



TOWN OF CARRBORO

PLANNING BOARD

301 West Main Street, Carrboro, North Carolina 27510

7:30 P.M.

REMOTE MEETING*

A G E N D A

THURSDAY, FEBRUARY 19, 2026

Item	Topic/Action	Person/Agency	Time (Approx)
I.	WELCOME & INTRODUCTIONS	Chair	7:30
II.	APPROVAL OF MINUTES		
	February 5, 2026 – Meeting Minutes	Chair/Planning Board	7:35
III.	OTHER MATTERS		
	A. Proposed Text Amendment Related to the OR-MU Zoning District	Staff/Chair/Planning Board	7:40
	B. Planning Board Training Videos Discussion (1 of 2)	Chair/Planning Board	8:00
IV.	ADJOURNMENT	Chair	8:30

*To view the advisory board meeting, please use the link below or contact staff at ddodson@carrboronc.gov

<https://townofcarrboro.zoom.us/j/89398179662?pwd=CtXSzwylnba2lB73iHQojLHkID5YqA.1>

Phone one-tap:

+16469313860,,89398179662# US

+19294362866,,89398179662# US (New York)

PUBLIC COMMENT AT PLANNING BOARD MEETINGS

If members of the public wish to address the Planning Board, a time will be provided during the meeting. Speakers may address the Board only after being recognized by the Chair and only from the podium, subject to a three-minute time limit.

TOWN HALL IS ACCESSIBLE FOR PERSONS WITH DISABILITIES.

FOR MORE INFORMATION, CONTACT STAFF AT 919-918-7325.

PLANNING BOARD

AGENDA ITEM ABSTRACT

MEETING DATE: February 19, 2026

TITLE: Proposed Land Use Ordinance Text Amendment Relating to the Office-Residential Mixed Use (OR-MU) Zoning District

DEPARTMENT: Planning	PUBLIC HEARING: YES ___ NO <u>X</u>
ATTACHMENTS: A Recommendation Template B Draft Ordinance C Redline Edit of Draft Ordinance D Staff Memo	FOR INFORMATION CONTACT: Christina Moon – 919-918-7325 Duncan Dodson – 919-918-7340

PURPOSE

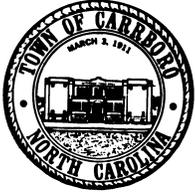
The purpose of this text amendment is to add appropriate standards for clarity for residential-only uses in the Office-Residential Mixed Use (OR-MU) zoning district in keeping with the original intent of the OR-MU district.

INFORMATION

The Town Council will hold a public hearing for March 17, 2026, to consider an amendment (*Attachment B*) to the Land Use Ordinance to clarify density and dimensional standards for existing residential-only uses in the Office-Residential Mixed Use (OR-MU) district, including modifications, expansions, and new construction. Current adopted OR-MU language does not specify allowances for residential-only uses. A copy of the draft text amendment (*Attachment B*) and a red-line text edit (*Attachment C*) are included with this item. Staff have provided a memo that includes a brief background about the OR-MU district, as well as details about the text amendment (*Attachment D*).

RECOMMENDATION

Staff recommend that advisory boards review the draft amendment and consider use of the draft template for their recommendations to the Town Council (*Attachment A*). For the consistency statement portion of the template, staff have identified specific projects from the Comprehensive Plan. At advisory board members' discretion, changes to the consistency statement and additional references to the plan, which can be found at www.carrboronc.gov/2389/Carrboro-Connects-Comprehensive-Plan.



TOWN OF CARRBORO

[name of advisory board]

301 West Main Street, Carrboro, North Carolina 27510

RECOMMENDATION

THURSDAY, FEBRUARY 19, 2026

Land Use Ordinance Text Amendment Relating to the Office-Residential Mixed Use (OR-MU) Zoning District

Motion was made by _____ and seconded by _____ that the _____ recommends that the Town Council _____ the draft ordinance.

VOTE:

AYES: ()

NOES: ()

ABSTENTIONS: ()

ABSENT/EXCUSED: ()

Associated Findings

By a unanimous show of hands, the _____ membership indicated that no members have any financial interests, nor any close familial, business or other associational relationship to the landowner of the property subject to a rezoning petition that would pose a conflict of interest.

