



## CHAPTER NINE Land Use

### Vision

Promote equitable and sustainable use of land and natural resources that promote the diversity, values, and character of the Town.



# Key Findings

- 1. Carrboro's population today is 21,295<sup>1</sup>, but is projected to grow to between 29,000 and 34,000 residents by the year 2050.<sup>2</sup>**
- 2. Scarcity of land presents a challenge** for the Town to meet housing and commercial affordability goals.
- 3. There is a deep concern from residents about losing the diversity of Carrboro's population** due to increasing housing costs and displacement of long-time residents.
- 4. Only 4% of Carrboro's land area and 11% of its tax base is commercial.<sup>3</sup>** This puts increased tax burden on residential properties, limits the number of jobs in the community and increases commute times for residents.
- 5. Carrboro has adopted a goal of reducing the town's 2010 per capita greenhouse gas emissions by 80 percent by the year 2030.** Meeting such a goal will require more compact development along with increasing the protection of natural resources.
- 6. The design of both public and private space is critical to the future of the Town** to create and maintain a welcoming atmosphere which reflects the various cultures of the community and offers an attractive environment in our downtown, business districts and residential neighborhoods.

## What We Will Measure

- 1. The number of new and preserved affordable housing units**
- 2. The amount of land available for commercial, business and mixed-use development**
- 3. The commercial and business share of the tax base**
- 4. The amount of land protected for natural resources**

# Race & Equity and Climate Action

## Race and Equity

The land use element aims to address race and equity through overcoming barriers that have been created in the past and to open doors to new opportunities for advancing equity through the use of land. This element also promotes equitable design so that all residents and visitors to Carrboro feel welcome. Whether it is the design of new spaces or reuse of existing buildings, the built environment is a fundamental aspect of daily lives that can enhance a sense of well-being for all individuals.

This chapter includes specific recommendations to increase the supply of affordable housing, by promoting more intensive use of land, proactively identifying land for affordable housing and providing new or refined zoning tools to support affordable housing. It also recommends ways to streamline the development process to make land and space available for BIPOC and small businesses. Additionally, coordinating development in areas with transit access and walkable environments can not only reduce greenhouse gas emissions, but also reduce costs to make housing and commercial space more affordable. Finally, this chapter includes corridor plans that recommend specific ways to enhance nodes to create more efficient and affordable use of land while ensuring they are transit-friendly, walkable and bikeable.

## Climate Action

Carrboro has long been a leader in setting and requiring that land use development respects natural resources. From the Town's Open Space requirement to stormwater policies, climate-conscious development of land is fundamental to meeting the Town's Climate Action goals. The land use element builds on the Climate Action plan by calling for more efficient use of land, planning for natural resource preservation, and setting out development patterns that will reduce auto-dependence and greenhouse gas emissions.

**Goal 1: Promote the design of new development, renovation of existing buildings and public spaces that add to the character and promote the diversity of the community.**

**Strategy 1.1: Foster quality design of the public realm including public right-of-way, Town facilities, parking lots and other public spaces.**

**A** Make improvements to public spaces and rights-of-way in the downtown to attract more residents and customers to visit downtown to support local businesses, entertainment, arts and culture.

**B** Continue to upgrade Town lands to incorporate native landscaping and Green Stormwater Infrastructure (GSI).

**C** Continue to extend sidewalks to connect missing links and incorporate lighting, amenities, and plantings as appropriate in conjunction with these installation projects.

**D** Continue installing gateways, signage, and wayfinding to celebrate Carrboro and direct visitors to key locations around Town with particular attention to cultural destinations that recognize the diversity of the community.

**E** Create public plazas or gathering spaces outside of the downtown, including possible locations at Homestead and NC 54 and along Rogers Road.

**F** Continue to promote the use of public art to express the history, diverse cultures, and aspirations of all Carrboro residents.

**Strategy 1.2: Encourage the improvement of semi-public spaces to provide amenities, stormwater benefits and attractive environments for a balance of people, natural habitat, and open space.**

**A** Work with homeowner associations to expand public use of open space including bikeway connections, use of recreational activities and natural habitat.

**B** Work with property owners and homeowner associations to pursue GSI to reduce flooding potential.

**C** Encourage commercial properties to provide public amenities including sidewalks, landscaping, GSI, lighting, and tree canopy coverage.

**Strategy 1.3: Utilize the development review process to promote excellence in design that meets the diverse range and cultures expressed in Carrboro's built environment.**

**A** Review and update Architectural Standards for Downtown Development, last amended in 2006, to determine changes to be consistent with the comprehensive plan.

**B** Develop design, landscaping, and tree canopy standards for neighborhood commercial and mixed-use districts to guide new and redevelopment proposals. Consider a green-building incentive broadly or via an overlay district.



## Goal 2: Plan for the expansion of affordable housing availability through land use tools of planning, zoning, and development review.

### Strategy 2.1: Pursue concerted land use planning/small land use plans for high priority/high potential areas.

**A** Develop small land use plans for strategic nodes that promote Carrboro Connects principles including more affordable housing, land conservation, and improved walkability. Identify areas along key corridors in which a range of housing and economic development strategies can result in high-quality redevelopment opportunities that are walkable, transit-accessible, and near amenities such as parks, community services, and businesses.

### Strategy 2.2: Preserve and promote the availability of affordable housing along key corridors and nodes that are transit-accessible, walkable and bikeable. Adopt zoning reforms to preserve and increase availability of affordable housing in key corridors that are transit-connected, walkable, and bikeable.

Projects A and B below provide two tools; but generally the underlying zoning should come first and the overlays later.

**A** Pursue rezoning for greater density along key corridors and transit nodes and Park & Rides, consider the reduction and possible removal of parking requirements and consider priority growth and redevelopment areas in accessible locations. While bus routes can be changed to adapt to development, providing greater density along key bus routes improves efficiency and maximizes the Town's investment in transit while potentially allowing for more frequent service for greater numbers of riders.

**B** Investigate creating a new overlay zoning district to allow greater density in areas with high levels of transit and are near amenities. Pursue the creation of an overlay district that can provide as-of-right incentives for affordable housing units to achieve a higher goal of affordable housing units.

### Strategy 2.3: Expand the allowance of Accessory Dwelling Units (ADUs) and tiny homes.

**A** Expand the permissibility of ADUs on residential lots. Use best practices to minimize limitations on property owners' ability to use ADUs as a tool to maximize the value of their property and to expand housing opportunities. Modify the Land Use Ordinance to allow ADUs on smaller lots (currently must be 150% of minimum lot size). Consider allowing ADUs on lots of 100% of minimum lot size if no change is requested in bulk of the proposed building(s). Explore adding an incentive for a density bonus in exchange for allowing an affordable ADU. Considerations should be made for a variety of possible ADUs including detached ADUs, garage conversions, attached to primary unit, interior ADUs, and attached to garages. The Town should partner with architects and designers to create a comprehensive guide for ADUs with pre-populated plans/designs that outlines land use codes and restrictions for residents.

