

A RESOLUTION ACCEPTING THE STAFF REPORT ON THE MARTIN LUTHER KING  
JR. PARK AND PROVIDING FURTHER DIRECTION  
Resolution No. 21/2011-12

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

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

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

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

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

# **Town of Carrboro**

## **Martin Luther King, Jr. Park**



Prepared By:



September 17, 2004

## **Town of Carrboro Martin Luther King Jr. Park**

### **Board of Alderman**

Mayor Michael Nelson  
Mayor Pro Tem Diana McDuffee  
Alderman Joal Hall Broun  
Alderman Mark Chilton  
Alderman Jacquelyn Gist  
Alderman John Herrera  
Alderman Alex Zaffron

### **Park Planning Committee**

Mayor Michael Nelson  
Alderman Jacquelyn M. Gist  
Ms. Doris Murrell  
Mr. Boyd Blackburn  
Ms. Susan Baker

### **Town Staff**

Ms. Anita Jones-McNair, Recreation and Parks Director

### **Planning Consultants**

Site Solutions  
2320 West Morehead Street  
Charlotte, North Carolina 28208  
(704) 521-9880

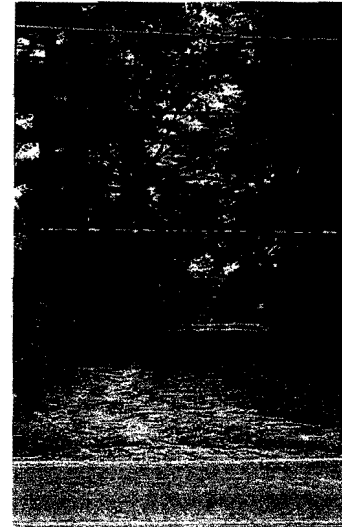
## Project Overview

In 1994 the Town of Carrboro developed a comprehensive plan for parks and recreation. In late 1999 the town began implementation on the 1994 master plan by purchasing 10.16 acres of land on Hillsborough Road in the central section of town. The property, which was previously a single-family residence, is an ideal neighborhood park site. Its gently rolling terrain and a variety of woodland areas and open fields offer a wonderful opportunity for park development.

View of existing entrance.

The town wasted little time getting to work on plans for the park. In the spring of 2000, a park planning committee was named and the park designers (Site Solutions) were commissioned. In the fall of that same year the first public meeting was held to discuss park plans with the community. Community support for the park was strong; over 100 citizens attended the first public workshop, which was held on the site.

It became apparent in the early design stages that the most significant impact on park development would be the extension of Tripp Farm Road. This roadway extension project, which is on the town's Thoroughfare Plan, is planned to run through portions of the proposed park site. The extension of this road has significant implications for park design. The town decided that the preliminary alignment of this proposed extension should be determined prior to proceeding with park design. With this understanding, the park planning effort was put on hold until design of the roadway alignment could be studied.



The following year, the town worked with a planning consultant (Sungate Design Group) to review alternative alignments for the roadway extension through the park. In 2003 a preferred alignment was determined. This alignment forms the park's southern and eastern edge, and cuts the park into two sections. The majority of the site's acreage was held intact with a small out parcel separated by the roadway extension.

In the fall of 2003, Site Solutions resumed work on the park plan. During the initial phase of the design, Site Solutions worked with town officials to develop a concept for the roadway extension that would be compatible with park development. The approved concept proposed a 24' road with two 12' lanes and 45° parking along the road in strategic locations to serve the park.

With the conceptual alignment and design of the road completed, the park planning process resumed. In January of 2004, a second public meeting was held to discuss the park. This meeting, which was attended by 45-50 citizens, was designed to reintroduce the park to the public, bring them up to date on the planning process, and to obtain input on their desires for park development. The meeting was very successful and much was discussed.

With input from the second public meeting, Site Solutions developed several concepts for park development. Through a series of meetings with the park planning committee, these concepts evolved into two preliminary plans for park development.

In late April, a third public meeting was held to present the two preliminary plans. The meeting was an excellent public workshop and people carefully reviewed each plan of development. Initially there seemed to be lack of consensus on which plan was preferred, but upon closer study one plan emerged as the preferred plan. The preferred plan was presented to the Board of Aldermen in June 2004 for their approval. The plan was unanimously adopted. In addition to adopting the master plan, the Town Board voted to name the park Martin Luther King Jr. Park.

## Site Analysis

### General

Martin Luther King, Jr. Park is located on Hillsborough Road. The site, which was a single-family residence, covers 10.16 acres. The majority of the site is gently rolling open fields with scattered specimen trees. One corner of the site is covered with mixed hardwoods. The site's natural beauty and variety of vegetation make it an excellent site for a neighborhood park.

