members, appointed by the Town Council for two year staggered terms, but members may continue to serve until successors have been appointed.
- a. The appointed SRTS Implementation Committee shall include two youth members and four adult members. Youth members may include any combination of students who attend public school in Carrboro at the elementary, middle school, or high school level. Adult members may include any combination of administrator, faculty, teacher, parent or parent of former student(s) from a public school in Carrboro at the elementary, middle school, or high school level.
- The Town Council, when appointing SRTS Implementation Committee members, should seek to create a balanced committee with regard to student age, school representation, and adult experience and expertise.
- b. Appointed members may serve for two successive terms (or any part thereof). A member who has served for two successive terms (or any part thereof) shall be eligible for re-appointment only after an absence from the committee of at least one year.
  - c. The committee may invite others with expertise in the subject matter to participate in the meeting as non-voting members.
  - d. A member of the Chapel Hill/Carrboro School System or School Board may serve as a liaison to the committee.
- (3) The SRTS Implementation Committee shall meet at least four times a year, at the TMGAC's regularly scheduled meeting for the third Thursday of the month, or at additional special meetings as may be deemed necessary to complete its work.
- a. Public notice for the meeting shall clearly identify the SRTS Implementation Committee agenda.
  - b. As the SRTS Implementation Committee is a subcommittee of the TMGAC, a quorum shall be determined on the basis of the TMGAC's membership, described in Section 15-43 above. There shall be no quorum requirement for the SRTS members.

**Section 5.** Section 15-45 (Appointment and Terms of Climate and Environmental Advisory Commission) is rewritten to read as follows:

(a) There shall be a Climate and Environmental Advisory Commission (CEAC), consisting of nine members appointed by the Town Council. Eight members shall be residents of the Town, and one member shall be a resident either of the Town, the Town's extraterritorial planning jurisdiction, or the Town's joint planning transition area.

(b) CEAC members shall be appointed for three year staggered terms, but members may

continue to serve until their successors have been appointed. Membership terms shall be as follows:

- (1) Four members shall be appointed for three year terms.
- (2) Three members shall be appointed for two year terms.
- (3) Two members shall be appointed for a one year term, one of which shall be a youth member aged 15-25.

Vacancies shall be filled for the unexpired terms only.

(c) Members may be removed as follows:

- (1) The chair or staff liaison shall file or caused to be filed with the town clerk an attendance report after each meeting identifying those members who are present or absent.
- (2) Members shall be removed if they have three (3) unexcused absences, or if they miss more than thirty percent of the meetings during a twelve-month period. The town clerk shall send a removal notice to the member within ten days of the determination that the attendance requirements have not been met. This removal shall be effective on the date of such notice.
- (3) Members may also be removed by the Town Council, after a hearing, for any good cause related to performance of duty.

(d) In appointing CEAC members, the Town Council shall seek persons with experience in climate action, sustainability, environmental protection, biology, natural resources, and related topics. The Town Council shall seek to appoint at least one person with interest or expertise in community organizing or environmental justice. The Council shall also reserve one seat for a youth member, aged 15-25.

(e) Members of the Climate and Environmental Advisory Commission shall be administered an oath of office as prescribed by G.S. 160D-309.

**Section 6.** Section 15-45.2 (Powers and Duties of the CEAC), subsection (a), (b) and (e) are amended to read as follows:

(a) Advise the Town Council on policies, ordinances, and administrative procedures regarding environmental protection and the conservation of natural resources. The areas of review for the CEAC include new development, solid waste, air quality, climate protection and resilience, energy conservation, solar energy, groundwater, natural resources, urban forests, heat resilience, biodiversity, and other areas.

(b) Provide recommendations for green building and low impact development as part of new development and redevelopment, including site planning and design, tree canopy, native landscaping, energy efficiency and renewable energy, water efficiency, materials efficiency and waste reduction, indoor environmental quality, and the minimization of pollution.

(e) Advise on the design, organization and implementation of community outreach events.

**Section 7.** All provisions of any town ordinance in conflict with this ordinance are repealed.

**Section 8.** This ordinance shall become effective upon adoption.



## ARTICLE III

### ADMINISTRATION MECHANISMS

#### PART I. PLANNING BOARD

##### **Section 15-21 Appointment and Terms of Planning Board Members.**

(a) There shall be a planning board consisting of eleven members. Nine members appointed by the Town Council, shall reside within the town. One member, appointed by the Orange County Board of Commissioners, shall reside within the town's extraterritorial planning area. One member, appointed by the Orange County Board of Commissioners, shall reside within the town's joint planning transition area. If the Orange County Board fails to make these appointments within ninety days after receiving a resolution from the Town Council requesting that they be made, the Town Council may make them. **(AMENDED 5/26/81; 5/27/86; 11/14/88; 9/13/94; 4/25/06; 6/22/21)**

(a1) To ensure proportional representation, the number of ETJ representatives on the planning board shall be based on the population for residents within the town's extraterritorial planning area. The population estimates for this calculation shall be updated no less frequently than after each decennial census, and pursuant to G.S. 160D-307, board representation adjusted as needed to maintain proportionality. **(AMENDED 6/22/21)**

(b) Planning board members shall be appointed for three year staggered terms, but members may continue to serve until their successors have been appointed. Vacancies shall be filled for the unexpired terms only. **(AMENDED 5/27/86; 11/14/88; 4/25/06)**

(c) The term of one of the new in-town members shall expire January 31, 2009 (this seat replaces the vacant seat of an ETJ member whose term would have expired on that date) and the term of the other new in-town member shall expire January 31, 2007 (this seat replaces the vacant seat of a transition area member whose term would have expired on that date). **(AMENDED 4/25/06)**

(d) All members may participate in and vote on all issues before the board, regardless of whether the issue affects property within the town or within the extraterritorial planning area.

(e) Members may be removed as follows: **(AMENDED 5/27/86; 10/15/24)**

- (1) The chair or staff liaison shall file or cause to be filed with the town clerk an attendance report after each meeting identifying those members who were present or absent.
- (2) Members shall be removed if they have (3) unexcused absences, or if they miss more than thirty percent of the meetings during a twelve-month period. The town clerk shall send a removal notice to the member within ten days of the determination that the attendance requirements have not been met. This removal shall be effective on the date of such notice.

**Art. III ADMINISTRATION MECHANISMS**

- (3) Members may also be removed by the appointing authority, after a hearing, for any good cause related to performance of duty.

(f) In making appointments to the planning board, the Town Council shall seek to appoint persons with impartial and broad judgment, a wide range of community interests and when possible, persons with training or experience in a design or legal profession. The Town Council shall seek to appoint at least one person who lives in a neighborhood preservation district, one person who lives in an historic preservation district, and three persons who have demonstrated special interest, experience, or education in history, architecture, or related fields as required per G.S. 160D-303. **(AMENDED 10/15/24)**

(g) Members of the planning board shall be administered an oath of office as prescribed by G.S. 160D-309. **(AMENDED 10/15/24)**

(h) Members of the planning board shall be required to complete at least an hour of assigned training per year.

**Section 15-22 Meetings of the Planning Board.**

(a) The planning board shall establish a regular meeting schedule and shall meet frequently enough so that it can take action in conformity with Section 15-66 (Applications to be Processed Expeditiously).

(b) The board shall conduct its meetings so as to obtain necessary information and to promote the full and free exchange of ideas to assist with the preparation of advisory comments and recommendations for the Town Council and board of adjustment, or as otherwise directed by the Council. **(REWRITTEN 6/22/21)**

(b1) When the board is acting in its capacity as the historic district commission pursuant to Article XXI it shall conduct its meetings strictly in accordance with the quasi-judicial procedures set forth in Articles IV, V and VI. **(AMENDED 10/15/24)**

(c) Minutes shall be kept of all board procedures and the vote of every member on each issue shall be recorded.

(d) All board meetings shall be open to the public, and whenever feasible the agenda for each board meeting shall be made available in advance of the meeting.

(e) Whenever the board is called upon to make recommendations concerning a special use permit-A request, special use permit-B request, or a minor zoning amendment proposal, the planning staff shall post on or near the subject property one or more notices that are sufficiently conspicuous in terms of size, location, and content to provide reasonably adequate notice to potentially interested persons of the matter that will appear on the board's agenda at a specified date and time. Such notice(s) shall be posted at least seven days prior to the meeting at which the matter is to be considered.



*Art. III ADMINISTRATION MECHANISMS***Section 15-23 Quorum and Voting.**

- (a) A quorum for the planning board shall consist of six members if there are no vacant seats, five members if there are one or two vacant seats, and four members if there are more than two vacant seats. A quorum is necessary for the board to take official action.
- (b) All actions of the planning board shall be taken by majority vote, a quorum being present.
- (c) A roll call vote shall be taken upon the request of any member.

**Section 15-24 Planning Board Officers.**

- (a) The planning board shall designate one of its members to serve as chair, one member to serve as first vice-chair and one member to serve as second vice-chair. These officers shall be selected annually at the board's first regular meeting in February and shall serve for terms of one year unless their terms of appointment to the board sooner expire. A member may be selected to serve as chair for not more than two consecutive full one-year terms. Vacancies shall be filled for the unexpired terms only. **(AMENDED 1/10/84; 1/27/09)**
- (b) The chair, first vice-chair and second vice-chair may take part in all deliberations and vote on all issues. **(AMENDED 1/27/09)**

**Section 15-25 Powers and Duties of the Planning Board.**

- (a) The planning board may:
  - (1) Make studies and recommend to the Town Council plans, goals and objectives relating to the growth, development and redevelopment of the town and the surrounding extraterritorial planning area.
  - (2) Develop and recommend to the Town Council policies, ordinances, administrative procedures and other means for carrying out plans in a coordinated and efficient manner.
  - (3) Make recommendations to the Town Council concerning proposed special use permits-A, and proposed land use ordinance and zoning map changes as provided by Section 15-57 and 15-322.
  - (4) Make recommendations to the board of adjustment concerning proposed special use permits-B as provided by Section 15-56. **(AMENDED 6/22/21)**
  - (5) Initiate, promote, and assist in the implementation of programs for general community beautification within the town's planning jurisdiction. **(AMENDED 10/15/24)**

*Art. III ADMINISTRATION MECHANISMS*

- (6) Seek to coordinate the activities of individuals, agencies, organizations and groups, public and private, whose plans, activities and programs bear upon the appearance of the town and its environs. **(AMENDED 10/15/24)**
- (7) Direct the attention of the mayor and the Town Council to ways in which the town government may take action affecting the appearance of the town and its environs. **(AMENDED 10/15/24)**
- (8) Appoint subcommittees (consisting of planning board members) or advisory groups (consisting of board members, persons who are not board members or any combination thereof) to advise and assist the board in carrying out its duties. **(AMENDED 10/15/24)**
- (9) Perform any other duties assigned by the Town Council.