**B** Determine whether a new zoning district should be created for smaller lots to allow for tiny home developments. Explore ways to link smaller lots to affordable housing restrictions and use text amendments rather than a new zoning district.

### Strategy 2.4: Explore the creation of an overlay district to preserve mobile home parks.

**A** Determine whether an overlay zoning district would be an effective mechanism to preserve the viability of the mobile home parks and reduce the pressure on housing prices. Other related regulations, such as Chapter 17 of the Town Code, Minimum Housing should be addressed to ensure that maintenance and the responsibility for common areas are addressed.



### **Strategy 2.5: Fully evaluate and reduce housing density restrictions to slow the increase of housing prices and diversify housing stock.**

**A** Investigate setbacks, floor area ratio, minimum lot area requirements and parking standards in the Land Use Ordinance to identify opportunities to strategically support higher density levels in appropriate locations. Incentivize strategies that yield a higher number of residential units of smaller sizes rather than allow replacement of existing homes with larger units.

Conduct a thorough review of the Land Use Ordinance to identify opportunities to increase the number of affordable units. This may include reduced setbacks and minimum lot areas, and increased density, especially along transit routes and in areas in walking distance to amenities such as services, grocery, parks and employment.

**B** Increase incentives such as the affordable housing density bonus to provide more affordable units in new development and redevelopment and raise the in-lieu housing fee to have greater percentage of affordable units on site. Support preservation of existing homes and adding ADUs through density allowances, smaller setbacks and allowable floor area.

Provide subsidies necessary for lower income levels e.g. 30% AMI or an upside bigger than the delta of those subsidies via entitlement process. Review and update the affordable housing density bonus to determine ways to increase the number of affordable units as a part of new development. Work with the development community to develop ways to expand the pool of affordable units.

**C** Work with partners to seek legislative authority for inclusionary zoning policies that requires either on-site affordable units or fee-in-lieu for off-site units. Work with North Carolina League of Municipalities and other local governments to advocate for allowing municipalities to institute inclusionary zoning policies.

**D** Communicate clear and predictable process to developers to meet the Town's affordable housing goals.

**E** Investigate modifying the LUO to allow additional units on residential lots, such as up to four units depending on site characteristics.

Changes could include allowing as a special use additional units on residential lots if public benefits are provided by meeting performance standards such as provision of long-term affordable housing units and

enhanced environmental performance beyond minimum requirements for green stormwater infrastructure, reduced impervious surfaces, greater level of tree canopy, etc. This may include allowing for greater height and bulk if the performance standards are met.

### **Strategy 2.6: Improve the development review process to promote more affordable housing and reduce costs.**

**A** Create a maximum timeline for review of affordable housing projects (or projects with a minimum number of units set aside for affordable housing).

**B** Develop clear standards for the review of affordable housing projects for use by Advisory Boards to improve predictability and reduce the amount of time for approvals.

### **Strategy 2.7 Calculate level of subsidy needed to bring desired housing types to market in particular missing middle types.**

**A** Determine if there is a finance gap and identify possible funding sources to provide greater missing middle housing development

### **Strategy 2.8 Pursue updates to the LUO and zoning maps to provide greater densities in areas prioritized for growth, particularly along corridors identified in Strategy 8 and small area plans as part of implementation of the comprehensive plan.**

**A** Identify updates to LUO and zoning maps based on small area plans.



*For all developments, especially those near water bodies, best practices to increase conservation development and reduce stormwater runoff can be implemented to enhance aquatic ecosystems. The Green Growth Toolbox can be a resource for practices.*

### Goal 3: Support development patterns that advance climate action goals and environmental protection.

#### Strategy 3.1: Pursue development provisions that preserve and maintain natural areas by incorporating environmentally sensitive development and building practices, including redefining pervious pavers and pervious surfaces. Address potential conflicts between land use goals, stormwater and water quality in the land use ordinance and development review process.

**A** Continue to examine and update standards for conservation lands, wetlands, and steep slopes to future best practices. Preserve smaller hydrology features in addition to named feeder systems and how natural areas and permeable surfaces can manage urban heat island effect and water run-off management in all planning areas. Educate the public and private landowners on up-to-date conservation practices and rationale to help maintain protection of publicly- and privately-owned natural areas.

**B** Evaluate and build on vegetative standards in the development review process.

**C** Review and update open space requirement and coordinate with goal of reducing impervious surfaces within the open space.

**D** Liaise with UNC Chapel Hill's Facilities Planning Department and private citizens, where possible, to seek opportunities to formalize Carolina North Forest as a nature preserve and recreational open space. In 2011, the University recorded permanent easements for Conservation Area C, Bolin Creek West Conservation Area totaling 183 acres within Carrboro in 2011. This permanent easement describes permitted uses, including research and recreation, and includes a land management plan. The 2009 Carolina North Agreement with the Town of Chapel Hill also established the Bolin Creek 100-year Limited Development Area, totaling 53 acres, within Carrboro (Article 5.5.2).

Existing trails on these parcels are open to the public and managed by the Carolina North Land Management Office, UNC Grounds Services Department.

The University owns 9 parcels within Carrboro totaling 428.6 acres within the Town of Carrboro town limits and 4 parcels totaling 414.7 acres in Carrboro's extra territorial jurisdiction. The properties are a mix of undeveloped acreage and developed parcels adjacent to University Lake and campus. More than half of the parcels owned by the University in the Town of Carrboro and ETJ are recorded as permanent conservation easements or limited development areas until 2109.

**E** Identify the opportunity for cluster development, low-impact development, brownfield redevelopment, transit-oriented development, and native "greenscape" requirements in future development plans.

**F** Continue preservation of urban tree cover/forests. The LUO requires minimum tree canopy coverage in new developments with varying percentages for residential and nonresidential uses. Improve data collection on tree cover and the carbon sequestration value of existing forest species. Educate the public on the benefits of urban tree cover, such as reduced heat island effect and improved air quality. Support community-member driven initiatives to collect data on tree cover and educate members on the carbon sequestration value of the existing forests and tree cover. Create systems to maintain the data. Calculate annual carbon sequestration values as tree cover is preserved.

**G** Regularly assess standards and ordinances for current best practices or issues on a rolling schedule so that each is updated on a 5-year basis.

"It is important to elevate the good fortune we have with the forest. It adds to the air quality, ambiance, and sense of place. It's all cross-cutting. It's a destination and treasure to be thoughtful of. The forest and surface waters – Morgan Creek, Bolin Creek, Toms Creek, Jones Creek – they are complex to protect but very impactful." – *Task Force comment*

### Goal 4: Promote land use planning and development that reduces GHG emissions through reducing auto-dependence.

#### Strategy 4.1: Update the Land Use Ordinance to be consistent with the goals of the Comprehensive Plan.

**A** Develop a process to update the Land Use Ordinance including the following topics: Accessory Dwelling Units (ADUs), Junior Accessory Dwelling Units (JUDA) under 500 sq. ft. interior or attached to homes, parking standards, short-term rentals, bulk standards for residential development, and consideration of new overlay districts.

