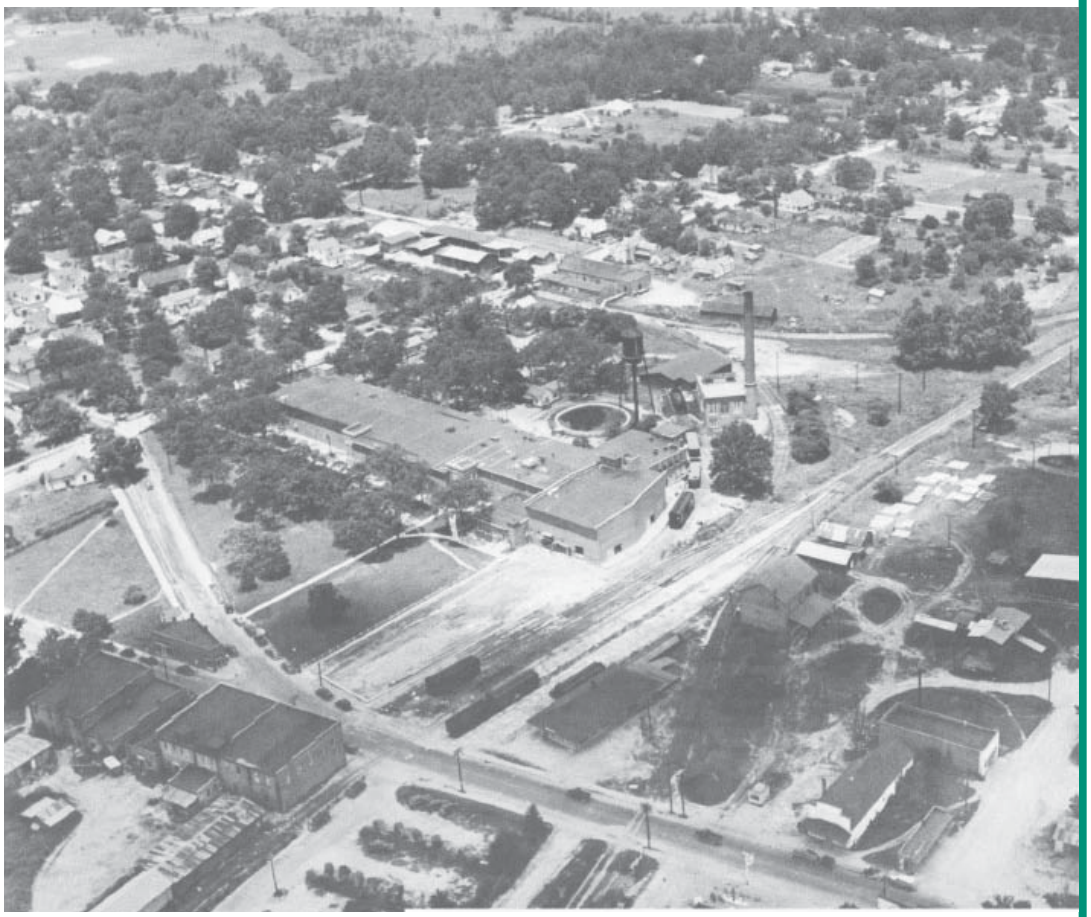
Northern Study Area-Eubanks Site Facilitated Workshops

TOWN OF CARRBORO

DURHAM AREA DESIGNERS FACILITATORS



February 20, 2012

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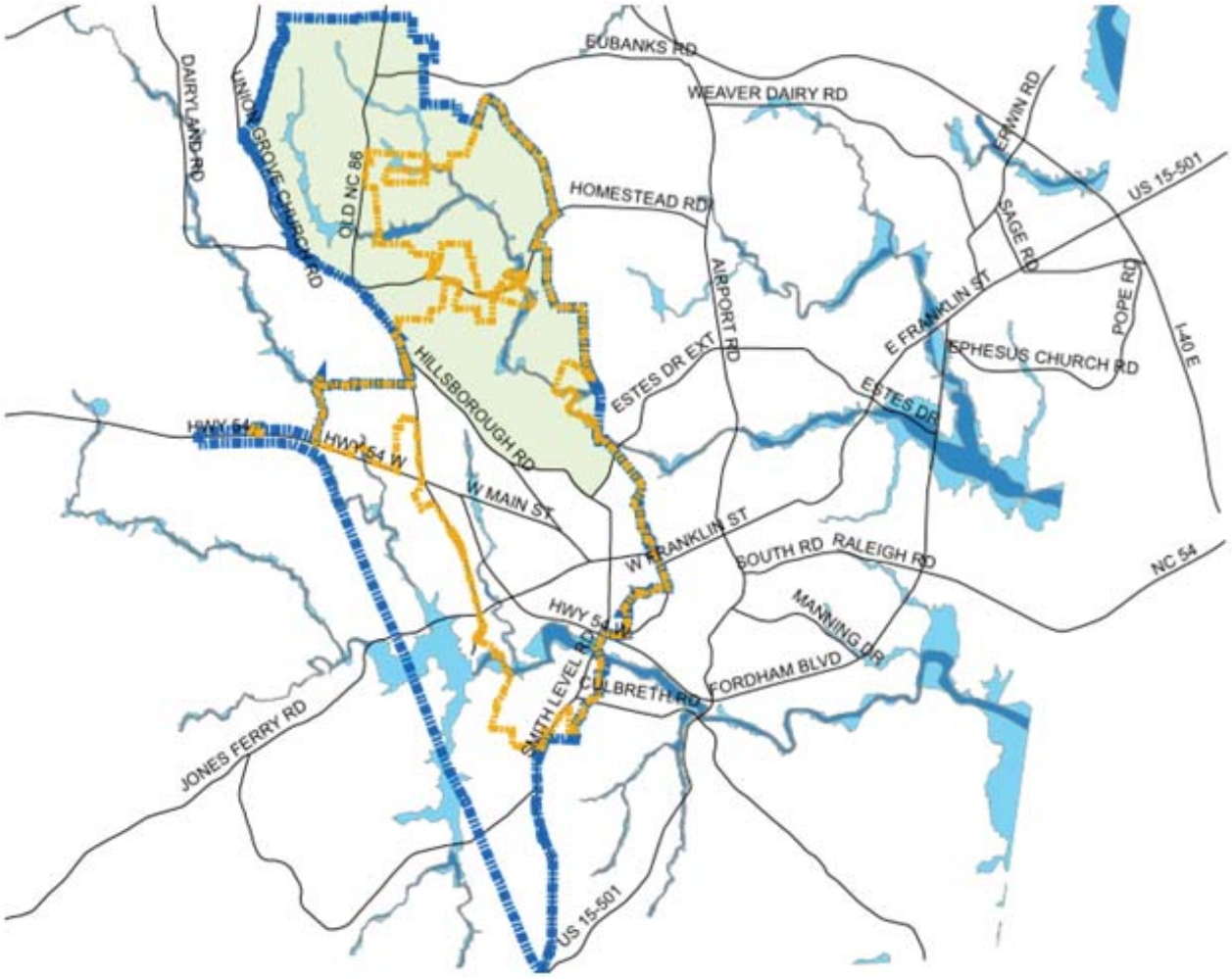
Background

In 1992, Carrboro's Board of Aldermen created the Small Area Planning Work Group to formulate a Small Area Plan for future land use in the North Study Area. In 1996, the Board received the first Draft of Small Area Plan. After taking public comment on the draft, the Board retained Randall Arendt to conduct two facilitated workshops to allow stakeholders to express concerns about the Draft Plan and to assist in formulating changes that resolved those concerns. The plan was adopted after receiving consensus approval from the participants in the workshop.

In 2007, the Board of Aldermen created the Northern Study Area Plan Implementation Review Committee (NSAPIRC) to review and update the North Study Area Small Area Plan. The committee held community forums and based upon the input from them and upon their own analysis of the plan, they submitted recommendations. Upon their own analysis of the plan, they developed recommendations which were then presented to the Board of Aldermen. The Town, upon reviewing select rezoning recommendations, agreed to sponsor a public workshop aimed at exploring ideas for mixed use development in the Northern Study Area. Among the issues the committee recommended to be address in the workshop were modifications to the Village Mixed Use zoning district requirements, development of appropriate street sections for new streets and roads in the Northern Study Area, and creation of a form-based overlay ordinance for mixed use village design.

The public workshop took place on February 26, 2011. This report presents the findings and subsequent recommendations which address the issues identified by the NSAPIRC.

Northern study area map

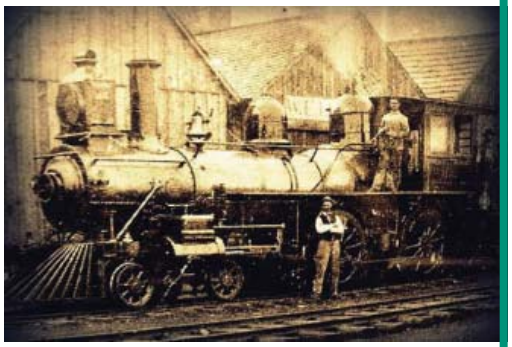


Past, Present, and Future of the Study Area

History. This area of North Carolina was settled in the 1700's by Irish and Scots-Irish settlers who amassed considerable land. Some of these families owned slaves. After the emancipation, some freed slaves became share croppers, others were provided with land to establish farmsteads. It was not uncommon for the freed slaves to take the surnames of their owners. Their history remains in sight. For instance, the white Hogans were active parishioners of New Hope Church; freed slaves Morris and Panthia Hogan created the Morris Grove School and Hickory Grove Church. Descendents of the original settlers and their slaves still live in the area.

The path of Old NC 86 was the historic route of the main road between Chapel Hill and Hillsborough. In 1882, a railroad spur from Hillsborough to a point just north of Main Street in what was then known as West End was completed. Because of the easy access to the train, industrialists started a cotton mill, a gristmill, and a hosiery mill. In 1907, Julian S. Carr bought the cotton mill and agreed to extend electricity to West End, the Town of Venable was incorporated in 1911 and in 1914 the name was changed to Carrboro in honor of Carr.