(b) The planning board shall in its duties as the Historic District Commission provide an annual report, orally or in writing, to the Town Council, as necessary to comply with the provisions of Section 15-337 of this chapter. **(AMENDED 10/15/24)**

(c) The planning board shall exercise all of the powers and duties of the neighborhood preservation district commission as set forth in Article XXI, Part 1, of this chapter. **(AMENDED 10/15/24)**

(d) The planning board shall exercise all of the powers and duties of the historic district commission as set forth in Article XXI, Part 2 of this chapter. **(AMENDED 10/15/24)**

(e) The planning board may adopt rules and regulations governing its procedures and operations not inconsistent with the provisions of this chapter.

**Section 15-26 Advisory Committees.** **(AMENDED 10/24/06)**

(a) From time to time, the Town Council may appoint one or more individuals to assist the planning board to carry out its planning responsibilities with respect to a particular subject area. By way of illustration, without limitation, the Town Council may appoint advisory committees to consider long range transportation plans, including pedestrian and bicycle plans, housing plans, economic development plans, etc.. **(AMENDED 6/22/21)**

(b) Members of such advisory committees shall sit as nonvoting members of the planning board when such issues are being considered and shall lend their talents, energies, and expertise to the planning board. However, all formal recommendations to the Town Council shall be made by the planning board. **(REWRITTEN 10/15/24)**

- (1) There shall be a Northern Transition Area subcommittee to the Planning Board consisting of five members, three appointed by the Orange County Board of Commissioners and two by the Town Council. If the Board of Commissioners fails to make these appointments within ninety days after



*Art. III ADMINISTRATION MECHANISMS*

receiving a resolution from the Town Council requesting that they be made, the Town Council may make them. All members shall be residents of the Northern Transition Area. For the purposes of this section, the Northern Transition Area shall include those unannexed portions of the Northern Study Area. The Northern Study Area is defined as follows:

The boundaries of this area are Carrboro's joint planning jurisdiction line to the north and Carrboro's Town limits to the south. The Carrboro/Chapel Hill joint planning jurisdiction line serves as the boundary to the east. It begins north of Eubanks Road, follows Rogers Road to Homestead, then proceeds southwest on Homestead Road to High School Road and finally turns south and east to the railroad right-of-way. A primary ridge line serves as the northwest boundary line just east of Union Grove Church Road down to Dairyland Road, where the road serves as the boundary heading southeast until it intersects, and Old NC 86 serves as the boundary then turning southeast and running along Hillsborough Road to Greensboro Street.

- (2) Members of the subcommittee shall be appointed for three year staggered terms, but members may continue to serve until their successors have been appointed. Initially the terms of all membership seats on the committee shall expire on January 31, 2000. Thereafter, one county appointee and one town appointee shall be appointed for three-year terms, one county appointee and one town appointee shall be appointed for two-year terms, and one county appointee shall be appointed for a term of one year. All members shall thereafter be appointed for terms of three years but shall be limited to no more than two consecutive three-year terms.
- (3) The same provisions that govern the removal of planning board members (Subsection 15-21(e)) shall apply to subcommittee members, except that only absences to meetings involving the NTASC shall be counted toward removal.
- (4) The subcommittee shall meet as necessary to fulfill its duties as described below:
  - a. Review zoning amendment requests and special use permit applications for developments within the Northern Transition Area and make advisory recommendations on the same to the board of adjustment or Town Council, respectively.
  - b. Initiate or participate in studies related to the special character of the Northern Study Area as directed by the Town Council.
  - c. Track and review other studies and plans that will have an impact on the Northern Study Area – including those of the Chapel Hill Town Council, the Orange County Board of County Commissioners and their appointed

***Art. III ADMINISTRATION MECHANISMS***

committees – and give feedback to the originating governing body, when directed by the Town Council.

- d. Submit regular reports to the Orange County Board of Commissioners as requested.
- e. Perform other duties as assigned by the Town Council.

(c) Nothing in this section shall prevent the Town Council from establishing independent advisory groups, committees, or commissions to make recommendations on any issue directly to the Town Council.

(d) If an advisory committee provides direct advice to the Town Council (i.e. it does not report to the planning board), a member of that board shall not vote on recommendations regarding any zoning map or text amendment where the outcome of the matter being considered is reasonably likely to have a direct, substantial, and readily identifiable financial impact on the member. An appointed board member shall not vote on any zoning amendment if the landowner of the property subject to a rezoning petition or the applicant for a text amendment is a person with whom the member has a close familial, business, or other associational relationship. **(REWRITTEN 6/22/21)**

**Section 15-27 Northern Transition Area Advisory Committee. AMENDED 5/25/99; REPEALED 10/15/24)**

**Section 15-28 Reserved.**



*Art. III ADMINISTRATION MECHANISMS***PART II. BOARD OF ADJUSTMENT****Section 15-29 Appointment and Terms of Board of Adjustment.** (AMENDED 12/4/18)

(a) There shall be a board of adjustment consisting of nine members. Seven members, appointed by the Town Council, shall reside within the town. One member, appointed by the Orange County Board of Commissioners, shall reside within the town's extraterritorial planning area. One member, appointed by the Orange County Board of Commissioners, shall reside within the town's joint planning transition area. If, despite good faith efforts, residents of the extraterritorial planning and joint planning transition areas cannot be found to fill the seats reserved for residents of such area, then the Orange County Board of Commissioners may appoint other residents of the county (including residents of the Town of Carrboro) to fill these seats. If the Orange County Board of Commissioners fails to make these appointments within ninety days after receiving a resolution from the Town Council requesting that they be made, the Town Council may make them. (AMENDED 5/26/81; 5/27/86; 11/14/88)

(a1) To ensure proportional representation, the number of ETJ representatives on the board of adjustment shall be based on the population for residents within the town's extraterritorial planning area. The population estimates for this calculation shall be updated no less frequently than after each decennial census, and pursuant to G.S. 160D-307, board representation adjusted as needed to maintain proportionality. (AMENDED 6/22/21)

(b) Board of adjustment members shall be appointed for three-year staggered terms, but members may continue to serve until their successors have been appointed. The terms of all seats on the board of adjustment on the effective date of this subsection (whether filled or vacant) shall expire on January 31, 1987. Effective February 1, 1987, two in-town residents and one extraterritorial area resident shall be appointed for one-year terms, two in-town residents and one extraterritorial area resident shall be appointed for two-year terms, and three in-town residents shall be initially appointed for three-terms. Effective July 1, 1988, one joint planning transition area resident shall be appointed to fulfill the remaining term of one extraterritorial planning area resident. Vacancies may be filled for the unexpired terms only. (AMENDED 5/27/86; 11/14/88)

(c) All members may participate in and vote on all issues before the board, regardless of whether the property involved is located within the town, within the extraterritorial planning area, or within the joint planning transition area. (AMENDED 11/14/88)

(d) Members may be removed as follows: (AMENDED 5/27/86)

- (1) The chair or staff liaison shall file or cause to be filed with the town clerk an attendance report after each meeting identifying those members who were present or absent. (AMENDED 10/15/24)
- (2) Members shall be removed if they have (3) unexcused absences, or if they miss more than thirty percent of the meetings during a twelve-month period. The town clerk shall send a removal notice to the member within ten days of the determination that the attendance requirements have not been met.

**Art. III ADMINISTRATION MECHANISMS**

This removal shall be effective on the date of such notice. **(AMENDED 10/15/24)**

- (3) Members may also be removed by the appointing authority, after a hearing, for any good cause related to performance of duty.

(e) Members of the ~~Board of Adjustment~~~~Town Council~~ shall be administered an oath of office as prescribed by Section 3-25(c) and (d) of the Town Code. **(AMENDED 10/09/90)**

(f) Members of the board of adjustment shall be required to complete at least an hour of assigned training per year.

**Section 15-30 Meetings of the Board of Adjustment.**

(a) The board of adjustment shall establish a regular meeting schedule and shall meet frequently enough so that it can take action in conformity with Section 15-66 (Applications to be Processed Exeditiously).

(b) The chair or vice chair of the board may call a special meeting by signing a written statement stating the time, place, and reason for the meeting. The staff shall notify the remaining members as soon as possible thereafter by whatever means appear most reasonably calculated to effect such notice. **(AMENDED 10/24/89)**

(c) The board shall conduct its meetings in accordance with the quasi-judicial procedures set forth in Articles IV, V, and VI.

(d) All meetings of the board shall be open to the public, and whenever feasible the agenda for each board meeting shall be made available in advance of the meeting.

**Section 15-31 Quorum.**

(a) A quorum for the board of adjustment shall consist of the number of members equal to a majority of the non-vacant seats on the board, but in no case shall a quorum consist of less than four members. A quorum is necessary for the Board to take official action. **(AMENDED 12/16/86)**

(b) A member who has withdrawn from the meeting without being excused as provided in Section 15-32 shall be counted as present for purposes of determining whether a quorum is present.

**Section 15-32 Voting.**

(a) The concurring vote of a four-fifths majority of members of the board present at a meeting and not excused from voting (a quorum being present) shall be necessary to grant a variance. All other actions of the board, including decisions relating to appeals and special use permits, shall be taken by majority vote, a quorum being present. If a motion to grant a variance is not made or fails to receive the four-fifths vote necessary for adoption, then a motion to deny the variance shall be in



*Art. III ADMINISTRATION MECHANISMS*

order. This motion is adopted as the board's decision if support by at least two members. **(AMENDED 5/26/81; 10/25/83; 10/21/14)**

(b) Once a member is physically present at a board meeting, any subsequent failure to vote shall be recorded as an affirmative vote unless the member has been excused in accordance with subsection (c) or (d) or has been allowed to withdraw from the meeting in accordance with subsection (e). **(AMENDED 10/24/06)**

(c) A member shall not participate in or vote on any quasi-judicial matter if that member's participation would violate affected persons' constitutional rights to an impartial decision maker. Impermissible conflicts include, but are not limited to,

- (1) a member having a fixed opinion prior to hearing the matter that is not susceptible to change,
- (2) undisclosed ex parte communications,
- (3) a close familial, business, or other associational relationship with an affected person, or
- (4) a financial interest in the outcome of the matter.

If an objection is raised to a member's participation and that member does not recuse themselves, the remaining members shall by majority vote rule on the objection.

(d) A member may be excused from voting on a particular issue by majority vote of the remaining members present under the following circumstances:

- (1) If the matter at issue involves the member's own official conduct; or
- (2) If participation in the matter might violate the letter or spirit of a member's code of professional responsibility.

(e) A member may be allowed to withdraw from the entire remainder of a meeting by majority vote of the remaining members present for any good and sufficient reason other than the member's desire to avoid voting on matters to be considered at that meeting.

(f) A motion to allow a member to be excused from voting or excused from the remainder of the meeting is in order if made by or at the initiative of the member directly affected or to decide an objection to a member's participation at or prior to a hearing. **(REWRITTEN 6/22/21)**

(g) A roll call vote shall be taken upon the request of any member.