**B** Pursue updates to the Land Use Ordinance to facilitate the development of 15-minute neighborhoods, such that all daily needs outside of employment can be found within a 15-minute walk.

**C** Update parking requirements to remove minimum requirements for residential development close to transit (including affordable housing, accessory dwelling units, and the residential components of mixed-use developments) to reduce impervious surfaces and make more efficient use of land.

### Goal 5: Expand appropriate development opportunities that meet the goals of the comprehensive plan.

#### Strategy 5.1: Increase the amount of land available for commercial, light industry, and mixed-use development.

**A** Update zoning to allow for greater density of development in the downtown and near key nodes. See Corridor Maps in this chapter for proposed locations.

#### Strategy 5.2: Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.

**A** Update and clarify the roles of each commission or advisory board. Develop clearly defined roles for each commission and board, their duties and focus areas, and how they interrelate to other commissions and boards.

**B** Create a timeline for each project's review. Develop a project timeline for each development review laying out the responsibilities of the Applicant and Town at each step in the process.

**C** Develop written standards for review of projects. Written standards for each board and commission responsible for development review can help streamline the review process.



Image Credit: Donn Young for Chapel Hill/Orange County Visitors Bureau

## Rural Buffer Area

The Orange County – Chapel Hill – Carrboro Joint Planning Land Use Plan and Map defines a Rural Buffer Area outside of Carrboro's city limits and planning jurisdiction. The Rural Buffer is a planning and zoning area that was created by the Joint Planning Agreement (JPA) between Orange County, Carrboro and Chapel Hill. The rural buffer, which surrounds Carrboro and Chapel Hill on three sides, is within Orange County's planning jurisdiction. The area has a very rural feel and is characterized by low density residential development (allowable densities do not exceed one dwelling unit per two acres), is served by private wells and septic systems and promotes agricultural uses and enterprises. The rural buffer aims to limit urban sprawl and promote more dense development within the limits of Carrboro and Chapel Hill. Denser land uses allow for less intensive uses in the buffer and more preservation. The buffer also helps to protect critical watersheds used for drinking water and the diversity of plant and animal species, both year-round and migratory.



## Goal 6: Improve access and availability of Town Parks and schools to meet recreation and educational needs.

### Strategy 6.1: Identify additional park space needed to serve residents within a 10-minute walk.

**A** Utilize race and equity criteria as factors in siting new parks, park features, and programming.

**B** Focus on connectivity between parks through bike facilities, sidewalks, micro-mobility and transit.

### Strategy 6.2: Coordinate with Orange County and Chapel Hill-Carrboro Schools regarding school siting, capital needs and improved access via bike facilities and sidewalks.

**A** Coordinate siting of new schools such as land set aside in Twin Creeks Park and the Greene Tract.

**B** Coordinate capital needs for existing schools in terms of additions, outdoor amenities on school grounds.

**C** Improve access to schools via bike facilities and sidewalks.

## Goal 7: Preserve the architecturally significant and historic properties and districts in Town that reflect the range of cultures and experiences in Carrboro.

### Strategy 7.1: Review and Update Neighborhood Preservation Districts.

**A** Update Neighborhood Preservation Design Guidelines to reflect ways to promote equitable design and preservation.

**B** Continue to work with property owners interested in nominating their area as a new Neighborhood Preservation District.

### Strategy 7.2: Create a local historic landmark property program.

**A** Add a nominating process for designating local landmarks to the Land Use Ordinance that reflects the range of cultures and historic development in Carrboro.

**B** Plan for walking tours, plaques and/or online recognition of historic properties including highlighting historic truths of the community.

**C** Study and seek public input on whether to establish landmark restrictions such as demolition delays.

### Strategy 7.3: Assist property owners who seek to nominate their property to the National Register of Historic Places.

**A** Continue to provide historic records and other support to property owners seeking historic register status such as land record and NC State Historic Preservation Office (NCSHPO) records.

**B** Provide recognition through plaques and/or online recognition of properties on the National Register.

**C** Continue the historical marker program adopted by the Town Council on February 5, 2002 and the Historic Carrboro Plaque Program supported by the Town Council on October 21, 2008.

**D** Explore becoming a Certified Local Government to receive funding and technical assistance from the Federal Historic Preservation Program.

## Goal 8: Plan for future land uses that advance goals and strategies in the comprehensive plan and protect, enhance, and complement the unique character of each area.

### Strategy 8.1: Plan for balanced growth at key nodes and corridors that further the goals of this plan. The Future Land Use Map shows existing and future land uses. Specific changes in land use are identified in the Corridor Plans.

**A** Facilitate small area plans for areas identified for future growth and development, such as along transit corridors and nodes throughout the Town.

**B** Update the LUO based on recommendations in the comprehensive plan and subsequent small area plans.

# Existing Land Use

The Existing Land Use map identifies the current use of parcels throughout the Town. The map represents current land uses, not zoning designations.

## Land use definitions:

**Agriculture:** farm use for tax purposes

**Business/Commercial:** all commercial land uses (e.g. offices, all non-residential, business uses excluding home businesses)

**Conservation Easement:** a voluntary, legal agreement that permanently limits uses of land in order to protect its conservation resources

**Development Application:** parcels with this designation either have a pending application being considered by the Town or have a vested right to build a project

**Government:** Town of Carrboro owned land not including parks

**Educational/Institutional:** land used for education and institutions, including universities, churches, the state of North Carolina, Orange County, and the Chapel Hill-Carrboro City Schools Board

