

ATTACHMENT A

**A RESOLUTION ACCEPTING THE STAFF REPORT
Resolution No. 43/2005-06**

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

WHEREAS, the staff has prepared a report on the commercial opportunities and limitations in Carrboro's Northern Study Area.

NOW, THEREFORE BE IT RESOLVED by the Carrboro Board of Aldermen that the Aldermen accepts the report.



TOWN OF CARRBORO

NORTH CAROLINA

TRANSMITTAL

PLANNING DEPARTMENT

DELIVERED VIA: ☒ HAND ☐ MAIL ☐ FAX ☐ EMAIL

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

From: Patricia J. McGuire, Planning Administrator

Date: November 11, 2005

Subject: Commercial Development Opportunities and Limitations in Carrboro's Northern Study Area

Overview

Commercial development is a part of the Facilitated Small Area Plan for Carrboro's Northern Study Area (NSA Plan), referenced in goals and objectives and in the plan's recommended strategy for implementation. The plan inspired many text amendments and the commercial development components guided the development of Land Use Ordinance provisions specifically related to Office/Assembly and Village Mixed-Use conditional use districts. However, it was within the new land use ordinance provisions adopted in 1999 that the potential commercial areas were limited. The commercial area yield from the floating zones as currently defined is provided below. It should be noted that these zones are available beyond the study area, a fact which dilutes commercial opportunity in the Northern Study area.

	Minimum Acreage	Maximum Acreage	Total Commercial Acreage
Office/Assembly CU	4	25	25
Village Mixed Use CU	50	200 contiguous in a single village 350 total in no more than 3 villages	15 (10 percent/5 acres, whichever is less/each village)

The plan designates only a few uses, parks, schools, and scenic view sheds, on its Land Use Map. The plan's goals and policies describe a land use pattern of clustered residential development, with "village-scale" developments encouraged, and allow for the creation of neighborhood and community-scale commercial centers in conjunction with open space preservation. For its unique, facilitated process of development and adoption, the plan was recognized by the North Carolina Chapter of the American Planning Association in 2000 for excellence in small town community planning.

Adoption of the NSA Plan in 1998 culminated a multi-year planning effort for the area identified to receive the bulk of the Town's expected growth. The plan was carefully crafted and seriously scrutinized. In its implementation, would its express purpose – "[to] accommodate a large share of Carrboro's anticipated growth while seeking to preserve the natural, social, aesthetic, and economic qualities that make it a desirable place in which to live" – be met? A course had been set with the hope that "land in the study area is not squandered through the exclusive development of high-priced, large-lot, single family housing."

The plan created the opportunity for the two new floating zones. Existing commercial zoning – B3T - at the corner of Old NC 86 and Homestead Road provides for some limited commercial use. Information on the locational requirements, density and dimensional specifications and use provisions for these three zones is provided below.

LOCATIONAL REQUIREMENTS, DENSITY AND DIMENSIONAL SPECIFICATIONS, AND PERMITTED USES ALLOWED IN O/A AND VMU FLOATING ZONES, AND THE B-3T

Description of the O/A CU. The Office/Assembly Conditional Use zoning district is identical to the Office/Assembly general zoning district, with some exceptions. Both districts have a minimum acreage (that of the O/A is five acres, while the O/A CU is four acres.); the O/A CU also has a maximum acreage of 25 acres. Per Article XI of the Land Use Ordinance, these districts are intended to

provide for office, administrative, professional, research, and specialized manufacturing (such as light assembly and processing) activities in close proximity to an arterial street... [and] to provide employment near residential areas; therefore, the required development standards are intended to be compatible to adjacent residential uses and provide a park-like setting for employment. It is strongly encouraged that development in the Office/Assembly zoning district be designed so that employees may easily utilize alternative forms of transportation (such as riding buses, cycling or walking) to commute to their place of employment.

Uses in the O/A CU. Since this is a conditional use district, the table of permissible uses notes that the only use allowed is an Office/Assembly planned development. The uses that may be proposed within any O/A planned development are found in the Table of Permissible Uses for the O/A district, with two exceptions:

- 1) Uses within the district shall be limited to those where loading and unloading occurs during daylight hours only.
- 2) Not more than 25 percent of the total building gross floor area constructed within the district may be used for permissible uses that fall within the 2.000 classification.

Minimum lot size/residential density for this zone is 7,500 square feet per dwelling unit. Maximum building height is 35 feet and setbacks are 15 feet from right-of-way and lot boundary lines. The permitted uses in this district are summarized in the table below.

General Use	# allowed/total	General Use	# allowed /total
Residential	19/38	Agricultural/Mining	0/5
Retail	6/13	Public/Semi-public	2/8
Office/Service	5/10	Dry cleaner/Laundromat	2/2
Manufacturing	1 /2	Utility Facilities	3/4
Educational/Cultural	3/5	Towers	3 /4
Recreational	2/13	Open Air Markets	2/ 3
Institutional Care	0/4	Funeral Homes	0/1
Restaurants	2/6	Day Care	0/3
Motor Vehicle	0/5	Temporary Structure or Parking	0/2
Storage/Parking	2/4	Bus Station	1/1
Scrap/Junkyard	0/1	Commercial Greenhouse	2/2
Animal-related	0/2	Subdivisions	1/2
Emergency Services	4/4		

Architectural Requirements in the O/A CU.

1. Exterior walls shall be constructed of materials commonly used on the exterior walls of single-family residences (such as brick, stone, wood or fabricated residential lap siding made of hardboard or vinyl).
2. The pitch of the roof shall have a minimum vertical rise of one foot for every two feet of horizontal run.
3. Windows shall be of a scale and proportion typical of single-family residences.

Relationship to Policy / Planning Documents.

Facilitated Plan for Carrboro's Northern Study Area (NSA Plan) (1999) Goal 1, Measure 1.6 states the following: "Create a new business/office/assembly area that would

allow certain types of light manufacturing, flex space, and office uses subject to performance standards.” The goal is further described in the text below:

Although commercial and office uses in mixed-use areas within the Study Area will help to offset the tax burden on residences within Carrboro, larger-scale employers would have greater impacts on changing the overall balance of taxation. Additionally, the location of larger-scale employers in the Study Area would help to defray traffic impacts by enabling more people who live in Carrboro to work in Carrboro. Performance standards can be applied to these types of uses, and impact assessment evaluation can be employed to ensure that they do not create undue negative impacts on neighbors.

The NSA Plan does not include acreage minimums or maximums related to the O/A Conditional Use district. As quoted above, the plan does suggest that performance standards be used to mitigate negative impacts of non-residential development.