The history of both the agricultural enterprise and of the village of Carrboro influenced workshop participants' vision for the character of a new mixed use village at the corner of Old NC 86 and Eubanks Road. Two strong sentiments were expressed. First, participants wanted to retain the agricultural landscape and the rural character of Old NC 86. Second, they wanted a village characterized by small scale and North Carolina vernacular style buildings.



Current Land Use. Much of the land to the west and southwest of the targeted site is in forest or agricultural use. Many lots along Old NC 86 north and south of the site are developed with single homes. Nearby land to the east along Eubanks Road is largely forested. Northeast of the site, the land is part of the Duke Forest. Within a mile south is a major residential subdivision—Lake Hogan Farm. Morris Grove Elemen-

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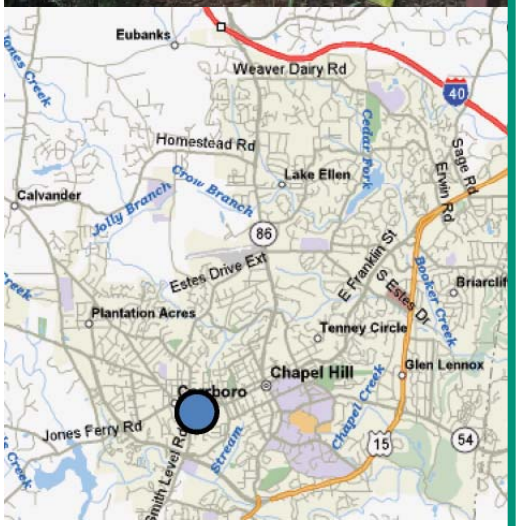
tary School is situated immediately south of the site. See Exhibit B in Appendix C for maps of the site and land uses around it.

Projected Future Land Uses. There are three major future public projects in the immediate vicinity of the site. There are two sites for future schools/school administration along the Lake Hogan Farm Road which is to be completed in the near future. Just to the south of Morris Grove School, planning for the new Twin Creeks Park is nearly complete. The park will be entered from a new road, the Tallyho Trail which will be extended all the way to Old NC 86 and will cross the Lake Hogan Farm Road Extension. In addition, there are four residential developments that have been approved: Ballontine, Winmore, the Legends at Lake Hogan farms, and Claremont.



Executive Summary

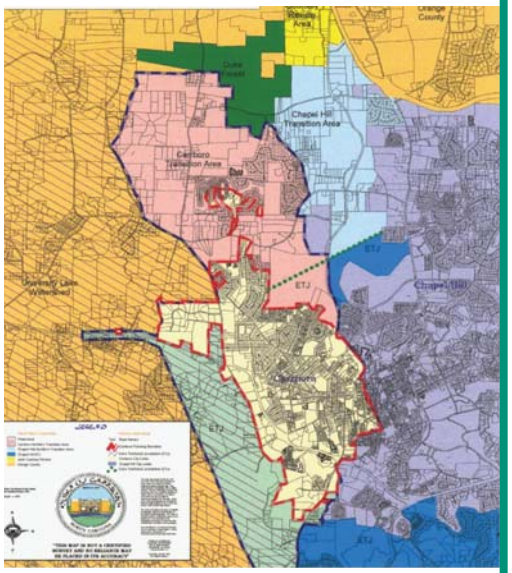
The Town of Carrboro engaged the Durham Area Designers (DAD) in early 2011 to facilitate neighborhood discussion of a potential development plan at the corner of Eubanks Road and Old NC 86. The property is currently owned by Parker Louis, Inc, a Chapel Hill based homebuilding and development company. The property is one of the locations identified as a potential mixed-use commercial area by the Board of Aldermen in 2008. This was the result of the Northern Study Area (NSA) workshop recommendations that additional residential and economic development opportunities should be pursued in the NSA to support broader community objectives defined through collaborative planning processes. In 2010, the Town Planning Staff contacted the property owners of the 5 areas identified in that report to ascertain whether they would be willing to allow a Town-led design workshop to study their property for that purpose. The Parker Louis owners were the only ones who responded in the affirmative.

The goal of the workshops was to elicit neighborhood input on what a mixed-use development might look like at this location. A public input session was held on the evening of Wednesday February 2, and a design workshop held on Saturday, February 26th.

DAD made presentations which discussed images and ideas of what modest, residential scale mixed-use hamlets from other areas (within North Carolina and beyond/elsewhere in the U.S.). They also spoke about the history of the area, the NSA effort, and current and projected growth and development patterns in the area. DAD also gave a brief description of Form-Based Zoning. This type of regulating code regulates the form of building blocks, the scale of buildings, their relationship to the street and surrounding properties, and basic street layout. It is less concerned with uses, and instead establishes a building framework where uses can change over time as ownership and market demands dictate. A more thoughough description can be found in Appendix C Exhibit D. The participants responded by creating a list of potential acceptable uses, building scale, and concerns about buffering and preservation of rural character, among other things. The resultants of the design workshop are illustrated and described in this report.

The process and results follow. (All of the information/presentations made at the workshop can be found in Appendix C.)

Introduction to the Process

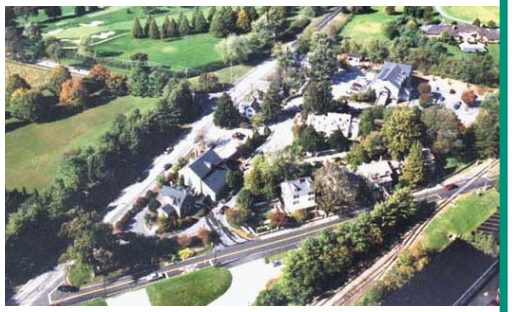


The charrette –based design process is well recognized as an effective tool for engaging potential beneficiaries and affected parties in arriving at a design solution that incorporates their concerns and ideals. The term "charrette" has its roots in Nineteenth Century French architectural schools, where, at a project deadline, the Instructor would declare "pens down" to his studio of architecture students; his assistant would roll around a small cart ("charrette" in French) to pick up the projects. Architecture students, being what they are, would continue drawing to the very last second before the cart came to them, and even in some cases climb on to the "charrette" to put that last finishing touch on their drawings as it rolled away. Therefore, the word charrette came to describe this intense activity to finish a design project. The use of charrettes has been widely adopted to promote community participation in the design and development of their neighborhood, town, or city.

In the case of the Carrboro NSA mixed use village workshops, DAD utilized a modified charrette process to engage the participants in a "what if" scenario. After studying the 18 year history of the Northern Study Area process and results, the DAD team met with Town Staff and representatives from Parker Louis to ascertain the particulars of the site. Along with a site walkabout, the DAD team gathered base maps from various Town and County sources, researched the history of the neighborhood, and pulled together various long range plans for items such as transportation, land use, recreation and open space, trails and water and sewer service areas. The preparation also included a meeting with a representative from the NCDOT District office to discuss its planned relocation of the Eubanks/Old NC 86 intersection to the north of its current location.

Town Staff placed advertising in media sources and sent out direct mail invitations to all property owners within an area 150' outside of a polygon formed by Homestead Road, Rogers Road, Old NC 86 and Eubanks Road. approximately 2 weeks before the first Public Meeting.

The first Public forum was a community input meeting held at the Morris Grove Elementary School Media Center on the evening of February 2, 2011.



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Approximately 25 people attended (exclusive of Town Staff and the DAD team). The first portion of the meeting was a presentation by several DAD members on examples of similar scale mixed use communities in the US, a short history of the neighborhood, an overview of the NSA efforts and process to date, and overview of the property, including the planned NCDOT intersection re-alignment, and a brief summary of some basic small scale village and street design principles.

Most of the meeting was spent on the ensuing discussion among the participants on topics as diverse as whether there was a need or a desire for commercial uses of any kind at this location; the current "soft" commercial market and whether any commercial would be financially viable; the NCDOT proposal (and whether any properties would be affected); the relationship and connection to the school, including shared parking arrangements; the Northern Study Area process to date; the current rural character and future buffering; and ultimately the potential uses that folks would like to see at the location.

Based on input from the first meeting, the DAD team revised, expanded and refined the materials and presentations for the Design Workshop. More "precedent" images, including some from downtown Carrboro of the early 20's, and fewer "urban" images were put in the presentation. Also, an introductory presentation to Form-Based Zoning principles was added to the materials.

The Design Workshop was held on the morning of Saturday, February 26th, again at Morris Grove Elementary School. Approximately 45 people were present at the beginning of the day. The DAD team and Town Staff gave a brief overview of the discussion from the orientation meeting on the 2nd, and then gave detailed presentations that further described the characteristics of the property. Before the presentations proceeded very far into a discussion of Form Based Zoning, a small group of participants took the floor to revisit the idea of whether the premise of commercial uses at this location are appropriate, and whether the exercise was just to go through the motions because the mixed use village was a fait-accompli. DAD represen-

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tatives and Town Staff both assured the attendees that this was not a predetermined outcome, but rather was a genuine community-based design workshop. Any decisions on zoning map changes and Use Permits would still entail a long public process, and would ultimately need to be voted on by the Carrboro Board of Aldermen after public hearings. Omar Zinn, one of the partners in Parker Louis, explained that they were well aware of that process, and that they would ultimately have to decide whether they wanted to pursue any of the recommendations from the workshops, or to pursue another course in developing the property.

After about an hour and a half of presentations and discussions, the attendees broke into five work groups of 5 to 8 people each. The first exercise was to formulate five big ideas that would guide their design of the property. It should be noted that about 25% of the morning's attendees had to leave at this point due to other obligations. After each team had shared its five big ideas with all participants, the teams set out to design what each saw as the ideal mixed use village. Each group had at least one DAD facilitator at the table who helped (as needed) to put the groups ideas on paper, to take notes, and to answer questions about land design principles. The DAD members roles were not, however, to promote any design agenda, but simply to help participants at each table incorporate their ideas into the design.