**Section 15-33 Board of Adjustment Officers.**

**Art. III ADMINISTRATION MECHANISMS**

(a) The Board of Adjustment shall designate one of its members to serve as chair and one member to serve as vice- chair. These officers shall be selected annually at the board's first regular meeting in February and shall serve for terms of one year unless their terms of appointment to the board sooner expire. A member may be selected to serve as chair for not more than two consecutive full one-year terms. Vacancies shall be filled for the unexpired terms only. **(AMENDED 5/26/81; 1/10/84; 2/20/90; 1/27/09)**

(b) The chair and vice-chair may take part in all deliberations and vote on all issues.

**Section 15-34 Powers and Duties of Board of Adjustment.**

(a) The board of adjustment shall hear and decide:

- (1) Appeals from any order, decision, requirement, or interpretation made by the administrator, as provided in Section 15-91.
- (2) Applications for special use permits-B, as provided in Subsection 15-46(a).
- (3) Applications for variances, as provided in Section 15-92.
- (4) Applications for special exception permits, as provided in Section 15-92.1. **(AMENDED 6/21/94)**
- (5) Questions involving interpretation of the zoning map, including disputed district boundary lines and lot lines, as provided in Section 15-93.
- (6) Applications for major subdivisions containing between five and twelve lots. **(AMENDED 7/21/87)**
- (7) Any other matters the board is required to act upon by any other town ordinance.
- (8) Questions involving administrative determinations as provided in Subsection 15-93.1. **(AMENDED 6/22/21)**

(b) The board may adopt rules and regulations governing its procedures and operations not inconsistent with the provisions of this chapter.

**Section 15-35 through 15-36 Reserved.**



*Art. III ADMINISTRATION MECHANISMS***PART III. LAND USE ADMINISTRATOR AND PLANNING DIRECTOR****Section 15-37 Land Use Administrator. (AMENDED 6/22/21)**

Except as otherwise specifically provided, primary responsibility for administering and enforcing this chapter may be assigned to one or more individuals by the town manager. The person or persons to whom these functions are assigned shall be referred to in this chapter as the “land use administrator” or “administrator.” The term “staff” or “planning staff” is sometimes used interchangeably with the term “administrator”.

Pursuant to G.S. 160D-109(c), no staff member shall make a final decision on an administrative decision required by this chapter if the outcome of that decision would have a direct, substantial, and readily identifiable financial impact on the staff member or if the applicant or other person subject to that decision is a person with whom the staff member has a close familial, business, or other associational relationship. If a staff member has a conflict of interest under this section, the decision shall be assigned to the supervisor of the staff person or such other staff person as may be designated by the development regulation or other ordinance.

No staff member shall be financially interested or employed by a business that is financially interested in a development subject to regulation under this chapter unless the staff member is the owner of the land or building involved. No staff member or other individual or an employee of a company contracting with a local government to provide staff support shall engage in any work that is inconsistent with their duties or with the interest of the Town, as determined by the Town.

**Section 15-38 Planning Director.**

(a) The planning director is the administrative head of the planning department. As provided in Section 15-78, the planning director is authorized to approve minor subdivision final plats.

(b) The planning director may correct typographical errors, numerical reference errors, spelling errors, and errors in section or page numbering, and may make other non-substantive editorial changes to the text of this ordinance without formal adoption by the Town Council, provided that the changes necessary to correct such errors do not change the meaning of the ordinance. Any corrections made pursuant to this section must be documented to the Town Council and the Town Clerk and made a part of the council’s regular meeting minutes. (AMENDED 9/01/87; 6/22/21)

**Section 15-39 Reserved.**

*Art. III ADMINISTRATION MECHANISMS*

**PART IV. TOWN COUNCIL**

**Section 15-40 The Town Council. (REWRITTEN 6/22/21)**

(a) The Town Council, in considering special use permit-A applications, acts in a quasi-judicial capacity and, accordingly, is required to observe the procedural requirements set forth in Articles IV and VI of this chapter.

Members of the Town Council shall not participate in or vote on any quasi-judicial matter in a manner that would violate affected persons' constitutional rights to an impartial decision maker. Impermissible violations of due process include, but are not limited to:

- (1) A member having a fixed opinion prior to hearing the matter that is not susceptible to change,
- (2) Undisclosed ex parte communications,
- (3) A close familial, business, or other associational relationship with an affected person, or
- (4) A financial interest in the outcome of the matter.

(b) In considering proposed changes in the text of this chapter or in the zoning map, the Town Council acts in its legislative capacity and must proceed in accordance with the requirements of Article XX.

(c) Unless otherwise specifically provided in this chapter, in acting upon special use permit-A requests or in considering amendments to this chapter or the zoning map, the council shall follow the quorum, voting, and other requirements set forth in Chapter 2 of the Town Code.

**Section 15-41 Reserved.**



*Art. III ADMINISTRATION MECHANISMS***PART V. APPEARANCE COMMISSION (REPEALED 10/15/24)****PART V. TRANSPORTATION, MOBILITY AND GREENWAYS ADVISORY COMMISSION  
(REWRITTEN 10/15/24)****Section 15-42 Appointment and Terms of Transportation, Mobility and Greenways  
Advisory Commission.**

(a) There shall be a Transportation, Mobility and Greenways Advisory Commission (TMGAC) consisting of nine members appointed by the Council. ~~Seven members shall be residents of the Town, and two members shall be a resident either of the Town, the Town's extraterritorial planning jurisdiction, or the Town's joint planning transition area. Six members shall be residents of the Town, and one member shall be a resident either of the Town, the Town's extraterritorial planning jurisdiction, or the Town's joint planning transition area.~~ All such members ("regular members") shall be interested in or have expertise relevant to the duties of the TMGAC.

(b) Members may be removed as follows:

- (1) The chair or staff liaison shall file or cause to be filed with the town clerk an attendance report after each meeting identifying those members who were present or absent.
- (2) Members shall be removed if they have three (3) unexcused absences, or if they miss more than thirty percent of the meetings during a twelve-month period. The town clerk shall send a removal notice to the member within ten days of the determination that the attendance requirements have not been met. This removal shall be effective on the date of such notice.
- (3) Members may also be removed by the appointing authority, after a hearing, for any good cause related to performance of duty.

(c) Staff representation may be requested from the following groups to maximize coordination of greenways and other transportation infrastructure projects -- planning and construction in and around the Town:

- OWASA (1 representative)
- Town of Chapel Hill (1 representative)
- University of North Carolina – Chapel Hill (1 representative)
- Orange County (1 representative)

These members will be non-voting and recommended appointees may be submitted by their respective agency for the Town Council for acceptance.

(d) Members of the TMGAC shall be appointed for three-year staggered terms, but members may continue to serve until their successors have been appointed. The terms of all

***Art. III ADMINISTRATION MECHANISMS***

regular seats on the TMGAC on the effective date of this subsection (whether filled or vacant) shall expire on January 31, 1987. Effective February 1, 1987, three members shall be initially appointed for three-year terms, two members shall be initially appointed for two-year terms, and two members shall be initially appointed for one-year terms. Vacancies shall be filled for the unexpired terms only.

(e) Members of the Transportation, Mobility and Greenways Advisory Commission shall be administered an oath of office as prescribed by G.S. 160D-309.

**Section 15-43 Organization and Meetings of the TMGAC**

(a) The TMGAC shall hold regular meetings at least once monthly at such times and places as it shall designate.

(b) A quorum for the TMGAC shall consist of five regular members, except that if there are two or more vacant seats, a quorum shall consist of four regular members. All actions of this board shall be taken by majority vote of those present and voting, a quorum being present. The liaison member may participate in all deliberations but shall have no vote.

(c) The TMGAC shall designate one of its members to serve as chairperson and one member to serve as vice-chairperson. These officers shall be selected annually at the board's first regular meeting in February and shall serve for terms of one year unless their terms of appointment to the board sooner expire. A member may be selected to serve as chairperson for not more than two consecutive full one-year terms. Vacancies shall be filled for the unexpired terms only. The chairperson and vice-chairperson may take part in all deliberations and vote on all issues.

**Section 15-44 Powers and Duties of TMGAC**

(a) The TMGAC shall conduct studies and advise and make recommendations to the Town Council concerning all matters relating to the transportation within the Town of Carrboro and the surrounding area, including, but not limited to, the need for the construction, operation, relocation, or improvement of streets, sidewalks, and bikeways, as well as the establishment and improvement of alternative methods of mass transportation and the development of safe routes to school.

(b) The TMGAC shall also recommend to the Council policies, programs, and actions that may assist the Town in establishing greenways. For purposes of this section, the term "greenways" refers to unbroken chains of preserved open space surrounding stream and wildlife corridors, headwaters, water recharge areas, and significant ecosystems that also provide bicycle and pedestrian connections between neighborhoods and for the community. The commission may in its development of recommendations relating to environmental resources collaborate with the Climate and Environmental Advisory Commission and/or the Stormwater Advisory Commission pursuant to subsection (f) below. The commission may also encourage effective stewardship and management of such greenways and promote educational, recreational, and public health usage consistent with the protection of this resource, in collaboration with the Recreation, Parks & Cultural Resources Commission pursuant to subsection (g) below.



*Art. III ADMINISTRATION MECHANISMS*

(c) The TMGAC shall report to the Town Council as requested by the Council and shall undertake such studies or perform such duties as the Council may request from time to time.

(d) The TMGAC may adopt rules and regulations governing its procedures not inconsistent with the provisions of Section 15-44 of this chapter.

(e) From time to time, the Town Council may appoint one or more individuals to assist the TMGAC to carry out its transportation responsibilities with respect to a particular subject area. By way of illustration, without limitation, the Council may appoint advisory committees to consider long-range transportation plans, pedestrians or bicycle plans, infrastructure safety improvements, etc. Members of such advisory committees shall sit as nonvoting members of the TMGAC when such issues are being considered and shall lend their talents, energies, and expertise to the planning board. However, all formal recommendations to the Council shall be made by the TMGAC.

(1) The Town Council may appoint a subcommittee of the TMGAC for the purposes of implementing the Safe Routes to School Strategic Action Plan as described in subsection (a) below.

a. The Safe Routes to School Implementation Committee shall recommend transportation projects, policies, programs, or activities that serve to increase the safety and convenience of walking and bicycling to school. The Committee shall provide guidance and support for implementing the recommendations of the adopted Safe Routes to School Action Plan and evaluating implementation progress. The Committee may assist with seeking project or program funding, including applying for grants, Safe Routes to School event planning, and data collection. ~~The Committee may provide assistance with seeking project or program funding, including applying for grants, Safe Routes to School event planning, and data collection.~~

b. The TMGAC shall consider the recommendations of the SRTS Action Plan when carrying out its duties under subsections 15-44(a), (b) and (e) of this Chapter and its review of development applications and amendments described in Article IV and Article XX of Chapter 15 of the Town Code, the Carrboro Land Use Ordinance.