Joint Planning Land Use Plan and Agreement (JPALUP and JPA 1987 and as amended).

- 1) The density limitations that prevent rezoning of Transition Area II until at least 75 percent of the gross land area of Transition Area I has developed do not apply to O/A and VMU conditional use districts.
- 2) Changes in zoning classifications, including the creation or changes to ‘floating’ conditional use districts may not be made until an ordinance approving such zoning map amendment has been approved both by Orange County and Carrboro following a joint public hearing by the two governing bodies.

The JPALUP and JPA do not include acreage minimums or maximums related to the O/A Conditional Use district.

Description of the VMU CU. Per Section 15-141.2 of the Land Use Ordinance, the Village Mixed Use conditional use district (VMU CU) has been established

to provide for the development of rural new villages at a scale intended to continue Carrboro’s small town character as described in its Year 2000 Task Force Report and to promote a traditional concept of villages. The applicant for rezoning to this district must demonstrate that its planning, design and development will achieve, but not necessarily be limited to, all of the following specific objectives:

1. The preservation of open space, scenic vistas, agricultural lands and natural resources within the Town of Carrboro and its planning jurisdiction and to minimize the potential for conflict between such areas and other land uses;

2. The creation of a distinct physical settlement surrounded by a protected landscape of generally open land used for agricultural, forest, recreational and environmental protection purposes.
3. Dwellings, shops, and workplaces generally located in close proximity to each other, the scale of which accommodates and promotes pedestrian travel for trips within the village.
4. Modestly sized buildings fronting on, and aligned with, streets in a disciplined manner.
5. A generally rectilinear pattern of streets, alleys and blocks reflecting the street network in existing small villages which provides for a balanced mix of pedestrians and automobiles.
6. Squares greens, landscaped streets and parks woven into street and block patterns to provide space for social activity, parks and visual enjoyment.
7. Provision of buildings for civic assembly or for other common purposes that act as visual landmarks and symbols of identity within the community.
8. A recognizable, functionally diverse, but visually unified village focused on a village green or square.
9. Development of a size and scale, which accommodates and promotes pedestrian travel rather than motor vehicle trips within the village.
10. Compliance with the policies embodied in this chapter for the development of a village mixed use.

Locational provisions further require that 1) a village be located in such a way to existing or proposed streets that “traffic generated by the development of the tract proposed for rezoning can be accommodated without endangering the public health, safety, or welfare; and 2) the village will be served by OWASA water and sewer lines when developed.

Uses in the VMU CU. Density and development specifications for the VMU CU are derived first from the R-10 zoning district. In addition, a maximum of ten percent of the total gross acreage of the tract, or five acres, whichever is less, may be used for purposes permissible in the B-3T or OA districts, with some exceptions. A summary of the uses permissible in the OA district have been presented earlier in this report. A summary of uses permitted in the B-3 T are as follows

General Use Classifications	# allowed/total	General Use Classifications	# allowed /total
Residential	20/38	Agricultural/Mining	0/5
Retail	6/13	Public/Semi-public	3/8
Office/Service	2/10	Dry cleaner/Laundromat	1/2
Manufacturing	0/2	Utility Facilities	4/4
Educational/Cultural	2/5	Towers	3 /4

General Use Classifications	# allowed/total	General Use Classifications	# allowed /total
		Cemetery	2/2
Recreational	2/13	Open Air Markets	2/ 3
Institutional Care	0/4	Funeral Homes	1/1
Restaurants	2/6	Day Care	0/3
Motor Vehicle	2/5	Temporary Structure or Parking	0/2
Storage/Parking	0/4	Bus Station	1/1
Scrap/Junkyard	0/1	Commercial Greenhouse	2/2
Animal-related	0/2	Subdivisions	1/2
Emergency Services	4/4		

The uses listed above are permissible within the storefront use area in a village but may not include drive-in or through windows or uses requiring loading or unloading during non-daylight hours. Villages must contain a townhouse use area and additional commercial uses are allowed in this area, including:

1. Personal or business services
2. Office
3. Private club
4. Restaurant
5. Artist studio
6. A maximum of 4 guestrooms for lodging
7. Medical clinic or facility
8. Retail sales, if in conjunction and on the same lot as a home occupation

Finally, single-family detached areas of a village are also allowed an office, as an accessory use, for not more than 2 full-time employee equivalents.

Site Design and Architectural Requirements in VMU CU. Eight general site design characteristics apply to commercial development within these villages:

- 1) Within the portion of the tract developed for commercial purposes, the regulations (other than use regulations, which are governed by the provisions immediately above) applicable to property zoned B-3T shall apply except as otherwise provided in this section or as otherwise allowed by the Board of Aldermen in the approval of the Master Plan or conditional use permit for the development.
- (2) The commercial portions of the village mixed use development shall be contained within a "storefront use area." This area shall be designed to provide a variety of retail shops and services to support the day-to-day needs of village residents and other local residents, complemented by other compatible business, civic and

residential uses in commercial-type buildings in a manner consistent with a small downtown or central market place in the community.

- (3) Storefront use areas shall be located so they are easily accessible by pedestrians from as much of the residential areas as possible (preferably within 1,500 feet – a five-minute walk). Nonresidential uses that are intended or expected to serve an area beyond the development itself shall be located to the extent practicable to permit vehicular access from outside the development without passing through residential streets.
- (4) Storefront use areas shall be located at least 200 feet from an arterial street and at least one-half mile from the nearest edge of another commercial center.
- (5) Parking areas that serve commercial facilities shall be screened with a Type A screen from the view of public streets located outside the development.
- (6) If and to the extent that dwelling units are constructed above commercial uses in commercial areas, the additional vehicle accommodation area required to accommodate such residential uses shall not be treated as commercial area for purposes of the “cap” on commercial areas established by this section.
- (7) Commercial areas shall surround or be located adjacent to or across the street from a public park, green, or square, which area may be credited as part of the open space required of the development.
- (8) Within the commercial areas authorized under this section, buildings shall be designed and constructed so that each individual enterprise occupies (whether as tenant or owner occupant) an area of not more than 6,000 square feet per floor.