After about 90 minutes of work, each team pinned up their sketches on the wall and appointed a spokesperson who gave a two or three minute overview of their design ideas. The Teams then went back to work for about another 45 minutes to finish their drawings. At the end of that time, each Team once again pinned up their sketches and notes, and once again the spokesperson gave a five minute synopsis of their proposal. The workshop ended around 2:30.

Subsequent to the workshop, the DAD Team met and pinned up each group's sketches and notes,comparing them for commonalities, strong ideas and unique ideas. The stronger ideas that were common among all

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or many of the groups have been graphed in “Citizen Input Scorecard” (see Appendix D). In addition, due to the wide range of drawing styles among the group sketches, DAD members traced all five solutions in one graphic technique so that legibility and neatness would not become a “rating” issue. These findings were then presented to Town Staff, who provided input into the preparation and content of this report.

The Focus Area

The study site for the design workshop was a 30 acre tract that is an assemblage of lots at the northeast corner of the intersection of Eubanks Road with Old NC 86. The frontage on Old NC 86 is continuous; however, the frontage on Eubanks Road is interrupted by three tracts that are not part of the study area. The land is largely forested with hardwood trees. There is a building foundation on the site; in addition, there was once a rural school on a part of the site. The northeastern part of the site is a designated wetland, and no disturbance or development will be allowed. N.C. DOT has proposed realigning Eubanks Road to the north of its current alignment in order to get longer sight distances at the intersection with Old NC 86.

NORTHERN STUDY AREA - EUBANKS ROAD & OLD NC 86
Town of Carrboro
Durham Area Designers

The Workshop Process

The Public Input Meeting. On February 2 of this year, a public meeting was held at Morris Grove School. It was characterized by a lively discussion with a wide variety of opinions and ideas, often conflicting. The facilitators used this meeting to explain the assumptions behind the design exercise and to set a direction for the design workshop. By the end of the meeting, the discussions became more focused on what the attendees might like to see if the target site were developed as a mixed use village or hamlet.

Agenda:

1. Introductions
2. Background on Northern Study Area (NSA)
3. Description of the "Village Mixed-Use Floating Zone" objectives
4. Examples of small-scale mixed-use through aerial photography and building images
5. Examples of small-scale hamlets and villages, highlighting primary and secondary street patterns and (where applicable) inclusion and location of public open space, such as "village greens" or "commons"
6. Discussion during and following presentations
7. Wrap up and summary of "next steps"

See Appendix B for the list of attendees and for a copy of the presentations.

The Design Workshop. On Saturday, February 26, the Durham Area Designers facilitated a design workshop to develop a vision of a mixed use village development which would be acceptable to the stakeholders. As in the Public Input Meeting, there were widely varying opinions; at the end of the workshop, there were five different plans with very little overlap. There was not a consensus vision; that would take a longer reiterative process, but the facilitators did not feel like consensus was impossible.

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Agenda:

1. Introductions:
2. Summary of February 2 Public Information Meeting
3. Presentation – History of the area – See Appendix C, Exhibit A for full presentation
4. Presentation – Neighborhood context, including information about site characteristics, transportation issues and existing and future local development – See Appendix C, Exhibit B for full presentation
5. Presentation – Mixed-use village examples and precedent examples – See Appendix C, Exhibit C for full presentation
6. Presentation – Form-based Zoning (brief comments, but not delivered in light of active group discus sion of issues raised by preceding presentations) – See Appendix C, Exhibit D for full presentation
7. Discussion of objectives for balance of the charrette
8. Break-up into teams at work tables
9. Team discussion of forms and types of development that would promote small-scale, mixed-use, com munity-promoting development, and streets friendly to multiple users, including pedestrians, bicy clists and transit
10. Reports of such discussions to the large group
11. Development of concept plans
12. Pinup and discussion of team plans
13. Discussion of next steps

The results of the five team's work follows.

Team One

NORTHERN STUDY AREA - EUBANKS ROAD & OLD NC 86
Town of Carrboro
Durham Area Designers

Team One – Susana Dancy, Facilitator

The team stated that the overwhelming problem in this area is traffic along Old 86, especially truck traffic. The volume of truck traffic and the speed it travels significantly diminishes the quality of life for those who live in this area. However, if traffic were calmed, the group supported development in this area, in fact supporting a fairly high level of intensity to increase the viability of a small scale community store, restaurant, or other small business. The team endorsed a human-scale development. One participant, when looking at a photo of a street with houses close to the street with sidewalks and street trees in the planting strip, said: "You mean we could make them have the street look that way? Then it's definitely got my vote."

The team saw the intersection of Eubanks Road and Old Highway 86 as an area of community-scale commerce, serving residents in the nearby neighborhoods, parents of children at Morris Grove Elementary School and the future middle school, and visitors to the planned county park and recreational area. Drawing from historical precedent, buildings -- especially commercial buildings -- would be visible from Old Highway 86 to help ensure viability of any businesses located there. Attractive uses would include retirement community, assisted living, medical offices, community/general store, and restaurants. A high value would be placed on traffic calming measures and quality public spaces (streets, squares and parks). The team's proposal includes:

- Install multiple speed tables to discourage trucks from using this route or to force them to slow significantly.
- Attract small businesses such as medical offices, a retirement community, hospice, a restaurant, or a community store (but not a strip center).
- Create a variety of housing: single-family on small lots, townhouses and multi-family.
- Locate parking, especially for multi-family, behind buildings, on the interior of the block.
- Design the development to serve all ages of the community.
- Design pedestrian-scale streets for the area.
- Front buildings on a community square or green space.

Team Two

NORTHERN STUDY AREA - EUBANKS ROAD & OLD NC 86
Town of Garrboro
Durham Area Designers

Team two - Michael Waldroup, Facilitator

The team started its discussion by expressing a strong preference for keeping road alignments the way they were and curing the sight-distance issues at the Old 86/Eubanks intersection by 'shaving' the crest of the hill to its south. Agreeing to accept the NC DOT realignment as a given for the purposes of our deliberations, discussion about the differing character of Old 86 versus Eubanks translated into a desire to protect as much of the existing character of Old 86 as possible by supporting its existing 100' buffer requirements and by creating a parallel shared bicycle/pedestrian path at some distance from the edge of the road.

Concerns about truck traffic along Eubanks generated skepticism that Eubanks could be converted to a vibrant 'village mixed-use' street served by on-street parallel parking; this made it easier to visualize lining the western end of Eubanks with a continuous two-story wing of a retirement community, with, in any case, street trees and a sidewalk running back to the roundabout. It was agreed that getting actual counts on truck traffic would be useful before making a final decision about the feasibility of parallel parking on Eubanks.

The Dromoland alignment dictated the location of a western entry point; narrow space to the east dictated small scale uses against the 'outparcel' extending northward into the Zinn property; the roundabout allows the addition of an additional 'leg', creating the eastern entrance into the property and allowing the formation of an internal loop connecting the two entrances. Development in the triangular area to the northwest of the roundabout should be brought close to the Eubanks Road sidewalk, with major parking put behind the building. Parallel parking on Eubanks close to the roundabout would likely be problematic, so under the best of circumstances, buildings would front the street, but the most active entries would likely be at the rear of the buildings as one got closer to the roundabout.

The team included Omar Zinn, owner of the property, and spent some time discussing what could or could not be served by sewer, recognizing the relationship between infrastructure expense and the economic strength of any first phase of development which has to fund that expense; these considerations made the idea of a retirement community seem most viable. The team did not spend any time on the issue of taking advantage of all possible bike/pedestrian connections to the northeast or south, but likely would have been very supportive of those concepts, particularly for retired residents seeking diversion or exercise.

- Leave road alignments as-is at intersection of Eubanks and Old 86 and 'shave' the crest of Old 86 south of the intersection to improve sight distances.
- Relocate the intersection of Old 86 and Eubanks as indicated in the NC DOT drawings if it is not pos sible to implement the first recommendation.
- Preserve a 100' buffer on either side of Old 86.
- Install off-street shared bike and pedestrian pathways along Old 86 such as is being installed at Bal lentine.
- Develop the character of Eubanks Road to be considerably different from Old 86: posted speeds should be lower; sidewalks, street trees and buildings should be closer to the road, giving it more of a 'hamlet' or small village character.
- Locate a retirement community to the northeast of the Old 86-Eubanks Road intersection. The main structure should be two to three stories and should have a vernacular character. The facade should be articulated and should be brought to the sidewalk. The building should front the street.
- Establish an area of cottages for seniors between the main building and the property line to the north and along the internal street to the east.
- Locate commercial and office uses to the northwest of the traffic circle, fronting Eubanks road. Put parking to the rear.
- Create a landmark structure, again with a vernacular character, on the southeast corner of Eubanks and Old 86, to announce arrival at the edge of a more developed Carrboro; the building would house a use compatible with the retirement community across the street.

Team Three

NORTHERN STUDY AREA - EUBANKS ROAD & OLD NC 86
Town of Carrboro
Durham Area Designers

Team Three - Kevin Hamak, Facilitator

In its approach to a design for a mixed use village, Team Three discussed the relationship between the site and the surrounding community as far as current and future traffic concerns and the impact of any proposed development. Concern was raised about current truck traffic and how it would impact any future development of the site. The proposed NCDOT alignment of Eubanks Road and Old 86 was debated as to whether it was necessary or if there were any other options. Eventually the NCDOT alignment was selected in order to improve the safety of the intersection. Traffic calming options such as traffic circles and road widening on Old 86 and on-street parking on Eubanks Road were also discussed.

The team discussed many uses for the site; they included residential and commercial components. The team discussed how to integrate them into a walkable village center. The idea was also posed as to whether the entire village could be a retirement community or have retirement housing and services (or other housing types) and also commercial and civic services that would be useful to the entire surrounding community and especially the adjacent school property and the future county park. The team also discussed the need to maintain views along Old 86 but also wanted to create views into the site in order to create a viable village center.

