

Town of Carrboro

301 W. Main St., Carrboro, NC 27510



Meeting Agenda - Final

Tuesday, February 4, 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****6:40-6:50****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. [24-215](#) Approval of Minutes from Town Council meeting held on January 21, 2025
2. [24-208](#) Town Code Amendment (Minor) to Chapter 3 Article V Section 3-24.15 Carrboro Stormwater Advisory Commission

PURPOSE: To request that the Town Council consider amendments to Town Code and increase the number of members for the Stormwater Advisory Commission from seven (7) to nine (9). A draft ordinance has also been provided for the Council's consideration.

Attachments: [A - Identified Text Changes](#)
[B - Draft Ordinance](#)

3. [24-217](#) Request for Town Participation in Feasibility Study for Repurposing the Co-Gen Rail Lane

PURPOSE: The purpose of this agenda item is to request that the Town Council consider authorizing the Town Manager to allocate \$10,000 for the Town's contribution toward the completion of the feasibility study.

Attachments: [A - Town Financial Participation in CoGen Feasibility Study - Res of Support - 2-4-2025.docx](#)
[B - 20241114_UNCCoGenRailCorridor_Scope_FINAL_SiteCo.docx](#)

4. [24-218](#) Consideration of a Decision Document for South Green Mixed Use Project at Two Hills Drive

PURPOSE: Town Council is asked to consider adopting a decision document related to the Special Use Permit-A request for the South Green Mixed Use project at Two Hills Drive.

Attachments: [A - South Green SUP-A Draft Document](#)

6:50-7:20

E. GENERAL AGENDA

ACTION ITEMS

1. [24-216](#) Town Council Liaison Board/Committee Assignments

PURPOSE: The purpose of this item is to allow the Town Council to consider board/committee assignments for 2025.

Attachments: [A - Town Council Liaison Board/Committee Assignments](#)



Town of Carrboro

301 W. Main St., Carrboro,
NC 27510

Agenda Item Abstract

File Number: 24-215

Agenda Date: 2/4/2025
In Control: Town Council
Version: 1

File Type: Consent Agenda

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



Agenda Item Abstract

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Town Code Amendment (Minor) to Chapter 3 Article V Section 3-24.15 Carrboro Stormwater Advisory Commission

PURPOSE: To request that the Town Council consider amendments to Town Code and increase the number of members for the Stormwater Advisory Commission from seven (7) to nine (9). A draft ordinance has also been provided for the Council’s consideration.

DEPARTMENT: Public Works

COUNCIL DIRECTION:

X Race/Equity X Climate X Comprehensive Plan X Other

OTHER: At the request of the Stormwater Advisory Commission (SWAC) the item expands the number of seats on the advisory board furthering public participation in helping guide the local utility. “Public Participation” is one of six minimum control measures required by Small MS4s.

RACE/EQUITY: Increasing the number of seats on SWAC holds the opportunity to seek diverse community perspectives and welcome residents from different backgrounds.

CLIMATE: Effective Stormwater treatment and management is a key component in helping build a resilient and climate ready municipality.

COMPREHENSIVE PLAN: SWAC is directly involved in helping guide many of the goals, strategies, and projects identified in Chapter 6 of the Comprehensive plan.

INFORMATION: SWAC has asked staff to formally request Council consider amendments to Town Code and increase the number of members for the Stormwater Advisory Commission from seven (7) to nine (9). This change will increase the opportunity for community representation and bring further perspective into the Commission’s conversations. Current text and proposed new text is identified in attachment “A” and below:

Section 3-24.15

Item	Current Text	New Text
(a) Composition	"...composed of seven (7) members..."	"...composed of nine (9) members..."
(a) Composition (1)	"Five residents of the Town..."	"Seven residents of the Town..."
(b) Term	"The seven (7) regular members..."	"The nine (9) regular members..."

FISCAL IMPACT: No anticipated fiscal or staff impact.

RECOMMENDATION: Staff recommend that the Town Council: adopt the Town Code draft ordinance (attachment "B") codifying the changes that the Stormwater Advisory Commission now be composed of nine (9) members.

IDENTIFIED TEXT CHANGES TO CHAPTER 3 ARTICLE 3-24.15

Section 3-24.15

Item	Current Text	New Text
(a) Composition	"...composed of seven (7) members..."	"...composed of nine (9) members..."
(a) Composition (1)	"Five residents of the Town..."	"Seven residents of the Town..."
(b) Term	"The seven (7) regular members..."	"The nine (9) regular members..."

Section 3-24.15 Carrboro Stormwater Advisory Commission

(a) Composition. There shall be a Carrboro Stormwater Advisory Commission composed of ~~nineseven (79)~~ members and one (1) liaison member. The liaison member shall be a member of the Town Council appointed by the Town Council. The voting members shall be appointed by the Town Council and shall be composed as follows:

- (1) ~~Seven~~~~Five~~ residents of the Town of Carrboro;
- (2) One resident of the Town's extraterritorial zoning jurisdiction or the Town;
- (3) One member who need not be a resident of the Town of Carrboro, but who must possess special expertise related to stormwater management.

(b) Term. The ~~nineseven (79)~~ regular members of the Commission shall serve three (3) year, staggered terms, and shall continue to serve as members until their successors have been appointed. Members may serve up to two (2) consecutive full terms in the discretion of the Town Council.

A motion was made by _____, seconded by _____ to approve the following ordinance:

**AN ORDINANCE AMENDING THE CARRBORO
TOWN CODE TO CHANGE THE NUMBER OF STORMWATER
ADVISORY COMMISSION MEMBERS TO NINE**

BE IT ORDAINED by the Carrboro Town Council that:

Section 1. Section 3-24.15 of the Carrboro Town Code is amended to read as follows:

(a) Composition. There shall be a Carrboro Stormwater Advisory Commission composed of nine (9) members and one (1) liaison member. The liaison member shall be a member of the Town Council appointed by the Town Council. The voting members shall be appointed by the Town Council and shall be composed as follows:

- (1) Seven residents of the Town of Carrboro;
- (2) One resident of the Town's extraterritorial zoning jurisdiction or the Town;
- (3) One member who need not be a resident of the Town of Carrboro, but who must possess special expertise related to stormwater management.

(b) Term. The nine (9) regular members of the Commission shall serve three (3) year, staggered terms, and shall continue to serve as members until their successors have been appointed. Members may serve up to two (2) consecutive full terms in the discretion of the Town Council.