A number of additional site design and architectural requirements apply to the storefront area of the village, including:

- a. New multi-family and commercial buildings in storefront and townhouse use areas shall be subject to a maximum front setback (the “build-to” line) in order to maintain a strong sense of streetscape. Such buildings shall generally be of two-story construction (to the so-called “build-up” line) and shall be designed in accordance with the design standards of this chapter and any other applicable standards. To create a defined edge to the village’s public space, new multi-family or commercial buildings should conform to a consistent setback from the street. Porches for multi-family or townhouse construction can extend beyond the build-to line. In addition, building faces, as well as a majority of the roof ridgelines should be parallel to the street.
- b. Maximum height regulations are 49 feet and three and a half stories.
- c. Minimum street frontage is 25 feet.
- d. Setback regulations are as follows: Front = no minimum required; maximum is 15 feet; Rear = 20 feet minimum; Side = Zero minimum lot lines are allowed, except at block ends or adjacent to alleys or pedestrian walks as required under block design requirements.
- e. Parking within this area shall be subject to the other parking requirements of this chapter as well as the following:

1. Non-residential off-street parking shall generally be to the side or the rear, or located within internal parking areas not visible from the street.
2. The permit-issuing authority may allow on-street parking spaces along the front property line (except where there are driveway cuts) to be counted toward the minimum number of parking spaces required for the use on that lot.
3. On-street parking space shall be designed as either parallel to the curb on both sides of the street, or diagonal to the street on the storefront side with landscaped breaks serving the pedestrian alleyways.
4. Off-street parking may be located within 100 feet (measured along a publicly accessible route) from the lot containing the use to which the parking is accessory, if the lot containing the parking is owned or leased to the owner of the principal use, or if the lot containing the parking is dedicated to parking for as long as the use to which it is accessory shall continue, and it is owned by an entity capable of assuring its maintenance as accessory parking.
5. The permit-issuing authority may allow shared use of parking.

Further provisions specify streetscape requirements, design of storefront buildings and other elements:

All public sidewalks and walkways shall:

1. Be constructed of brick or concrete with brick borders in such a way that they do not impede accessibility.
2. Be no less than six feet in width; and
3. Create a completely interconnected network of pedestrian walkways throughout the storefront use and townhouse use areas.

g. All storefront and townhouse use areas shall contain the following:

1. At least one trash can and one recycling receptacle of approved design in each block;
2. Public benches of approved design at bus stops, green spaces, and at intervals of no greater than 200 feet along both sides of each block and at lesser intervals and/or in required clusters, as appropriate (i.e. high-activity areas due to the nature of surrounding uses); and
3. At least one bike rack on each block.

h. All new construction shall be of similar scale and massing to small-scale, historic buildings in downtown Carrboro.

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- i. All roofs shall be topped with low-pitched roofs with articulated parapets and cornices, or pitched roofs where fascias are emphasized and any roof dormers are functional.
- j. Storefront buildings shall:
 - 1. Include show windows on the ground level. Storefront windows are to be large and traditional in appearance and are to include low sills and high lintels.
 - 2. Articulate the line between the ground and upper levels with a cornice, canopy, balcony, arcade, or other visual device.
 - 3. Include lighting in show windows, which is in conformance with other lighting regulations, herein;
 - 4. Project lighting on the sidewalk from about eight feet in conformance with other lighting regulations herein;
 - 5. Present the principal entrance to the sidewalk. Alternatively, if the principle entrance faces onto an interior courtyard, the entrance to the courtyard must be presented to the sidewalk.
- k. The façade of storefront buildings may be separated from the sidewalk surface by a landscaped strip of no greater than three feet, except as necessary to accommodate open-air, food service establishments.
- l. The construction of open colonnades over a sidewalk adjoining storefront buildings may be permitted subject to an appropriate easement over the public right-of-way.
- m. Materials in the exterior of buildings surrounding the greens shall be limited to a diversity of brick. Wood, stucco, masonry and other siding materials are subject to the review of the Appearance Commission and the approval of the permit-issuing authority.
- n. All signage shall:
 - 1. Be affixed to building façade, canopy, or arcade;
 - 2. Be located within the first story limit;
 - 3. Be visible to both pedestrians and drivers;
 - 4. Contain visual street numbers for each building; and
 - 5. Utilize lighting conforming to applicable regulations.
- o. Storefront buildings shall have at least 60 percent of their front facade parallel to the street.
- p. The principal entrance shall be from the front sidewalk.

- q. Storefront buildings fronting on the same street and located on the same block shall be attached, except as necessary to accommodate pedestrian ways.
- r. The street treescape shall require:
 - 1. The planting of species which branch above 8 feet to facilitate viewing of storefronts and signage.
 - 2. The planting of trees every 30 feet to 50 feet depending on size so as to create a regular pattern of street trees through the area.

Relationship to Policy / Planning Documents.

Facilitated Plan for Carrboro's Northern Study Area (NSA Plan) (1999) Goal 1, Measures 1.3, 1.8 and Goal 7, Measure 7.2 state the following:

1.3 Create a "floating zone" for future residential village developments

In order to encourage mixed-uses, the Town is encouraged to amend the Land Use Ordinance to create a "floating zone" for future residential village developments in the Study Area. Carrboro can foster a neo-traditional style of village-sized mixed-use development by including a number of performance standards with incentives for mixed-use development proposals. Mixed-use village centers should provide for planned village developments on tracts of land with a net developable area greater than 25 contiguous acres in size. These village centers will be allowed in a newly created floating zone that in addition to basic acreage requirements will impose "good neighbor" performance standards designed to protect existing residents from negative impacts generally associated with new development.

One of the crucial aspects of neo-traditional development is that to create village character, residences should be no more than a quarter of a mile from the village center. This enables residents to easily walk to most areas within the village. This will help to create pedestrian-scaled neighborhoods rather than auto-dependent suburbs. It is important not to allow subdivision of these parcels. In order for neo-traditional developments to work, they must be built so that all elements of the village are harmonious.

Another crucial aspect of neo-traditional development is a mixture of uses in the development. Carrboro could require that a certain percentage of the development be allocated to commercial and office uses. These mixed use areas should be capable of supporting very modest retail components at appropriate locations in the Study Area. New mixed-use classifications could be developed by integrating current B3, R2 or R3, and O zoning classifications and adding some new elements.

Additional elements, such as street and building design standards, should be incorporated into the new mixed-use area(s), but Carrboro should be careful not to over-regulate the form of development. Street and building design standards should be a part of any good neo-traditional-style development, and these elements can be approved through the site plan review process.

Neighborhood mixed-use areas are intended to be predominantly residential. Flexibility should be allowed in the amount of commercial space permitted in these areas. A baseline figure for allowable commercial development should be set, but higher commercial densities should be permitted with the provision of publicly-beneficial development features such as parks, bicycle paths, and affordable housing. Strict guidelines pertaining to site design and performance standards for commercial development should be a part of this type of new land use designation.