The team wanted any commercial or civic uses to be primarily for local residents in the surrounding community. Types of buildings were discussed, and it was determined that they should be no more than two stories in keeping with the surrounding architectural character, with possibly a third story occurring in a mansard or dormer roof.

It was determined that Eubanks Road could be a pedestrian friendly street with on-street parking and pedestian connections to the school and park property south of Eubanks Road by extending the existing trail system through the school property to the site as well as creating a trail along Old 86. The team also wanted to look at options to extend the trail system by connecting through Duke Forest or along Eubanks Road to the future athletic park on Millhouse Road. In summary, the team's design proposed to:

- Provide on street parking on Eubanks.
- Create and maintain views from Old 86 into village center.
- Provide parking to rear of mixed use buildings.
- Provide bike lanes parallel to Old 86.

- Create a village “commons” at northwest corner of Eubanks and Dromoland intersection and con nect the greenway trail with site and with Duke Forest across the traffic circle.
- Make the commercial core just a handful of buildings.
- Explore the possibility that the entire village could be a retirement community.
- Limit buildings to 2 stories although a 3rd floor with a mansard roof or a sloped roof with dormers would be acceptable.
- Investigate traffic calming options on Old 86.
- Provide residential cottages to the east of the outparcel and all along the edge of the wetlands in ventory area.
- Widen 86 and provide paved shoulders.

Team Four

NORTHERN STUDY AREA - EUBANKS ROAD & OLD NC 86
Town of Carrboro
Durham Area Designers

Team Four - Barbara Norton, Facilitator

A lively discussion about traffic issues drove the design decisions of Team four. Design ideas included finishing the connecting road south of the school, adding three-way stops on Old 86 with an adjacent permanent parking spot for the sheriff. Inside the site, tree lined streets would circulate through a mixed-use area with seniors' and children's activities and family housing in close proximity. The Team was adamant that mixed-use or commercial retail would serve this particular neighborhood-scale locale and not become a destination commercial center, ruining the rural character of the area around it. The team's proposal includes:

- Swing Eubanks Road from the traffic circle to the north of the outparcel (this slightly clips a property that is not in the target site; compensate property owner with deeding of additional land from aban doned right of way and the subject property).
- Provide a 3-way stops at the Eubanks and Old 86 intersection for traffic calming.
- Develop a child care center directly north of the school.
- Locate single family, townhouses, or patio homes along Eubanks just north and west of traffic circle; locate recreation facilities (gazebo, tennis courts, etc.) adjacent to housing.
- Re-route the greenway to the west of the school, extend over to Old 86 through the abandoned Eu banks right-of-way.
- Create a courtyard focused retirement community at the SE corner of Eubanks and Old 86 surrounded by single family residential.
- Attract and support neighborhood-focused commercial rather than destination commercial.
- Minimize parking and light pollution
- Create an off-road bike trail and replant area recently cleared by Duke Energy on Old 86 south of Eu banks; allow no new commercial driveways, and limit commercial signage.
- Provide a parking spot for the Sheriff on Old 86
- Provide screening from headlights on west side of the Old 86 and Eubanks intersection.

- Do not allow gas stations
- Provide street trees on all new streets
- Minimize urban heat island effect by reducing paving; achieve this with TND Street Standards.

Team Five

NORTHERN STUDY AREA - EUBANKS ROAD & OLD NC 86
Town of Carrboro
Durham Area Designers

Team Five - Dan Jewell, Facilitator

The team started their discussion with a few fairly strong statements concerning: a) maintaining a rural character along Old 86; b) keeping the village center off of and away from Eubanks Road; c) respecting NCDOT's planned re-alignment of Eubanks; and d) developing something significant at the southeast corner of the new intersection. A significant part of the ultimate design was also influenced by the desires of the Owner of the outparcel in the middle of the assemblage who was part of this team. Her desires to maintain adequate buffering and lower intensity development adjacent to her property were respected by the group. The design to maintain a rural character was also largely driven by a few team members who lived across Old 86 from the study area. The group came to consensus on building heights and development intensity and uses at the core and perimeter. The resulting design fairly clearly articulates all of those discussions and concerns:

- Maintain some level of buffering along Eubanks Road.
- Work with the Eubanks Road re-alignment as proposed by NCDOT.
- Create a village center off of Eubanks to eliminate commercial traffic impacts.
- Locate a retirement Community to north taking advantage of views into wetlands inventory area
- Develop health/medical related complex (2 stories) in area off traffic circle and to east of outparcel; take advantage of views.
- For the village center, create one good block of 2 story residential scale mixed use buildings.
- Provide parking to rear of this block
- Integrate residential component of retirement community into Village core.
- Create some residential component (i.e.; townhomes and patio homes) between village core and Old 86.
- Create a commercial development similar to Homestead Station at the southeast corner of Eubanks Road and Old 86.
- Re-route the greenway trail to the west of the school; build a greenway tunnel under Eubanks Road.
- Connect greenway and trail system to the Duke Forest property.

Footnote on Traffic

At the public information meeting, at the workshop itself, and at a follow up meeting with the stakeholders, there was a pervasive concern with traffic. There was a general feeling that future traffic volumes will make the proposed development unlikely to succeed, and even if the property is not developed, that residents along Old NC 86 and especially along Eubanks Road will suffer from current levels and increasing levels of traffic. These concerns have several sources. The first is the large truck traffic going to and from the Orange County Landfill. It is the reason that several of the teams chose to put the "Main Street" off and away from Eubanks, as the truck traffic would be detrimental to a small scale pedestrian feel and character that is desired in new development here. (It should be noted that there the actual versus perceived volumes of traffic were exaggerated; real traffic counts must be made.)

The second traffic concern relates to the anticipated growth in volume of traffic from future development to the east. There is currently a development application in the Town of Chapel Hill to develop a "big-box" center on Eubanks closer to NC 86. The participants are quite concerned that this will bring a huge influx of additional car trips through western Eubanks, both generated by that and future developments, as well as by more and more people using western Eubanks as a way to avoid future congestion on the eastern end.

Suggested remedies from the participants ranged from traffic calming measures on Eubanks and completion of the Lake Hogan Farm Road from the school south to Homestead to a suggestion to disconnect eastern Eubanks from western Eubanks. It seems certain that any development proposal on Eubanks Road within the Town of Carrboro's jurisdiction will lead to much discussion on how to mitigate traffic concerns.

Components of the Plan

The goal of the design workshop was to work with the stakeholders to draw a physical plan of what a mixed use village at the corner of old NC 86 and Eubanks Road would look like. As an aid to starting the planning process, the Durham Area Designers presented various examples of possible components of the plan. During the subsequent work sessions the teams of stakeholders discussed the various components, identifying those which seemed appropriate for the village plan. The comments centered on four topics: scale, building types and character, streets, and finally, viable and desirable commercial uses.

Neighborhood Scale and Character. Participants expressed a desire to see a neighborhood scale development. What is a neighborhood? "Neighbor" from Old English "neihgebur" combines "neih" meaning near and "gebur", meaning inhabitant. In other words, a neighborhood is living near people you would run into on the street, outside your home. It is a place small enough that you know your neighbor, and your neighbor knows you. A neighborhood is walkable; houses and businesses are located close enough together that a five minute walk from your home can lead you to a cup of coffee.

A neighborhood has various sizes of housing to accommodate families, old people, young people, couples, singles, or friends. There is an identifiable center and an identifiable boundary. A center focuses the neighborhood on itself. What goes in the center? A village green, a community garden, a meeting place, a church, or a playground can all be a center. A neighborhood also has edges. One knows when one has entered it and when one has left it.

No major thoroughfares go through a neighborhood. In fact, some of the interior streets do not go all the way through. Parking "lots" are small and the fronts of houses are open to the street, with parking behind, in alleys.

There is commerce in a neighborhood, maybe a small grocery, a cafe, or a restaurant on tree-lined streets with sidewalks, lamp-posts, and a path to ride a bicycle on. Front porches on houses and businesses encourage

(Continued from previous page)
outdoor living.

If you were lucky enough to grow up in a neighborhood, inevitably, childhood memories recall a certain freedom to explore the area with one or two other children while adults were more or less in the background. You were free to walk or ride a bicycle and arrive at your destination. You were free to visit friends by yourself on foot. A neighborhood is both friendly and protective.

Building Types and Character. A number of examples of different commercial buildings and houses were shown to the participants for their reactions. Many of the examples were local. There was not much comment on housing types though the commercial buildings were of interest. Some examples showed business located in buildings that could also be interpreted as houses. Most were two stories and clearly had businesses on the ground floor. The upper story could be residential. The examples were from small towns; the buildings were located close to one another and were close to the street. The other type of commercial building which met with general approval was the typical general store. Some of these were also two stories. Both types of commercial building had a generous amount of glass on the first level, facing the street.

The great majority of buildings which elicited approval were traditional in style and had a somewhat rural character. The predominant building material was wood; brick was judged to be more urban than was deemed appropriate for a village or hamlet.

The scale of these buildings was small to moderate. To achieve the street character shown will require that lots be sized to maintain the cohesiveness of individual buildings. A critical factor for achieving the identified character is having enough lots sized for businesses, but not having too many and thereby exceeding the market demand. The end result could be that businesses and housing end up separated by a moat of empty lots.

One team explored a different path for developing the study site. They

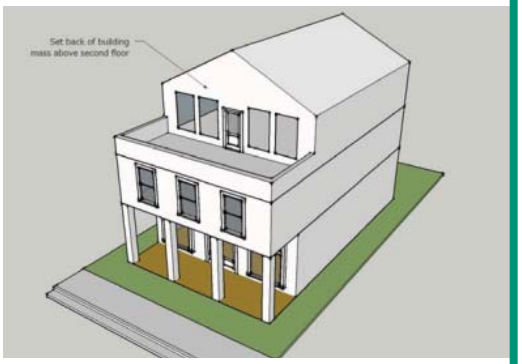
(Continued from previous page)
explored how a retirement community might develop as a major component of the village.