Section 2. This ordinance shall become effective on adoption.

Section 3.

Ayes:

Noes:

Absent or Excused:



Agenda Item Abstract

File Number: 24-217

Agenda Date: 2/4/2025
In Control: Town Council
Version: 1

File Type: Agendas

Request for Town Participation in Feasibility Study for Repurposing the Co-Gen Rail Lane

PURPOSE: The purpose of this agenda item is to request that the Town Council consider authorizing the Town Manager to allocate \$10,000 for the Town’s contribution toward the completion of the feasibility study.

DEPARTMENT: Planning & Finance departments

COUNCIL DIRECTION:

Race/Equity Climate Comprehensive Plan Other

The decommissioning of the UNC cogeneration facility should improve the air quality in and around Chapel Hill and downtown Carrboro. The opportunity to use the existing rail right-of-way for a light/commuter rail system and/or multi-use trail is also consistent with the Town’s interest in expanding its multimodal network.

INFORMATION: For the past several months, Town staff have participated in a series of meetings regarding the possibility of converting up to 10.8 miles of the existing rail line, used to transport coal to the University of North Carolina at Chapel Hill cogeneration steam facility, to a multimodal or bike-ped use. The rail corridor extends through northwestern Chapel Hill and downtown Carrboro, creating an opportunity for a future rail to trail or rail and trail conversion if/when UNC closes the coal facility.

The Triangle West-Transportation Planning Organization (formerly Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC MPO)) has offered to lead the procurement process for seeking consultant services to conduct a feasibility study. The Request for Qualifications identifies an anticipated project cost of \$400,000-600,000. The TPO has recommended a project budget of \$500,000 and is asking the partners to commit to financial participation as noted below. The Town of Carrboro has been asked to contribute \$10,000. A copy of the draft RFQ is provided (*Attachment B*).

- \$400,000 TPO (committed)
- \$50,000 NC Railroad Corporation (committed)
- \$20,000 UNC (pending)
- \$10,000 Chapel Hill (committed)
- \$10,000 Orange County (pending)
- \$10,000 Carrboro (pending)

The Town Council received a presentation on the project on March 19, 2024 ([Town of Carrboro - File #: 24-061 <https://carrboro.legistar.com/LegislationDetail.aspx?ID=6576767&GUID=0A05FF1F-1348-46A8-BC40-F5076D5B8231&Options=&Search=>](https://carrboro.legistar.com/LegislationDetail.aspx?ID=6576767&GUID=0A05FF1F-1348-46A8-BC40-F5076D5B8231&Options=&Search=>)).

FISCAL IMPACT: The Town's contribution is \$10,000. A budget amendment will follow on identifying funds.

RECOMMENDATION: Staff recommends that the Town Council approve the resolution (*Attachment A*) authorizing the Town Manager to commit the Town's participation of \$10,000 for the purpose of advancing this project. Staff will bring back a follow-up agenda on February 18th to confirm the source of the funds.

A RESOLUTION SUPPORTING THE TOWN OF CARRBORO’S FINANCIAL PARTICIPATION IN A FEASIBILITY STUDY TO EXPLORE OPTIONS FOR REPURPOSING THE EXISTING COGENERATION RAIL LINE FOR A MULTIMODAL FACILITY AND/OR MULTIUSE TRAIL

WHEREAS, the Town of Carrboro has worked with its partners of Orange County, the towns of Hillsborough and Chapel Hill, and the Triangle West Transportation Planning Organization (TPO) regarding the future of the cogeneration steam facility at the University of North Carolina at Chapel Hill and the associated rail spur that delivers coal to the facility; and

WHEREAS, the TPO has offered to lead the procurement process for seeking consultant services to conduct a feasibility study to explore the possibility of converting up to 10.8 miles of the existing rail line to a multimodal facility and/or multi-use trail use; and

WHEREAS, the TPO has recommended a project budget of \$500,000 and has asked the partners to provide a financial commitment to the project in accordance with the table below.

Triangle West Transportation Planning Organization	\$400,000
NC Railroad Corporation	\$50,000
UNC at Chapel Hill	\$20,000
Town of Chapel Hill	\$10,000
Orange County	\$10,000
Town of Carrboro	<u>\$10,000</u>
Total	\$500,000

NOW, THEREFORE, BE IT RESOLVED that the Carrboro Town Council adopts the resolution conveying its support for the feasibility study and agreeing to pay to the TPO its share of the feasibility study in an amount not to exceed \$10,000.

This the 4th day of February 2025.

