



## TOWN OF CARRBORO STORMWATER ADVISORY COMMISSION

### AGENDA

January 8, 2026 • 7:00 pm  
Town Hall, Room 100

<u>Time</u>	<u>Item</u>	<u>Presenter</u>
7:00 pm	Administrative Matters: call to order, approval of minutes	Chair, all
7:05 pm	Public comment	Chair, all
7:10 pm	Recommendations for 1712 & 1716 Smith Level Rd. (Concept Plan)	Chair, all
7:20 pm	Draft letter to Council regarding 103 Parker Street	Chair, all
7:35 pm	Work Session Update—Stormwater Topics (New Carrboro UDO)	John, Mike, Randy; all
8:05 pm	Staff update	Staff
8:15 pm	Announcements and adjourn	Chair

Citizens (other than Commission members) wishing to attend a meeting should email [stormwater@carrboronc.gov](mailto:stormwater@carrboronc.gov) and specify if they wish to make any comments in the email. If you wish to make public comment, at the time of public comment, the speakers will be allowed to address the Commission. Please send any written statement or materials to the same email provided above. All written statement and materials will be forwarded to the Commission members.

---

**TOWN OF CARRBORO**



**STORMWATER ADVISORY COMMISSION–SUMMARY**

November 13, 2025 • 7:00 pm • Century Center (Room 4)

Commission Members		Guests	Staff Present
Jeanette O’Connor, Chair	John Cox, Vice-Chair		Dylan Kirk
Michael Paul	Margaret Kurz		Debbie Shoffner
Deanna Hardesty	Randy Dodd		Cassie Pettit
Jamie Cristiano	Vacant		
Vacant	Danny Nowell, Council (absent)		

**Administrative Matters**

- Meeting start: 7:05 pm
- Minutes from the October 9, 2025, meeting were unanimously approved.

**Staff Updates**

- Cassie presented the RAP applications for cost-share prioritization. The Commission discussed four applications, voting unanimously to move forward with three of them. The fourth application was waitlisted for consideration in the next batch.
- No recommendations for 113 Glosson Circle were deemed necessary.
- No further additions or edits were made to the Downtown Area Plan recommendations that were crafted at the October meeting.
- Recommendations were made for the 103 Parker Street concept plan.
- Staff provided programmatic updates.

**Adjourn**

Meeting adjourned: 9:05 pm



TOWN OF CARRBORO  
NORTH CAROLINA

**TRANSMITTAL: STORMWATER UTILITY**

**DELIVERED VIA:**  HAND  MAIL  FAX  EMAIL

**To:** Stormwater Advisory Commission (SWAC)  
**From:** Dylan Kirk, Stormwater Manager  
Heather Holley, Stormwater Specialist  
**Debbie Shoffner, Stormwater Administrator**  
**Cassie Pettit, Stormwater Assistance Coordinator**  
**Cc:** Kevin Belanger, Public Works Director  
**Date:** December 31, 2025  
**Subject:** Staff Update on Stormwater Program Activities

## Summary

The purpose of this memo is to provide Stormwater Advisory Commission (SWAC) with an update related to recent Stormwater program activities. Some of the material is repeated from past information provided to the SWAC; new material is underlined for emphasis. Additional information will be provided at the meeting, and staff will continue to provide regular program updates for the SWAC.

## Information

### *Memorandum of Understanding (MOU) for Continued Erosion & Sediment Control (E&SC) Cooperation*

Agenda item 26-003, presented to Town Council at the January 6, 2026, meeting, supports the continued partnership between the Town and County for erosion and sediment control (E&SC) regulation and program implementation. Since adoption of North Carolina's Sedimentation Pollution Control Act in 1973, Orange County staff have enforced E&SC regulations on the Town's behalf. The Town is also required under its MS4 Permit (NCS000450) and Stormwater Management Plan to manage construction site runoff, either directly or through a delegated E&SC program. Periodic updates and confirmation by both governments are required.

### *Unified Development Ordinance Update*

On November 19, 2024, Town staff held an initial introduction and listening session with CodeWright. The LUO Rewrite Project Advisory Group was formed, and SWAC's representatives are Mike Paul and John Cox, who will give routine updates to SWAC. The consultant presented the code diagnosis of the current Land Use Ordinance at the Council's work session held on October 14, 2025. A second Work Session with the consultant and Council was held on November 12, 2025. At this session, topics regarding stormwater included buffers, flood event frequencies, special use permits, etc. It was noted that the code diagnosis would start moving from theoretical to real.