**Industrial:** industrial land uses including distribution

**Mixed Use:** more than one land use on the same property including but not limited to residential and commercial uses

**Mobile Home Park:** residential mobile/manufactured homes

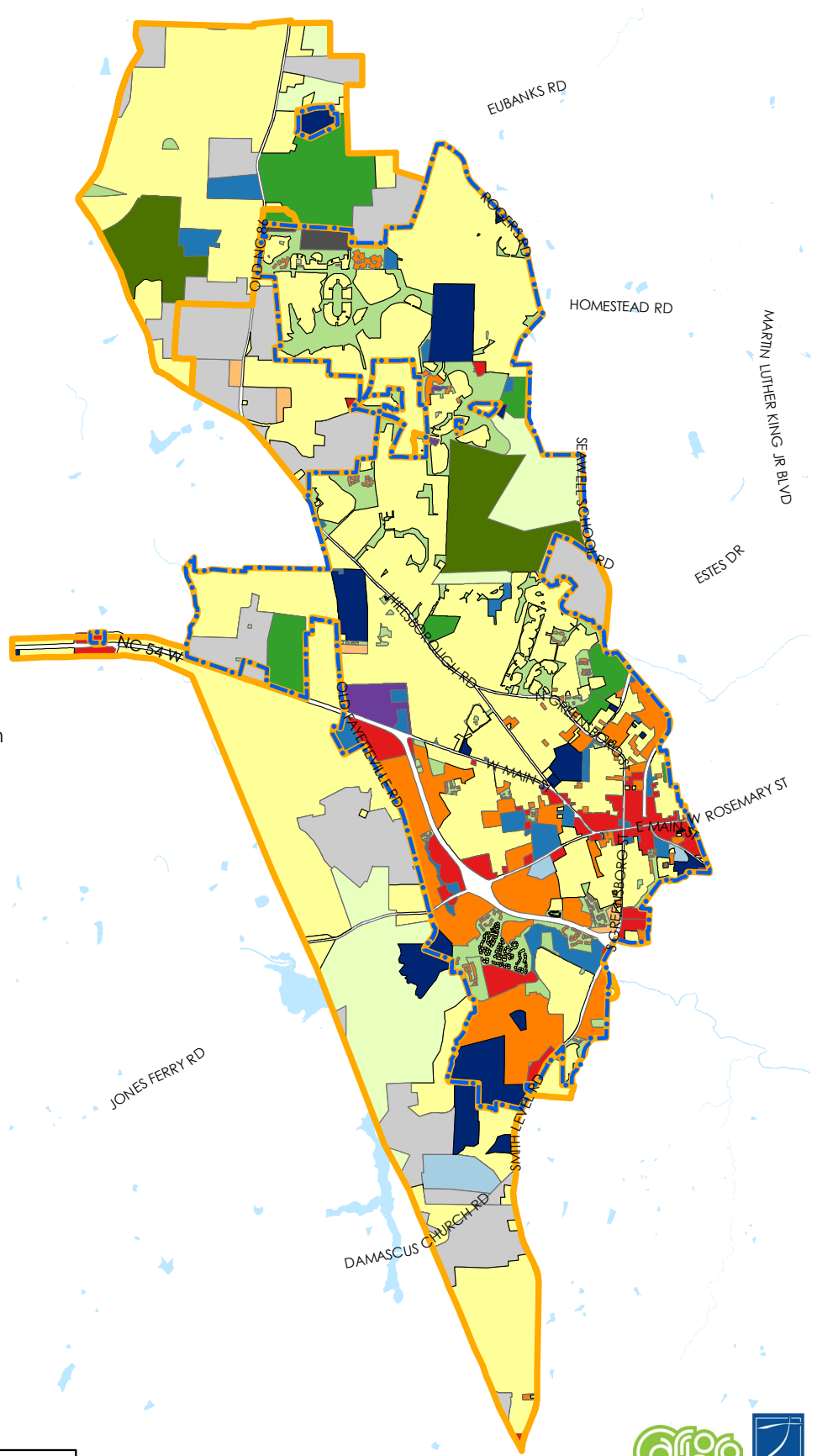
**Multi-Family Residential:** properties with three or more attached residential addresses on the same property (e.g. more than a single family residence or duplex, including townhomes, triplexes, quadraplexes, and apartments)

**Open Space:** privately owned dedicated open space as included in residential subdivisions

**Park:** Town of Carrboro and Orange County parks

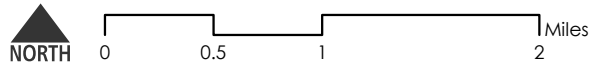
**Recreation/Natural Resources:** composed of three major parcels – University Lake, Carolina North Forest and Duke Forest – largely open, to some extent, for public access

**Residential:** includes all housing types with the number of units determined by the size of the lot and the zoning designation along with other constraints such as those found in the University Lake Watershed (WR).



**Existing Land Use Map**  
 Town of Carrboro Comprehensive Plan  
 4/28/2022

- Agricultural Use
- Business/Commercial
- Conservation Easement
- Development Application
- Government
- Educational/Institutional
- Industrial
- Mixed Use
- Mobile Home Park
- Multi-Family Residential
- Residential
- Open Space
- Park
- Recreation/Natural Resource
- Town of Carrboro Boundary
- Planning Jurisdiction Boundary





# Future Land Use

The Future Land Use Map identifies all existing and proposed land uses throughout the Town, Northern Study Area and Extraterritorial Jurisdiction. Specific changes in land use are highlighted on the corridor-specific maps that follow. **The Future Land Use Map is not a Zoning Map; rather it provides policy direction for the Town of Carrboro's land uses, rather than any regulatory direction.** The Zoning Map, which follows, will need to be updated over time based on the implementation of the Comprehensive Plan as described in the Implementation Chapter.

The Future Land Use Map shows all current uses plus proposed changes in use, as designated by a hatch line. Most of the planned changes in use are shown in greater detail in the Corridor Maps that follow. Further changes to both the Future Land Use Map and Corridor Maps are anticipated as part of the implementation of the Comprehensive Plan. Strategies and projects outlined in this plan call for developing small area plans to investigate more detailed land use recommendations including greater density near transit and key nodes, and more land available for affordable housing, commercial and light industrial development, and parkland.