Project Scope Summary

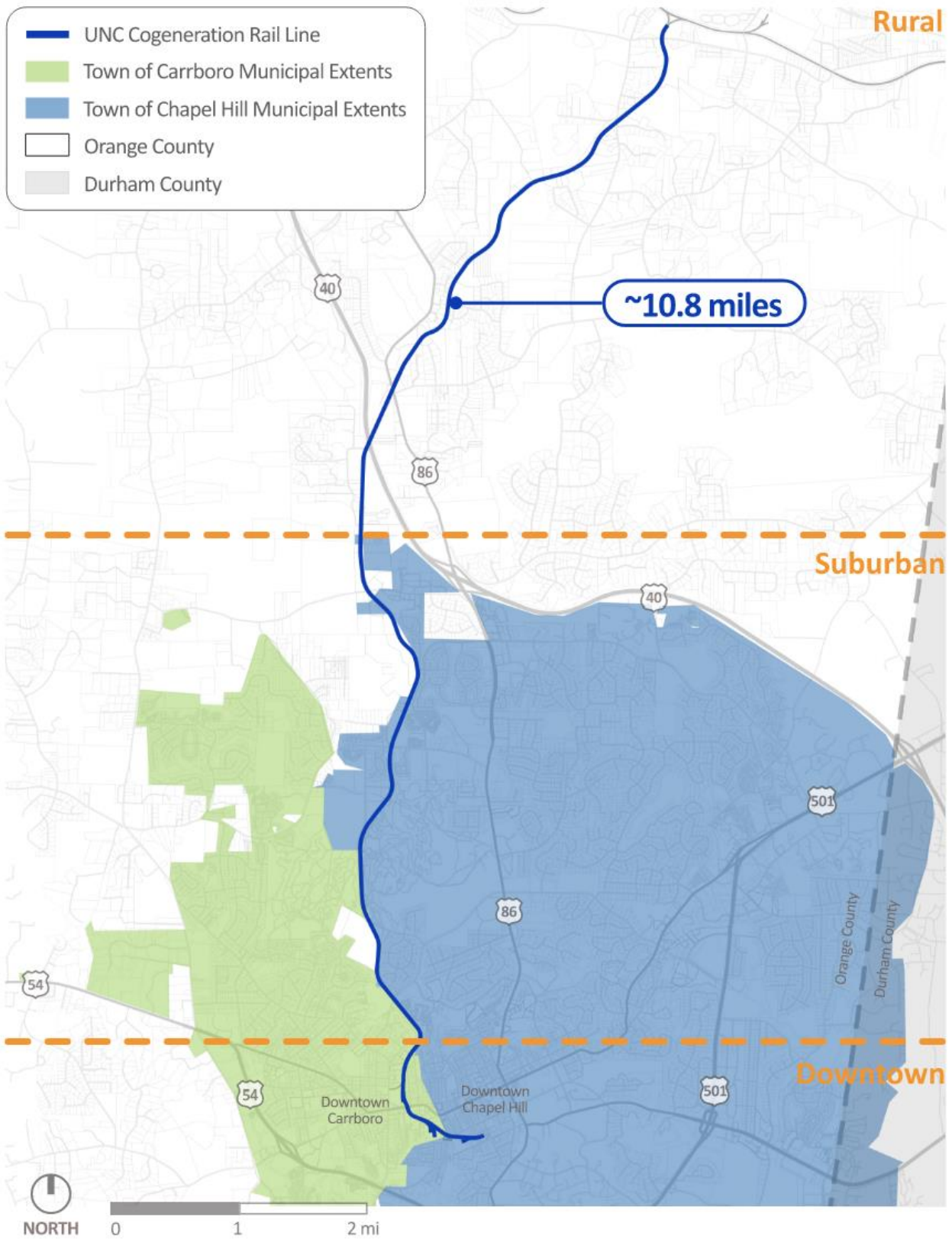
Partners: Towns of Chapel Hill and Carrboro, Orange County, the University of North Carolina-Chapel Hill, and the Southern Environmental Law Center, supported by the Durham Chapel Hill Carrboro Metropolitan Planning Organization as part of the Central Pines Regional Council (DCHC MPO).

The DCHC MPO is seeking consultant services to conduct a Feasibility Study to determine the feasibility of converting +/-10.8 miles of the J Branch rail line to a multimodal/multi-use trail. The trail should build upon the existing pedestrian/bike routes, bus transit and local streets to create connections that and provide alternatives to single occupancy car trips for commuters, opportunities for recreation and create local and regional tourism destinations. As part of the scope of services, the consultant will identify the highest and best reuse of the rail line for a greenway, which could include bicycle and pedestrian trails with or without an adjacent transit component such as light rail or pop-up railway or other appropriate passenger vehicle type.

This trail will connect downtown Carrboro through suburban western Chapel Hill to the southeast rural area of Orange County, and so the trail project should be conceived of as a connecting element serving differing populations with different needs.

Project Area

The project revolves around the transformation of the active J Branch of the North Carolina Railroad, which is used to deliver coal to the University of North Carolina-Chapel Hill (“UNC”) and UNC Health Co-Generation Steam and Power Plants (“Co-Gen Plant”). The line is about 10.8 miles long and spurs off of the NC branch railroad, just south of I-85 in Orange County and runs south through Orange County to the western edge of the Town of Chapel Hill and the eastern boundary of the Town of Carrboro, continuing through downtown Carrboro terminating at the Co Gen Plant on the UNC campus. The project study area will also include parcels adjacent to the J Branch, as well as connecting greenways, bicycle trails, and other pedestrian and road crossings, as well as evaluating the potential for transit or reservation of transit right-of-way.



The project area will include the right-of-way on the map above. Consultant may recommend expansions to the project area based on its analysis with particular focus on and beyond the immediately adjacent parcels.

Project Budget

A budget range of \$400,000 - \$600,000 has been programmed for the project.

Client Project Managers

This project is a collaborative effort with project oversight being handled by the DCHC MPO along with the following entities, as each entity noted below will have a project manager assigned to the project:

- a. Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC MPO)
- b. Central Pines Regional Council (CPRC)
- c. Town of Carrboro (Carrboro)
- d. Town of Chapel Hill (ToCH)
- e. Orange County (County)
- f. University of North Carolina – Chapel Hill (UNC)
- g. Southern Environmental Law Center (SELC)

Proposed Contract Scope

The DCHC MPO is soliciting services of a firm/team for the following proposed contract scope. Note that this scope is not linear but is broken down into the expected tasks for simplicity of organization.

1. Project Administration

The consultant shall provide the following required administrative tasks, at minimum, as noted below:

- **Project Team**
 - Designate a Consultant Project Manager.
 - Facilitate bi-weekly check-in meetings with client project managers.
 - Present all draft materials and recommendations to the Project Team for review.

- **Project Work Plan**

- Develop a Project Work Plan detailing an approach and schedule for completing tasks and deliverables for each element of the scope.
- Update Project Work Plan as needed with input from client project managers.
- **Monthly Progress Reports and Invoices**
 - Prepare monthly progress reports for project team with updates on project progress, challenges, and upcoming activities.
 - Prepare monthly invoices per format and criteria required by the MPO.

2. Initial Data Collection

The consultant is to collect and organize the following spatial data for the study area to support the feasibility study. Spatial data showing the proposed routing must follow NCDOT Pedestrian and Bicycle Infrastructure Network (PBIN) standards. The involved municipalities will provide the following GIS data as a starting point for the project:

- A preliminary linear feature depicting the location of the proposed rail trail corridor in Orange, which aligns with a Norfolk Southern railroad bed, with tax parcel boundaries and ownership information for properties within ½ mile of the corridor. (This can be expanded if other proposed routes deviate significantly from the initial route).
- The proposed J-Line Trail route.
- County and municipal boundaries.
- Roads within the involved municipalities.
- Active railroads within the involved municipalities.
- Existing and future school sites with their associated walk zones.
- An initial list of recreational areas and other public properties within reasonable connection distance to the proposed rail trail.
- An initial list of businesses within reasonable connection distance to the proposed rail trail that might benefit from such a connection.
- Neighborhoods and parcels in the study area that the local jurisdiction recommends for engagement in languages other than English or other nontraditional methods.
- Known historic structures and districts near the proposed rail trail.