(2) The Safe Routes to School (SRTS) Implementation Committee members shall include the full membership of the TMGAC and ~~six~~four additional members, appointed by the Town Council for two year staggered terms, but members may continue to serve until successors have been appointed.

a. The appointed SRTS Implementation Committee shall include two youth members and four adult members. Youth members may include any combination of students who attend public school in Carrboro at the elementary, middle school, or high school level. Adult members may include any combination of administrator, faculty, teacher, parent or parent

*Art. III ADMINISTRATION MECHANISMS*

of former student(s) from a public school in Carrboro at the elementary, middle school, or high school level.

The Town Council, when appointing SRTS Implementation Committee members, should seek to create a balanced committee with regard to student age, school representation, and adult experience and expertise.

~~The appointed members of the SRTS Implementation Committee shall include two students, who attend local public schools at the elementary or middle school level, one parent of a local elementary or middle school student and one school administrator or faculty member from the local public schools at the elementary or middle school level.~~

- b. Appointed members may serve for two successive terms (or any part thereof). A member who has served for two successive terms (or any part thereof) shall be eligible for re-appointment only after an absence from the committee of at least one year.
  - c. The committee may invite others, with expertise in the subject matter to participate in the meeting as non-voting members.
  - d. A member of the Chapel Hill/Carrboro School System School Board may serve as a liaison to the committee.
- (3) The SRTS Implementation Committee shall meet at least four times a year, quarterly, at the TMGAC's regularly scheduled meeting for the third Thursday of the month, or at additional special meetings as may be deemed necessary to complete its work.
- a. Public notice for the meeting shall clearly identify the SRTS Implementation Committee agenda.
  - b. As the SRTS Implementation Committee is a subcommittee of the TMGAC, a quorum shall be determined on the basis of the TMGAC's membership, described in Section 15-43 above. There shall be no quorum requirement for the SRTS members.  
~~Quorums will be determined on the basis of the TMGAC's membership. There shall be no quorum requirement for the four appointed mem~~
- (f) The TMGAC may hold a joint meeting with the Climate and Environmental Advisory Commission and/or Stormwater Advisory Commission to discuss matters of mutual interest.
- (g) The TMGAC may hold a joint meeting with the Recreation, Parks & Cultural Resources Commission to discuss matters of mutual interest.



*Art. III ADMINISTRATION MECHANISMS***PART VI. ENVIRONMENTAL ADVISORY BOARD**  
**(AMENDED 2/20/96)****PART VI. CLIMATE AND ENVIRONMENTAL ADVISORY COMMISSION BOARD**  
**(REWRITTEN 10/15/24)****Section 15-45 Appointment and Terms of Climate and Environmental Advisory Commission.**

(a) There shall be a Climate and Environmental Advisory Commission (CEAC), consisting of nine members appointed by the Town Council. Eight members shall be residents of the Town, and one member shall be a resident either of the Town, the Town's extraterritorial planning jurisdiction, or the Town's joint planning transition area.

~~Six members shall be residents of the Town, and one member shall be a resident either of the Town, the Town's extraterritorial planning jurisdiction, or the Town's joint planning transition area~~

(b) CEAC members shall be appointed for three year staggered terms, but members may continue to serve until their successors have been appointed. Membership terms shall be as follows: The initial terms of all members shall expire on January 31, 1996. Effective February 1, 1996, three members shall be appointed for three year terms, two members for two year terms, and two members for one year terms. Vacancies shall be filled for the unexpired terms only.

(1) Four members shall be appointed for three year terms.

(2) Three members shall be appointed for two year terms.

(3) Two members shall be appointed for a one year term, one of which shall be a youth member aged 15-25.

(c) Members may be removed as follows:

- (1) The chair or staff liaison shall file or caused to be filed with the town clerk an attendance report after each meeting identifying those members who are present or absent.
- (2) Members shall be removed if they have three (3) unexcused absences, or if they miss more than thirty percent of the meetings during a twelve-month period. The town clerk shall send a removal notice to the member within ten days of the determination that the attendance requirements have not been met. This removal shall be effective on the date of such notice.
- (3) Members may also be removed by the Town Council, after a hearing, for any good cause related to performance of duty.

**Art. III ADMINISTRATION MECHANISMS**

(d) In appointing CEAC members, the Town Council shall seek persons with expertise in climate action, sustainability, environmental protection, biology, natural resources, and related topics. The Town Council shall seek to appoint at least one person with interest or expertise in community organizing or environmental justice. The Council shall also reserve one seat for a youth member, aged 15-25, Carrboro resident currently enrolled in public, private, or home school at the high school level. ;,

(e) Members of the Climate and Environmental Advisory Commission shall be administered an oath of office as prescribed by G.S. 160D-309.

**Section 15-45.1 Organization and Meetings of CEAC.**

(a) The CEAC shall establish a regular meeting schedule. All meetings shall be open to the public and notification of such meetings shall conform to the requirements of the Open Meetings Law.

(b) A quorum shall be present for the CEAC to take official action, and all actions shall be taken by majority vote. A quorum shall consist of six members if all seats on the CEAC are filled and five members if there are one or more vacancies.

(c) The CEAC shall select one of its members to serve as chair and one member to serve as vice-chair. These officers will be chosen annually at the CEAC's first meeting in February and shall serve for terms of one year unless their terms of appointment to the CEAC sooner expire. A member may be selected to serve as chair for not more than two consecutive full one-year terms. The chair and vice-chair may take part in all deliberations and vote on all issues. (AMENDED 01/27/09)

**Section 15-45.2 Powers and Duties of the CEAC.**

The Climate and Environmental Advisory Commission may:

(a) Advise the Town Council on policies, ordinances, and administrative procedures regarding environmental protection and the conservation of natural resources. The areas of review for the CEAC include new development, solid waste, air quality, climate protection and resilience, energy conservation, solar energy, groundwater, natural resources, heat resilience, biodiversity, and other areas.

(b) Provide recommendations for green building and low impact development as part of new development and redevelopment, including site planning and design, tree canopy, native landscaping, energy efficiency and renewable energy, water efficiency, materials efficiency, and waste reduction, indoor environmental quality, and the minimization of pollution.

(c) Adopt a set of guiding principles or goals for the CEAC and review these goals periodically to determine if they are being obtained.



*Art. III ADMINISTRATION MECHANISMS*

(d) Provide expertise and input on the implementation of the Community Climate Action Plan and municipal Energy and Climate Protection Plan, including annual work plans and initiatives as requested by staff.

(e) ~~Advise on Participate in~~ the design, organization and implementation of community outreach events and attend events.

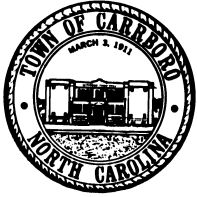
(f) Take any other action authorized by this chapter or any other ordinance or resolution of the Town Council.

**PART VII. MEMBERSHIP LIMITATIONS ON BOARDS, COMMITTEES,  
ADVISORY GROUPS, AND COMMISSIONS (AMENDED 12/04/2018)**

A member may be appointed to the same board, committee, advisory group, or commission for a maximum of two successive full terms. A member who has served for two successive full terms on the same board, committee, advisory group, or commission may be eligible for re-appointment after an absence from that board, committee, advisory group, or commission of at least one year. The Town Council may make exceptions to these conditions under the following circumstances:

1. To retain diversity on an advisor board;
2. To appoint a member in the absence of applicants.

Prior to beginning a term of service, a newly appointed member shall take an oath of office.  
**(AMENDED 6/22/21)**



# 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

**SEPTEMBER 4, 2025**

### **Land Use Ordinance Amendments Relating to Advisory Boards and Commissions**

Motion was made by Terri Buckner and seconded by Galen Kirkpatrick that the Planning Board of the Town of Carrboro recommends that the Town Council approve the draft ordinance.

- With an additional comment that the Town ensure participation in the Carrboro Safe Routes to School program is accessible by students and families of students who live in one jurisdiction but attend school in another (Carrboro and Chapel Hill).

#### **VOTE:**

AYES: (7) Buckner, Foushee, Gaylord-Miles, Kirkpatrick, Peretin, Poulton, Sinclair

NOES: ( )

ABSTENTIONS: ( )

ABSENT/EXCUSED: ( )

#### **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 this amendment.

Motion was made by Susan Poulton and seconded by Braxton Foushee that the Planning Board of the Town of Carrboro finds the proposed text amendments, which would update the Land Use Ordinance to:

1. add an annual training requirement for the Planning Board and Board Adjustment
2. increase the membership of the Safe Routes to School Implementation Committee, which serves as a subcommittee of the Transportation, Mobility and Greenways Advisory Commission, from four to six and update the criteria for membership to require an association with one of the five schools in Carrboro
3. modify the criteria for membership, and the powers and duties of the Climate and Environmental Advisory Commission to include sustainability, resilience, tree protection and urban forests, heat resilience and biodiversity

is consistent with the provisions in Goal 5 of Land Use Chapter and Goal 2 of the Transportation & Mobility chapter of the Comprehensive Plan and section 15-2 of the Land Use Ordinance which specifies the authority granted to the Town through state enabling legislation.

Furthermore, the Planning Board of the Town of Carrboro finds the proposed text amendment is reasonable and in the public interest because the Town seeks to remain consistent with its adopted plans or policies.

#### **VOTE:**

AYES: (7) Buckner, Foushee, Gaylord-Miles, Kirkpatrick, Peretin, Poulton, Sinclair

NOES: ( )



ABSTENTIONS: ( )  
ABSENT/EXCUSED: ( )

*Rachel Gaylord-Miles*  
(Chair)

9/4/25  
(Date)



# TOWN OF CARRBORO

## Transportation, Mobility and Greenways Advisory Commission

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

# R E C O M M E N D A T I O N

**SEPTEMBER 4, 2025**

### **Land Use Ordinance Amendments Relating to Advisory Boards and Commissions**

Motion was made by Jones-Peretto and seconded by Doll that the Transportation, Mobility & Greenways Advisory Commission of the Town of Carrboro recommends that the Town Council approve the draft ordinance, with the following additional recommendation: that the Council consider opening membership to Carrboro residents who currently have or have had an affiliation with any of the schools in the Chapel Hill Carrboro City School System after the adoption of the updated SRTS Action Plan.

#### **VOTE:**

AYES: (4) Jones-Peretto, Doll, Keefe, Salvesson

NOES: (0)

ABSTENTIONS: (0)

ABSENT/EXCUSED: (1) Dalton

#### **Associated Findings**

By a unanimous show of hands, the Transportation, Mobility & Greenways Advisory Commission membership indicated that no members have any financial interests that would pose a conflict of interest to the adoption of this amendment.

Motion was made by Jones-Peretto and seconded by Keefe that the TMGAC of the Town of Carrboro finds the proposed text amendments, which would update the Land Use Ordinance to:

1. add an annual training requirement for the Planning Board and Board Adjustment
2. increase the membership of the Safe Routes to School Implementation Committee, which serves as a subcommittee of the Transportation, Mobility and Greenways Advisory Commission, from four to six and update the criteria for membership to require an association with one of the five schools in Carrboro
3. modify the criteria for membership, and the powers and duties of the Climate and Environmental Advisory Commission to include sustainability, resilience, tree protection and urban forests, heat resilience and biodiversity

is consistent with the provisions in Goal 5 of Land Use Chapter and Goal 2 of the Transportation & Mobility chapter of the Comprehensive Plan and section 15-2 of the Land Use Ordinance which specifies the authority granted to the Town through state enabling legislation.