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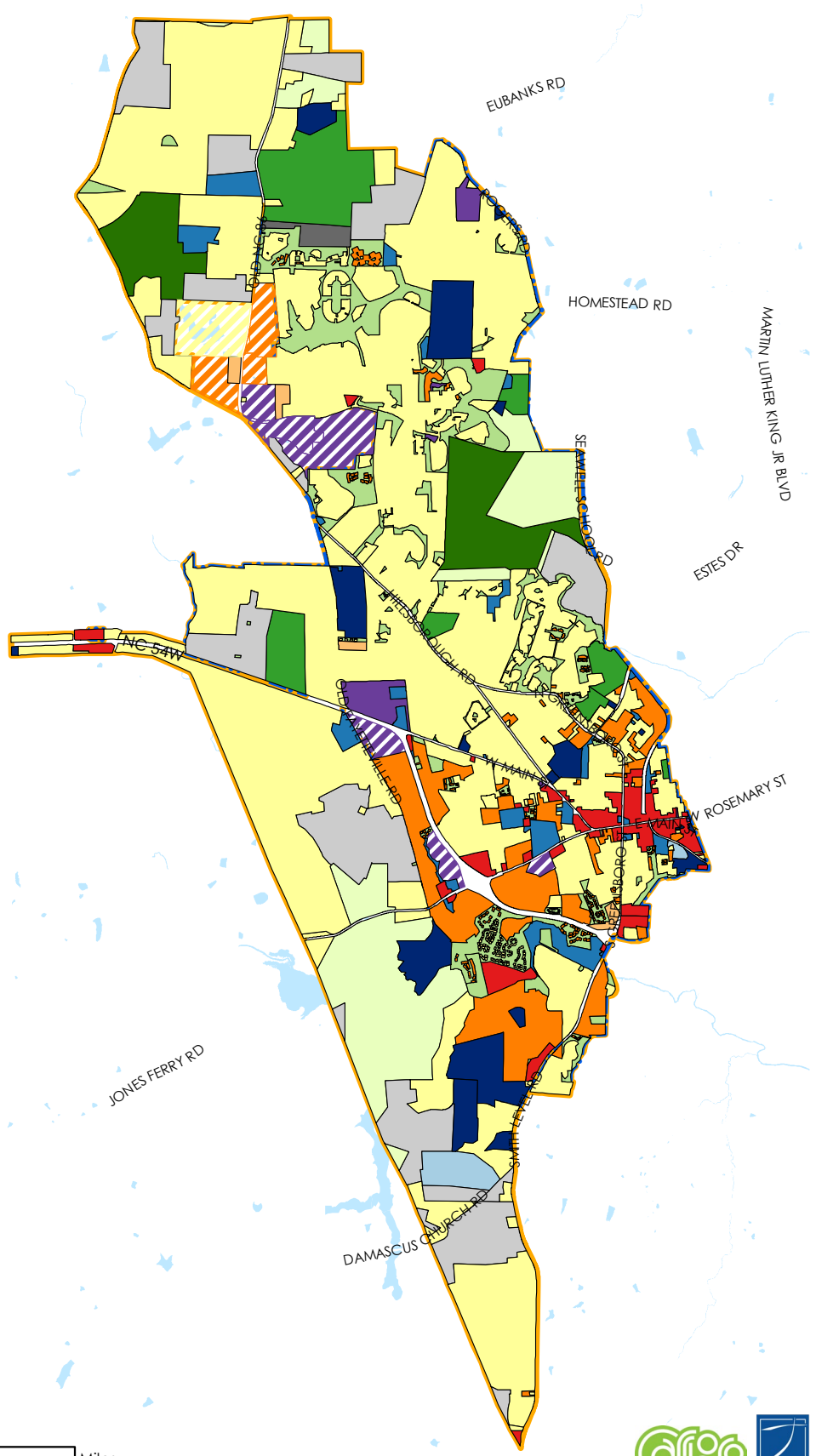
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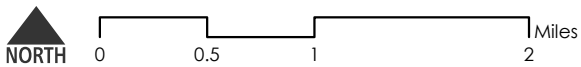


### Future Land Use Map

Town of Carrboro Comprehensive Plan

4/28/2022

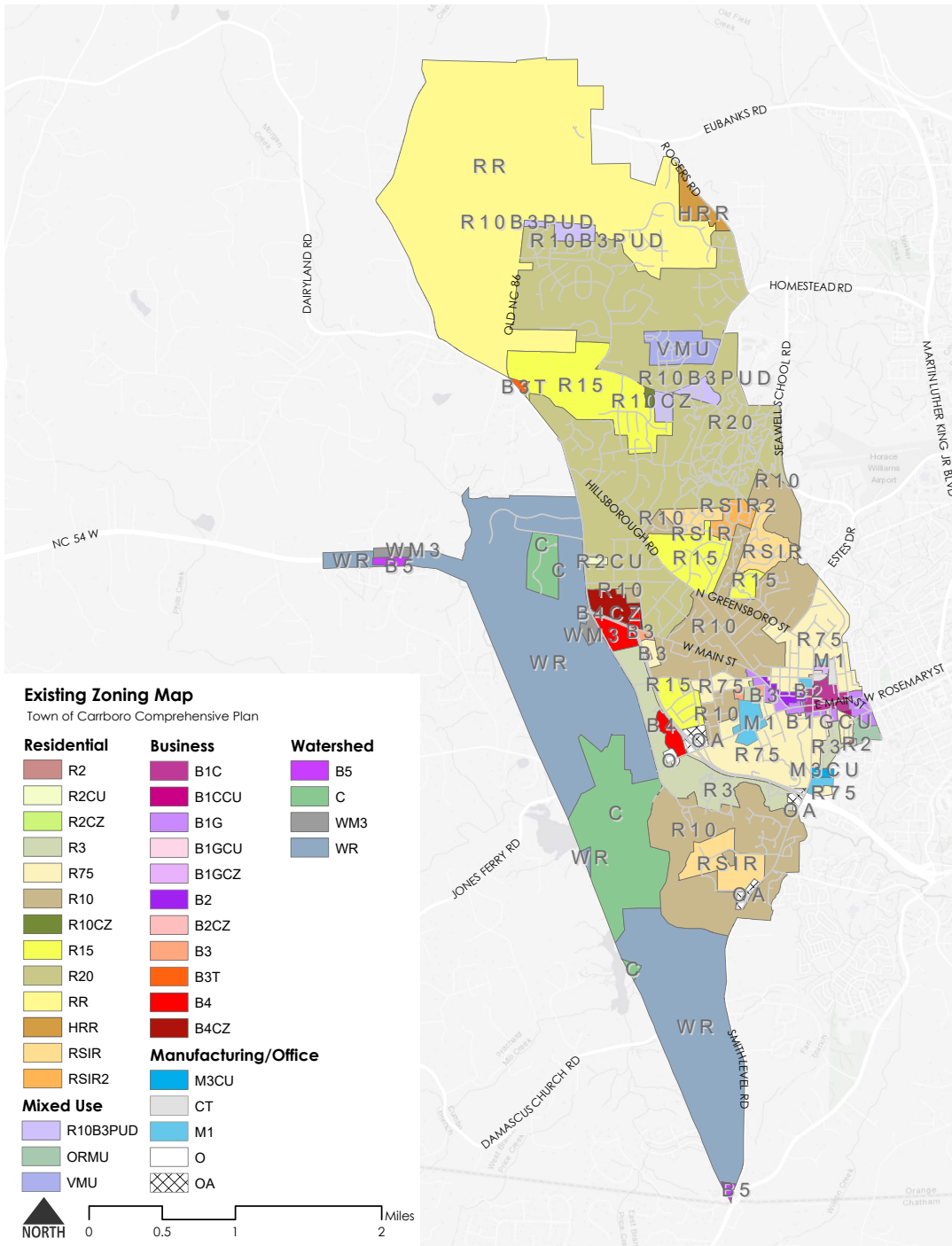
- Agricultural Use
- Business/Commercial
- Conservation Easement
- Development Application
- Government
- Educational/Institutional
- Industrial
- Mixed Use
- Mixed Use, Proposed
- Mobile Home Park
- Multi-Family Residential
- Multi-Family Residential, Proposed
- Open Space
- Park
- Recreation/Natural Resource
- Residential
- Residential, Proposed
- Town of Carrboro Boundary
- PJ\_and\_Town\_Boundary



# Zoning

The Town's Land Use Ordinance defines zoning text and the zoning map. As implementation of the Comprehensive Plan takes place, the Land Use Ordinance and accompanying Zoning Map will need to be updated accordingly, as described in the Implementation Plan Chapter of this plan.