- A list of properties within an agricultural district, receiving an agricultural tax exemption, or otherwise identified as being in active agricultural use.
- Identification of areas where a better design could enhance or restore corridor connectivity.
- Water features and streams.
- State and federal wetlands.
- Hydric soils and soils with high water table.
- Flood hazards and soils identified as frequently flooding.
- Elevation, slope, and contours derived from high resolution DEMs (1-meter digital elevation model).
- List of Protected Parcels.
- Brownfield sites.

3. Planning Framework

The consultant shall review existing, proposed, and future planning conditions, such as:

- Map and summarize State, County, Town of Carrboro and Town of Chapel Hill land use plans and policies in the study area to understand current and future growth and development patterns.
- Provide a snapshot of full-build out potential over 10, 15, 20, and 25 years in the study area based on current land use plans.
- Assess State, County, Town of Carrboro and Town of Chapel Hill plans regarding transportation investments (technologies, alignments, etc.) affecting the study area and assess how this rail trail can enhance mobility for residents and visitors.
- Incorporate each jurisdictions' Diversity Inclusion and Equity (DEI) Framework in the planning summaries and assessments.

4. Physical Feasibility

The consultant shall consider the compatibility of the rail trail with three differing community contexts (downtown Carrboro, suburban Chapel Hill and rural buffer of Orange County) and the landscape and define the key connections/linkages that the

trail could make in the host municipalities. The key work tasks under this item include the following:

- Conduct office and field research to delineate major areas of concern and prepare a physical inventory and assessment of right-of-way.
 - Prepare detailed mapping of the proposed alignment(s) at an appropriate scale, including:
 - **Physiological analysis - identify and map:**
 - The length, dimensions, and right-of-way boundaries existing and proposed needed for rail trail.
 - Steep slopes.
 - Topography.
 - Composition of the railroad bed (materials and integrity).
 - Surrounding land use.
 - Erosion and drainage problems along the route.
 - **Natural Features Inventory - identify and map:**
 - Adjacent or intersecting streams.
 - Significant natural features (lakes, ponds, rock outcroppings, wetlands, floodplains, etc.).
 - Existing vegetation and wildlife analysis. Identify any species of concern or sensitive habitat areas in the project area and/or the existence of aggressive, weedy species/major invasive plants. Document any large areas of existing native species that may need to be taken into consideration with rail trail usage.
 - Provide an assessment of necessary stream crossings with engineering, safety, and hydro assessment.
 - Wildlife Crossing Analysis within the Corridor:
 - Identify and map existing wildlife crossings.
 - Detail any wildlife that may pose a threat to users.

- Detail habitat that would be negatively impacted.
- **Structures within the rail right-of-way -- identify and map:**
 - Identify potential and/or obvious trail encroachments both existing and planned.
- **Infrastructure and Utilities:**
 - Identify and map the location of utilities and local roads in relationship to rail trail and alternative rail trail locations (water, sanitary sewers, electrical and gas lines, telephone, etc.).
 - Determine potential of these utilities to serve rail trail development.
 - Determine instances where the physical location of these utilities may be an impediment to rail trail development.
- **Intersections and Access Points – identify and map:**
 - All existing road crossings, active rail lines, driveways, farm access and/or livestock crossing areas, sidewalks, multi-use paths, and bicycle facilities that both intersect or are within close proximity of the proposed rail trail and note which are at grade or are grade separated.
 - Inventory access points located within the corridor for possible vehicular and pedestrian access to and through the corridor. The inventory will also include potential locations of trailheads with more substantive amenities (parking, wayfinding, emergency beacon, drinking water access, bathrooms, maintenance staging, etc.).
- **Historic and Cultural Features Inventory – identify and map:**
 - Identify and map adjacent and nearby significant historic resources that could contribute to the rail trail experience and generate additional interest in tourism and economic development. Note which are public and which are private.
 - Develop recommendations for incorporating public history and art into the corridor. Examine opportunities to make this trail a “cultural corridor,” using each jurisdictions DEI framework.

- **Environmental Hazards:**
 - Based on preliminary assessments, determine the need for environmental assessment studies relative to toxic waste disposal or other environmental hazards.
 - Identify potential hazards to trail users due to physical conditions, such as embankments.
 - Identify areas prone to flooding under current conditions, and in future based on increased frequency and size of storms.
- Determine the compatibility of trail development with adjacent land uses to identify and address potential impacts. These include public, agricultural, industrial, school facilities, businesses, residences, etc.
- Evaluate options for either constructing transit or reserving right-of-way for 'light' transit as part of a multi-modal transportation network. Options could include dedicated bus routes or streetcar.
- The consultant will identify and evaluate potential trail linkages/connections, including possible:
 - Connections to neighboring developments for both recreational and commuter use by residents and employees.
 - Connections with other existing or proposed recreational trails.
 - Connections to nearby schools, existing parks, streams and rivers, attractions, and local business which can bring economic value to the area.
 - Connections to bus routes and transit lines, future and current.
- Examine ADA accessibility.

5. Economic and Community Impacts

The consultant shall evaluate economic and community impacts, such as the following:

- Provide the general demographics of potential trail users.
 - Describe the community character for the diverse and varied communities through which the corridor passes (rural, downtown centers, suburbs, industrial zones, etc.).

- Compile population information and project demographic patterns (current and projected).
- Develop a profile of potential trail users (commuters, tourists, cyclists, pedestrians, equestrians, etc.).
- Provide summary of economic impact of trail.
 - Estimate initial usage levels, including seasonal demand of trail versus year-round for a five-year period
 - Project future use of trail for different sectors, including commuting, recreation, and tourism, etc.
 - Estimate the economic benefits for the communities surrounding the project corridor.
 - Estimate economic benefits of transit.
 - Analyze potential displacement that could arise in the area around the corridor and will develop best practice recommendations for limiting the projects force as a displacing agent.
- Provide a summary of the community benefits, including improvements to community health, reduction of traffic, improved air quality, environmental and racial justice, resiliency, and climate change.

6. Trail Concept Plan

The consultant will develop a rail trail concept plan incorporating all data obtained and conclusions reached. The key work tasks under this item include the following:

- Identify the following on the plan map:
 - Trail location and any alternative or spur linkages routes.
 - Proposed location of trailheads and related facilities (restrooms, seating, water, emergency telephone, lighting, parking, maintenance, etc.)
 - Areas with single and/or double tread pathways.
 - Areas for trail barriers and emergency access.
 - Areas in need of flood mitigation.