1.8 Encourage development in the desired forms by making Town guidelines clear and providing a consistent vision of what new developments should look like. If Carrboro desires greater influence over the appearance of new development and wants to ensure that developers and their designers “get the picture,” Carrboro should consider following the example set by Mannheim Township, in Lancaster County Pennsylvania. The design standards for Planned Residential Development (PRD) are heavily illustrated land use regulations with the express purpose of conveying to the developers the intent of the ordinance.

7.2 Adopt town-wide design guidelines to ensure that new development is harmonious with the attractive features of existing development. Town-wide design guidelines related to parking, tree preservation, site design, and architectural character, as proposed in the 1993 Draft Townwide Design Guidelines, would help to preserve the visual qualities and pedestrian-scale orientation of Carrboro.

The NSA Plan does not include acreage minimums or maximums related to the VMU Conditional Use district.

Joint Planning Land Use Plan and Agreement (1987 and as amended).

- 3) The density limitations that prevent rezoning of Transition Area II until at least 75 percent of the gross land area of Transition Area I has developed do not apply to O/A and VMU conditional use districts.
- 4) Changes in zoning classifications, including the creation or changes to 'floating' conditional use districts may not be made until an ordinance approving such zoning map amendment has been approved both by Orange County and Carrboro following a joint public hearing by the two governing bodies.

The JPALUP and JPA do not include acreage minimums or maximums related to the VMU Conditional Use district.

Description of the B-3T zoning district. Titled "TRANSITION AREA BUSINESS" district, the B-3T is

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

Permitted uses have been listed above in the description of the VMU CU. Residential density and minimum lot size are 7,500 square feet per dwelling unit. Building setbacks match those in the O/A. Building height maximum is 28 feet. There are no architectural requirements that apply to the B-3 T zoning district. Placement of a B-3 T zone, if outside of the Town limits would require joint approval of the Board of County Commissioners and Board of Aldermen. It would likely be necessary to amend the Joint Planning Land Use Map to include a commercial node as well, as the Orange County rezoning process requires such consistency. Though the NSA Plan encourages development of the conditional use office/assembly districts, it does not appear to prevent standard rezoning for commercial or residential purposes, outside of the timing provisions that apply to rezoning of Transition Area II.

Suitable locations for Commercial Zoning. The concept for the O/A CU is not limited to the Northern Study Area. The conditional use district was modeled on a general zoning district that is found in three locations in Town (Attachment D). The zoning district description notes the importance of arterial road access and each of these locations is found along arterial roads in Carrboro. Since the O/A CU district is nearly identical to the O/A, arterial road access would be an important component of determining the appropriateness of any proposed O/A developments. The final version of the NSA Plan included recommended land uses for schools and recreation, but, due to the community interest in floating zones, did not specify any locations for the other principle expected land uses such as residential villages and office assembly areas. The draft plan that was

initially presented for public review did specify locations for these uses and a “Business – Office- Assembly” location was recommended for two parcels totaling approximately 58 acres along Old NC 86 (Attachment E). The Town purchased a 24-acre tract for use as the future relocated Public Works facility. A 35-acre tract remains in this location. There have been no discussions of development proposals on that tract to date. The Northern Study Area has been evaluated for its suitability for commercial development. Five areas, totaling approximately 325 acres exhibit characteristics, including access to arterial roads/possible transit routes, relatively even topography, and proximity to residential neighborhoods, that could support business uses, such as those that may be permitted in an office/assembly development. Water and sewer service could serve three of the five areas in the short-term. Service extensions would be needed in order to serve the two other areas. These areas are indicated on a map of the NSA (Attachment F).

General considerations. During development of the NSA Plan, limited commercial activity was a pivotal component of expected land use in the Northern Study Area, a reflection of its role within the already-incorporated portions of Carrboro. The NSA Plan sought to mitigate any impacts on residential uses by proposing “good neighbor” performance standards for all non-residential uses. In 2004, the opportunity to utilize conditional use (CU) zoning was expanded and 20 new CU districts were established.

Orange County’s adoption of the plan in early 1999 made the plan official for all three components of Carrboro’s jurisdiction: Town Limits, Extra-territorial Jurisdiction, and Carrboro’s portion of the Joint Planning Area. The plan also summarized the development status of land in the NSA. Due to the plan recommendation to expand the conservation focus of development management, this information was presented by jurisdictional area in relation to the presence of primary and secondary constraints, based on the extent to which natural and man-made features could limit the develop ability of a parcel of land. :

	Total Acres		Developed (%)	Undeveloped (%)
Northern Study Area - 1997	3,787		1646 (43)	2141 (57)
<i>Primary and Secondary Conservation Areas</i>				
Transition 1	1,333	811	378 (45)	434 (55)
Transition 2	1,475	820	325 (40)	495 (60)
City and ETJ	979	441	199 (30)	242 (70)

Please note that the current calculation of total land area in the Northern Study Area slightly less, likely due to refinements in mapping. The current breakdown of land in the Northern Study Area is as follows:

	Total Acres	Developed (%)	Undeveloped (%)
Northern Study	3,630	2,115 (48)	1,515 (42)

Area - 2005			
Transition Area 1	600	116 (20)	482 (80)
Transition Area 2	1,489	695 (47)	794 (53)
ETJ	66	0	66 (100)
City Limits	1,466	1,119 (76)	347 (24)

The recently accepted draft map of conservation areas in the Upper Bolin Creek watershed illustrates natural areas that the community has identified as significant. These areas should be considered in conjunction with any new development. A copy of the map is attached (Attachment G). A map showing developments that have been approved since 1999 is provided (Attachment H). The table below lists projects that have been approved in the Northern Study Area since the land use mapping for the NSA Plan was completed in 1997, as well as those projects for which applications are under review. The 180-acre Moniese Nomp park/school property is not noted. Nor is the Carolina North main property and the Horace Williams/Carolina North tract north of the Winmore VMU; those parcels total approximately 410 acres.

Project	Date	# Units	Density /acre	TI/T2	Acres
Karen Woods Exempt	1998	10	.11	T2	89
Hanna Street Condominiums ¹	1999	27	3.4	n/a	8
Horne Hollow 1	2002	9	1.8	n/a	5
Winmore VMU3	2003	232/ 348	3.5/ 5.2	n/a	67
Smith Middle School Soccer Fields	2001	n/a	n/a	n/a	n/a
Tramore West	2002	6	1.2	T1	5
Pacifica (on Hanna property) ²	2003	46	5.8	n/a	8
Claremont	In review	79	2.8	T1	23
Jones Property at LHF	“ “	64	2.7	T1	23
The Villages at Berkeley	“ “	96	1.8	n/a	52.31

1) This parcel was located within the town limits that were in place at the time the NSA Plan was adopted.