[Please visit the interactive Carrboro webmap to zoom in and get a more detailed view of the zoning districts here.](#)





# Corridor Plans

The Town identified several corridors located throughout Carrboro and its jurisdictional boundary to evaluate the best course of action for existing uses and future development. These corridors were selected based on the results of community engagement calling for opportunities for growth and development to accommodate housing, especially affordable housing; commercial and industrial development; and public improvements and additional parklands.

Much like Carrboro is often described as an eclectic, quirky place that is unlike other towns, each corridor also has its own character and functions differently from one another, even along the length of a given corridor. Although there are some overlapping features, the intent was to examine each one, along with its nearby area, incorporate existing conditions, highlight upcoming projects being implemented by the Town, and consider proposed future projects from planning documents. This data, along with input from the extensive engagement process, led to the identified opportunities that further the goals of the comprehensive plan in these areas.

In no way does this mean that each corridor will change immediately nor should the recommendations listed be treated as solutions. The prospects shown and described are meant to be a baseline to spur additional input. The corridor maps aim to determine the optimal use of land that addresses cross-cutting elements from this comprehensive plan. These are not zoning maps and are not regulatory. Finding a common ground with the existing surroundings, preserving significant structures/properties, and selecting future development appropriate for each corridor will all be taken into consideration as each area develops over time.

## How to Use the Corridor Plans

The following corridors were defined to highlight recommendations for future land use and other related opportunities. These include:

- Jones Ferry Road Corridor and Downtown
- NC 54
- Rogers, Homestead and Old NC 86
- Estes and N. Greensboro

A narrative description is provided for each corridor along with two visuals: an Opportunity Map, and a Future Land Use Map. The Opportunity Maps outline current conditions and highlight opportunities (signified by numbers) and possible changes in land use (signified by letters). The Future Land Use map highlights existing and future land use. Changes in land use are shown as hatched and identified with letters that are described in the accompanying text.

"The corridor maps aim to determine the optimal use of land that addresses cross-cutting elements from this comprehensive plan. These are not zoning maps and are not regulatory. Finding a common ground with the existing surroundings, preserving significant structures/properties, and selecting future development appropriate for each corridor will all be taken into consideration as each area develops over time."

## Jones Ferry Road Corridor and Downtown

The vision for Jones Ferry Road (JFR) is to upgrade the roadway into a boulevard that provides access across Carrboro from NC 54 to Main Street and downtown and provides opportunities for new development and redevelopment to accommodate growth in this highly accessible area. North and South Greensboro Street provide a north-south roadway providing access to other areas of Carrboro and are home to a mix of older homes and businesses with more recent development, including the planned 203 Project.

The purpose of the JFR Corridor and Downtown Opportunity Map is to show ideas for improvements – from transportation to new uses – that would enhance the area. JFR has diverse land uses including a variety of housing densities and different types of businesses and services, including the new IFC building and the soon-to-be-completed Club Nova Clubhouse.

### Jones Ferry Road Corridor and Downtown Opportunities

(See Opportunity Map)

**1** Improve pedestrian safety and walkability at NC 54 and Jones Ferry Road, while reinforcing pedestrian and bike safety along the entire corridor, including protected bike lanes, improved crosswalks, potential pedestrian refuge islands, and an overall improved and safer pedestrian environment. At the time of plan adoption, protected bike lanes are being piloted on part of the corridor.

**2** Proceed with the Westwood Cemetery planning process in a way that considers the needs and interests of residents for interment, open space, and other potential uses.

**3** Identify potential commercial redevelopment along Main Street and Fidelity just north of Town Hall.

**4** Pursue either a Transit Overlay District and/or increasing allowable development density along Jones Ferry Road between Barnes and Main Street, along E. Main Street to the border with Chapel Hill, and along N. and S. Greensboro Street. A Zoning Overlay District may be needed to ensure the surrounding neighborhoods remain affordable.

**5** Add separated bike lanes on W. Main Street and consider traffic circles at Main and Weaver Street and Laurel and Weaver while improving pedestrian crossings between Town Commons and Weaver Street. (Note: traffic circles at these locations have been considered as part of past transportation studies.)

**6** Pursue redevelopment opportunities to enhance the availability of commercial and mixed-use development (including affordable housing) at N. Greensboro and Short St.

**7** In conjunction with the 203 Project, encourage development along the north side of Roberson for private and public outdoor seating and entertainment. Pursue the creation of a shared street to improve bike connectivity between the Libba Cotten Bike Path and PTA Bike Path.

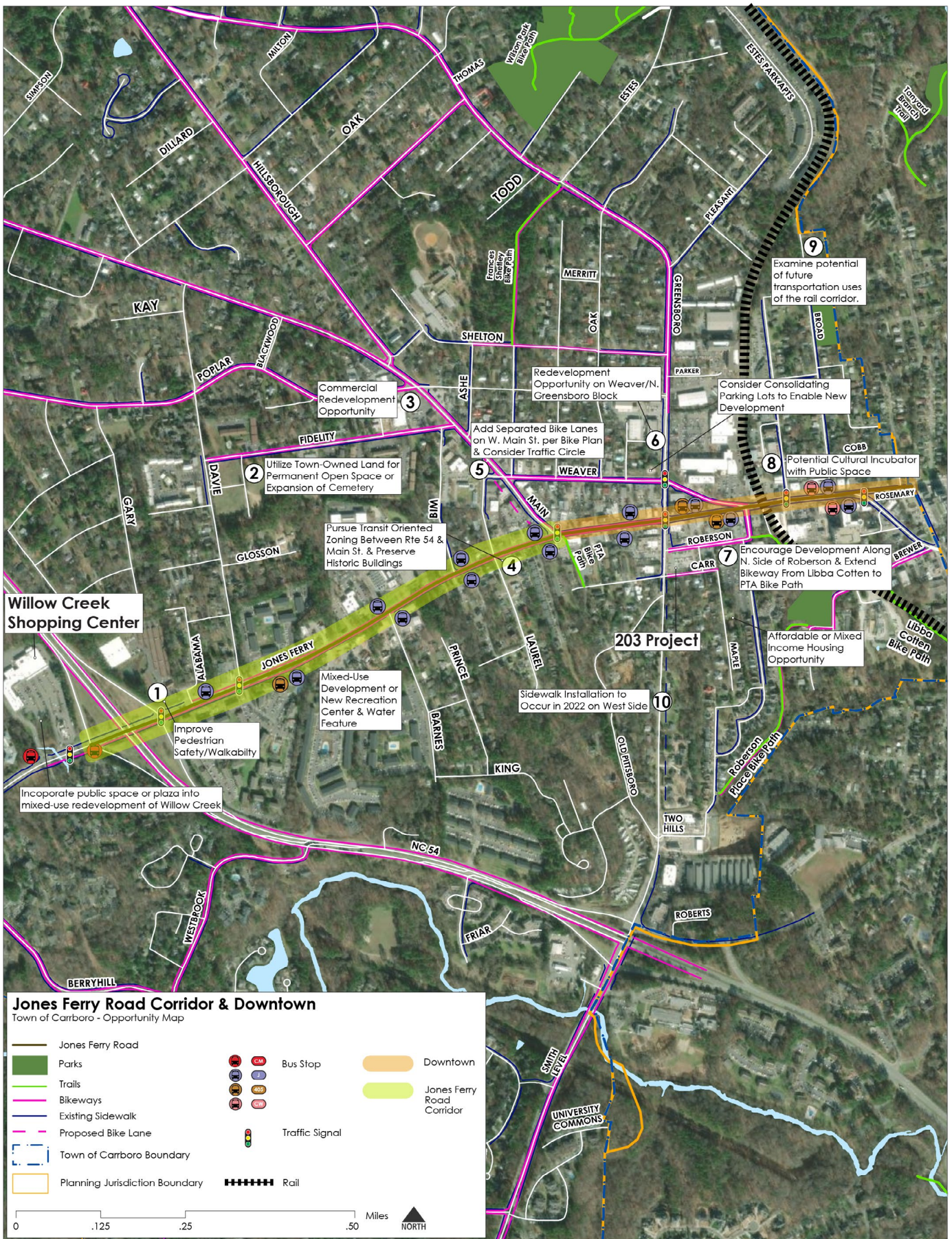
**8** Consider a cultural incubator with public amenities on the underused parking lot on the east side of the railroad tracks along E. Main Street, while ensuring there is adequate parking for all uses and preservation of existing historic structures.