- Areas needing natural buffers and/or screening.
 - Potential strategies for increasing shade and/or providing water features to reduce heat.
 - Proposed linkages to parks, schools, neighborhoods, historic resources, and other greenway/trail systems.
 - Proposed linkages, parcels, and connections for existing, proposed, and potential affordable and workforce housing, employment centers and schools.
 - ADA accessible spaces and required facilities.
 - Crossings for adjoining agricultural activities.
 - Existing or new wildlife crossings, with strategies for enhancing effectiveness.
 - Possible locations for art, interactive and educational features.
 - Strategies for incorporating transit into the plan.
- Develop a conceptual plan for making the trail corridor integrated into the cultural and historical landscape, which will include interpretive signage for nearby historic resources.
 - Develop conceptual cross sections, including potential transit or reservations of transit right-of-way.
 - Develop conceptual designs for mitigating potential conflicts between pedestrians and other proposed trail users (bicyclists, horseback riders, etc.).
 - Recommendations for trail surface, lighting, emergency call boxes and other safety features.
 - Identify facilities necessary to operate the trail and provide conceptual designs for these areas such as rest areas, parking facilities, fencing or buffer systems, drainage systems, emergency vehicle access, facilities to meet the needs of persons with disabilities.
 - Identify and prepare conceptual designs for facilities required to restrict use of the path that utilizes creative access design to discourage unauthorized motorized use, rather than hazardous bollards.
 - Provide a phased implementation plan.

7. Planning Level Cost Estimates

The consultant shall provide planning level cost estimates as noted below:

- Provide a planning level cost estimate for any required land acquisition or purchase of easements.
- Prepare planning level cost estimates for developing the trail and for proposed facilities, including environmental remediation, if required.
- Prepare planning level cost estimate for possible transit and/or transit reservation options.
- Prepare planning level cost estimates for the phased implementation plan, including PE, ROW, utilities, and construction.
- Provide typical management and maintenance budgets from similar trails.
- Develop a sample budget for staffing and maintenance, including all anticipated cost categories with projections of operating expenses and revenues per project phase.
- Identify the trail section(s) with the least complications.

8. Partnership Opportunities and Strategies

The Consultant will guide and assist the Client Project Managers with outlining, describing, and organizing partnership opportunities and strategies, at minimum, as noted below:

- Identify potential sources of funding for trail acquisition, operation and maintenance, including but not limited to, grants, direct municipal contributions, user fees, private sector support, public/private partnerships, etc.
- Evaluate which are the most likely funding sources.

9. Public Awareness, Public Consultation, and Stakeholder Engagement

The Consultant will assist the Client Project Managers in a robust public and stakeholder process that will provide awareness to inform the public regarding the ongoing feasibility study, consult with the public regarding the conceptual plan and opportunities, and its progress and engage with the stakeholder group. All public engagement activities shall be done in consultation with and shall meet the Community

Engagement requirements of the Town of Carrboro, Town of Chapel Hill, Orange County and University of North Carolina – Chapel Hill.

Provide an approach that at minimum provides the following:

- Identify property owners and those adjoining the right-of-way, and contact them to describe the project.
- Develop and help distribute **outreach and promotional materials** to inform the public about the study process.
- Develop social media graphics and text ([see Bolin Creek Trail Map as example](#)) to announce project. The Client Project Managers will review, approve, and post content on their social media accounts.
- Translate all outreach materials into languages identified by the local jurisdictions including comment forms, handouts, social media posts, and community meeting kit materials.
- Develop, post, and maintain **project website** content and outreach materials throughout the process for online public awareness. Once the project is complete trans ownership and content to project managers.
- Assist the project managers in developing a **public awareness plan** that includes multiple rounds of public awareness activities regarding the feasibility study, its scope and progress, including targeted outreach to historically under-represented communities.
- Develop a public consultation process regarding the Trail Concept Plan, which includes social media graphics and text ([see Bolin Creek Trail Map as example](#)) to announce project updates and public consultation opportunities. The Client Project Managers will review, approve, and post content on their social media accounts.
- Prepare, conduct, and attend presentations for elected/appointed officials at two different intervals (to be determined during scoping), with Durham-Chapel Hill-Carrboro MPO Technical Committee and Policy Board, Town of Chapel Hill, Town of Carrboro, UNC Chapel Hill, and Orange County.
- **Document all public** awareness and public consultation efforts conducted, measure people reached. A concise summary of awareness and consultation efforts will be posted on the project website after each round of public interaction is complete.

10. Final Products

As a conclusion to the process, the consultant shall provide the following products, written using plain language, or at the very least, including summary information that meets plain language standards:

- **Executive Summary.** Once the participating parties have concurred on the findings of the study, an executive summary will be developed that can be widely disseminated. The executive summary will be designed so that it can serve as a stand-alone document and be the basis of on-going public education and citizen involvement efforts. The consultant will be responsible for preparing the Executive Summary.
- **Draft Feasibility Study.** The consultant will prepare a draft report that describes the study methodology, study finding, and recommendations and provides required mapping. The draft must be approved by the Client Project Managers.
- **Final Feasibility Study.** The final study will record findings as text, illustration, and maps in a format convenient for public dissemination. The Stakeholders will assume ownership of the final study when provided by the consultant.
- **Data files.**
 - GIS/MAPS
 - All spatial data collected or used to produce maps or illustrations for the study will be provided in ESRI file geodatabase format or as a set of shapefiles. Metadata describing the spatial data will at minimum include:
 - The original source and date acquired if it was derived from an existing source.
 - The person or entity that produced the data and the date it was developed if it was generated specifically for this study.
 - The geographic coordinate system used to develop and display the spatial data.
 - A data dictionary that fully describes all the fields and associated values that have been added to any existing dataset or developed for a new dataset.
 - Files and analyses necessary to recreate maps, tables or other outputs from the study.



Agenda Item Abstract

File Number: 24-218

Agenda Date: 2/4/2025
In Control: Town Council
Version: 1

File Type: Agendas

Consideration of a Decision Document for South Green Mixed Use Project at Two Hills Drive

PURPOSE: Town Council is asked to consider adopting a decision document related to the Special Use Permit -A request for the South Green Mixed Use project at Two Hills Drive.