2) The Hanna Street project was not constructed and its permit expired. Plans for the Pacifica development on the same property were later prepared and approved. The table does not total acreage for these properties, so the table's listing of both serves as a history of development activity, rather than a record of acreage from which development potential has been removed.

3) Winmore includes 232 homes, apartments, and town homes; the permit allows up to 96 accessory dwelling units and 20 commercial lots that may also contain residential units.

Limited opportunities for commercial development are found within existing regulatory frameworks. A small node of existing B-3T zoning could see additional development or redevelopment. The NSA Plan encourages the use of conditional use districts for office assembly and village mixed use developments which, by definition, must be owner-

initiated requests. JPALUP/JPA and NSA Plan amendments would likely be needed to allow general zoning districts in the joint planning area and possibly within the Town limits covered by the plan for these purposes.

The five areas shown in Attachment F have been identified as generally suitable for business/office/assembly zoning. One or two of these could also likely support village mixed use or other mixed use developments. None of the areas is located within the current Town limits, so rezoning actions of any sort will require joint approval of the Board of County Commissioners and the Board of Aldermen. Current development limitations, including acreage minimums and maximums and other development standards, were established as part of the regulations implementing the NSA Plan, but are not required measures.

Several options are available should the Board of Aldermen wish to modify the existing parameters for commercial development in the Northern Study Area.

- 1) Identify specific areas where such uses are desirable and suggest that property owners request voluntary annexations if they are interested in rezoning to expand commercial opportunities.
- 2) Pursue modifications to the NSA Plan and simultaneously to the JPALUP and JPA to establish new general zoning districts, to designate commercial nodes and to rezone parcels in support of desired commercial development.
- 3) With input from economic sustainability consultant, develop modifications to the area limitations and development parameters in the O/A CU and VMU CU. Consider incentives that would encourage property owners to voluntarily request annexation and rezoning, if appropriate.

The Board of Aldermen has requested that staff discuss these issues with Orange County staff and such a discussion has been anticipated to occur following receipt of this report.

Chronology – Development and Review
Small Area Planning for Carrboro's Northern Study Area

November 12, 1991	Staff report and recommendations regarding small area planning. Board of Aldermen referred to staff to prepare report on process and Agenda Planning Committee to schedule.
January 7, 1992	Staff report on process. Referred to 1992 retreat agenda.
August 18, 1992	Staff report on process and work group. Board of Aldermen referred to Planning Board for recommendation on the structure of the work group.
October 6, 1992	Staff report on recommended organization of work group and its proposed charge. Board of Aldermen endorsed structure and charge, with a few edits.
February 2, 1993	Appointments to the Small Area Planning Work Group (SAPWG).
April 13, 1993	Joint worksession with SAPWG.
June 1, 1993	Report from Town Attorney on options for processing development proposals during small area planning process
June 14, 1994	Update on SAPWG progress and proposed schedule for presentation of development scenarios.
September 20, 1994	Board of Aldermen requested status report on SAPWG progress.
December 6, 1994	Report on progress of SAPWG and request that the Board of Aldermen appoint a work group to review Land use Ordinance and determine what changes are needed to implement SA plan.
January 24, 1995	Staff report on proposed charge for ordinance drafting committee that would prepare ordinances necessary to implement the recommendations of the SAPWG. Board adopted charge, membership structure, meeting schedule, and designated staff support. The staff also presented information on mixed-use developments and rural villages in other towns.
November 9, 1995	Open house on draft plan – Homestead Community Center
November 21, 1995	Board of Aldermen requested that OWASA staff review SAPWG report.
December 19, 1995	Worksession on SAPWG draft plan. Board of Aldermen set a public hearing for February 6, 1996 to review a proposed text amendment that would establish a development moratorium in the Northern Study Area. Board of Aldermen also set a public hearing for review of the Northern Study Area plan.
February 6, 1996	Public hearing on plan. Twenty-one members of the public offered comments.
February 13, 1996	Continuation of hearing. Review of public comments. Board of Aldermen agreed to set up a committee of aldermen and staff to plan a facilitated meeting to address concerns about the plan.
March 19, 1996	Report from Small Area Plan Facilitation Committee. Board authorized establishment of steering committee and requested list of neighborhoods located in the small area planning area.
April 2, 1996	Report on list of neighborhoods. Board of Aldermen authorized staff to seek nominations (direct mailing, newspaper advertisement) for membership on facilitation steering committee.
May 28, 1996	Board requested Agenda Planning Committee to schedule worksession on small area plan and timeline for completion/implementation.
June 4, 1996	Board of Aldermen appointed 27 members to the Facilitation Steering Committee

June 27, 1996	Worksession on Draft Small Area Plan
September 17, 1996	Report from steering committee on facilitated meeting process.
October 1, 1996	Request that Agenda Planning Committee schedule a report from steering committee on financing and other issues.
October 8, 1996	Discussion of Planing Board to officially dissolve the SAPWG. Board requested that staff prepare a resolution of appreciation.
October 22, 1996	Board of Aldermen adopted resolution commending work of SAPWG
November 12, 1996	Request from Aldermen Bryan that Town Manager notify Chapel Hill and Orange County of tentative dates for facilitated meeting.
December 17, 1996	Report on Small Area Plan Facilitated Steering Committee
January 14, 1997	Report on proposed schedule and budget breakdown for facilitated meeting
April 19, 1997	Day one of two-day facilitated meeting. Randall Arendt serves as moderator and Andy Sachs and volunteers from the Orange County Dispute Settlement Center as facilitators
May 31, 1997	Day two of facilitated meeting.
August 19, 1997	Board of Aldermen review of draft facilitated plan, modified per comments and recommendations submitted by Randall Arendt. Board referred plan to an ordinance drafting committee and identified committee members.
August 26, 1997	Alderman Zaffron requested that Agenda Planning committee schedule a meeting to discuss duties and composition of drafting committee.
September 16, 1997	Board of Aldermen adopted charge, designated members, approved proposed time line and requested town attorney to prepare a land use ordinance amendment to institute a development moratorium in the study area. Members appointed were: Giles Blunden, Margaret Brown, Jay Bryan, Jean Earnhardt, Tom High, Kathy Kaufman, and Alex Zaffron.
October 7, 1997	Request-to-set a pubic hearing for LUO text amendment on development moratorium.
November 11, 1997	Public hearing – development moratorium. Three members of the public spoke.
January 13, 1998	Board discussed upcoming report and agreed to schedule a special meeting if report scheduled for January 20 was delayed.
January 20, 1998	Report from Ordinance Drafting Committee on progress and proposed JPA amendments. Board of Aldermen endorsed joint planning amendments and requested that they be forwarded to the county for placement on the agenda for the April 8, 1998 hearing.
February 17, 1998	Review of Chapel Hill request to add review of Northwest Area Plan to Joint Public Hearing scheduled for April 8, 1998.
March 24, 1998	Worksession on status of work of ordinance drafting committee.
April 7, 1998	Request-to-set public hearing to extend development moratorium
April 8, 1998	Joint Public Hearing on JPA amendments.
May 12, 1998	Public Hearing – extension of development moratorium. There were no comments from the public.
	Chapel Hill Planning Board –final decision on JPA amendments.
May 21, 1998	Carrboro Planning Board final decision on JPA amendments.
May 26, 1998	Board of Aldermen final decision on JPA amendments.
June 2, 1998	Board of Aldermen requested that Mayor contact Chairs of Board of County Commissioners and Chapel Hill Town Council and request final