As a footnote to the design workshop, it should be noted that some participants sent photographs of village buildings much like the ones presented at the workshop and that they strongly endorsed a smaller scale and a village character.

Street Design. The presentation of street components at the design workshop focused on three approaches to designing and scaling streets. Many participants asserted that there was a lot of traffic on Eubank including trucks going to the dump and that the traffic often sped along Eubank Road. This makes the design of Eubanks Road from the traffic circle at the school to NC 86 very critical if we are to create a walkable village or hamlet core. The three approaches presented to address speed, safety, accessibility, and walkability along roads and streets.

The first approach was to use the principles of Complete Streets in designing the streets. These principles are promulgated by a national coalition which promotes legislative adoption of the Complete Streets design guidelines and policies. Complete Streets are designed to accommodate vehicles, transit, pedestrians, bikers, and people with disabilities, and to do so safely and pleasantly. These guidelines are important because true villages are inherently walkable.

A second approach looked at the appropriate dimensions for streets to accommodate various speeds. Not only do the dimensions allow for greater or lesser speeds, a well-dimensioned road can compel safe speeds. This will be an important tool for calming traffic on Eubanks Road. The presentation cited the NC DOT Traditional Neighborhood Development Street Design Guidelines as one source of dimensions for both Eubanks Road and other road created for residential neighborhoods. The Complete Streets organization is about to publish their own street design guidelines.



(Continued from previous page)
Finally, the presentation outlined a third approach to street design that seems to have greatest relevance to residential areas. That approach is the shared street which puts vehicles, pedestrians, and bicyclists all on the same surface. The small scale of shared streets insures very slow speeds for vehicles.

NC DOT is proposing to relocate Eubanks Road from the school to Old NC 86. DOT has indicated a willingness to study suggestions for the most effective street section for this new stretch of road.

An additional element of street design is the incorporation of parking. The participants had strong sentiments against setting buildings back from the road and locating the parking in front of the buildings, convenience-store fashion; however, they accepted the idea of on-street parking. On-street parking has two important effects: first, it slows traffic along the street; second, it buffers pedestrians from the moving cars, adding an extra degree of security for pedestrians. It should be noted that the Village Mixed Use District ordinance already allows a business owner to count some on-street parking as helping to meet requirements for parking.

In response to both the concerns about traffic problems on old NC 86 and the suggestions of a couple of the teams, we have included street sections for modifying old NC 86 to make it safer and more pedestrian and bike friendly in Appendix F. The street sections labeled Rural Road with Turn Lane and Rural Road show lane dimensions and pedestrian/bike amenities for a road which does not encourage high speeds and which accommodates all forms of traffic. The other street sections included in Appendix F show dimensions and features which reflect Traditional Neighborhood streets as presented by NCDOT and other agencies.

Viable and Desirable Business. During the Public Input Meeting and the Design Workshop, the participants identified these groups of people as the possible clientele for business in the mixed use village/hamlet:

(Continued from previous page)

- Residents of the new village
- Residents of nearby developments
- Parents of students at Morris Grove School
- Students at Morris Grove School
- Teachers at Morris Grove School
- Users of the future sports park
- Drivers using Old NC 86 and Eubanks Road

They identified these as potentially viable businesses:

- Afterschool uses:
  o Afterschool care; there might also be a demand for before-school care
  o Dance school
- Daycare facility
- Ice Cream Shop
- Café or coffee shop
- General Store (comparable to various local stores: Hurdle Mills Market & Butcher—which includes a cafe, Saxapahaw General Store, Mast General Store)
- Retirement Community (perhaps with a restaurant open also to the public, or with a drugstore with soda counter and sundries, again, open to the general population.)
- Gas Station (old-fashioned model with snacks and sundries)
- Medical clinic

(Continued from previous page)

- Physicians' offices
- Live/work units for the professional and creative classes
- A local bakery like Guglhupf
- A business modeled on Foster's Market
- Small grocery store (perhaps as part of a café or other eating establishment)
- Store which carries school supplies

Recommendations for Next Steps

As a result of the design workshop, we believe that the participants' preferences for the character and scale of a future development would be well-served if the form-based components of the Village Mixed Use District regulations were strengthened. Form-based codes have been developed to create well proportioned, beautiful, and pedestrian-friendly public spaces. The key elements which are regulated by such codes are 1) a building's relationship to the street or other public way, 2) a building's massing, and 3) the proper location of the different building types described by the code.

In the majority of instances where a municipality or county has adopted a form-based ordinance, the code was aimed at redevelopment within a previously platted and developed area. The stakeholders who created the form-base code had real lot sizes and existing character to work with. However, in this instance, the targeted areas for implementation of a form-based mixed use village zone have not been subdivided. Therefore, there need to be regulations which dictate how the subdivision will occur. Lot sizes are an important factor in creating a village scale.

Creating a Form-Based Village Mixed Use District Ordinance

We recommend that the Town staff, over time, study ways to strengthen the form-based aspects of the Village Mixed Use District. We would propose that these changes be considered:

Subdivision and Regulating Plans. As we mentioned above, the manner in which a proposed mixed use village district is subdivided has implications for both the public and for the potential developer. Lot sizes and distribution must support the creation of a village character. But lot sizes also have implications for the financial viability of such a development; therefore, the staff should consult market specialists to determine viable lot sizes and configurations.

In the Ordinance, the submission of a master plan is required for an application to rezone to VMU (15-141.2 (e)). The master plan requirements should call for a regulating plan and descriptions of the proposed building types.

Building Types and Density. Two factors determine density: the size of lots and the type of building required on a lot by the regulating plan. The regulating plan locates specific building types which have been established according to the form-based provisions in the Village Mixed Use ordinance. A prospective developer should provide examples of village plans that have a comparable density to their proposed development. These examples should also show the total area of the villages used as precedent for their proposal.

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Spatial Consideration. The current requirement for a minimum of fifty contiguous acres may need to be reevaluated for a village-scale development. Similarly, the Village Mixed Use floor area thresholds should be reconsidered.

Supplementary Use Regulations. The supplementary use requirements found in Section 15-176.2 of the Land Use Ordinance can become part of the Regulating Plan and the Building Types Descriptions. We also recommend removing the provisions of 15-176.2 from the Supplementary Use Regulations and assembling all the regulations governing a form-based Village Mixed Use District in a single place. The aim of the form-based ordinances is to create a cohesive set of requirements that produced the desired public space. It is both symbolic and logical to have all the requirements in a single section; this helps everyone to think about the totality which is a real community. Refer to Appendix E for a more detailed discussion of how the current Village Mixed Use requirements can evolve into a form-based instrument.

APPENDIX A
Attendance Lists

Public Input Meeting

- Matthew Barton
- John Gant
- Shannon Tennyson
- David Bellin
- Rob Kark
- Anahid Vrana
- Loren Brandford
- Karen Lincoln
- Kim Vrana
- Jay Bryan
- Gordon Mitchell
- Josef Woodman
- Ken Butler
- Joe Phillips
- Venessa Woodman
- David Caldwell
- Erica Schutt
- Omar Zinn
- Stan Cheren

Design Workshop

Team One

- Susana Dancy, Facilitator
- Jean Earnhardt
- Joan Hiskey
- Dick Hiskey
- Alena Callmanis
- Ken Butler
- Sara Minter
- Steve Minter

Team Two

- Mike Waldroup, Facilitator
- Omar Zinn
- Jay Bryant
- Joan Gant
- Bron Skinner
- Sharon Clarke

Team Three

- Kevin Hamak, Facilitator

Team Four

- Barbara Richter-Norton, Facilitator
- Kim Vrana
- Anahid Vrana
- Loren Brandford
- Cinnamon Weaver
- Richard Weaver
- Drew Pilant

Team Five

- Dan Jewell, Facilitator
- Rev. Campbell
- Stan Cheren
- Marsha
- Julie
- Kathy

APPENDIX B

Comments and Questions Raised at the 2/2/11 Presentation:

What is the Impact of this proposed development on property taxes following annexation?

Comment: I did not get all services following annexation in Rogers Rd. area

Is this a conflict of interest with Zinns participating in process? what about DAD?

Answer: The Zinns can develop their property by right under its current zoning. Instead of taking that approach now, they have brought the potential development before community stakeholders at the invitation of the Town of Carrboro to look at what type of development might occur if the property was rezoned for Village Mixed Use. The DAD group was retained by the Town to facilitate a design workshop with interested stakeholders to envision a village mixed use project; DAD is not espousing any particular outcome to this workshop.

Is this a fait accompli?

Answer: No.

What did the owner have in mind?

Answer: currently 1 unit/acre, mentioned Eubanks relocation, impact vs. opportunity

"Like current rural feel of the road"....status of "old 86" as Scenic Highway?

Answer: Old NC 86 is not a Scenic Highway in this area, TM comment about roadway buffers

What kind of commercial is being considered? what would be viable?

Comment: notice the contrast between Eubanks/old 86 vs. Southern Village/Winmore (it has visibility/ location relative to street)

Status of connector to park/Lake Hogan Farms? timeframe on connector?

Question about the use of more urban images.

Comment: avoid urban character; however, 2-story vernacular is OK

Question about elementary school capacity re: surrounding development;

Answer: there is planningin process for new elementary school.

Question about minimum densities required for annexation?

in transitional zone –between rural and urban

Comments about appropriate uses and about approaches:

Café/general store; someplace for parents relative to fields, playgrounds of park; “Chuck’s”; Saxapahaw General Store’; food, daycare; commercial after-school activities, ie. dance, music that can’t pay Carrboro rents; “Art Center”

NCDOT “TND street guidelines”;

Use of school parking lot for weekend commercial use, shared parking;

Need to be mindful of Eubanks truck traffic;

Make “form-based district” – allows transition from residential > commercial over time

Small theater

J. Kleaveland – old 86 is part of ‘study area’ – south of this intersection to Ballantyne

Parents dropping off children represent valuable ‘market’ – don’t underestimate.