Furthermore, the TMGAC of the Town of Carrboro finds the proposed text amendment is reasonable and in the public interest because the Town seeks to remain consistent with its adopted plans or policies.

**VOTE:**

AYES: (4) Jones-Peretto, Doll, Keefe, Salveson

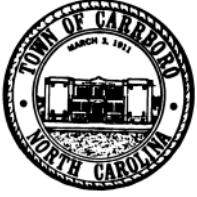
NOES: (0)

ABSTENTIONS: (0)

ABSENT/EXCUSED: (1) Dalton

Elyse M Keefe  
(Chair)

September 5, 2025  
(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

**JUNE 24, 2025**

### **Land Use Ordinance Amendments Relating to Advisory Boards and Commissions**

Motion was made by Jane Danielewicz and seconded by Karen Stine that the CEAC of the Town of Carrboro recommends that the Town Council adopt the draft ordinance.

**VOTE:**

AYES: ( ) 7

NOES: ( )

ABSTENTIONS: ( )

ABSENT/EXCUSED: ( ) 1

**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 this amendment.

Motion was made by Jane Danielewicz and seconded by Karen Stine that the CEAC of the Town of Carrboro finds the proposed text amendments, which would update the Land Use Ordinance to:

1. add an annual training requirement for the Planning Board and Board Adjustment
2. increase the membership of the Safe Routes to School Implementation Committee, which serves as a subcommittee of the Transportation, Mobility and Greenways Advisory Commission, from four to six and update the criteria for membership to require an association with one of the five schools in Carrboro
3. modify the criteria for membership, and the powers and duties of the Climate and Environmental Advisory Commission to include sustainability, resilience, tree protection and urban forests, heat resilience and biodiversity

is consistent with the provisions in Goal 5 of Land Use Chapter and Goal 2 of the Transportation & Mobility chapter of the Comprehensive Plan and section 15-2 of the Land Use Ordinance which specifies the authority granted to the Town through state enabling legislation.

Furthermore, the CEAC of the Town of Carrboro finds the proposed text amendment is reasonable and in the public interest because the Town seeks to remain consistent with its adopted plans or policies.

**VOTE:**

AYES: ( ) 7

NOES: ( )

ABSTENTIONS: ( )

ABSENT/EXCUSED: ( ) 1



Jane Danciewicz      Sept 2, 2025  
(Chair)                                      (Date)



PLANNING and INSPECTIONS

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Cy Stober, AICP, Director | cstober@orangecountync.gov | 131 W. Margaret Lane, Hillsborough, NC 27278 | 919.245.2575

## TRANSMITTAL DELIVERED VIA EMAIL

August 20, 2025

Christina Moon, AICP  
Planning & Transportation Administrator/  
Interim Planning Director  
Town of Carrboro  
301 W. Main St.  
Carrboro, NC 27510

**SUBJECT: Joint Planning Review of Proposed Ordinance Amendments**

Dear Tina:

Thank you for the opportunity to review the following Land Use Ordinance amendments received by us on August 15, 2025 and proposed for town public hearing on September 16, 2025:

- *An Ordinance Amending the Carrboro Land Use Ordinance Relating to Advisory Boards and Commissions.*

We have reviewed the amendments and find no inconsistency with the adopted *Joint Planning Area Land Use Plan*.

If you have any questions or need additional information, please let me know.

Sincerely,

A handwritten signature in black ink that reads "Perdita Holtz".

Perdita Holtz, AICP  
Deputy Director, Long-Range Planning and Administration

## Race and Equity Pocket Questions

Title: Legislative Public Hearing Text Amendment for Advisory Boards & Commissions

Purpose: *The proposed text amendment makes three key changes: (1) establishing a requirement for training for Planning Board members and Board of Adjustment members; (2) amending the Safe Routes to School subcommittee to allow for more flexibility in membership, and redistributing the share of members who reside in the city limits versus the ETJ for the TMGAC; (3) Redistributing the share of CEAC members who reside in the city limits versus the ETJ, adding more flexibility to the percentage of meetings a CEAC member can miss within a year, and changing the language about CEAC members responsibilities.*

Department:

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

People of color and members of historically marginalized communities are often underrepresented in government, including elected boards, staff, and volunteers.

**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?**

- Advisory board membership is an unpaid volunteer position that requires time
- Community members face barriers to “free-time” may find it difficult to serve on an advisory board due to:
  - irregular or shift work schedules
  - multiple jobs
  - limited to no access to childcare
  - limited access to transportation
  - limited access to internet
- Proposed changes do not impact or change sociodemographic burdens.

**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?**

- Community members who have more “free-time” to serve on an advisory benefit currently



- Proposed changes add more flexibility in who is eligible to serve on boards will slightly improve access

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

- Confusion from volunteers who move from one board to another regarding the difference in attendance requirements between the CEAC and other boards
- Changes in make-up of the boards could not increase access as expected, and lead to quorum issues

**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.**

- Continued communication about the responsibilities of and opportunities to serve on advisory board members by the Town
- Continued monitoring of attendance and barriers related to volunteer service, to incorporate into a future text amendment and/or the New Carrboro UDO.

# CONSIDERATION OF TEXT AMENDMENTS TO THE LAND USE ORDINANCE RELATED TO ADVISORY BOARDS AND COMMISSIONS

Town Council Public Hearing – September 16, 2025



TOWN OF CARRBORO • NC

# Legislative Public Hearing Process

- Open Public Hearing
- Staff Presentation
- Public Comment
  - Anyone can address the Council
  - No "swearing in" needed
- Council Questions/Deliberation
- Close Public Hearing
- Council Action
  - Consider Consistency Statement (Attachment A)
  - Consider Land Use Ordinance (Attachment B)



# Overview

- October 15, 2024, Town Council adopted amendments to the Land Use Ordinance & Town Code to
  - Consolidate certain advisory boards and commissions
  - Revise language relating to attendance policies and procedures.
- Staff have identified a few additional updates to further refine the language in Article III of LUO.
- A draft ordinance for the LUO has been prepared that, if adopted, would:
  - Add annual training requirement for the Planning Board and Board Adjustment
  - Increase membership of the Safe Routes to School Implementation Committee from four to six
  - Update criteria for SRTS subcommittee membership to require an association with one of the five schools in Carrboro
  - Modify criteria for membership of the Climate and Environmental Advisory Commission
  - Modify powers and duties of the Climate and Environmental Advisory Commission to include sustainability, resilience, tree protection and urban forests, heat resilience and biodiversity.

# Consistency with Adopted Plans/Policy

## Comprehensive Plan, *Carrboro Connects*

- Advancing the Town's efforts toward Climate Action, a foundational element of the Comprehensive Plan, and the strategies and projects outlined in the Climate Action Chapter.

- **LAND USE**

Goal 5: Expand appropriate development opportunities that meet the goals of the comprehensive plan

Strategy 5.2: Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.

5.2 a) Update and clarify the roles of each commission or advisory board.

- **TRANSPORTATION & MOBILITY**

Goal 2: Continue to expand the transportation system to provide at least one non-automobile option (walking, biking and transit) for every neighborhood to be useable for a variety of trip purposes

Strategy 2.2: Continue to create safe streets and trail networks for pedestrians, bike riders, and transit riders.

2.2 h) Continue to implement the Safe Routes to School Action Plan.

## Local Authority

- Section 15-2 of the Land Use Ordinance which specifies the authority granted to the Town through state enabling legislation.

# Procedural Notes

- Text amendments are legislative decisions
- Town Council must hold a public hearing before making a decision
- Comments from Orange County, the Planning Board, and other advisory boards are provided (*Attachment D*)
- Town Council Deliberation
- Action
  - Consideration of Consistency (*Attachment A*)
    - Section 1. Statement of whether the action is consistent with the Comprehensive Plan
    - Section 2. Statement of whether the action is reasonable and in the public benefit
    - Section 3. Action – Approve/Deny
  - Consideration of the draft ordinance (*Attachment B*)



# Public Comment

# Legislative Public Hearing Process

- ✓ Open Public Hearing
- ✓ Staff Presentation
- ✓ Public Comment
- ✓ Council Questions/Deliberation
- ✓ Close Public Hearing
- Council Action
  - Motion to Adopt/Deny Consistency Statement (*Attachment A*)
  - Motion should speak to each of the three sections of the consistency statement:
    - Section 1. Statement of whether the action is consistent with the Comprehensive Plan
    - Section 2. Statement of whether the action is reasonable and in the public benefit
    - Section 3. Action – Approve/Deny
  - Consideration of the draft ordinance (*Attachment B*)

# Consistency with Adopted Plans/Policy

## Comprehensive Plan, *Carrboro Connects*

- Land Use
  - Goal 5, Strategy 5.2: Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.
    - A. Update and clarify the roles of each commission or advisory board. Develop clearly defined roles for each commission and board, their duties and focus areas, and how they interrelate to other commissions and boards.
- Transportation & Mobility
  - Goal 2, Strategy 2.2: Continue to create safe streets and trail networks for pedestrians, bike riders, and transit riders.
    - H. Continue to implement the Safe Routes to School Action Plan.
- Advancing the Town's efforts toward Climate Action, a foundational element of the Comprehensive Plan, and the strategies and projects outlined in the Climate Action Chapter.

## Local Authority

- Section 15-2 of the Land Use Ordinance which specifies the authority granted to the Town through state enabling legislation.





## Agenda Item Abstract

**File Number:** 25-085

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**Agenda Date:** 9/16/2025

**File Type:** Information Item

**In Control:** Town Council

**Version:** 1

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Tropical Storm Chantal Response & Recovery

**PURPOSE:** This agenda item provides an update on the Town's response before, during and after the tropical storm, its financial impact on the Town's budget, and plans for EV/Hybrid vehicle replacements and EV chargers

**DEPARTMENT:** Town Manager's Office

**COUNCIL DIRECTION:**

☒ Race/Equity ☒ Climate ☒ Comprehensive Plan ☐ Other

Municipal Operations, Chapter 10 of the Comprehensive Plan, calls for financial accountability throughout the organization and to make financial information available to decision-makers on a regular and timely basis. It also includes initiatives to provide hazard response in accordance with industry best practices to ensure Carrboro remains a safe place to live, work and play.

The Community Action Climate Plan and the Comprehensive Plan both call for the Town to reduce municipal greenhouse gas (GHG) emissions by 80% by 2030. Fleet operations represent a significant source of these emissions, and a strategic transition to electric and hybrid vehicles is essential for meeting this target. This will also contribute to local air quality improvement and positively impact human health.

The Comprehensive Plan was developed with the foundational themes of race and equity and climate action. Chapter 10: Municipal Operations, recommends reducing greenhouse gas emissions due to municipal fleet operations. One strategy mentioned is to replace internal combustion vehicles with electric vehicles.