### Manmade Factors

#### Zoning

The site is currently zoned R-15 Residential. Parks are permitted within this zoning district. Parking will be required based on the town's land use ordinance (1 space/200 S.F. for any building use and 1 space/3 people for all outdoor facilities). Required parking can be provided as on-street parking.

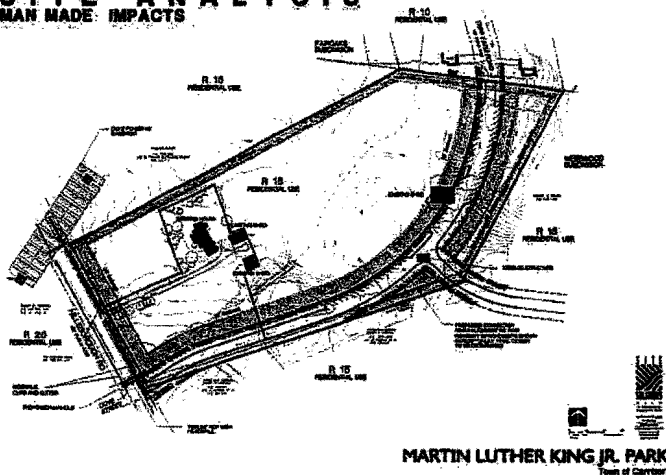
Park development must comply with all zoning standards required for landscape, buffer, setbacks, etc. as defined in the town's Land Use Ordinance. Type B buffers will be required along any property lines abutting residential use. There is a 35' setback along any public street and 20' setback along all other property lines.

#### Surrounding Land Use

The surrounding land use is single-family residences. Property to the south, east and northwest of the property is currently zoned R-15. Property to the north, in the Fair Oaks Subdivision, is zoned R-10. Property directly across Hillsborough Road is zoned R-20. Park development should be sensitive to the adjacent residences.

### SITE ANALYSIS

MAN MADE IMPACTS



### Utilities

The property is well served by utilities. OWASA recently completed extension of the sewer to the southwest corner of the site. This manhole will service all but the far eastern portion of the site. This eastern portion of the site drops in elevation away from Hillsborough Road. Any structure requiring sanitary sewer service in this area will require a lift station to pump sewer to the existing manhole. Domestic water lines are found in Hillsborough Road (12" line), Tripp Farm Road (8" line) and Webb Drive. While the final design for the Tripp Farm Road extension has not been completed, it is assumed that this roadway extension will also include the extension of the 8" waterline.

In addition to water and sewer, gas, electric and cable services are available on Hillsborough Road. A CP&L transmission line runs just northwest of the site. Power poles and power lines are visible from the site.

### Roadway Improvements

Hillsborough Road was recently improved to include bike lanes, curbs, gutters and sidewalks. One curb cut was provided at the park site. This curb cut is located at the existing driveway serving the residence.

The extension of Tripp Farm Road is perhaps the most significant feature impacting park design. This roadway improvement project, which is part of the town's Thoroughfare Plan, calls for the extension of Tripp Farm Road through the park to connect with Hillsborough Road at Dove Street. Independent of this park planning effort the town worked with a traffic engineer and studied alternative routes for the extension. The preferred route brings the roadway through the park, forming the park's southern and eastern border. The 60' right of way requires 1.54 acres of park property and results in a 1.04 acre portion of park to be separated from the property.

The proposed alignment for the Tripp Farm Road connector results in a new park site, which contains a 7.58 acre parcel and a 1.04 acre parcel in addition to the 60' ROW that is required for road development. The proposed road will carry 35' setbacks along the entire alignment. While final design of the road has not been undertaken, preliminary designs call for 2 lanes of traffic (24' width) with 45° off street parking. This roadway cross section will allow parking for the park to be provided along the street, and alleviates the need for parking on park property.

### Existing Structures

The site, which was previously used as a single-family residence, contains several residential scale structures. The actual residence, built in the 1950-60's, is a typical 60's brick ranch with approximately 2000 square feet. An architectural assessment of the house determined that while the house was in reasonably good shape, the cost of updating the structure and bringing it up to current building codes (particularly related to ADA issues) would be prohibitively expensive. With this evaluation, this report recommends demolishing the house or having it moved off-site for residential reuse.

In addition to the main residence, there is a small barn and open shelter on the site. These structures are in reasonably good condition and could be used for park service with minor improvements.