DEPARTMENT: Planning

COUNCIL DIRECTION:

Race/Equity Climate Comprehensive Plan Other

Other is marked for the Land Use Ordinance, which governs the process for Council to hold a quasi-judicial public hearing for consideration of a development project.

Development applications should be reviewed in the context of any appropriate and applicable information contained within the Carrboro Connects Comprehensive Plan.

INFORMATION: Town Council held a public hearing for the South Green Mixed Use Project on January 21, 2025. Agenda materials are available at the following location:

[Town of Carrboro - File #: 24-206 <https://carrboro.legistar.com/LegislationDetail.aspx?ID=7100143&GUID=7E7DBDCF-1008-460A-9061-590DA2EBC035&Options=&Search=>](https://carrboro.legistar.com/LegislationDetail.aspx?ID=7100143&GUID=7E7DBDCF-1008-460A-9061-590DA2EBC035&Options=&Search=>)

At the end of the discussion, Town Council closed the public hearing and asked staff to bring back a draft decision document for a vote. The attached draft decision document (Attachment A) includes the final agreed upon conditions for the project, plus the usual two at the beginning.

Unless Town Council chooses to discuss any of the draft conditions, this document may simply be voted upon.

FISCAL IMPACT: The applicant has paid all fees associated with the review and related to the public hearing.

RECOMMENDATION: Town staff recommends that Town Council vote to adopt the decision document for the SUP-A for the South Green Mixed Use project.

DECISION ON SPECIAL USE PERMIT-A**South Green Mixed Use Project, 101 Two Hills Drive, 100 & 110 Two Hills Drive, and 120 Two Hills Drive**

On January 21, 2025, the Town Council held a quasi-judicial hearing on the application of Ballentine Associates, PA for a Special Use Permit-A to allow for construction of a mixed use project consisting of multiple non-residential uses and up to 63 multifamily residential dwelling units (land use categories: 1.310, 1.322, 1.331, 1.332, 2.110, 2.120, 2.130, 2.210, 2.220, 2.230, 3.110, 3.120, 3.130, 3.150, 3.220, 3.250, 4.100, 5.120, 5.130, 5.200, 5.400, 6.110, 6.121, 6.140, 8.100, 8.200, 8.500, 8.600, 8.700, 12.100, 13.100, 15.100, 16.200, 19.200, 27.000), along with associated infrastructure on three lots currently addressed as 101 Two Hills Drive, 100 and 100 Two Hills Drive, and 120 Two Hills Drive. Based on the evidence submitted at the hearing, the Council makes the following Findings of Fact, Conclusions, and Decision:

Findings of Fact

1. The properties that are the subject of the application, located at 101 Two Hills Drive, 100 and 100 Two Hills Drive, and 120 Two Hills Drive, PIN Nos. 9778-83-7930, 9778-83-7669, and 9778-93-1738, are 5.73 acres in size and are zoned M-3 Conditional Zoning, M-3 CZ.
2. The surrounding land uses are: to the North, single-family homes; to the South, self-storage facility; to the West, South Greensboro Street right of way; and to the East, educational facility.
3. The applicant proposes to build multiple non-residential uses and up to 63 multifamily residential dwelling units (land use categories: 1.310, 1.322, 1.331, 1.332, 2.110, 2.120, 2.130, 2.210, 2.220, 2.230, 3.110, 3.120, 3.130, 3.150, 3.220, 3.250, 4.100, 5.120, 5.130, 5.200, 5.400, 6.110, 6.121, 6.140, 8.100, 8.200, 8.500, 8.600, 8.700, 12.100, 13.100, 15.100, 16.200, 19.200, 27.000), along with associated infrastructure on the properties, which are permitted uses with a Special Use Permit-A in the M-3 conditional zoning district under use classifications listed in the Table of Permissible Uses.
4. According to the Staff Report, the Application is complete and the proposed uses satisfy all of the Land Use Ordinance requirements regarding traffic, parking, bike parking, tree protection, screening, shading of the parking lot,

tree canopy, drainage and grading, and requirements pertaining to utilities and refuse collection.

5. Mr. Richard C Kirkland, Jr. a N.C. Certified Appraiser, rendered the opinion that the proposed uses will have no negative impact on the nearby property values.

Conclusions

1. The Application is complete.
2. The Application complies with all applicable requirements for the Land Use Ordinance.
3. The proposed use will not materially endanger the public health or safety.
4. The proposed use will not substantially injure the value of adjoining or abutting property.
5. The proposed use will be in harmony with the area in which its is to be located.
6. The proposed use will be in general conformity with the Land Use Plan and Thoroughfare Plan.

Decision

Based on the foregoing findings of fact and conclusions, the Council grants the requested Special Use Permit-A to Ballentine Associates, PA, subject to the following statements and conditions:

1. The applicant shall complete the development strictly in accordance with the plans submitted to and approved by this Council, a copy of which is filed in the Carrboro Town Hall. Any deviations from or changes in these plans must be submitted to the Development Review Administrator in writing and specific written approval obtained as provided in Section 15-64 of the Land Use Ordinance.
2. If any of the conditions affixed hereto or any part thereof shall be held invalid or void, then this permit shall be void and of no effect.

3. That prior to approval of the construction plans authorizing installation of the project's infrastructure internal to the site, if all necessary additional street right-of-way needed for the construction of the roundabout is not obtained by the developer and recorded in a final plat, that the location of the roundabout be shifted as needed so as to not require this additional property. Should the roundabout location be shifted, the construction plans will be re-reviewed as necessary to assure they remain in compliance with the permit. If the shift causes substantial changes to the plans it will require approval by the Town Council.
4. That prior to approval of the construction plans authorizing installation of the project's infrastructure internal to the site, the applicant pursue relocating the Purple Leaf Place sidewalk extension onto the eastern side of the road instead of the western side as shown in the SUP-A plans and that this revised connection will include the corresponding revisions to the crosswalks and HC ramps on the plans in the vicinity of these changes.
5. That prior to construction plan approval for grading and soil work, all necessary encroachment agreements be obtained to allow work within the existing Rand Road public right-of-way. Further, that the existing Rand Road right-of-way shall be formally abandoned per Town procedure prior to issuance of a certificate of occupancy.
6. That, regardless of the status of the right-of-way abandonment or dedication, the applicant will provide emergency access (meeting Town Fire Department standards) through the property to Purple Leaf Place throughout the construction process.
7. That prior to approval of the construction plans authorizing installation of the project's infrastructure internal to the site, the applicant receive a driveway permit from NCDOT in accordance with any conditions imposed by such agency including but not limited to encroachment/maintenance agreements for lighting and sidewalks.
8. That an appropriately sized public easement be provided for the sections of the proposed 10' bicycle path/greenway facility that are not located within the public street right-of-way.
9. That, in the construction plans the multi-use path be designed to meet or exceed the specifications identified in the AASHTO Guide for the Development of Bicycle Facilities and the applicable design recommendations in the Town of Carrboro Comprehensive Bicycle Plan.