Motion was made by _____ and seconded by _____ that the _____ of the Town of Carrboro finds the proposed text amendment _____ consistent with the Town of Carrboro 2022-2042 Comprehensive Plan, Climate Action & Environment, Transportation & Mobility, Green Stormwater Infrastructure, Water, & Energy, and Land Use strategies noted below:

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

Furthermore, the _____ of the Town of Carrboro finds the proposed text amendment, is reasonable and in the public interest because of the specific criteria required: public hearings for Land Use Ordinance changes that ensure alignment to state enabling legislation, and that clarify existing provisions.

VOTE:

AYES: ()

ABSENT/EXCUSED: ()

NOES: ()

ABSTENTIONS: ()

(Chair)

(Date)

A LAND USE ORDINANCE TEXT AMENDMENT RELATING TO THE OFFICE-RESIDENTIAL MIXED USE (OR-MU) ZONING DISTRICT.

****DRAFT 01-23-26****

THE TOWN COUNCIL OF THE TOWN OF CARRBORO ORDAINS:

Section 1. Section 15-140.1 (Office-Residential Mixed Use District) of the Carrboro Land Use Ordinance is amended by adding a new subsection (d) to read as follows:

(d) Any lot within the OR-MU district that exists on the effective date of this section that is used only for residential purposes, modifications to, expansions of, or new construction shall adhere to the density and dimensional standards as if the property was zoned R-3

Section 2. All provisions of any town ordinance in conflict with this ordinance are repealed.

Section 3. This ordinance shall become effective upon adoption.

ARTICLE IX

ZONING DISTRICTS AND ZONING MAP

PART I. ZONING DISTRICTS

Section 15-140.1 Office-Residential Mixed Use District. (AMENDED 6/20/06)

(a) There is hereby created an Office-Residential Mixed Use (OR-MU) zoning district. The purpose of this district is to provide for mixed use developments, i.e. developments that contain both residential and non-residential elements, within areas that are near the downtown commercial districts.

(b) Any lot within the OR-MU district that exists on the effective date of this section or that is hereafter created may be developed and used for those purposes within the 3.000 classification that are permissible within the B-2 zoning district, subject to the same permitting requirements and other applicable regulations of this chapter, just as if the property were zoned B-2.

(c) Any lot or tract within the OR-MU district may be developed as a mixed use project in accordance with the provisions of this subsection.

- (1) Development of property under this subsection requires the issuance of a special use permit-A by the Town Council in accordance with the applicable provisions of this chapter.
- (2) A mixed use project approved under this subsection must have both a residential and a nonresidential component.
- (3) At least one-half but not more than two-thirds of the gross floor area of the mixed use development shall consist of residential uses listed in use classifications 1.100, 1.200, 1.300, or 1.400, 1.510 (hotels and motels) and 1.520 (tourist homes and other temporary residences), provided that use classifications 1.510 and 1.520 shall not comprise more than one-third of the residential component. However, the residential component of the mixed use development may be increased to ninety percent of the floor area of the mixed use development if the developer donates to a non-profit agency engaged in providing affordable housing at least ten percent of the total acreage within the development and enters into an enforceable agreement with such agency to construct on such land and convey to the agency, at not more than the developer's cost, the number of housing units for which the agency obtains a permit. For purposes of this subsection, the phrase "within the development" means within the area covered by the special use permit-A issued for the mixed use development as well as any adjacent property that is or was owned by the developer of the mixed use

project and that is conveyed to a non-profit agency and developed for affordable housing as described herein, even if such other area is not located with the Town of Carrboro.