**INFORMATION:**

This informational item provides a review of the Town's response to Tropical Storm Chantal, financial implications and anticipated electric vehicle replacements and EV charging installation.

**FISCAL IMPACT:**

Please see attached. There is no immediate budget impact associated with this item. A budget amendment request, including to receive and appropriate the use of insurance proceeds, will be forthcoming in a future Council Business Meeting.

**RECOMMENDATION:** It is recommended that the council receive the staff report.

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**Agenda Date:** 9/16/2025  
**In Control:** Town Council  
**Version:** 1

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**File Type:** Information Item



# TROPICAL STORM CHANTAL RESPONSE AND RECOVERY

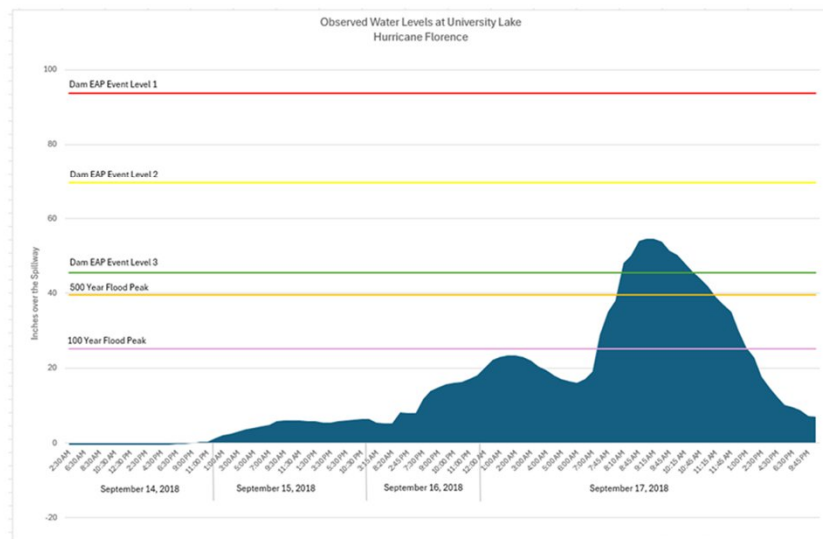
Sept. 16, 2025



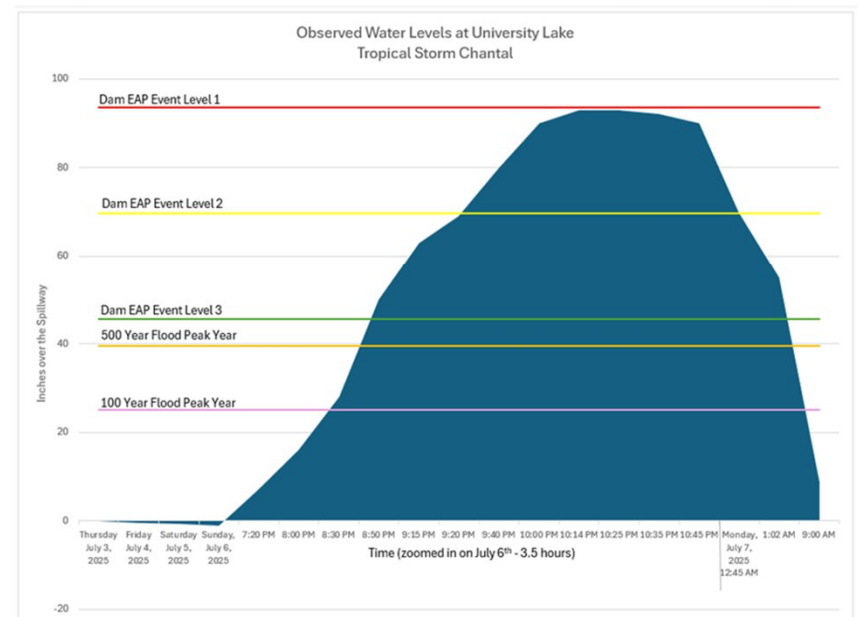
TOWN OF CARRBORO • NC



## Hurricane Florence (2018)



## Tropical Storm Chantal (2025)



# Transition to Recovery

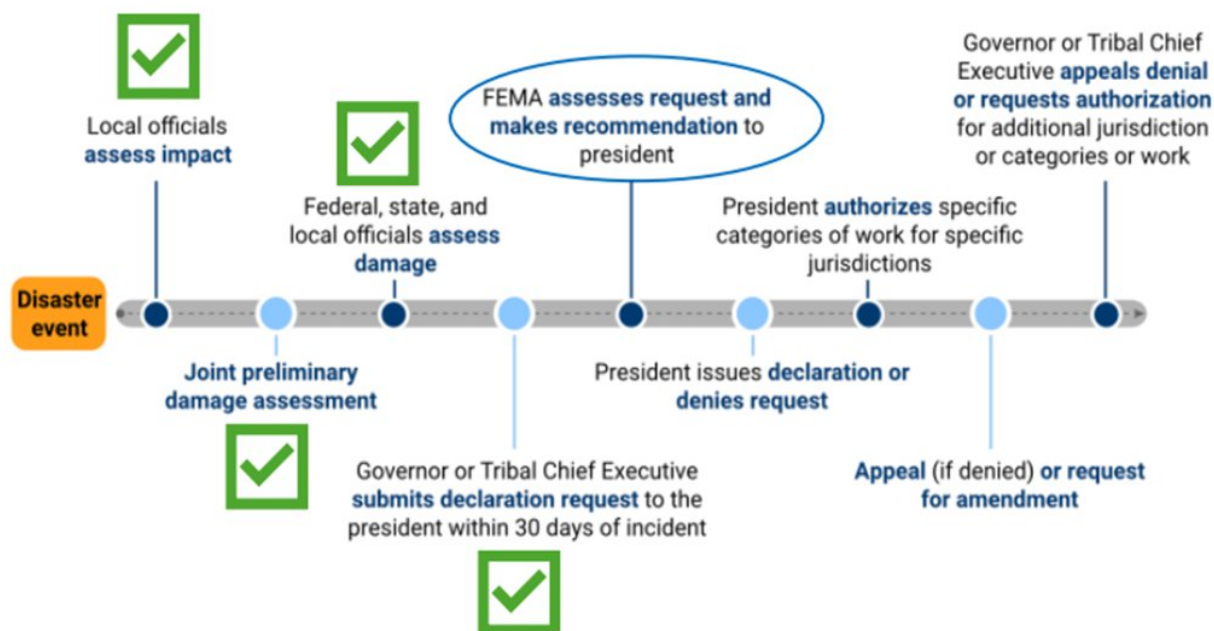
**Federal Declaration Status:**  
Undeclared

**Small Business Administration Status:**  
Declared 7/26

**State Declaration Status:**  
Emergency Declared 7/16  
Individual Assistance authorized 8/5

**Local Declaration Status:**  
OC, ToCH, Hillsborough, Carrboro –  
Expired 7/11/2025

## Disaster declaration request process



## Resources for Our Community

- **Town of Carrboro:** For recovery assistance and resources, please visit:
  - [www.carrboronc.gov/Chantal-Recovery](http://www.carrboronc.gov/Chantal-Recovery)
- **Orange County:** For a comprehensive list of storm-related resources, please visit:
  - [www.orangecountync.gov/Chantal-Resources](http://www.orangecountync.gov/Chantal-Resources)
- **Community Giving Fund:** Collaborative effort between the county and the towns to ensure donated funds are prioritized for critical needs and equitably distributed across the county.
  - <https://www.orangecountync.gov/ChantalFund>



# Next Steps: Lessons Learned and Future Preparedness

- **Conduct After-Action Review:**
  - Identify successes and challenges from the response.
  - Develop strategies for improvement.
- **Enhance Community Preparedness:**
  - Sign up for OC Alerts for emergency notifications.
  - Sign up for Carrboro Publications.
  - Familiarize yourself with resources at Ready Orange and Carrboro Ready.
  - Be informed. Build a Kit. Make a Plan.

# Municipal Damages & Losses

Town of Carrboro  
FY26



TOWN OF CARRBORO • NC

# Municipal Damages and Losses

## Insurance Estimates:

- Town Vehicles: Up to \$2M reserved for 42 pending claims
- Town Building and Contents: Up to \$572k
  - Includes damages to buildings, furniture, supplies and other property contents
- Town Heavy Equipment: Up to \$328k
- Town Technology Equipment: Up to \$141k
- Continuity expenses: Up to \$50k
- Total: Up to \$3.041M





# Municipal Damages and Losses

## Budget Estimates:

- Budget action to receive and appropriate up to \$3M in insurance proceeds forthcoming in future budget amendment request
- Manager reallocation of \$350k in FY2026 Public Works Budget for continuity of operations during disaster response



# Post-Chantal Electric Vehicle & EV Charging Plan

Town of Carrboro  
FY26



TOWN OF CARRBORO • NC

# Vehicles Overview

Department	Vehicles Lost	Anticipate replacing in FY2026	Replacement Vehicle Fuel Type
Police	22	3* 4	Hybrid EV
Planning/ Inspections	3	3	EV
Public Works	17	5 Light Duty 6* Med and Heavy Duty	EV Gas/Diesel
<b>TOTAL</b>	<b>42</b>	<b>21</b>	3 Hybrid 12 EV 6 Gas/Diesel

\* 3 Police Hybrids, 2 heavy duty vehicles - 1 Boom truck and 1 Solid Waste Vehicle - have already been purchased



# Vehicles Overview

Department	Additional Anticipated Replacements FY26	Replacement Vehicle Fuel Type	Estimated Costs
Police	4	EV	\$430,000
Planning/ Inspections	3	EV	\$170,000
RPCR, IT, Stormwater, Fire	5	EV	\$300,000
Public Works	4 Med and Heavy Duty	Gas/Diesel	\$1.6M*
TOTAL	16	3 Hybrid 12 EV 4 Gas/Diesel	TOTAL: \$2.5M ANTICIPATED INSURANCE PROCEEDS: \$2M

# Heavy Equipment Overview

- 1 Backhoe
- 1 Skid Steer
- 2 Tractors
- 3 Mowers

Estimated Replacement  
Costs: \$400,000



# EV Charging Installation Overview

Location	Charging Ports	Costs	Timeline
Town Hall	L2: 4 ports	\$14,700	2-3 months
Century Center	L2: 2 ports	\$7,300	2-3 months
Drakeford Deck	L2: 6 ports	\$14,000	2-3 months
<b>TOTAL</b>	<b>L2: 12 ports</b>	<b>L2: \$36,000</b>	



## Tax Credits, Incentives & Grants:

Incentive Type	Incentive (\$)	DEADLINE
IRA Elective Pay – EV Charger	30% for qualified census tracts	June 30, 2026
Duke Energy Prep Credits – EV Charger	TBA	NA
CFAT Grant – EVs (pending award)	Difference between gas and EV costs	NA

# Questions?



## Race Equity Pocket Questions

Title: **Tropical Storm Chantal Response and Recovery**

Purpose: This agenda item provides an update on the Town's response before, during and after the tropical storm, its financial impact on the Town's budget, and plans for EV/Hybrid vehicle replacements and EV chargers.