10. That at least one accessible parking space be provided in close proximity to the main entrance of Building 3 in the option A site plan proposal.
11. That the applicant must obtain approval from the Town (either at a staff or Council level as determined by the LUO), if changes to the allocation of uses in the commercial buildings or the hours of operation of the businesses result in parking requirements that exceed the parking amount approved by the permit.
12. That the Town Council hereby finds that 181 parking spaces are sufficient to serve the proposed development based on the applicant's justification statement regarding joint use of the proposed parking spaces and the site's proximity to residential neighborhoods, bus lines, bicycle lanes and existing pedestrian facilities.
13. Should the installation of HC spaces to serve Building 3 in the Option A site plan be required, that these parking total numbers be allowed to be reduced by one or two spaces if necessary to allow the installation of the HC spaces.
14. That the Town Council hereby finds that that the loading and unloading areas shown on the plans are sufficient to accommodate delivery operations in a safe and convenient manner based on information provided by the applicant.
15. That the construction plans demonstrate compliance with the tree canopy coverage standards of Section 15-319 prior to construction plan approval.
16. That the proposed NCDOT drainage improvements for S. Greensboro Street be coordinated and installed in advance-of or concurrent-with the installation of the South Green drainage improvements.
17. That the applicant shall provide to the Zoning Division, prior to the recordation of the final plat for the project or before the release of a bond if some features are not yet in place at the time of the recording of the final plat, Mylar and digital as-builts for the stormwater features of the project. Digital as-builts shall be in PDF format and shall include a base map of the whole project and all separate plan sheets. As-built PDF files shall include all layers or tables containing storm drainage features. Storm drainage features will be clearly delineated in a data table. The data will be tied to horizontal controls.
18. Per Section 15-263.1, that the developer shall include a detailed stormwater system maintenance plan, specifying responsible entity and schedule. The plan shall include scheduled maintenance activities for each stormwater BMP in the development, performance evaluation protocol, and frequency of

self-reporting requirements (including a proposed self-reporting form) on maintenance and performance. The plan and supporting documentation shall be submitted to Town engineer and Stormwater Utility staff for approval prior to construction plan approval.

19. That, prior to issuance of a CO for the first building on lot 2, the applicant must submit a performance security related to any stormwater related items not yet completed. And then prior to the certification of a stormwater BMP, the applicant shall submit a performance security to be posted and held by the Town for a period of two years per the provisions of Section 15-263(i).
20. That any necessary temporary or permanent easements be obtained prior to the approval of construction plans for each stage of the development. Easements shall also be shown on the final plat when it is recorded.
21. That the developer provide a written statement from the electrical utility stating that electric service can be provided to all locations shown on the construction plans prior to the approval of the construction plans.
22. Prior to construction plan approval, all proposed lighting within public rights-of-way must satisfy the Public Works street lighting policy.
23. That fire flow calculations and building-sprinkler design (as required) must be submitted and approved by the Town Engineer and Town Fire Department prior to construction plan approval.
24. That the Town Council hereby finds acceptable the deviations from the architectural requirements of Section 15-178 of the LUO per the elevations and information presented at the public hearing.
25. That prior to construction plan approval, the applicant submit materials to satisfy the Construction Management Plan provisions of Section 15-49(c1).
26. That prior to issuance of a certificate of occupancy, a final plat will be recorded including the three new lots and the newly established Rand Road public right-of-way. This plat will show all necessary easements.
27. The applicant shall include striped crosswalks on all four sides of the roundabout subject to NCDOT approval.
28. The applicant shall paint sharrows in the roundabout subject to NCDOT approval.
29. The applicant shall show sharrows on the construction plan along Rand Road.
30. That, if allowed under the related provisions of the Americans with Disability Act, the construction plans shall show the multi-use path splitting

into two paths so as to serve both sidewalk ramps on the southeast quadrant of the roundabout.

31. That the construction plans shall show painted crosswalks at all sidewalk and multiuse path crossings.
32. That the construction plans show raised crosswalks or an alternative crosswalk treatment wherever practicable particularly where the multiuse path crosses the entrance to the parking lot for Building 2.
33. That the construction plans shall install stop signs where all of the driveways enter Rand Road subject to Public Works approval.
34. That the construction plans shall include adequate lighting along the multiuse path behind Buildings 3, 4 & 5.
35. That the construction management plan include wayfinding signs for re-routing cyclists during construction.
36. That the construction plans shall not include any plants recognized as invasive plants by North Carolina Invasive Plant Council in the piedmont of North Carolina and that the applicant's Landscape Architect shall provide written justification for the use of non-native species.
37. That the construction plans shall include LEDs lights for all of the outdoor parking area light poles and provide for the option of LED lighting, indoors.
38. That the applicant consider establishment of terracing of the steep slope to allow for uses as an alternative to a steep, continuous vegetated slope.
39. That the applicant consider other cost effective energy efficiency measures such as heat recovery units and geothermal systems to the extent feasible.
40. That the owner shall to strive to abide by Fair Trade standards as defined by the Local Living Economy Task Force Recommendation number 6 and seek to recruit locally owned businesses.
41. The developer shall comply with the following nine M-3-CZ performance measures as identified below and therefore is granted 40% restaurant use and residential use for the property:
 - a. Flooding mitigation (satisfies performance measure 1);
 - b. Permeable paving (satisfies performance measures 2& 3) construction of the roundabout (satisfies performance measures 4 & 5);
 - c. LED parking lot lights (satisfies performance measure 13);
 - d. Use of devices that shade at least 30% of the south and west facing building elevations (satisfies performance measure 9);
 - e. Use of Low Emissivity (low-e2) windows along south and west facing building elevations (satisfies performance measure 10);