- (4) The permissible residential density within the mixed use development shall be calculated as if the development were zoned R-3, except that the density shall be calculated as if the property were zoned R-2 if the developer conveys at least ten percent of the land within the development to a non-profit agency and constructs on that land affordable housing as described in subsection (c)(3) above. For purposes of this subsection, if land that is not located within the Town of Carrboro is regarded as “within the development” as that phrase is defined in subsection (c)(3) above, then such area shall be considered part of the development for purposes of calculating the permissible residential density under this subsection.
- (5) Subject to the other provisions of this subsection, the dimensional and other requirements of this chapter applicable to the R-3 district shall apply to a mixed use development permitted under this section. However, the maximum height of buildings within the mixed use development, shall be four stories, except that a fifth story shall be permitted if the developer conveys at least ten percent of the land within the development to a non-profit agency and constructs on that land of affordable housing as described in subsection (c)(3) above. Notwithstanding other provisions of this chapter, any parking levels that are constructed underneath a building within a mixed use development and that are at least in substantial part constructed below the ground service levels shall not be regarded as “stories” for purposes of the height limitations established herein.
- (6) Permissible uses within the commercial component of the mixed use shall be those listed in the following use classifications within the Table of Permissible Uses: (i) use classification 3.100; (ii) use classifications 2.110, 2.112, 2.120, 2.130, 2.150, 2.210, 2.220, provided that such uses do not comprise more than fifty percent of the total commercial space within the mixed use development; and (iii) restaurant uses 8.100, 8.200, and 8.500, so long as any one restaurant business does not occupy more than 1,500 square feet of gross floor area and so long as such restaurant uses do not operate during the hours of 2:00 a.m. to 6:00 a.m.
- (7) A mixed use development may be constructed in phases as provided in Section 15-61. However, the phasing plan shall ensure that, as buildings are constructed and occupied, the relative mix of residential and commercial floor space remains substantially consistent with the percentages approved in the plans.
- (8) If portions of the mixed use development are subdivided, the final plat shall contain notations indicating any limitations on uses or the sequencing of

development created as a result of approval of the development as a mixed use under this section.

(d) Any lot within the OR-MU district that exists on the effective date of this section that is used only for residential purposes, modifications to, expansions of, or new construction shall adhere to the density and dimensional standards as if the property was zoned R-3.

DRAFT



To: Town of Carrboro Planning Board
Town of Carrboro Economic Sustainability Commission

From: Duncan Dodson, Planner

Date: February 12, 2026

Subject: Proposed Land Use Ordinance Text Amendment Relating to the Office-Residential Mixed Use (OR-MU) Zoning District

Overview

The Town Council will hold a public hearing for March 17, 2026, to consider an amendment to the Land Use Ordinance to clarify density and dimensional standards for existing residential uses in the Office-Residential Mixed Use (OR-MU) district, including modifications, expansions, and new construction. The OR-MU conventional zoning district was established in connection to a development proposal involving the construction of a multi-family residential apartment project at the eastern edge of Downtown Carrboro. As much of the focus of the new district was on commercial and mixed-use development opportunities, the adopted OR-MU language did not speak to density and dimensional standards or allowances for residential uses such as additions to existing homes, new construction for residential uses. The purpose of this text amendment is to add appropriate standards for clarity in keeping with the original intent of the OR-MU district.

Background

In 2006, the Board of Alderman discussed rezoning options in the Brewer Lane area over a series of meetings from March to June, directing the staff to establish a minimum amount of nonresidential development. The Board of Alderman was also considering a proposed multi-family residential project brought forward by STGL, LLC ownership group. STGL was primarily interested in residential density, and the Town was also interested in including commercial uses consistent with goals of Carrboro Vision2020. After a series of discussions with property owners, neighbors in Tin-Top, and other community members, the OR-MU conventional zoning district was adopted via text and map amendment on June 20, 2006. Key information can be found at the following links:

- June 20, 2006, Agenda Item Abstract:
http://www01.townofcarrboro.org/BoA/Agendas/2006/06_20_2006_D4.pdf
- Attachments (Previous Meeting Minutes):
http://www01.townofcarrboro.org/BoA/Agendas/2006/06_20_2006_D4A.pdf

The STGL project was never built (for various private-sector related reasons, not Town actions), and the zoning designation for the 13 lots rezoned from R-2 to OR-MU (and 7 lots rezoned R-2 to R-7.5) has remained in place.