Appendix C

Workshop Presentations

- Exhibit A – History of the Area (see in CD included with this report)
- Exhibit B – Neighborhood Context (see in CD included with this report)
- Exhibit C – Village Concepts (see in CD included with this report)
- Exhibit D – Form-Based Zoning (see in CD included with this report)

APPENDIX D

Community Information Scorecard

*Density and thoroughfare/street layout, two components of ***form-based zoning***, scored the highest in citizen concerns and recommendations.

Thoroughfares & Street layout

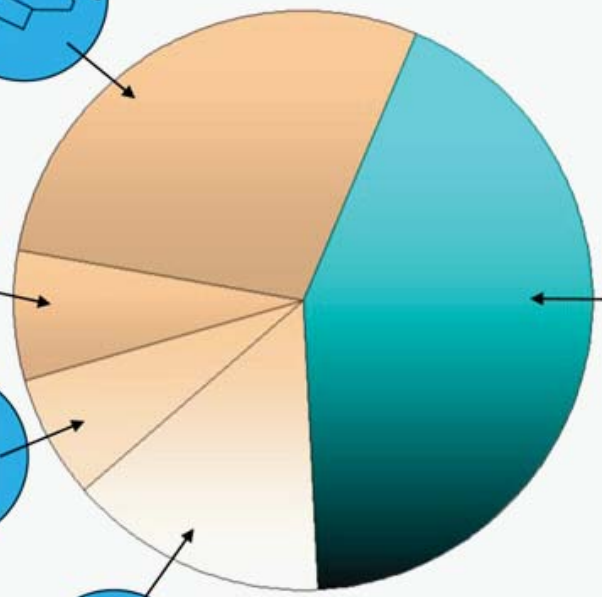
Alley, bicycle lane, walking trails, sidewalk, boardwalk, narrow roads, tree-lined streets,
Eubanks Road re-alignment

Building Uses & Architecture

Residential, office, retail, commercial, storage, institutional, medical, arts & music venues, historic character
Child care center

Building & Block Configuration

Setbacks, parking, porches, principal buildings, outbuildings, village center, terraces, block size, lot size
Orient buildings along Eubanks Road



Form-Based Zoning Components:

Civic Space
Building & Block Configuration
Thoroughfares & Street Layout
Density
Building Uses
Architectural Styles/ Character

Density *

Mixed-use, building height, Commercial, single-family, multi-family, cottages, village, hamlet, rural
Retirement community

Civic Spaces

Park, green, square, plaza, wetlands, greenway trails
Village commons

Potential Businesses To Attract Through Form-Based Zoning (Group Recommendations)

Afterschool care
Dance school
Daycare facility
Ice cream shop
Café/coffee shop/bakery
General Store/small grocery store
Gas Station (old-fashioned model with snacks and sundries)
Medical clinic
Live/work units for the professional and creative classes

Potential Clientele/Residents Through Form-Based Zoning (Group Recommendations)

Residents of the new village
Residents of nearby developments
Parents of students at Morris Grove School
Students at Morris Grove School
Teachers at Morris Grove School
Users of the future sports park
Retirement Community

Community Scorecard & Citizen Recommendations

APPENDIX E

Recommendations on Amending the VMU Zoning District To Create a Form Based Code

A form-based zoning district is defined by a precise boundary, by a regulating plan which designates which standards shall be applied to specific areas or lots, and by standards which define the form of buildings and public spaces. There cannot be an abstract form-based zoning district since the entire purpose of the creating a regulating plan and standards is to define a specific place.

An additional characteristic of a form based zoning district is that it is developed through a participatory process at the community level; as used here, "community" means all the stakeholders affected by the creation of the district.

The current structure for approving a Village Mixed Use development requires that the applicant submit a master plan as part of the application to rezone to VMU. To change the ordinance to a form-based code, the master plan should become the regulating plan and the standards. This implies that the applicant has conducted the public process to develop the plan and standards. A significant question in this case is who underwrites this effort? It would seem that both the developer and the community have a vested interest in the process and results.

In the Supplementary Use regulations for the Village Mixed Use district, there are already guidelines which would inform the creation of a regulating plan. The designation of the "storefront area" and the "townhouse area(s)" includes requirements for their relative locations. Similarly, specifying the relationship of the storefront area to a specific type of public open space also guides the development of the regulating plan. However, the current ordinance sees these designated areas, storefront and townhouse, as determining uses. In a form-based code, these areas define building types and public space form. Therefore, we recommend moving away from designating use and from arbitrarily limiting it as is the case in Section 15-176.2(a).

There are several reasons to do this. One is that the organic nature of a community includes change and flexibility. In Carrboro, houses at the edge of the town center have become businesses; the advantage to this is that the historic fabric of the town is reserved. Another reason is that the development of a new village may not support enough business at its beginning to populate all the storefront area; nevertheless, it will be critical to have sufficient storefronts to anchor the center of the village. By developing a storefront building type which has a second story that would accommodate a residential use, one can insure the pres-

ence of people in the storefront area.

Parolek, Parolek, and Crawford in Form-Based Codes identify at least five types of standards that can developed and included in a Form Based Code:

Public Space Standards:

- Building Form Standards
- Frontage Standards
- Building Type Standards
- Architectural Standards

Normally, these standards would be developed as part of the public participation exercises hand in hand with the regulating plan. The Town of Carrboro has devoted considerable effort to develop some standards within the Village Mixed Use zoning district. These have been part of the approved ordinance for almost a decade. Examples in the existing ordinance include vertical build-to lines and requirements for a specific type of storefront in buildings in the storefront area. To convert these into form-based standards would require more precise descriptions and requirements; nevertheless, one could see the Town developing and adopting the standards in advance of any application for rezoning to VMU. We would recommend, however, that the standards be subject to reconsideration during a specific public participation exercise for a specific site.

The standards for the Village Mixed Use district should include the following:

Public Space Standards:

- Standards for street sections, streetscape elements, lighting, landscaping, and block dimensions.
- Standards for the type, character, and dimension of civic space

Building Form Standards:

- Standards for building placement—build-to lines (horizontal and vertical), setbacks, maximum and

minimum lot widths.

- Standards for the building form—minimum and maximum building height, floor-to-floor dimensions, ground floor finished height, minimum and maximum building width as well as building depth, max imum accessory building size.
- Standards for parking—required spaces, location.
- Standards for land use. If not considered carefully, the inclusion of land use restrictions or designa tions can be self-defeating. On the other hand, the designation of special sites for community func tions is appropriate and desirable.

Frontage Standards:

- These standards address the interface between the building and the public space. They can include standards for porches, for awnings, for arcades, and similar devices which mediate between the building and public space in front of it.
- These standards would specify the locations of entrances.

Block Standards:

- These standards include block dimensions (maximum dimension, maximum perimeter).
- They also include shape of blocks as well as the interconnection of streets (e.g., some standards forbid the use of cul-de-sacs).
- These standards may also include a requirement for alleys in certain areas of the district.

Building Type Standards:

- These standards would be most appropriately applied to the storefront and townhouse areas.
- Common building types that might be included in the VMU district:
    - Storefront with second floor
    - Townhouse with detached garage

- o Bungalow court
- o Live/work units (either attached or detached)
- o Detached single family house

- Standards would also locate entrances and the permeability of the facades facing public space (ex pressed as a percentage of the façade given to transparent windows).
- Standards might address the location and size of open space required of a certain building type.

Architectural Standards:

- The current ordinance has non-specific statements stating that the commercial development should be reflect styles, scale, and massing similar to that which already exists in Carrboro. One can de velop architectural guidelines which define the style, materials, and architectural detailing of the new construction in a mixed use village. We do not recommend adopting such detailed guidelines since the vitality of a community's architecture comes from the individual and unique contributions of its buildings. The standards mentioned above would be sufficient to ensure compatible massing, fenestration, and location.

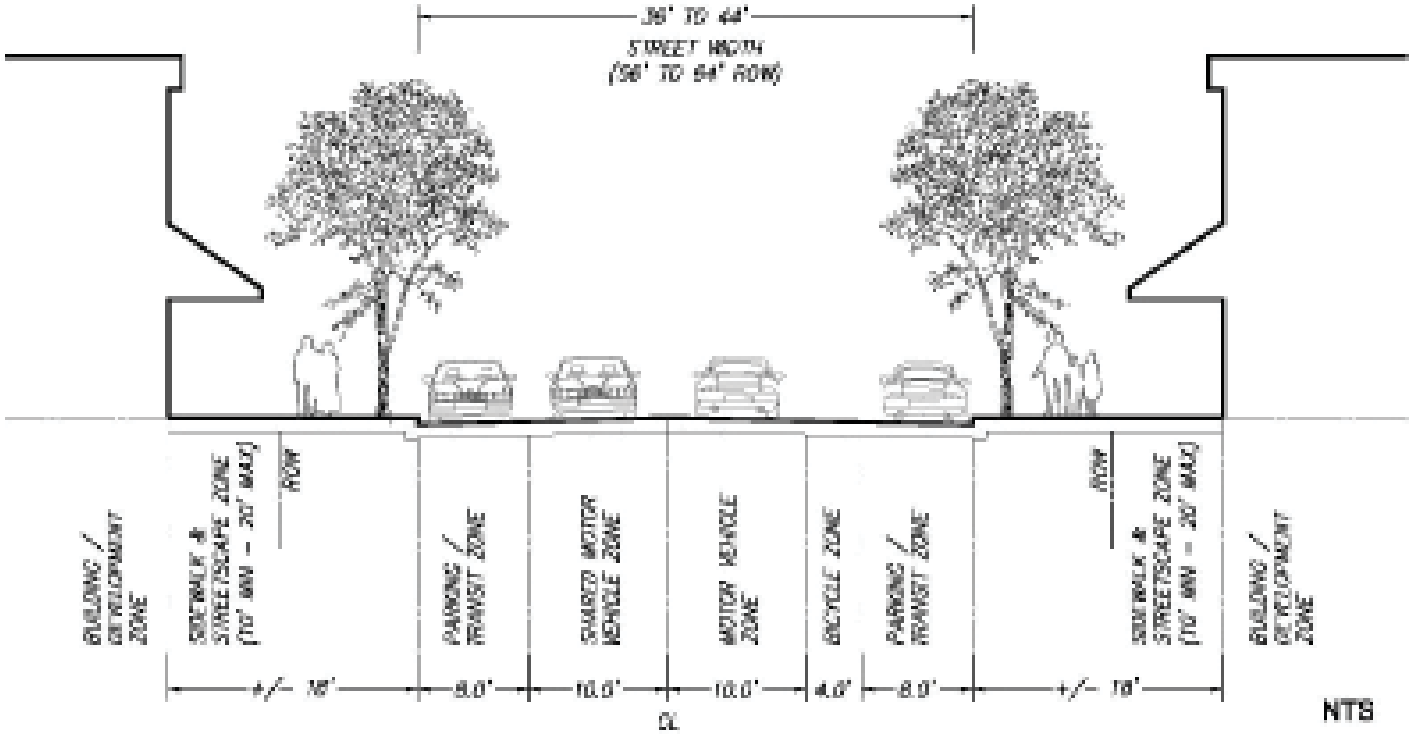
In summary, we feel that Carrboro can modify its current VMU zoning requirements to make the rezon-ingprocess one which creates a form-based district.