### Natural Features

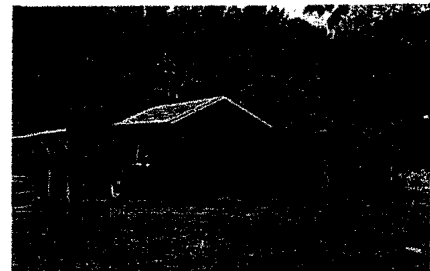
#### Topography

The site is generally flat with only limited area where slopes exceed 5%. The majority of the site slopes towards Hillsborough Road at an average of 2-3%. The rear portion of the site drops off in the opposite direction at slopes that are 5% or greater. Most of this area is associated with the proposed roadway extension and the small separate park area that will be created by the new road.

Existing House



Existing Barn



## Open field along rear of property



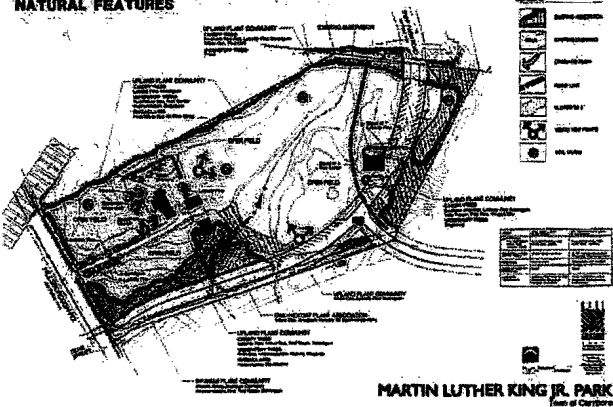
## Vegetation

The majority of the site consists of a series of open fields. These fields are arranged into three separate "rooms". There are two small open fields adjacent to Hillsborough Road. These two smaller "rooms" are divided by the driveway serving the residence. This driveway is lined by a row of large loblolly pines and sweet gum. A third open field covers the rear half of the property. This open field previously contained a small farm pond, but this pond was drained and re-graded by the town several years ago.

Several acres of the site along the southwestern boundary are covered in woods. These woods consist of a variety of tree communities including an oak-hickory planting, an upland woodland community (pine, oak, sweet gum) and a riparian plant community found along the existing creek.

The variety of open fields, large specimen trees, and various woodland groups makes an ideal site for park development.

## Woodland Area

SITE ANALYSIS  
NATURAL FEATURES

## Soils

The majority of the site is composed of Orange Silt Loam. These soils have some limitations for recreation development, because of their slow permeability and high shrink-swell potential. However, in this use, where sanitary sewer is available and no major structures are anticipated, these limitations should not be a problem for park development. A small portion of the site (along the eastern border) contains Enon Loam. These soils, like the Orange Silt Loam are somewhat limited in use due to slow permeability. Most of the property covered in Enon Loam soils are included in the roadway extension or the out parcel site.

Both Orange Silt Loam and Enon Loam provide potentially good habitat for wildlife and growth of a variety of trees and vegetation.

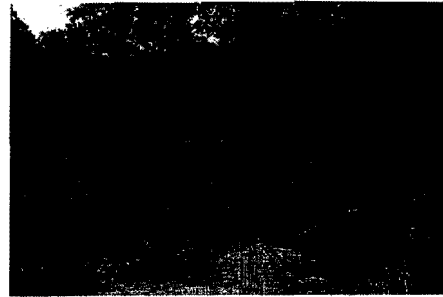
### **Drainage**

The majority of the site is drained by a swale/creek that runs diagonally through the property from northeast to southwest. This swale/creek ultimately flows to an existing storm drain under Hillsborough Road. This swale/creek was dammed with a small earthen structure that created a small farm pond. This dam was partially breached several years ago, and the pond semi-drained. This breach resulted in areas at the rear of the property that did not drain and subsequently caused wetlands to develop. In 2001 the town permitted the filling of the wetlands and subsequently re-graded the center portion of the site to provide positive drainage throughout the area.

The open field that cover the rear of the property is extremely flat and still does not drain well in some areas. Park development should consider this drainage pattern and should alleviate any drainage problems.

The rear quarter of the site drops off in the opposite direction with considerably more vertical drop than the front portion of the site.

**Wetlands prior to filling.**





## Program Development/Public Involvement

### First Public Workshop

Immediately following the site analysis/investigation phase a public workshop was held to introduce the public to the site and obtain input with regard to the public's desires for park development.

This first public workshop was held at the site. On a beautiful fall Sunday afternoon, the citizens of Carrboro convened at the site to discuss future development. Approximately 100 attended the first workshop. Following introductions and a presentation on findings from the site analysis phase, Site Solutions led the group on a walking tour of the site. Following the walking tour, the group reconvened under one of the existing barn structures to discuss the park and visualize what might ultimately be built on the site.