	votes on small area plan.
June 8, 1998	Chapel Hill Town Council reviews JPA amendments
July 6, 1998	Chapel Hill Town Council amends resolution re: Carrboro JPA amendments.
July 15, 1998	Orange County Planning Board reviews JPA amendments.
August 18, 1998	Board of Aldermen requested report from Town Attorney on options when development moratorium expires. The Board also requested a schedule for completion of the small area plan.
August 25, 1998	Board of Aldermen to discuss development moratoria on September 8, 1998. Tentative schedule of completion distributed.
September 8, 1998	Board of Aldermen directed Town Attorney to prepare two ordinances extending the development moratorium for two and three months and set a public hearing for October 6, 1998.
September 22, 1998	The Board of Aldermen received a draft copy of ordinance to implement the recommendations of the small area plan.
October 6, 1998	Public hearing on development moratorium. Twelve members of the public made comments.
	Worksession to receive the first of four presentations on the draft ordinance.
October 13, 1998	Worksession to receive the second of four presentations on the ordinance. The board made specific suggestions for changes and clarifications
October 27, 1998	Worksession on parts 3 and 4 of NSA ordinance.
November 2, 1998	Worksession to review revisions, recommendations, and reviewer's comments. Three sections were referred to subcommittees for additional work.
November 10, 1998	Board of Aldermen requested that the affordable housing provision be revised to include a mechanism to ensure the long-term affordability of the housing units.
November 11, 1998	Orange County Planning Board completed final review of JPA amendments.
November 17, 1998	Board of Aldermen reviewed revised ordinance and Orange County Planning Board comments. Set a public hearing for review of the ordinance for December 15, 1998.
December 1, 1998	Board rescheduled December 15 hearing to December 16, 1998.
December 2, 1998	Public Informational Meeting on NSA Ordinance at Homestead Community Center. Six citizens attended.
December 9, 1998	Public Informational Meeting on NSA Ordinance at Homestead Community Center. Twenty-six citizens attended.
December 15, 1998	Board of County Commissioners' consideration of Joint Planning Agreement amendments related to NSA Plan.
December 16, 1998	Public hearing on NSA Plan
January 5, 1999	Board of Aldermen review staff analysis of issues from public hearing on NSA Plan.
January 11, 1999	Discussion of Draft letter to BOCC in response to Barry Jacobs' proposal to revise JPA amendments in response to citizen comments.
January 19, 1999	BOCC considered JPA amendments
January 20, 1999	Board of Aldermen discusses further action needed regarding NSA ordinance.

January 22, 1999	Joint staff meeting – discussion of outstanding issues
February 2, 1999	BOCC adopts JPA amendment incorporating NSA Plan.
February 9, 1999	Board of Aldermen considers revised JPA amendment and identifies provisions for "Final Draft" of NSA Ordinance.
February 16, 1999	Board of Aldermen worksession on Vernacular Architectural Standards
March 23, 1999	Public hearing on NSA Ordinance scheduled but delayed at request of Board of County Commissioners.
March 30, 1999	Joint meeting between Board of Aldermen and BOCC to review draft ordinance.
May 2, 1999	BOCC determined no consistency problems between draft ordinance and NSA plan/Joint Planning LU Plan.
May 11, 1999	Report on outcome of BOCC review of consistency of NSA Ordinance with NSA plan.
May 25, 1999	Public hearing on NSA Ordinance.

Meeting Schedules- Work Group, Steering and Ordinance Drafting Committees*Small Area Planning Work Group*

(See attached attendance record. Please note that there were three other meetings that were not added to the attendance record. These meetings were held on September 21, 1995, November 16, 1995 and January 18, 1996.)

Facilitation Steering Committee

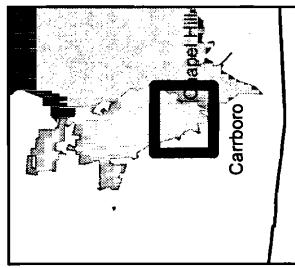
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August 29, 1996	March 6, 1997	June 11, 1997
November 11, 1996	April 18, 1997	July 15, 1997
December 5, 1996	April 19, 1997	
January 9, 1997	May 15, 1997	

Ordinance Drafting Committee

September 30, 1997	March 12, 1998	June 10, 1998
October 27, 1997	March 18, 1998	June 17, 1998
November 24, 1997	March 25, 1998	June 24, 1998
December 11, 1997	April 1, 1998	June 29, 1998
December 17, 1998	April 22, 1998	July 7, 1998
January 8, 1998	April 29, 1998	July 22, 1998
January 14, 1998	May 6, 1998	July 29, 1998
January 28, 1998	May 13, 1998	October 24, 1998
February 4, 1998	May 20, 1998	October 28, 1998
February 17, 1998	May 24, 1998	
March 4, 1998	June 3, 1998	