Establishment of the OR-MU district was a conventional rezoning; conventional rezonings do not have binding site plans tied to the district. Property owners can apply for permits and develop projects on the site as long as they meet the requirements set forth in the LUO like in other base zoning districts. Whereas with conditional rezoning, projects seek and are approved for a change in zoning district with conditions attached to a specific site plan (often times setting performance standards for density, stormwater, etc.).

Summary of Proposed Amendment

The text for the OR-MU district establishes a base residential density of R-3 (3,000 square feet per dwelling unit) for mixed-use projects but does not speak to allowances or dimensional standards (i.e. setbacks) for residential-only uses such as additions to existing homes or new construction.

Current property owners who would like to expand their home or construct new, residential projects would benefit from a small amendment to add clarity to the ordinance. Staff suggest language that applies the R-3 dimensional standards for existing and new residential projects. The proposed text amendment to Section 15-140.1 (Office-Residential Mixed Use District) by adding a new sub-section (d) reads as follows:

- (d) Any lot within the OR-MU district that exists on the effective date of this section that is used only for residential purposes, modifications to, expansions of, or new construction shall adhere to the density and dimensional standards as if the property was zoned R-3.

Consistency with Adopted Plans/Policies

Carrboro Connects Comprehensive Plan

Chapter	Staff Comments	Consistent with strategies:
Affordable Housing	The draft ordinance clarifies provisions of the LUO, which could allow existing residential properties to expand and offer additional supply with ADUs or duplexes.	N/A
Climate Action & Environment	N/A	N/A
Transportation & Mobility	N/A	N/A
Green Stormwater Infrastructure, Water, & Energy	N/A	N/A
Economic Sustainability	N/A	N/A
Recreation, Parks, & Cultural Resources	N/A	N/A
Land Use	These timely and appropriate changes clarify and provisions, and increase efficiency and predictability of the permit approval process.	5.2

Other Plans & Policies

The original consideration of the OR-MU district was driven by the Carrboro Vision2020 Plan and the Downtown Visioning Plan in 2006. This proposed amendment is also consistent with provisions in the Downtown Area Plan that seek to preserve existing residential uses in the Downtown.

Down Zoning

There is no change in number or types of uses within the zoning district, and does not constitute a down-zoning prohibited without consent by North Carolina General Statutes Chapter 160D-601(d).

Action Requested

Staff request that the advisory boards review the amendment and consider providing a recommendation and statement of consistency to the Town Council for inclusion in the public hearing materials on March 17, 2026.

UNC School of Government – Planning & Zoning Training Modules

In September 2025, The Town Council amended the Land Use Ordinance to add an annual training requirement for the Planning Board and Board of Adjustment. After adoption, staff reviewed modules provided by the UNC School of Government, and have selected a series of asynchronous, video lectures that will encompass this training.

Staff have organized the 10 videos into a series of bundles based on topics and have provided a suggested order.

	Subject & Video Title	Time
I.	Overview of Local land Use Planning and Regulations <i>Key Topics: Requirements, uses, and implementation of land use plans; types of land use decisions</i>	(Approx. 1 hour)
	i. Local Land Use Planning in North Carolina	
	ii. Basics of Local Development Regulations	
	iii. Types of Land Use Decisions	
II.	Rezoning & Legislative Decisions <i>Key Topics: Legal framework of Planning Board review; boundaries of deliberation in legislative decisions; reasonableness and consistency</i>	(Approx. 1 hour)
	i. Legal Procedures for a Rezoning	
	ii. Legal Considerations for a Rezoning	
III.	Quasi-Judicial Decisions <i>Key Topics: Due process; appeals & variances; substantial evidence and evidentiary hearings; standing</i>	(Approx. 1 hour)
	i. Quasi-Judicial Process	
	ii. Deciding Quasi-Judicial Cases	
IV.	Historic Preservation <i>Key Topics: local v. federal historic designation; design standards & authority; limits/requirements; certificates of appropriateness; exemptions</i>	(Approx. 1 hour and 20 minutes)
	i. Local Historic Districts and Landmarks	
	ii. Preservation Commission Basics	
	iii. COAs and Quasi-Judicial Procedures	

Discussion Dates:

Bundles I and II – February 19, 2026

Bundles III and IV – March 19, 2026

UNC School of Government – Planning & Zoning Training Modules



Types of Land Use Decisions
8 months ago



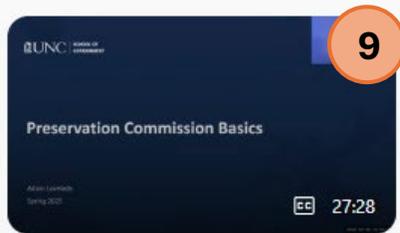
Deciding Quasi-Judicial Cases
8 months ago



Quasi-Judicial Process
8 months ago



Local Historic Districts and Landmarks
8 months ago



Preservation Commission Basics
8 months ago



COAs and Quasi-Judicial Procedures
8 months ago



Local Land Use Planning in North Carolina
a year ago



Legal Considerations for a Rezoning
a year ago



Legal Procedures for a Rezoning
a year ago



Basics of Local Development Regulations



TOWN OF CARRBORO

PLANNING BOARD MEETING

301 West Main Street, Carrboro, North Carolina 27510

THURSDAY, FEBRUARY 5, 2026 – REMOTE MEETING

MEMBERS	GUESTS	STAFF
Rachel Gaylord-Miles, Chair	Yani Lyons	Tina Moon
Bruce Sinclair, Vice-Chair		Martin Roupe
Susan Poulton		Duncan Dodson
James Scott		
Galen Kirkpatrick		
Sharon Reilly		
April Scales		
Braxton Foushee		
David Peretin		

Absent/Excused: Buckner, Carney

I. WELCOME & INTRODUCTIONS

Gaylord-Miles opened the meeting at 7:31 P.M.

II. JOINT REVIEW ITEMS

A. Concept Plan Review for 603

Staff member Martin Roupe provided a brief introduction of the commercial project concept plan proposed at 605 W NC-54. The applicant, Ms. Yani Lyons, provided more background on the business, noting the 5,000 square foot warehouse building and considerations for impervious surface. The boards discussed provision of ADA-accessible parking, and asked questions about grading, hardwood tree retention, stormwater, EV-charging, and alternative energy (solar).

III. APPROVAL OF MINUTES

Reilly motioned to approve the January 15, 2026, minutes. Scott seconded the motion. The Planning Board January 15, 2026, meeting minutes were approved at 7:53 P.M.

IV. OTHER MATTERS

A. Concept Plan Review for 603 W NC-54

Board members discussed the concept plan and provided the following comments to the applicant:

- We encourage the use of the already-cleared part of the site to encourage the preservation of existing trees on the site.
- Consider the provision of EV-charging parking spaces even if not required by the ordinance.
- Consider providing sheltered bike parking beyond the requirements of the ordinance.
- Explore opportunities for using solar energy to heat (or supplement energy needed to heat) water for showers and other facilities.

1 **VOTE:**

2 AYES: (9) Foushee, Gaylord-Miles, Kirkpatrick, Peretin, Poulton, Reilly, Scales, Scott, Sinclair

3 NOES: (0)

4 ABSTENTIONS: (0)

5 ABSENT/EXCUSED: (2) Buckner, Carney

6
7 **B. Officer Elections**

8 Poulton motioned to elect Galen Kirkpatrick for Chair, Bruce Sinclair for Vice Chair, and Rachel
9 Gaylord-Miles for Second Vice Chair. Foushee seconded the motion.

10
11 **VOTE:**

12 AYES: (9) Foushee, Gaylord-Miles, Kirkpatrick, Peretin, Poulton, Reilly, Scales, Scott, Sinclair

13 NOES: (0)

14 ABSTENTIONS: (0)

15 ABSENT/EXCUSED: (2) Buckner, Carney

16
17 **C. Upcoming Meeting Items**

18 Staff member Duncan Dodson talked about an upcoming text amendment related to the Office-
19 Residential Mixed Use (OR-MU) District, and reminded the Board that a portion of the mid-month
20 February meeting would be dedicated to discussing of the first bundle of training videos provided
21 by the UNC School of Government.

22
23 **IV. ADJOURNMENT**

24 Having completed the agenda, the meeting was adjourned at 8:15 P.M.