**9** Examine potential of future transportation uses of the rail corridor.



▲ With the planned 203 Project, Roberson Street (Site 7) should be redesigned to be safer and more attractive for pedestrians and bicycles with a connection to the Libba Cotten Trail.







## Jones Ferry Road and Downtown Future Land Use

The future land use map acts as a vision for development and reinvestment opportunities. Several areas have been highlighted based on community engagement and current planning documents. The purpose here is not to necessarily replace existing properties but achieve a balance that acknowledges the present character of the corridor with new opportunities for development. This includes examining current uses that could be elevated to alternative uses based on appropriate development of surrounding sites.

### Jones Ferry Road Corridor and Downtown Sites

(See Future Land Use Map)

**A** Encourage the redevelopment of Willow Creek Shopping Center into a mixed-use business district with commercial retail, businesses, and mix of multi-unit housing types. Redevelopment should include a public gathering plaza and a pedestrian-oriented design that safely accomodates all modes of transportation.

**B** Plan for new, mixed-use development that would include an affordable housing component and/or pursue the site for a new Recreation Center with a pool or other water feature. The site is currently an industrial use that could be relocated to another, less central location in Town.

**C** Increase options for accessing the downtown that minimizes dependency on cars and discourages the construction of additional parking infrastructure.

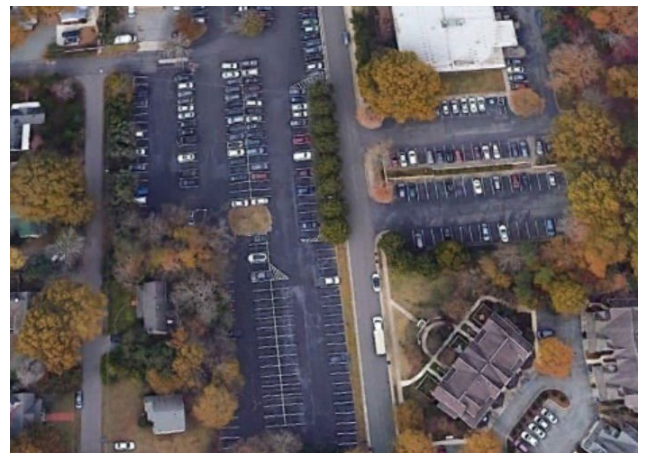
**D** Develop new affordable housing that is appropriate for potential sites and the corridor overall. Also, pursue consolidation of overflow parking for Carr Mill Mall and other downtown businesses.



*Examples from a redesigned downtown street next to a cultural institution that blends new and old and provides spaces for all users in a comfortable, pedestrian scale.*