Planning/pjm – 12-15-98

O/A Zoning District Locations



- OA Selection
- Streets
- City Limits
- Parcels
- Planning Jurisdiction

Feet
1,200

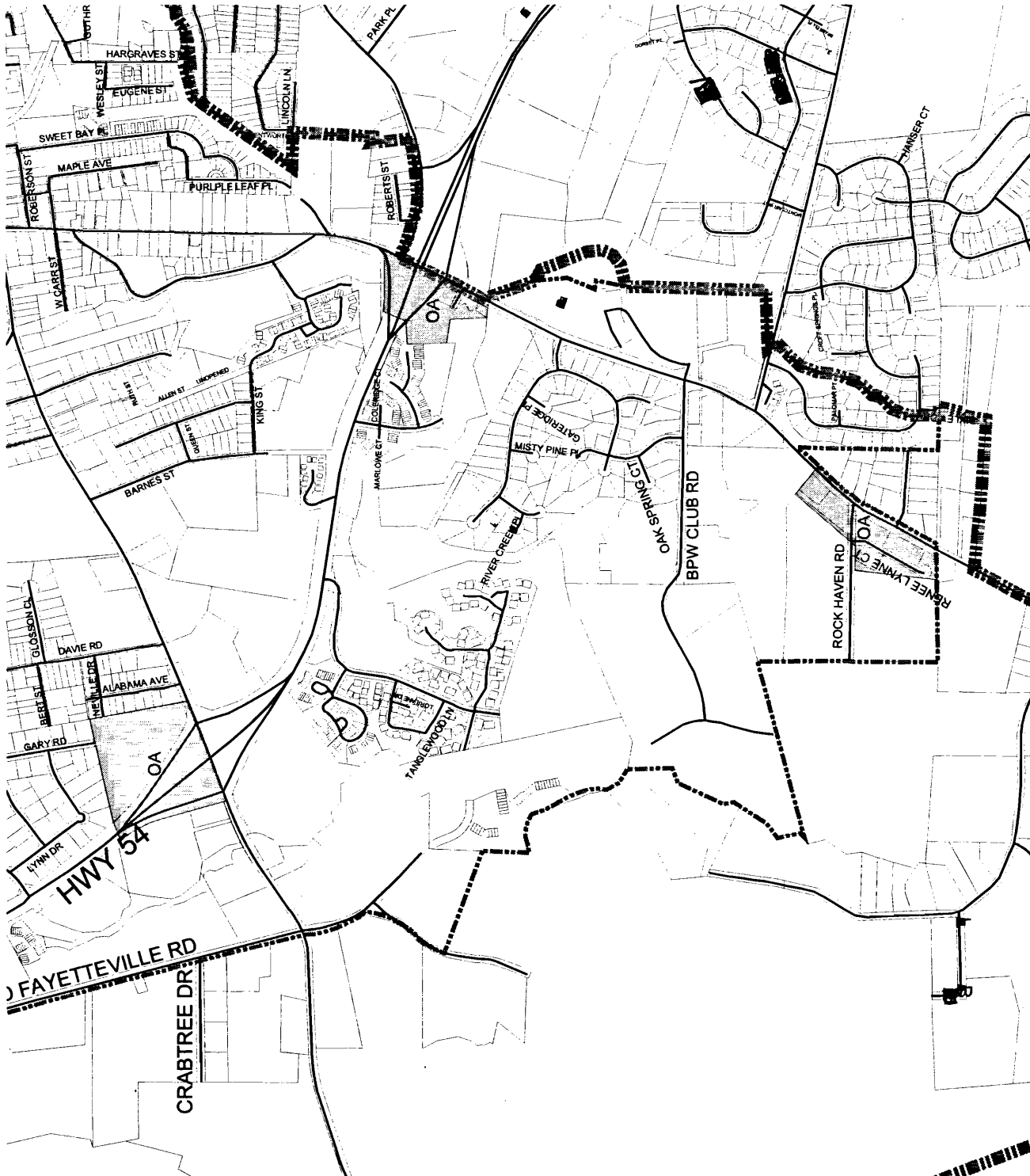
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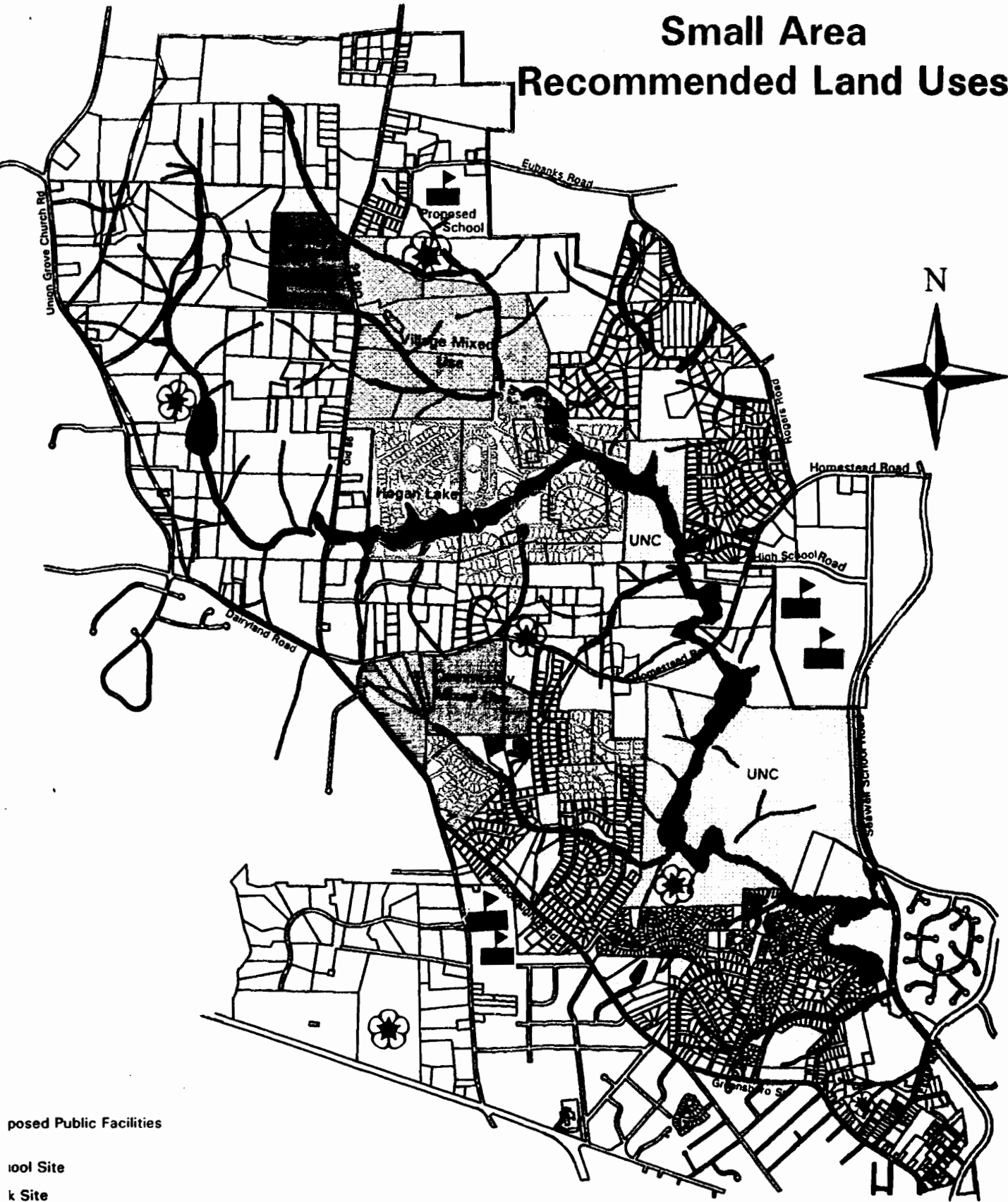