Citizens review site analysis at first public meeting.



The next phase of the meeting began as Derek Williams from Site Solutions asked the audience to list positive/negative aspects of the park, and list opportunities of the site. The following list was generated:

#### Positive

Pond  
Trees  
Field  
Edges (woods)  
Park Location (within walking distance)  
Peace/Quiet  
Birds  
Flatness

#### Negative

Road  
Buildings  
Thorns  
Fences

#### Opportunities

Boardwalk/Nature Area  
Tie in with Schools  
Discourage Auto Use  
Provide Handicap Access  
Protect Cultural Resources  
Encourage Bicycle Access

It was generally felt that the site is well suited for a neighborhood park. There was an overall appreciation of the natural features of the park (trees, pond, wetlands, fields, wildlife, etc.) and an overall consensus that the natural elements of the site should be preserved in the park. There were a number of comments expressing concern over the negative impact the proposed connector road will have on the park.

The next step in the planning process was a discussion on the concept of a neighborhood park, and facilities typically found in a neighborhood park. Site Solutions presented a list of facilities, which are "typically" found in a neighborhood park, and provided a copy of the "typical" neighborhood park, which is presented in the Town's Comprehensive Recreation Plan. Participants were then invited to develop a list of facilities to be included in the park.

This list included:

- Playground.
- 1/2 Basketball courts.

- Softball or baseball field.
- Multipurpose field.
- Picnic Shelter with grills.
- Picnic tables with grills.
- Benches at designated facilities.
- 50% of the site to remain undeveloped.
- Tennis courts.
- Nature trail.

The following minor revisions were made to the original list presented:

- Multipurpose field was expanded to include a soccer field.
- Picnic shelter and picnic tables were combined to simplify picnic facilities.
- Sand box was added to playground.

In addition to these modifications, the following facilities were added:

- Swimming pool (indoor or outdoor).
- Pond/wetland boardwalk.
- Skateboard park.
- Bicycle/pedestrian access from Tripp Farm Road to Hillsborough Road.
- Enclosed bicycle access.
- Historic exhibit.

Very strong support was voiced for including a swimming pool in the park. It was noted that swimming pools are not typically found in neighborhood parks; and that if a pool were built as part of the project, it would be a community facility. A template for a pool was overlaid on the site indicating a 25-meter pool and parking (+/- 80 spaces) can be accommodated on the site, but it would take up roughly half the buildable land.

The other area of strong support centered around the pond/wetland area, and a general feeling that much of this park should be dedicated to a naturalist/environmentally compatible theme. A number of people expressed a desire for nature trails, retention of a water feature/wetlands, and access to these areas.

Following a very good discussion regarding possible facilities to be included in the park, participants were given the opportunity to express their views on the facilities they desired to see developed. Participants were given the following:

- (1) Green dot to indicate the facility they felt most important for park development.
- (4) Blue dots to indicate facilities they felt important to include in park development.
- (2) Red dots to indicate facilities they felt inappropriate to include in this park.

The results of this exercise are to be used by park planners as they begin developing preliminary plans for the park. The results of this process are as follows:

	Green	Blue	Red
Playground	3	28	0
Basketball	0	4	6
Softball/Baseball	2	7	21
Multipurpose/Soccer Field	3	14	6
Picnic Area	3	21	1
Benches	0	3	0
50% to remain undeveloped	11	34	2

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	Green	Blue	Red
Tennis Court	3	14	11
Nature Trail	5	19	0
Swimming Pool	19	31	24
Pond/Wetland	11	30	1
Skateboard	1	8	8
Bike Access	3	15	5
Dog Area	1	3	21
Historic Exhibit	0	3	15

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Participants were thanked for their involvement, and told that the information gained during this workshop will be used in developing preliminary plans for the park.

### Tripp Farm Road Extension

With the site analysis completed and the first public meeting held, the designers were ready to begin developing concepts for the park. It was immediately apparent that any plan for the park was dependent on the design and alignment of the extension for Tripp Farm Road and that little constructive planning could occur on the park site until the roadway extension was resolved.

In February 2001, the town began working with Sungate Design Group to study alternative alignments for the proposed roadway. Several alternative alignments were proposed. After considerable deliberation between designers, the public, and town staff a preferred alignment was selected. This alignment locates the roadway along the eastern and southern borders of the park intersecting Hillsborough Road at the Dove Street. The proposed alignment also provides a possible connection to Webb Road.