### *Condition Assessment*

Infrastructure assessments by VisionNC are complete for this round and the data is being reviewed. Staff are working to include NASSCO Overall Pipe Rating Index (OPRI) scores into the Town's GIS to help visually represent conditions. OPRI represents the average severity grade of defects observed in a pipe segment. It utilizes a 1-to-5 scale, where 5 represents the most significant defects and 1 indicates minor issues.

### *Community Outreach and Engagement*

Staff coordinated with Sustainability staff to host a Wetland Restoration event at Dr. Martin Luther King, Jr., Park on November 15<sup>th</sup> and 16<sup>th</sup>. Staff has started preparing for Orange County Creek Week 2026, which will take place March 21<sup>st</sup>-29<sup>th</sup>. If you know of any potential partners that would be interested in participating, please contact Heather Holley. SWAC members are encouraged to share outreach recommendations or topic suggestions by reaching out to Heather Holley at Stormwater@carrboronc.gov.

***Residential Assistance Program***

Site assessment and cost-share applications are now closed as of October 31. This round received a total of forty-four applications for site assessments. Participants who received a site assessment this round are currently reviewing their Conservation Site Reports. Town administration granted approval to proceed with the funding portion of the program on December 16, 2025. As a final step, the Town Attorney is reviewing the agreement to be executed between the Grantee and the Town.

***Project #81004: Fidelity Street Drainage Improvements Update***

A preconstruction (PreCon) meeting was held for Project #81004, including representatives from Lanier Construction Co., Inc.; Sungate Design Group, P.A.; and Town staff. The project's Notice to Proceed was formally issued to the contractor on December 31, 2025. This milestone marks the transition from planning to implementation and confirms that all preliminary requirements have been satisfied. Construction activities are scheduled to begin in early 2026.

**Recommendation**

It is recommended that SWAC receive the staff update.

# **Stormwater Related Recommendations for Carrboro's Unified Development Ordinance**

Prepared for the Stormwater Advisory Commission

Prepared by SWAC UDO Subcommittee

John Cox, Randy Dodd, Mike Paul

December 3, 2025

## **Purpose**

The purpose of this memo is to provide stormwater related recommendations to guide the drafting of the Unified Development Ordinance (UDO), within a broader restoration and resilience context.

## **Context**

The Stormwater Advisory Commission (SWAC) recognizes the need to review, reorganize and revise the Town's UDO in order to more effectively address housing affordability and other priorities. Streamlining the development review process should reduce development costs, and should allow the Town to add requirements that help address climate change and other priorities.

Carrboro's Land Use Ordinance (LUO) has been developed over more than 40 years, and in the process, stormwater related provisions have been incrementally added and refined. The earliest provisions were consistent with regulations of the time and focused on stormwater conveyance, regulating peak flow from new development, and supporting Carrboro's participation in the National Flood Insurance Program. Water quality-based regulations were later added, coinciding with new EPA and State regulations along with regional interest in protecting and restoring Jordan Lake. Changing precipitation patterns with more intense rain events occurring more frequently and particularly in the past 10 to 15 years has been a driver for increased community interest in the need for both regulatory and non-regulatory flood resilience related efforts. Tropical Storm Chantal (July 2025) caused the most severe flood

damage on record in Carrboro (exceeding the 0.2% or 500 year flood elevation), punctuating the urgency of community action, including, but not limited to, stronger local regulations to protect the community from evermore harm.

The Stormwater Advisory Commission (SWAC) was created in 2017 and has been actively involved in advising Carrboro as its (now eight year old) Stormwater Utility continues in its growth and development. During this time, the SWAC has been involved in both programmatic stormwater related work as well as in regularly participating in development review and land-use related work. The Commission has an active and engaged membership that includes professionals with extensive and highly relevant expertise. Three of these members have been on the SWAC since it was founded over eight years ago.

In recent years and months, new statutory constraints have been placed on local government ability to regulate development, and especially commercial development. These constraints, along with Carrboro's significantly "built out" situation, high population density and relatively small lot sizes for new and infill development, absence of practical and more regional stormwater solutions, widescale geomorphic instability, impaired streams, and economic realities (affordability/inequity challenges, high cost of living and development) place significant barriers to using the new UDO in and of itself to achieve significant flood resilience and environmental benefits. These challenges are magnified by federal and state private property right primacy, and the reality of Carrboro being a small municipality with limited capacity. The UDO rewrite should be seen as one tool in a more comprehensive and long term restoration based paradigm requiring innovations such as new partnerships and ways of relating to the local landscape and ecosystems.