- f. Installation of attic insulation that exceeds the current building code R-value rating by 35% or greater (satisfies performance measure 11).
42. That electrical service conduit is provided within the buildings for the purpose of facilitating convenient future installation of rooftop solar photovoltaic arrays.
43. That the developer include the possibility of Commercial Organic Waste Collection in their solid waste management plan. Said service shall be operated insofar that it does not create an odor nuisance to the surrounding community and shall be subject to the additional condition regarding solid waste.
44. That an offer be made by the applicant to the owner(s) of the property located at 436 S. Greensboro St (PIN 9778834808) to mitigate the impacts of the installation of the roundabout through the provision of additional landscaping and site work and the extension of curb and gutter north on South Greensboro Street to the extent allowed by NCDOT. The developer will rebuild the dry stack wall to the west of the property located at 436 S. Greensboro St. and offer to relocate the driveway and build another rock wall to the east side of the driveway following the curb and gutter. Additional landscaping costs will be provided between a budget of \$3,000 and \$4,500.
45. That an offer be made by the applicant to the owner(s) of the property located at 212 Purple Leaf Place (PIN 9778848092) to mitigate the visual impacts of the project in their vicinity through the provision of additional landscaping and site work. Plantings will occur within the street right-of-way and the HOA common space if circumstances allow and the correct permissions are obtained. The developer agrees to offer up to \$4,500 in additional screening budget.
46. That solid waste and recycling pickup occur between the hours of 7:30 am and 5:00 pm Monday through Saturday.
47. That the owner and/or property manager will mitigate the nuisance impacts associated with all prospective South Green tenants. Nuisance impacts include but are not limited to, truck deliveries, idling engines, leaf blowing and mowing, and the emptying of trash and recycling containers. Mitigation efforts shall be tailored to fit each particular business as needed and will include, but not be limited to, controlling the location and hours of delivery. Deliveries shall occur between 7:30 am and 7:30 pm, leaf blowing and mowing shall occur between 9 am and 5 pm. Deliveries occurring outside of

these hours shall load and unload internal to the site. Refuse disposal outside of enclosed buildings shall occur between 7:30 am and 10:00 pm, and not after 9:00 pm whenever possible. Furthermore, the property owner is required to present a written report to the Town every six months for the first two years of operation and annually for the following eight years thereafter. Furthermore, annually for ten years, the owner will poll neighbors within 1000' of the property to receive their comments regarding the development whereupon the applicant will provide a written report of the results to the Town. The applicant shall add restrictive covenants that reflect this condition.

48. That the applicant must submit a payment in lieu equivalent to providing 15% of the units as affordable units, in accordance with the Land Use Ordinance formula prior to issuance of a building permit for the first building on Lot 2. The amount to be paid will be in accordance with the amount identified in the town's fee schedule for an affordable housing payment-in-lieu at the time the payment is submitted. If an alternative plan for providing the equivalent of 15% affordable housing units within the development is realized before the payment is made, then such proposal will be reviewed and considered in accordance with LUO Section 15-64, Modifications to Permits.
49. That Town Council finds that 181 parking spaces is sufficient to serve the proposed development based on the applicant's justification statement regarding joint use of the proposed parking spaces and the site's proximity to residential neighborhoods, bus lines, bicycle lanes and existing pedestrian facilities. This finding acknowledges that cross access and shared use of parking amongst the lots 1 and 3 is allowed, and that parking on lot 2 is exclusive to uses on lot 2 only.
50. That the applicant must provide evidence of the availability of all applicable utilities serving the site by way of submitting service availability letters from all respective utility companies before the construction plans can be approved.
51. That the applicant must construct the DLA in compliance with the testimony and information shared during the public hearing showing where the DLA is located. Furthermore, Town Council finds that the provision of DLA is acceptable in lieu of 40% open space and that 10% DLA is acceptable in accordance with LUO Section 15-204(d)(1), and the graphic representation

provided through testimony must be incorporated into the plans prior to construction plan approval.

52. That Town Council finds the alternative design provided by the applicant acceptable, in accordance with LUO Section 15-178.
53. That the applicant receive(s) CAPS from the Chapel Hill-Carrboro City Schools district pursuant to Article IV, Part 4 of the Carrboro Land Use Ordinance prior to construction plan approval.
54. That, prior to issuance of the first building permit for lot 2, the owner's declarations and covenants shall satisfy the applicable provisions of the Land Use Ordinance subject to review and approval of the Town Attorney.

Signed, this the ____ day of February 2025.

Barbara Foushee, Mayor, Town of Carrboro



Agenda Item Abstract

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Town Council Liaison Board/Committee Assignments

PURPOSE: The purpose of this item is to allow the Town Council to consider board/committee assignments for 2025.

DEPARTMENT: Town Clerk

INFORMATION: The Town Council have responsibilities on various Town and other governmental boards/committees. This will allow the Council to discuss the appointments for 2025.

RECOMMENDATION: Town Council make their board/committee assignments.

Town Council Liaison Board/Committee Assignments

Town Advisory Boards	
Affordable Housing Advisory Commission	Posada
Board of Adjustment	Fray
Economic Sustainability Commission	Haven-O'Donnell, Merrill
Environmental Advisory Board	Posada
Planning Board	Fray
Racial Equity Commission	Foushee, Haven-O'Donnell
Recreation, Parks & Cultural Resources Advisory Board	Nowell
Stormwater Advisory Commission	Nowell
Transportation Advisory Board	Merrill

Intergovernmental Bodies	
Central Pines Regional Council Board of Delegates	Haven-O'Donnell
Chamber for a Greater Chapel Hill-Carrboro Board of Directors	Foushee
Chapel Hill Public Transit Committee ("Transit Partners Committee")	Haven-O'Donnell, Merrill, manager's designee
Chatham-Orange Joint Planning Task Force	Posada
Durham-Chapel Hill-Carrboro Metropolitan Planning Organization Board	Nowell (member), Fray (alternate)
Family Success Alliance Advisory Council	Posada
Intergovernmental Parks Work Group	Fray
North Carolina Metropolitan Mayors Coalition	Foushee
Orange County Local Government Affordable Housing Collaborative	Merrill
Orange County Partnership to End Homelessness Leadership Team	Foushee, Fray
Orange County Solid Waste Advisory Group	Foushee, Haven-O'Donnell
Orange County Visitors Bureau Board of Directors	Foushee, Haven-O'Donnell