With the proposed alignment defined, the town began working again on the park design. In the fall of 2003, Site Solutions worked with town staff to define a cross section for the roadway, which would be compatible with park use. The preferred cross section included a two-lane road (12' lanes) with areas of on-street parking. Parking would be at 45° and would be located on both sides of the street. Parking would be located to provide convenient access to park activities and to minimize removal of existing trees.

### Second Public Meeting

In January of 2004, the town resumed the planning of Martin Luther King, Jr. Park. A brief update/evaluation of the previous site analysis and inventory was conducted by Site Solutions. Most all of the relevant site information was unchanged since the initial site analysis had been conducted in 2000. In the time since the initial site analysis, improvements had been made to Hillsborough Road (sidewalk and bike lanes), and the town had proceeded with filling the existing wetlands and re-graded the pond area.

A second public meeting was held in January of 2004. The second meeting was held at the Century Center. Attendance at this meeting was good; approximately 50 people were present. Many of the people who originally walked the site in October of 2000 were present at the second meeting. The meeting format was similar to the meeting originally held at the site; without the walking tour.

Following brief introductions and explanation of the planning process, Site Solutions presented the group with findings from the site analysis and inventory. Following the site description, the meeting was opened for comment.

In many ways, the comments at the second meeting reflected comments made at the first meeting. There was considerable support for building a park and many needs expressed for a neighborhood park.

As in the first meeting, there was strong support for maintaining the integrity and natural feel of the site, and desire to minimize league athletics.

There was mixed support for building a swimming pool on the site. Some felt very strongly that a community pool is needed and the town should focus its resources on pool development, at the expense of the neighborhood park needs. Likewise many felt that Martin Luther King, Jr. Park should be developed as a neighborhood park and should not be dominated by a swimming facility.

Following the opening discussions, the group was invited to participate in a ranking exercise similar to the voting process held at the first public meeting. As a group exercise, everyone was given:

- (1) Green dot to indicate the most desired activity.
- (4) Blue dots to indicate desired activities.
- (2) Red dots to indicate undesirable activities.

The results of the exercise resulted in the following:

### Hillsborough Road Potential Neighborhood Park Facilities Summary

Facility	*Most Desired (2x)	Desired	Undesired (x-1)	Ranking
Use funds for park for pool in another location	18	10		28
Multi-purpose field	10	8		18
Low impact use:		18		18
Community built playground "pirate ship"/tall slides	6	9		15
Natural park	12	2	6	8
Picnic shelters w/grills	2	4		8
50% of site to remain undeveloped	2	6		8
No vehicle connection from RSP	6	2	1	7
Community garden/nature education center	2	1 garden 5 nature	1	7
Play art ftn. water feature	2	5		7
Sprayground		7		7
Volleyball courts		5		5
Outdoor pool	8	2	11	4
Bird I.D. station in corner		4		4
Outdoor ping pong - concrete	2	1		3
Preserve farm character/heritage	2	1		3
Open space/fields		3		3
Parking on road vs. park		3		3
Nature trail		6	4	2
Playground		3	1	2
Frisbee golf		2		2
Keep house		2		2
Need bike path - off road		2		2
Rollerblading, scooters, bike - prefer paved surface - "loop trail"		2		2
Softball/baseball field				0
Benches at designated facilities		1		1
Sensitive to noise/privacy		1		1
Rain shelter		1		1
Safe pedestrian connection across Hillsborough		1		1
Science center		1		1
Wide trails - strollers - 8' paved		1		1
Tennis courts		1	2	-1
1/2 Basketball courts			1	-1
Dog park		3	10	-7
Indoor pool			21	-21

\*This item is weighted 2x (twice) the other relative to the other input items.

With the information from the site analysis, and the input from the two first public meetings, Site Solutions began work on alternative concepts for park development. Three concepts for park development were presented to the park planning committee. Through discussions and refinements, these plans ultimately evolved into the following two design concepts:

[illegible]

Scheme A located the majority of park activities along the eastern border of the site. In this scheme the heart of the park was comprised of a group of activities aligned along a seasonal creek that would be created in the large open field in the eastern portion of the park site in the area of the previous farm pond. A paved walking trail linked all of these activities and circled the remaining open field.

Scheme A maintained the large open fields along Hillsborough Road and proposed a simple backstop for pick up softball games. The intent of these open fields was very informal play; the existing large trees found in the open fields would remain. A gravel walking trail ran along the perimeter of the open fields and connected to the paved trails around the activity node at the rear of the park.

The area of the park east of the proposed Tripp Farm Road extension would be a passive area with a gravel trail. The open field area in this parcel would be seeded with a variety of wildflowers, while the wooded area would be developed as a woodlands nature garden. Both of these areas would be used for nature interpretive programs.