TOWN OF CARBORO
301 W. Main St
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Printed Nov 9, 2005



Small Area Recommended Land Uses



Proposed Public Facilities

Hotel Site

Bank Site

Foodplain

Business/Office/Assembly

City Property

Developed or approved

Neighborhood Mixed Use

Community Mixed Use

Neighborhood Mixed Use

1






10 Miles





Chapel Hill

Carrbo

-  Streets
 City Limits
 Parcels
 Planning Jurisdiction
 Possible business/office/assembly or mixed use zoning

Feet
1,700

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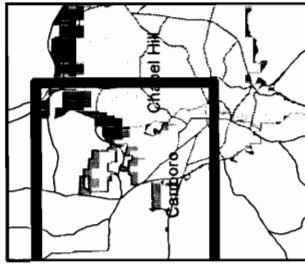
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Conservation Areas in the Upper Bolin Creek Watershed



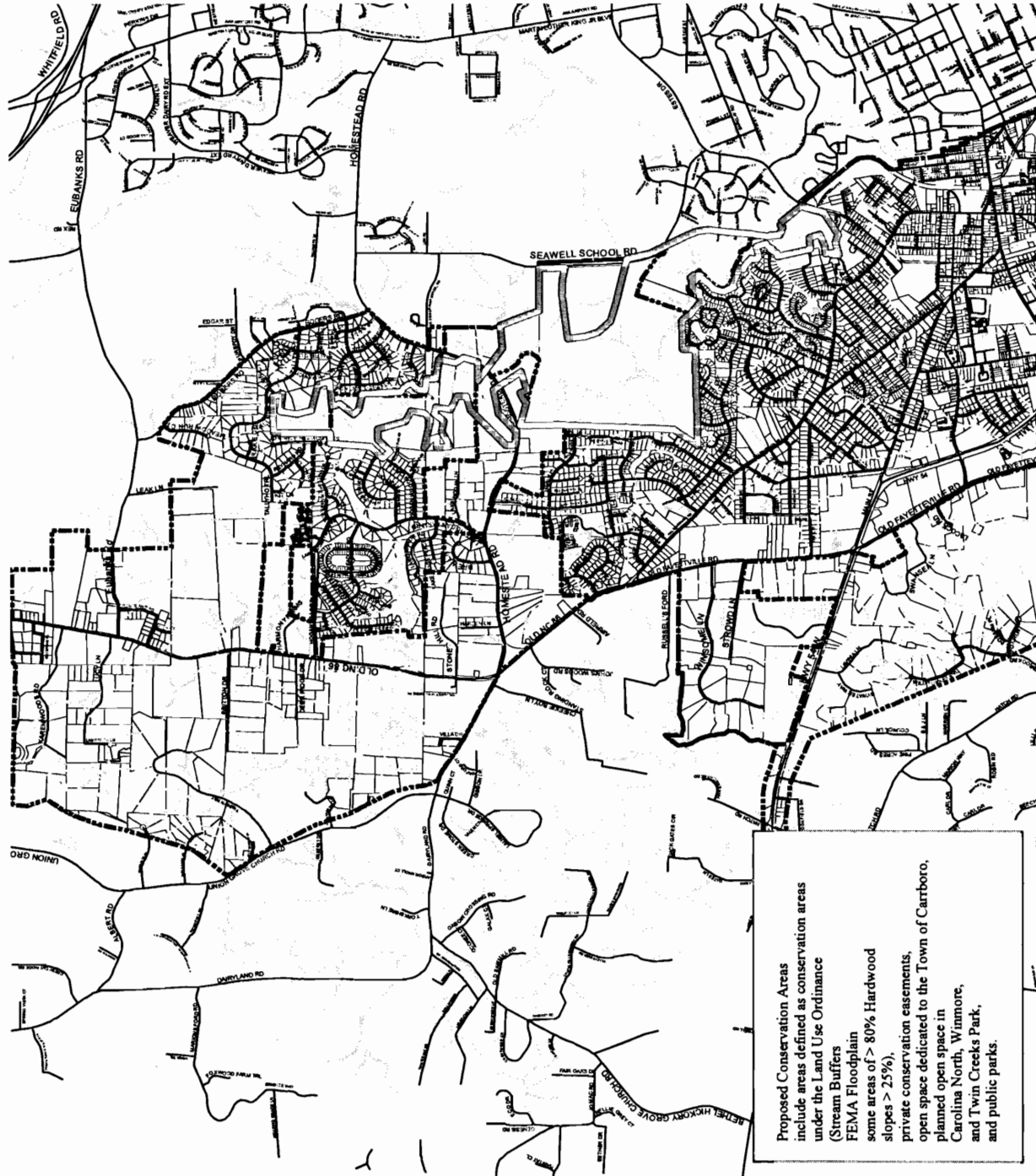
- Carrboro City Limits
- Planning Jurisdiction
- Streets
- Properties
- Friends of Bolin Creek Proposed Preserve
- Proposed Conservation Area

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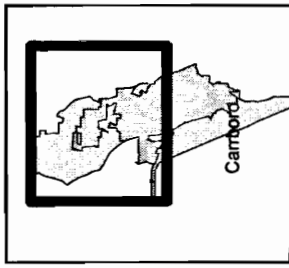


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Proposed Conservation Areas include areas defined as conservation areas under the Land Use Ordinance (Stream Buffers FEMA Floodplain some areas of > 80% Hardwood slopes > 25%), private conservation easements, open space dedicated to the Town of Carrboro, planned open space in Carolina North, Winmore, and Twin Creeks Park, and public parks.

Development and Planning Activity in NSA Since 1999



NSA Dev Plan 1999

- Streets
- City Limits
- Planning Jurisdiction

Feet
3,100

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ATTACHMENT H