Department: Town Manager's Office

- **What are the root causes of inequity in Carrboro and/or overall as it pertains to this subject area?**
  - Climate change is often referred to as a risk multiplier. Extreme weather, like flooding, exacerbates pre-existing social, economic and environmental vulnerabilities.
  - Climate change is causing more frequent and severe storms, like Tropical Storm Chantal. Homes located in or near the 100-year flood plain may be priced more affordably and therefore attract home buyers or renters with lower incomes, even though their new homes will be vulnerable to flooding. Flood insurance, which can cost more than \$1,000 a month, is a financial burden that lower-income residents may choose to forgo to make ends meet.
  - According to the CDC's Social Vulnerability Index, the neighborhoods most impacted by Tropical Storm Chantal, Canterbury Village and Weatherhill Pointe, are not located in a disadvantaged census tract. News reports like this Sept. 5<sup>th</sup> [article in the News and Observer](#), however, reveal that residents living in these neighborhoods are struggling to afford to repair homes and replace property damaged by the flooding.
  - Several homes in Carrboro's disadvantaged census track, including several homes along Tom's Creek, were also impacted by the flooding.
- **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?**
  - Community burden disproportionately affects those whose homes and property were damaged by Tropical Storm Chantal.
  - Outdated FEMA flood maps and gaps in flood insurance policies exposed these residents to financial risks.



- Those on fixed incomes, renters, and low to moderate income households are less able to bounce back from property damage or displacement.
- The Town's Public Works campus, as well as over 42 fleet vehicles, was also destroyed in the Storm. Replacing these vehicles and rebuilding the public works campus may result in a need to increase the tax rate, which would be more burdensome for low to moderate income residents.
- **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?**
  - Those residents whose property is located outside of the 100-year flood plain and on higher ground whose homes were not impacted by the storm experience community benefit now.
  - Those residents who can afford flood insurance will be most able to bounce back from damages caused by the storm.
  - Those residents and business owners who are eligible to receive state aid or public assistance or loans to remedy damages or losses related to the storm also benefit.
- **What might be the unintended consequences of this action or strategy?**
  - No strategy is recommended for Council action at this time, however, the costs to replace Town vehicles and property may lead to an increase in the tax rate which may unintentionally lead to an increase in residents no longer able to afford to live in Carrboro.
- **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.
  - Staff are already working collaboratively with Orange County to update the county-wide Emergency Operations Plan to continue to improve response to hazards.
  - Staff could develop a strategy to sign up residents living in the 100-year floodplain or other vulnerable areas for OC Alerts.

- Staff can mitigate future negative impacts by ensuring that the post-Chantal recovery plan for the Public Works campus and vehicle replacements recommended for Council adoption utilizes insurance proceeds in a manner that aligns with the Town's two pillars of race equity and climate action.

## Climate Action Pocket Questions

Title: **Tropical Storm Chantal Response and Recovery**

Purpose: This agenda item provides an update on the Town's response before, during and after the tropical storm, its financial impact on the Town's budget, and plans for EV/Hybrid vehicle replacements and EV chargers.

Department: Town Manager's Office

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

- a. Will REDUCE greenhouse gas emissions
- b. Will not reduce or increase greenhouse gas emissions
- c. Will INCREASE greenhouse gas emissions
- d. **Not applicable**

**2. Please explain.** While this informational item does not recommend action, accelerating the Town's adoption of electric fleet vehicles will reduce greenhouse gas emissions.

**3. Does this action impact:**

- a. Water quality
- b. Erosion and Surface run-off
- c. **Flooding**
- d. **Air quality**
- e. **Heat islands or extreme heat**
- f. Biodiversity
- g. Solid waste
- h. Hazardous waste
- i. Other
- j. This action does not impact the environment

**4. Please explain.** While this informational item does not recommend action, replacing gas-powered fleet vehicles with electric vehicles will improve air quality by reducing tailpipe emissions. This agenda item deals with one of Carrboro's biggest vulnerabilities to climate change: flooding. Reducing the use of fossil fuels by adopting electric vehicles is a powerful strategy to combat climate change and its negative impacts on the environment. Reducing emissions can



also reduce the impacts of urban heat islands.

**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 are working to develop a plan to utilize anticipated insurance proceeds to replace fleet vehicles destroyed in Tropical Storm Chantal. They are analyzing all destroyed vehicles to determine if an all-electric replacement is feasible. For those where the technology is not yet capable of meeting the duty cycle of the vehicle, staff recommend hybrid models. And, for those vehicles, particularly heavy-duty vehicles, for which a suitable electric or hybrid model is not yet on the market, staff recommend the most fuel-efficient model available and the use of AVL technology to reduce idling and fuel usage.



## Agenda Item Abstract

File Number: 25-078

**Agenda Date:** 9/16/2025  
**In Control:** Town Council  
**Version:** 1

**File Type:** Information Item

2025 Green Neighborhoods Grant Program Update

**PURPOSE:** This agenda item provides an update on the 2025 funding cycle of the Green Neighborhoods Grant Program.

**DEPARTMENT:** Town Manager's Office

### COUNCIL DIRECTION:

☒ Race/Equity ☒ Climate ☒ Comprehensive Plan ☐ Other

Recognizing that climate harm disproportionately affects low-income and Black and Brown communities, the Green Neighborhood Grants program focuses on race and equity, community engagement, and impact.

The Green Neighborhoods Grant aligns with several of the Town Council's strategic objectives. Staff utilized a racial equity lens when developing the program and worked to ensure that the scoring criteria awarded more points to projects which engaged and benefitted low-income and communities of color. The program supports the implementation of the Comprehensive Plan as well as the Community Climate Action Plan. The Carrboro Connects Comprehensive Plan ([Carrboro Connects Comprehensive Plan | Carrboro, NC - Official Website](https://www.carrboronc.gov/2389/Carrboro-Connects-Comprehensive-Plan) <<https://www.carrboronc.gov/2389/Carrboro-Connects-Comprehensive-Plan>>) was developed with the foundational themes of race and equity and climate action. Chapter 4: Climate Action and Environment recommends expanding equitable and inclusive community participation in the decision-making and implementation of climate change goals and policies. Chapter 10: Public Services and Communications calls for the development of a Green Neighborhoods participatory budgeting program.

This program also supports the implementation of the Community Climate Action Plan ([Community-Climate-Action-Plan---Updated-Oct-2020](https://www.carrboronc.gov/DocumentCenter/View/8961/Community-Climate-Action-Plan---Updated-Oct-2020) <<https://www.carrboronc.gov/DocumentCenter/View/8961/Community-Climate-Action-Plan---Updated-Oct-2020>>). The Community Integration recommendations include: Create grassroots partnerships to engage community, expand capacity to pursue community sustainability initiatives, and create participatory green neighborhood budgeting program to reduce carbon emissions, build community, save money and reallocate savings to new green project initiatives.

**INFORMATION:** The Green Neighborhoods Grant Program seeks to benefit low-income, communities of color by bringing neighbors together to pursue projects which will reduce greenhouse gas emissions and create natural areas that are more resilient to the impacts of climate change. This is the third year that the Town has awarded up to \$2,500 to neighborhood teams seeking to implement sustainable projects that align with the

goals of the Town of Carrboro Climate Action Plan.

The goals of the program are to: 1) educate and empower neighbors to take climate action; 2) build neighborhood capacity to engage in climate action; 3) develop and enhance community and Town partnerships; 3) leverage Town and neighborhood involvement and resources, and 4) distribute resources to low-income and communities of color who are disproportionately affected by climate change.

Since 2023, the grant has funded 27 projects, including 11 last fiscal year, enabling neighborhoods to plant trees, create community gardens, install energy-efficient lighting, hold educational workshops, and increase recycling and composting. The six grants awarded in 2023 reduced greenhouse gas emissions in Carrboro by over 29 tons (58,000 lbs). These initiatives have also fostered stronger community bonds and built positive relationships between communities and the Town. In the program's first year, of the six grants, one was awarded to an underserved community. In the second year, two grants out of ten were awarded to underserved communities. This year, the Climate Action team has made it a priority to encourage applications from the communities this grant is designed to serve - low income, communities of color.

With input from the Racial Equity Commission, staff worked to further target program outreach in these communities. Information about the grant was distributed to barber shops, laundromats, churches, and apartment complexes. Information was shared with key local organizations, including the Jackson Center, RENA, the Carrboro Farmer's Market and the NAACP. Yard signs were placed in key intersections, posters were hung at Town Information Centers and throughout town by the Poster Guys, and information about the grant was posted on the Town's website and on social media. The grant was accepted both as a paper application and digitally and the grant deadline was extended to allow for more participation.

As a result, six of the eleven grants awarded this year went to underserved communities: one in the Lloyd-Broad neighborhood; one to McDougle Middle and Elementary Schools, where 30% of students are eligible for free lunch and 45% of students are minorities, and four to neighborhoods within Carrboro's qualified census tract.

This year's grants will fund tree planting projects in three neighborhoods, three community gardens, and five neighborhood compost drop-off stations.

**FISCAL IMPACT:** Below describes the total costs and benefits of this grant.

Total FY 25 Cost: \$25,688

Total Grants Awarded: 11

**RECOMMENDATION:** It is recommended that council receive the staff report.



## Climate Action Pocket Questions

Title: 2025 Green Neighborhood Grant Program Update

Purpose: The Green Neighborhoods Grant Program seeks to benefit low-income, communities of color by bringing neighbors together to pursue projects which will reduce greenhouse gas emissions and create natural areas that are more resilient to the impacts of climate change.

Department: Town Manager's Office, Climate Action Team

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

- a. Will REDUCE greenhouse gas emissions
- b. Will not reduce or increase greenhouse gas emissions
- c. Will INCREASE greenhouse gas emissions
- d. Not applicable

**2. Please explain.**

Since 2023, the grant has funded 27 projects, including 11 last fiscal year, enabling neighborhoods to plant trees and native plants, stabilize stream banks, mitigate stormwater impacts, create community gardens, install energy-efficient lighting, hold educational workshops, and increase recycling and composting. The six grants awarded in 2023 reduced greenhouse gas emissions in Carrboro by over 29 tons (58,000 lbs) by reducing building energy usage, sequestering carbon, and reducing greenhouse gas emissions from landfills.

**3. Does this action impact:**

- a. Water quality
- b. Erosion and Surface run-off
- c. Flooding
- d. Air quality
- e. Heat islands or extreme heat
- f. Biodiversity
- g. Solid waste
- h. Hazardous waste
- i. Other
- j. This action does not impact the environment

**4. Please explain.**

The 27 grants awarded to community members have resulted in many positive environmental impacts. Grants to build rain gardens, stabilize Bolin Creek's banks, and plant trees improve water quality and reduce erosion and surface runoff. Grants to plant trees and distribute energy-saving LED lightbulbs reduce pollution to improve air quality. Grants to create urban gardens and plant trees support biodiversity and mitigate heat islands. Grants that support neighborhood composting reduce solid waste sent to the landfill by removing organics from the waste stream.