[illegible]

Scheme B closely relates to the pattern of development that exists on the site. In this scheme, the primary hub of development occurs central to the site; in

approximately the same area of the existing house. Much like Scheme A, the central hub of this plan is an activity node comprised of a restroom/picnic shelter, a community playground (with farm theme) and a spray ground.

The central location of this activity node divides the site into two large rooms, or open spaces; much like the existing house and barns did originally. The front room (adjacent to Hillsborough Road) is set aside as an informal open field surrounded by a paved path. A pedestrian entrance at the location of the existing driveway (between the row of large pines) is provided. The rear "room" also provides a large open field. In this area the open field will be graded to accommodate a multi purpose field that will accommodate informal soccer, football, lacrosse or softball. It should be noted that while this field will be graded to accommodate these activities, there was a strong sentiment that this multi purpose field not become a programmed field for athletics. This area will be surrounded by a paved path and will be complimented with a sculpture garden for informal display of art.

Like Scheme A, Scheme B called for the preservation of the wooded area along the southern border of the park and proposed this area be preserved and used as wildlife native habitat garden with gravel trails.

The area to the east of the proposed roadway extension will be left predominately as it exists with a meandering gravel path. This area would be planted with a variety of plants that will attract and protect birds.

### **Third Public Meeting**

Once the two schemes for development were completed, a third public meeting was scheduled. The third public meeting was held in April (2004) at the Century Center. Approximately, 20 people attended this meeting. The majority of those in attendance had been present at one of the two previous meetings, but there were some in attendance who were new to the planning process.

Following a brief introduction and description of the planning process, Derek Williams with Site Solutions presented the two schemes for park development. Following this presentation, participants broke into two smaller groups to review and discuss the plans.

#### **Group 1**

Group 1 liked Scheme A because:

- Reduced impact on neighborhood.
- Emphasis on passive activities.
- Paved path for wheelchairs and strollers.
- Simple spray ground - more misters than cannons.

Group 1 like Scheme B because:

- Bird sanctuary.
- Open field with just enough grading to ensure safety without attracting more sports.
- Paved path for wheelchairs and strollers.
- Want field to be nonprogrammable space.
- Could create two spaces in open field.
- Sculpture garden.
- Simple spray ground - more misters than cannons.

#### **Recommendations from this small group:**

- Less is better.
- No stream.
- Grade playing field only to even out surface.

- Start with Scheme A (Note: later agreed that Scheme B was also acceptable as a starting point).
  - Field is further back from parking area.
  - Add bird sanctuary.
  - Keep landscaping that would have been added by stream (need larger or fast-growing trees to shade playground).
  - Sculptures throughout the park, not just in one place.
  - Long outer path-paved other paths gravel or mulch.
  - Scheme B would work if open area was kept at two levels, more “open area” than field.

### Group 2

Group 2 liked Scheme A because:

- Asphalt accessibility.

Group 2 liked Scheme B because:

- Multipurpose field.
- Less disruption up front.
- Speaks to older children/adolescents better.
- Asphalt for accessibility.
- Use of old entry and asphalt walkways.
- Not as developed.
- Maintains high-level activity toward front of park.

### Recommendations from this small group:

- Start with Scheme B and improve it.
- Outdoor amphitheater.
- More stimulating play equipment.
- Hedge maze instead of sculpture garden.
- Need benches around path.
- Play shapes could be rounded on both schemes.
- Cement ping-pong tables, chess tables.
- Gravel (porous surface) instead of asphalt.
- Needs for over-10 population.
- Don't disconnect the impact of the park on road design and parking places.
- Call it “Town Park” instead of Neighborhood Park.
- No field lights.

After meeting separately, the two groups reconvened to share comments. While each group initially picked different schemes as the preferred plan, upon more discussion, it became apparent that both groups really preferred Scheme B.

## Final Master Plan

Based on the response from the third public meeting, the park planning committee decided that Scheme B most closely reflects the needs of the department and satisfies the desires of the community as expressed in the public meetings.

It was felt this plan proposed park development that was sensitive to the surrounding neighborhoods, was respectful of the existing nature of the land and provided the types of activities that are typically found in neighborhood parks.

Only minor modifications to Scheme B were proposed. The activity node was expanded to include the existing open shelter. This shelter, with minor modifications, could serve as a second picnic shelter allowing multiple groups to use the park simultaneously. A second minor modification included adding a wildflower display garden to the bird sanctuary area on the smaller park site to the east of the proposed road.