APPENDIX F

Street Sections for a Village/Hamlet and for Old NC 86

VILLAGE OR HAMLET MAIN STREET

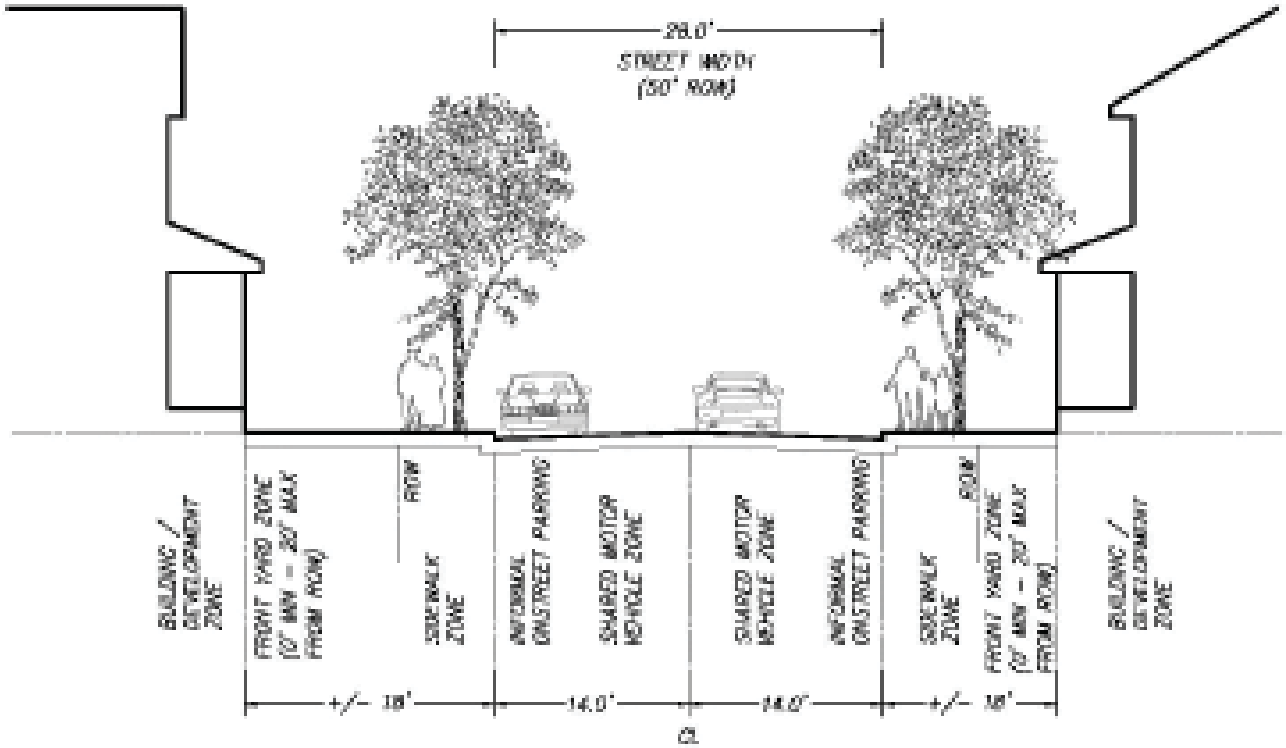
ILLUSTRATIVE STREET CROSS SECTION



1. SIDEWALK SECTION SHOULD ALLOW FOR OUTDOOR DISPLAYS, SEATING, TREE GRATES OR PLANTERS, BIKE RACKS, LIGHTING.
2. PARKING ZONE MAY VARY DEPENDING ON WHETHER PARALLEL OR ANGLED PARKING (PARALLEL PARKING SHOWN).
3. SHARED MOTOR VEHICLE ZONES ALLOW FOR BOTH VEHICULAR AND BICYCLE TRAFFIC (NO DEDICATED BICYCLE LANE).

VILLAGE OR HAMLET 28' NEIGHBORHOOD STREET

ILLUSTRATIVE STREET CROSS SECTION

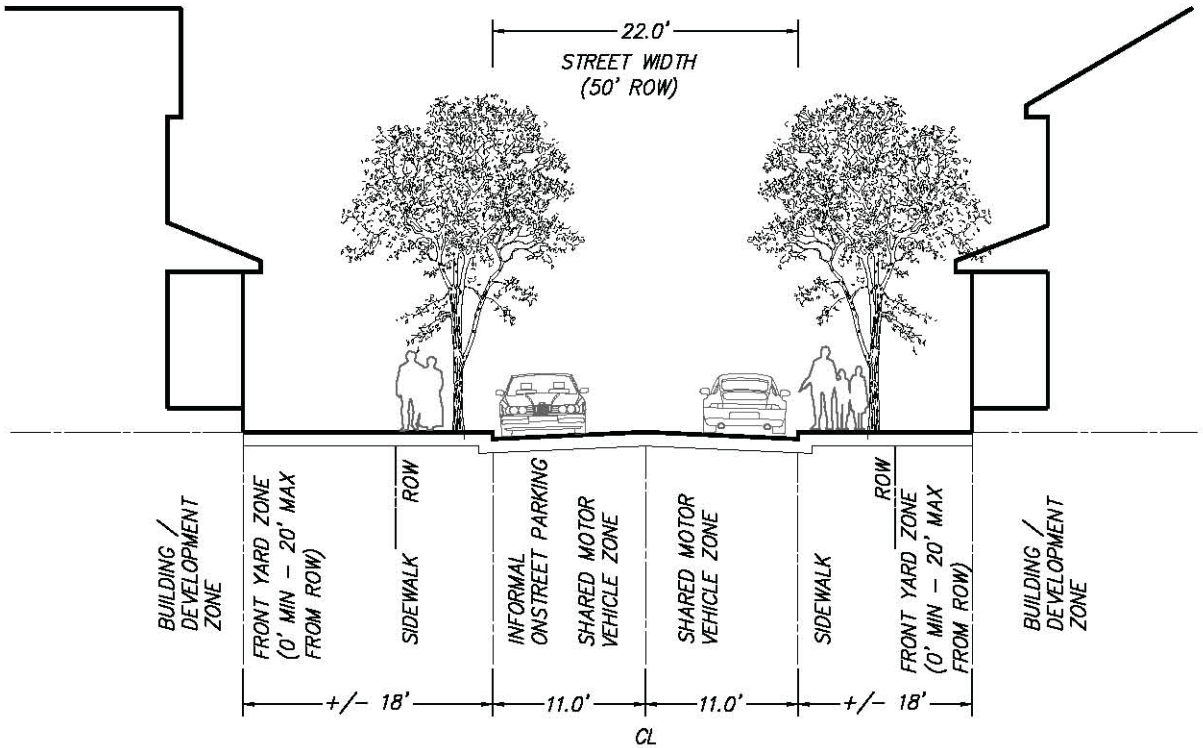


NTS

1. SIDEWALK MAY BE OFF OF THE BACK OF CURB OR THE RIGHT-OF-WAY.
2. SIDEWALK WIDTH MAY VARY DEPENDING ON THE DEVELOPMENT CIRCUMSTANCES.
3. STREET TREES SHALL BE WITHIN THE RIGHT-OF-WAY.