Carrboro hired CodeWright to help develop the new UDO. To date, a code diagnosis report has been prepared, and the consultant has been working closely with Planning staff and the Town Council. The CodeWright team brings strong qualifications and experience in many communities in NC. The CodeWright team includes Hunter Freeman, PE, LEED AP who is Green Infrastructure Practice Leader for John R McAdams Company.

The Town has stormwater staff with responsibility for developing and tracking compliance with the Town’s NPDES permit and Jordan Lake Nutrient Management regulations and for addressing flooding caused largely by runoff from older development that lacks stormwater control measures. Town staff and Stormwater Advisory Commission (SWAC) are intimately familiar with both the details involved in implementing stormwater related ordinance provisions and working “in the trenches”, technically and practically. Buy-in and input from staff and advisory boards will be crucial for the long term success of the new UDO.

## Recommendations

It is within this overall contextual framework that we offer the following recommendations as initial and foundational principles to guide the drafting of stormwater related provisions in the UDO. The UDO revision process should:

1. Provide opportunities for coordination between the CodeWright team’s Green Stormwater Infrastructure engineer and Carrboro stormwater staff plus SWAC UDO Subcommittee members, and members of the Climate and Environmental Advisory Commission.
2. Stormwater provisions currently in the LUO are very effective. We would like to discuss retaining them:
  - All provisions "above and beyond" state and federal, statutory and regulatory requirements and available model ordinance provisions that are currently in the LUO should be retained. They specifically include, but are not limited to: Section 15–263 requiring stormwater management for development and redevelopment projects, and associated standards; and Section 15–269 pertaining to water quality buffers. Buffering of ephemeral streams, and the buffer width size are particularly important “above and beyond” measures to retain.
3. We would like to discuss development of new provisions not currently in the LUO, including priorities in Carrboro's Comprehensive Plan.

- Consider how we can extend requirements to control runoff from the 1- 2, 10- and 25- year storms to also include the 50-year and 100-year events; e.g. require control town-wide for all larger, higher impact projects, and include medium size projects in watersheds designated as having severe flooding.
- Consider how we can manage stormwater runoff from small projects that are currently exempt from providing controls. As much as we need to encourage infill development and similar small developments, we cannot simply dump all the new runoff onto adjacent properties with no effort to control. While large projects really need engineered controls, it should be possible to set out a menu of green infrastructure practices suitable for small projects that can be sized and constructed without requiring custom engineered control measures.
- Technical specifications for GSI, watershed, riparian, buffer, and stream restoration practices, and for new peak flow design storm rates that exceed the current LUO requirements. Specifically, NOAA Atlas 14 duration/frequency/ intensity curves should be replaced with the new NOAA Atlas 15 curves. Emerging state of the art/science GSI and LID oriented ordinances and standards should be researched and codified. Appendix I of the current LUO should specifically be updated and expanded.
- Innovative and lower impact site planning provisions (especially encouraging, incentivizing, and requiring [within a conditional zoning context] GSI or possibly Low Impact Development [LID] compliant development that achieves hydrograph/runoff volume matching<sup>1</sup> )

The UDO re-write and regulation of new development will address only some of the issues required to enhance ecological restoration and climate action/resilience effort. For example, the UDO can help preserve tree canopy, the Town will need to take an active role in order to maintain and extend street trees lining our lanes. Similarly, much

---

<sup>1</sup> in conformance with 15A NCAC 02H.1002 (44), and using accounting methodologies approved by the North Carolina Division of Energy, Mineral, and Land Resources (NCDEMLR)

of the stormwater runoff causing severe impacts is from older development built before stormwater control measures were required, a problem the UDO cannot address. The town will need to seek grant support (supplemented with town funds) and to pursue public/public and public/private partnerships to help develop the long term framework that will be needed to navigate the coming years and decades.

The above recommendations are our guiding principles for pursuing the drafting of stormwater related elements in the new UDO, and beyond. There will be a myriad of details as part of the UDO drafting. Given both the SWAC's charter "(1) To investigate and advise the Town Council on policies, ordinances, best management practices, and administrative procedures regarding stormwater management;" and "(3) To investigate, review and make recommendations to the Town Council concerning new or revised land use ordinance provisions related to stormwater management" and our expertise and familiarity with this subject matter, we respectfully request that the SWAC (and Stormwater staff) be involved in working with the consultant team and the drafting and review process as stormwater provisions in the new ordinance are prepared.