### Preliminary Cost Estimate/Phasing Strategy

A preliminary cost estimate was developed for the master plan. The anticipated cost (in today's dollars) for Martin Luther King, Jr. Neighborhood Park is \$1,206,144. This estimate includes total build out of all proposed park improvements as well as construction of Tripp Farm Road Extension (\$422,000). It should be noted that this estimate is based on master plan level design; final construction documents have not been completed. For this reason, a 10% contingency has been included in this estimate.

### Martin Luther King Jr. Park Master Plan Estimate June 15, 2004

#### Park Amenities

Item	All Phases	Phase 1	Phase 2
Clearing/ Demolition	\$30,900.00	\$30,500.00	\$0.00
Grading/ Erosion Control Costs	\$118,242.00	\$103,700.00	\$14,542.00
Storm Drainage	\$40,000.00	\$10,000.00	\$30,000.00
Walks and Trails	\$30,895.00	\$24,896.00	\$6,000.00
Utilities Cost	\$75,016.00	\$75,016.00	\$0.00
Playground equipment and installation (5-12 yr./tot/swings)	\$30,000.00	\$30,000.00	\$0.00
Playground (rubber) surface and sub surface drainage	\$12,000.00	\$12,000.00	\$0.00
Spray ground (4500sf) - zero depth water park includes installation and equipment	\$120,000.00	\$0.00	\$120,000.00
60 x 40 Picnic shelter w/restrooms	\$120,000.00	\$120,000.00	\$0.00
Picnic Tables/Trash receptacles/Benches	\$15,000.00	\$7,500.00	\$7,500.00
Decorative fence	\$24,000.00	\$24,000.00	\$0.00
Site Landscaping/Buffers	\$28,000.00	\$28,000.00	\$0.00
Signage	\$10,000.00	\$10,000.00	\$0.00
<b>Total</b>	<b>\$653,454.00</b>	<b>\$475,412.00</b>	<b>\$178,042.00</b>
Contingency-10%	\$65,345.00	\$47,541.00	\$17,804.00
Contingency-10% Design Fees, Survey, Geotech	\$65,345.00	\$47,541.00	\$17,804.00
<b>Park Improvements</b>	<b>\$784,144.00</b>	<b>\$570,494.00</b>	<b>\$213,650.00</b>
<b>Tripp Farm Road Extension paving and parking Improvements</b>	<b>\$422,000</b>	<b>\$422,000</b>	
<b>Total Project Cost</b>	<b>\$1,206,144.00</b>	<b>\$992,494.00</b>	<b>\$213,650.00</b>



### **Phasing**

It is anticipated that the Town may not construct all of the park improvements shown on the master plan in one phase. With this understanding, the cost estimate has been developed in two phases.

**Phase One Construction** will include the roadway extension, and will be the largest phase. In addition to constructing the road, this phase will include:

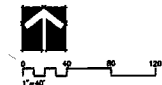
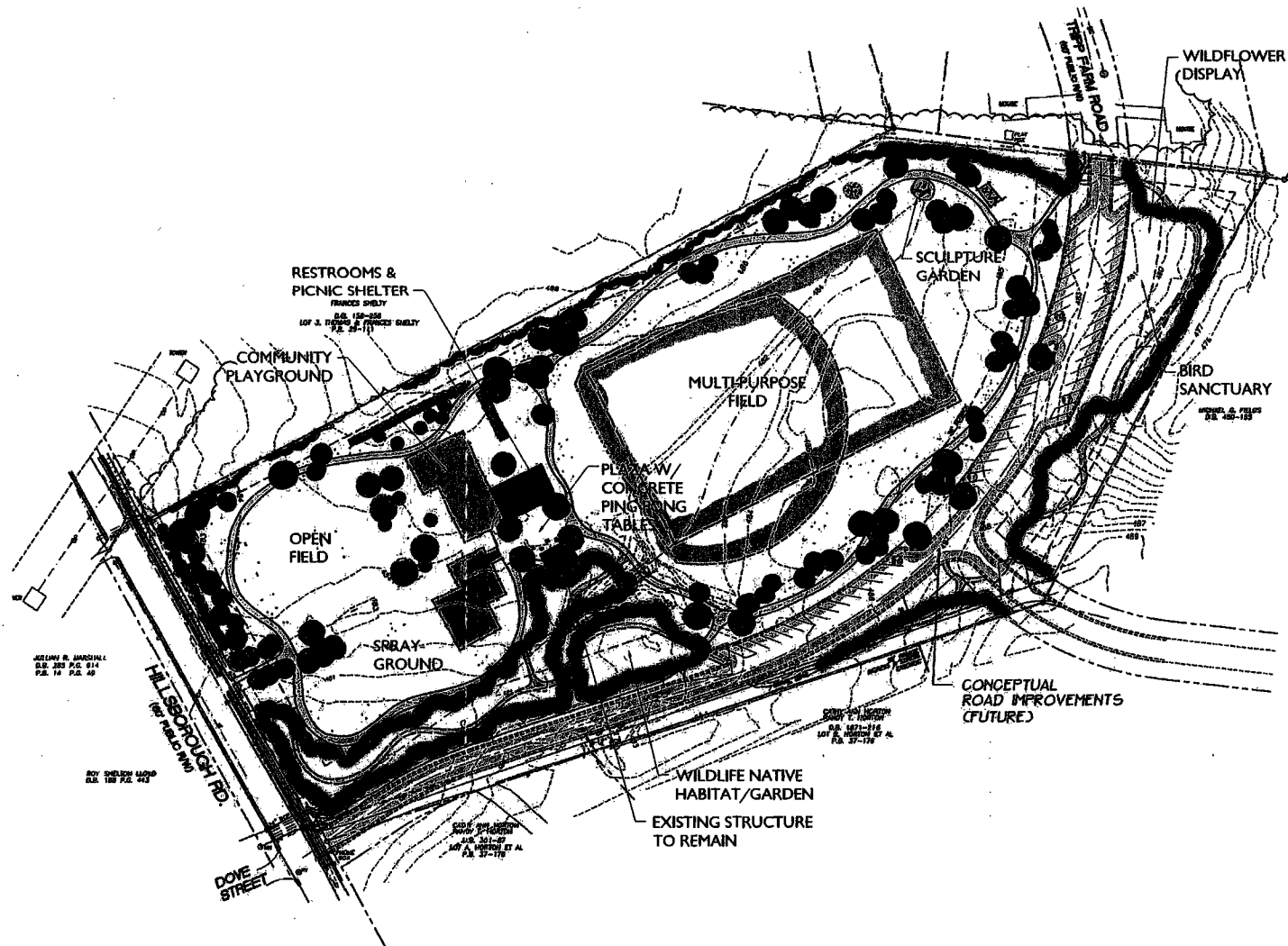
- Restroom/picnic shelter.
- Playground (portions).
- Trails (portions).
- Multi-purpose field.
- Open playfields.

The initial phase of construction will include most of the park infrastructure as well as the activity areas listed above.

**Phase Two Construction** will include:

- Spray ground.
- Playground expansion.
- Trail expansion.
- Woodland garden.
- Wildlife/bird habitat.
- Sculpture garden.

# PRELIMINARY MASTER PLAN



**SITE SOLUTIONS**  
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 W. Hardsell Street  
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**HILLSBOROUGH ROAD PARK**  
 Town of Carrboro  
 5.25.04



## TOWN OF CARRBORO

NORTH CAROLINA

## TRANSMITTAL

## PLANNING DEPARTMENT

DELIVERED VIA: ☐ HAND ☐ MAIL ☐ FAX ☒ EMAIL

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

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

**Date:** November 10, 2006

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

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

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

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

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

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

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

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

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

#### Overview of Park Acquisition and Planning.

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

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

Other relevant information

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

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

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

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

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

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

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

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

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

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

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

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



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

of issuing bonds for sidewalks and greenways and for the Hillsborough Road Park.

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

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**REPORT: HILLSBOROUGH ROAD PARK CONNECTOR ROAD**

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

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

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

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

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

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

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

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

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

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

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

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

Noes: Jacquelyn Gist

Absent or Excused: None

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

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

Mayor Nelson made the presentation.

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

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

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

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

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

Section 1. The Board hereby accepts the subcommittee report.

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

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

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

Section 5. This resolution shall become effective upon adoption.

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

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

Noes: Jacquelyn Gist

Absent or Excused: None

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

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

Derrick Williams, with Site Solutions, made the presentation.

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

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

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

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

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

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

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

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

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

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

Section 3. This resolution shall become effective upon adoption.

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

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

Noes: None

Absent or Excused: None

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

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

Derrick Williams, with Site Solutions, made the presentation.

[Alderman Broun arrived at the meeting.]

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

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

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

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

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

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

Section 2. This resolution shall become effective upon adoption.

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

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

Noes: None

Absent or Excused: None

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Report from the Hillsborough Road Park Subcommittee

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

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

Several key points are worth noting:

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

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

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

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

A memo from the Mayor is attached.

Source: November 18, 2003 Board Agenda

## Memorandum

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

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

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

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

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

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

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

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

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

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

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

Source: November 18, 2003 Board Agenda



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

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

Noes: None

Absent or Excused: John Herrera

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Trish McGuire made the presentation.

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

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

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

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

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

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

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

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