VILLAGE OR HAMLET 22' NEIGHBORHOOD STREET

ILLUSTRATIVE STREET CROSS SECTION

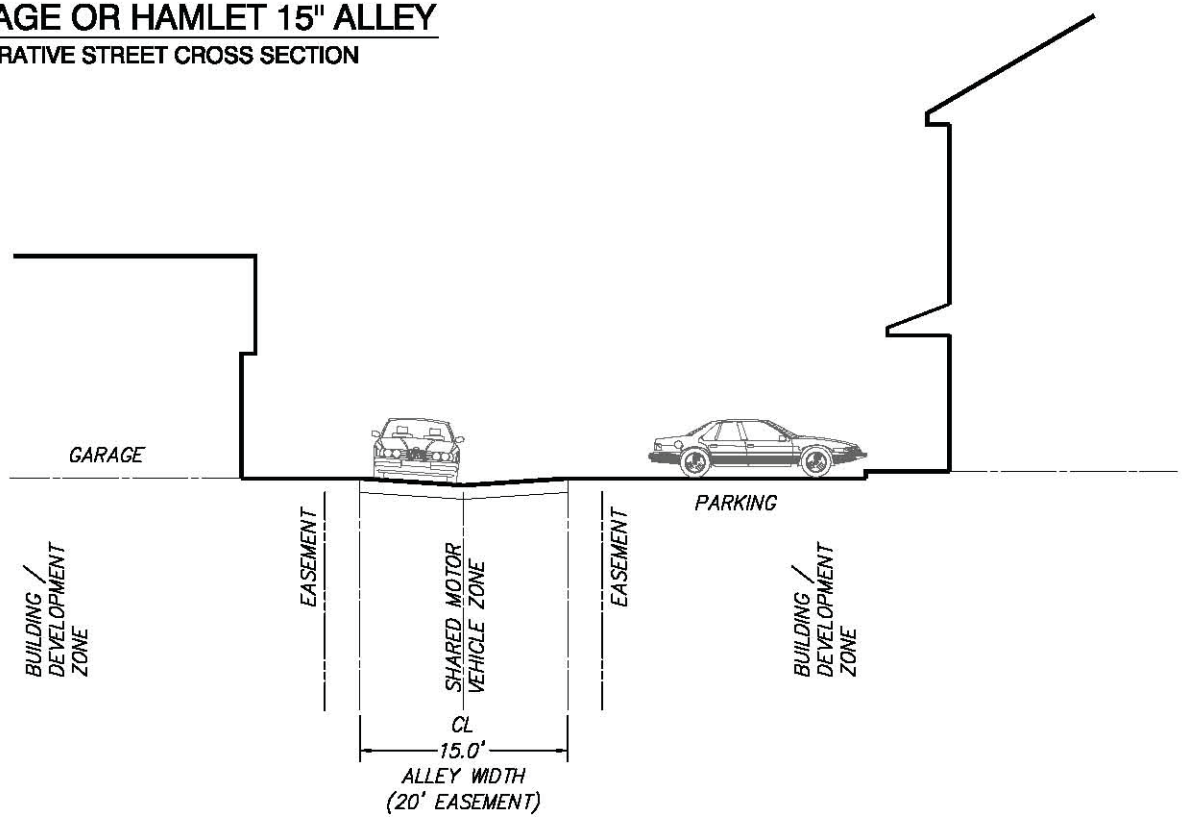


NTS

1. SIDEWALK MAY BE OFF OF THE BACK OF CURB OR THE RIGHT-OF-WAY.
2. SIDEWALK WIDTH MAY VARY DEPENDING ON THE DEVELOPMENT CIRCUMSTANCES.
3. STREET TREES SHALL BE WITHIN THE RIGHT-OF-WAY.
4. INFORMAL ONSTREET PARKING ON ONE SIDE OF STREET ONLY.

VILLAGE OR HAMLET 15" ALLEY

ILLUSTRATIVE STREET CROSS SECTION

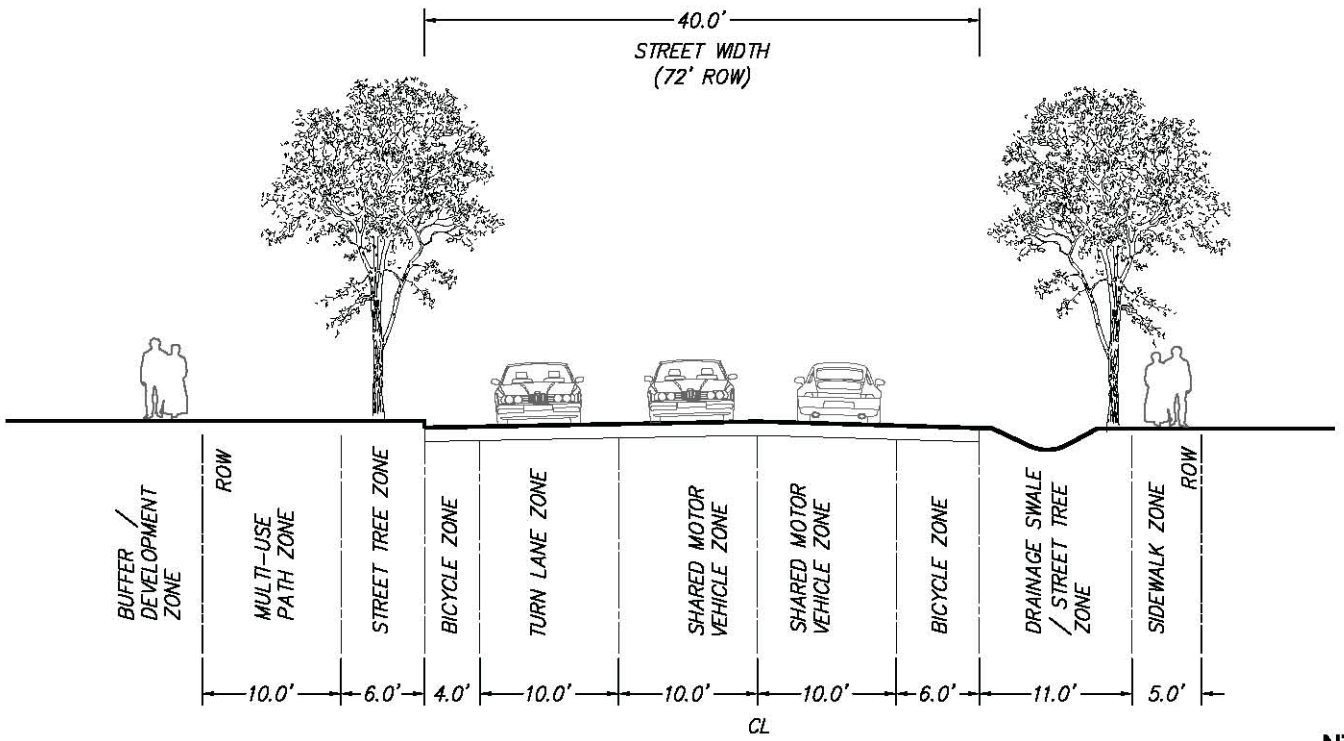


NTS

1. NO PARKING WITHIN THE ALLEY EASEMENT.

RURAL ROAD W/ TURN LANES

ILLUSTRATIVE STREET CROSS SECTION

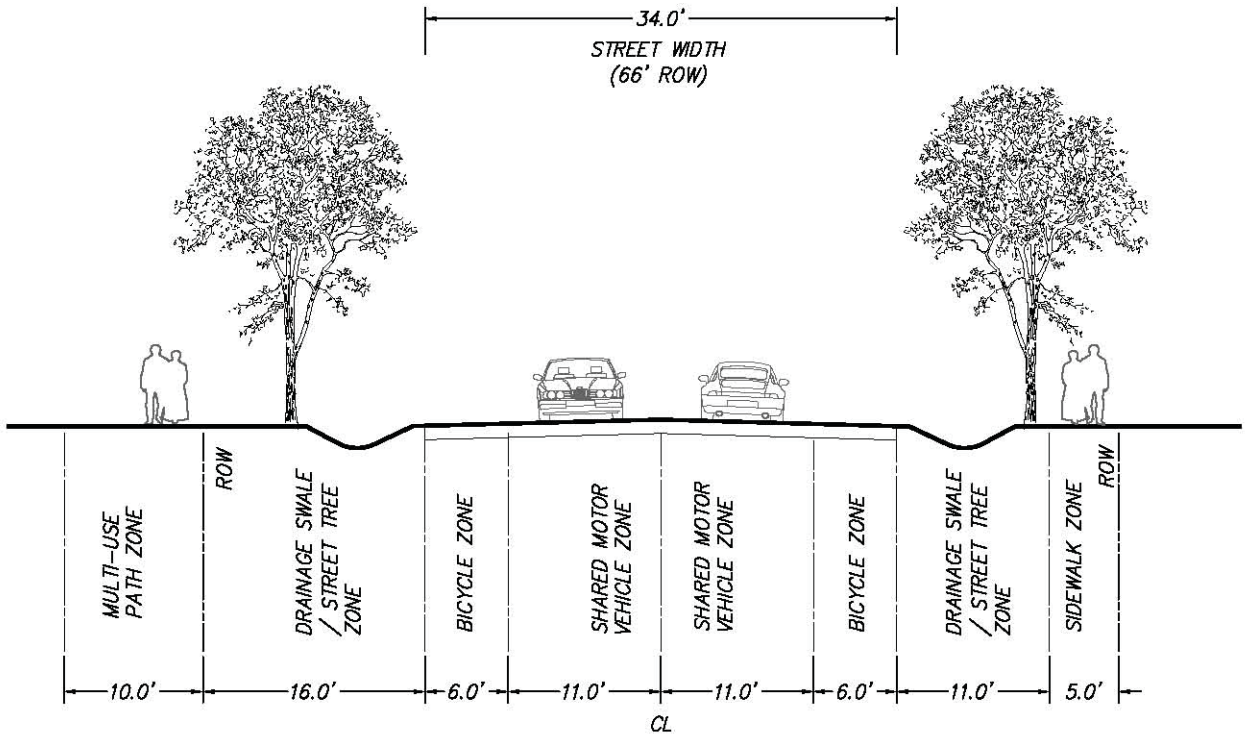


NTS

1. PEDESTRIAN ROUTE MAY BE EITHER A SIDEWALK INSIDE THE RIGHT-OF-WAY OR A MULTI-USE PATH INSIDE AND/OR OUTSIDE THE RIGHT-OF-WAY.
2. SIDEWALK WIDTH MAY VARY DEPENDING ON THE DEVELOPMENT CIRCUMSTANCES.
3. STREET TREES SHALL BE WITHIN THE RIGHT-OF-WAY.
4. EDGE OF PAVEMENT NEXT TO DEVELOPMENT ZONE SHALL BE CURB AND GUTTER.

RURAL ROAD

ILLUSTRATIVE STREET CROSS SECTION



NTS

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2. SIDEWALK WIDTH MAY VARY DEPENDING ON THE DEVELOPMENT CIRCUMSTANCES.
3. STREET TREES SHALL BE WITHIN THE RIGHT-OF-WAY.

Northern Study Area-Eubanks Site Facilitated Workshops

Town of Carrboro
Planning Department
www.townofcarrboro.org

Contact:
Jeff Kleaveland
West Main Street
Carrboro, NC 27510
(919) 918-7332 (P)
(919) 942-1720 (F)

Durham Area Designers
www.dadinc.org

Contact:
Dan Jewel
dan@dadinc.org
(919) 682-0368