**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.

To reduce transportation-related greenhouse gas emissions, the Climate Action Team is working closely with grant recipients receiving funds for gardens, landscaping, and tree plantings to encourage the use of locally grown, native plant species.



## Racial Equity Assessment Lens (REAL)

**NAME OF INITIATIVE PROGRAM/PROJECT:** Green Neighborhoods Grant Program

**Department:** Planning

### ORIGIN AND DESCRIPTION

The Green Neighborhood Grant Program seeks to help bring neighbors together to pursue projects which will reduce greenhouse gas emissions, create natural areas that are more resilient to the impacts of climate change, and ultimately benefit the entire community. Funding is available for neighborhood teams seeking to implement sustainable projects that align with the goals of the Town of Carrboro's Community Climate Action Plan (CCAP). Grant applications will be evaluated based on the pre-approved, standard scoring rubric and funding will be awarded to the top scoring projects.

Staff developed the program to implement several CCAP recommendations. CCAP Community Integration Recommendation #3 recommends creating a Green Neighborhoods Program to engage neighborhoods in efforts to reduce community greenhouse gas emissions and CCAP Community Integration Recommendation #5 recommends expanding capacity to pursue community sustainability initiatives and creating a community grant program.

The first draft of the program was brought to the Town Council in January 2021. The Council provided comments which were incorporated into the program's outreach plan, project guidelines and decision-making rubric. Staff have continued to refine the program throughout 2021 and 2022 with additional input from Environmental Advisory Board (EAB) and Climate Action Team (CAT) members. In addition to the January 2021 feedback, the Town Council provided comments to the program's outreach plan in October 2021.

The EAB met to discuss the program on 8/5/2021, and 7/22/2021, and the CAT discussed the program on 3/17/22 during the discussion of the FY22-23 Draft Environmental Sustainability Work Plan and on 9/15/2022.

**In FY22-23, there is funding in the Climate Action Budget to support at least 10 fully-funded projects in the first grant cycle at \$2,500 each. [How will you track and disaggregate the data related to the 10 projects?](#)**

**What is the specific desired result statement –**

**The Green Neighborhood Grant Program seeks to help bring neighbors together to pursue projects which will reduce greenhouse gas emissions, create natural areas that are more resilient to the impacts of climate change, and ultimately benefit the entire community. The Town seeks to distribute resources to low-income and BIPOC communities who are disproportionately affected by climate change and encourage grassroots efforts to positively**



impact the lives of all residents in Carrboro. Is the desired result realistic based on information included in this document such as the highlighted information.

#### **BENEFITTING INDIVIDUALS OR GROUPS**

1. Low-income households/communities
2. BIPOC households/communities
3. Groups of Carrboro residents who are seeking to improve their neighborhoods/communities and take positive climate action.

#### **BURDENED INDIVIDUALS OR GROUPS**

1. Groups who are unable to participate in the program and therefore will not receive funding for any of the following reasons:
2. The applicant lives outside Carrboro City Limits within the Extraterritorial Jurisdiction (ETJ)
3. The applicant's proposed project is not related to the goals of the Community Climate Action Plan.
4. The applicant does not know about the program or how to participate.
5. The applicant does not have the bandwidth to submit an application or meet the administrative requirements.

In addition, the application process is more complex for residents who need to designate a fiscal agent because they do not have formal representation from their neighborhood association or live in rental housing.

This initiative has been funded, but if we receive more applications than funding allocated, applicants that are not awarded funding may be unable complete their proposed project. Without sufficient or continued funding for these projects, marginalized groups will be increasingly vulnerable without resources to adapt to the changing climate.

1. Low-income residents
2. BIPOC households/communities
3. Groups of Carrboro residents who are seeking to improve their neighborhoods/communities and take positive climate action.

Type	Potential Unintended Consequence	Mitigation Strategies To Prevent Consequences And Advance Racial Equity
<b>SOCIAL</b> Consider native and long-term residents, rural residents, transit,	Some residents may not be awarded funding or be able to apply if they do not meet the eligibility requirements below.	The Town will embrace transparency by posting the application guidelines and a project scoring and selection criteria publicly. <a href="#">How does this advance racial equity?</a>

trust in government, education, etc.	<ul style="list-style-type: none"> <li>Projects that are not related to the goals of the Community Climate Action Plan.</li> <li>Project applications without a formal entity representative (Homeowners' Association, Neighborhood Association, Non-Profit, Businesses, or Fiscal Agent, etc.)</li> </ul> <p>As a result, some residents without pre-designated formal community representation/fiscal agent or residents who need funding for projects not related to sustainability may feel that the program is biased or the application process is intimidating.</p>	<p>If the applicant does not have a formal neighborhood organization, then they can designate a member of the group to serve as the administrative/fiscal agent on behalf of the applying group. The Town will provide a form to sign and staff assistance on how to apply in this case.</p> <p>Applicants are limited to \$2,500 per project and will not be awarded funding for more than two consecutive cycles in order to extend the opportunity to a wider range of residents.</p>
<b>ECONOMIC</b> Consider wages, competition, tourism, unemployment, small businesses, etc.	<p>Since there is limited funding, ultimately all of the applicants may not receive funding, which may burden those who may have to fund their project personally or through alternative sources.</p> <p>Some residents may feel that the money that is being allocated to these projects could be spent on other/more beneficial initiatives.</p> <p>It's possible that there are local businesses who provide services that potential grant projects will be working on. Local businesses may lose out on revenue if residents use the Town funding to accomplish the project on their own/with volunteers.</p>	<p>Applicants may request up to \$2,500 in funding with no match requirement which reduces the barrier to entry for LMI and marginalized communities.</p> <p>This program is a recommendation of the CCAP and funding for this grant program was passed by the Town Council after careful review by advisory boards and public commentary.</p> <p>The Town will encourage residents to support local and BIPOC businesses when purchasing supplies for their projects using the Buy BIPOC business directory in addition to engaging community support to implement projects.</p> <p>The grant selection criteria will include 20-points towards engaging low-income households or communities of color with the hopes of providing funding for projects in these communities where</p>

		the residents would otherwise not be able to fund projects or support local businesses.
<b>HEALTH</b> Consider impacts on pollution, health access, existing health disparities, etc.	Since this is an application-based process, it is possible that the locations/projects that would have the most impact on the overall health of Carrboro residents might not be proposed for funding. As a result, health disparities may persist throughout low-income/marginalized communities if the Town's outreach doesn't successfully engage these residents.	The Town will be utilizing various outreach methods in alignment with the Town's Inclusive Communications & Community Engagement Plan to ensure that all residents are aware of the program regardless of their access to computers and prior involvement in Town meetings.  Town staff will explore office hours or meeting times with staff and/or Climate Action Team members to provide assistance in project planning and questions during the application process.
<b>ENVIRONMENT</b> Consider impacts on pollution, natural resources, transit, etc.	While the objective of the Green Neighborhood Grant Program is to reduce greenhouse gas emissions, it's possible that the implementation of some projects may have some embodied carbon emissions in the supplies, production, transportation, installation, or maintenance of the project.	The primary goal of the GNGP is to empower neighborhoods to address climate change by reducing GHG emissions and engaging the community.  The Town will post the application guidelines with examples of projects related to the Community Climate Action Plan and a project-scoring criteria that will include categories for the project impact (20 points) as well as



		<p>racial equity and environmental justice (10 points). All projects are required to either reduce greenhouse gas emissions, contribute to ecosystem resiliency efforts, or increase climate action engagement/awareness.</p> <p>Grant applications will be evaluated based on the pre-approved scoring rubric and funding will be awarded to the top scoring projects. The long-term environmental benefits of each project, either related to emissions mitigation, ecosystem resiliency, or increasing climate action awareness will likely outweigh any embodied emissions for these projects.</p>
<p><b>OTHER</b> Consider how a resident might interact with this measure "start to finish."</p>	<p>Some residents may not be eligible for funding due to living outside of the Carrboro city limits or due to lacking a formal entity representative or fiscal agent which may cause them to feel that the program is unfair.</p> <p>Some residents may not be aware of the program or will not have the time to organize a project and apply for funding.</p> <p>Some residents may need the funding for other necessary projects that are not related to sustainability; these will not be eligible for funding through this program.</p> <p>Some residents may not understand what kind of projects are eligible for funding, and therefore will not apply.</p>	<p>The Town has employed all of the measures listed in the categories above in order to alleviate some of these potential negative impacts. There will be an equitable outreach campaign to promote the program so all residents know how to apply (in person or online). Available staff on hand to assist residents in completing the application process? Also, don't recall if scheduled information meetings will take place preferably in neighborhoods.</p> <p>Additionally, the Town staff will collect data on the first round of grant projects and perform a program review to adjust or improve the program as needed.</p>

## RECOMMENDATIONS

1. To ensure a fair and equitable evaluation for selecting applicants to award funding, staff is exploring options to create a committee of community members with the charge of reviewing applications and selecting grant awardees. Currently, the Town staff will be evaluating the Green Neighborhood Grant program applications based on the pre-approved scoring rubric.
2. Project applicants without a formal entity representative (Homeowners' Association, Neighborhood Association, Non-Profit, Businesses, or Fiscal Agent, etc.) will have to complete additional steps in the application process in order to be eligible. Staff are working to create a GIS map of communities with HOA locations to understand where some residents may not have a pre-designated administrative/fiscal agent in order to provide tailored outreach and guidance to residents who need it.
3. Town staff are exploring the possibility of providing office hours or designated meeting times with staff and/or Climate Action Team members to provide assistance in project planning and questions during the application process. The proposed assistance would be especially useful in cases of residents needing to designate a fiscal agent, understanding what supporting documents are needed to complete the application, and questions regarding eligible projects.
4. Town staff are preparing to collect demographics information for awarded applicants with each round of funding to better identify who is engaging with the program and if there are communities that have not been successfully engaged through the program's outreach. Additional data will be collected on the neighborhood location of the projects that are funded with each grant cycle, to further understand if we are successfully engaging low-income and BIPOC communities.
5. Staff plan to continue administering a Community Climate Action Plan Survey on a biennial basis and this would provide an opportunity to measure the success of this engagement. The Town will also work to solicit feedback from grant recipients about the program's structure and effectiveness after the initial round of awards in FY22-23.

[Ongoing outreach](#)



## Town of Carrboro

301 W. Main St., Carrboro,  
NC 27510

### Agenda Item Abstract

**File Number:** 25-082

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**Agenda Date:** 9/16/2025  
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#### Appointment to Selected Boards/Commissions

##### Tourism Development Authority

Aaron Nelson

Alison Gunn

Hissan Waheed

##### Climate & Environmental Advisory Commission

Jeff Gannon

Charm Wheaton