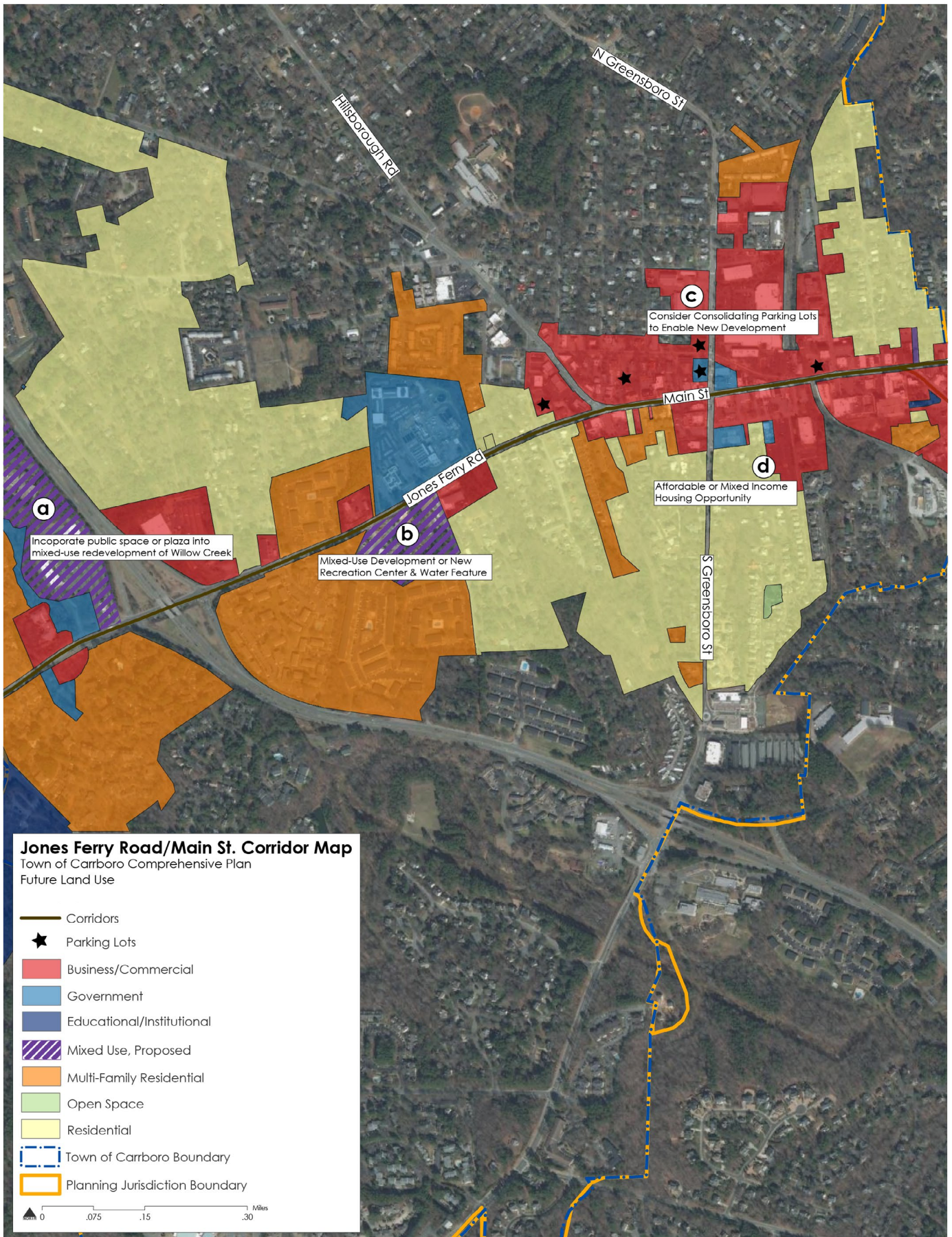


*Example of mixed-use development with housing over small businesses.*



*Underutilized sites such as this on Sweet Bay (Site D) could accommodate affordable housing and locally-owned businesses as well as offer sufficient parking to serve downtown businesses.*







## NC 54 Corridor

NC 54 is a northwest-southeast arterial with a highway-like design with commercial, institutional, and multi-family housing on both sides, plus open space on the east side. Beautification and traffic safety measures should be used to create an urban boulevard feel to the roadway. The corridor was developed to include larger multi-family units providing a critical source of housing that has been relatively affordable for families, local workers and students. Some of these multi-family developments may have excess parking or inefficient layouts that could become opportunities for new housing development.

The corridor intersects with Jones Ferry Road on the southern end, connecting it to a transitional downtown area and other highway networks, eventually merging into 15-501. It is served by existing transit, specifically CW & CM Bus Lines and allows bicyclists to ride along the roadway shoulders, which should be improved for comfort and safety of bicyclists.

The idea for the NC 54 Corridor is to add multi-modal amenities to enhance walkability and bikeability, improve existing developments with more pedestrian-oriented features, pursue infill development of affordable housing, and create new public or private spaces.



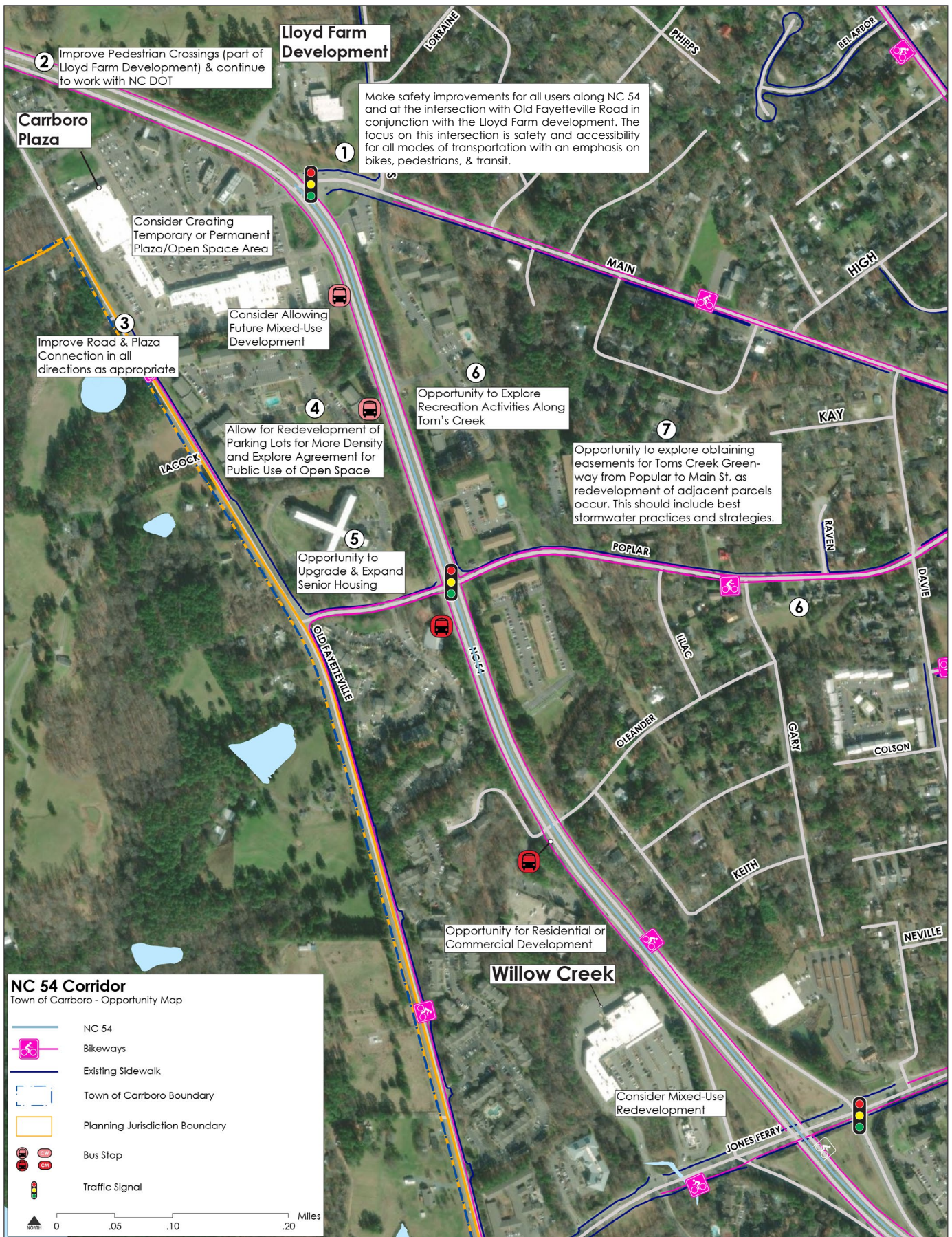
### NC 54 Corridor Opportunities

(See Opportunity Map)

- 1** Make safety improvements for all users along NC 54 and at the intersection with Old Fayetteville Road in conjunction with the Lloyd Farm development. The focus on this intersection is safety and accessibility for all modes of transportation with an emphasis on bikes, pedestrians, & transit.
- 2** Continue to work with NCDOT to make additional pedestrian crossing improvements to access and improve bus stops on both sides of NC 54.
- 3** Improve the roadway and plaza connection between Carrboro Plaza and surrounding residential developments.
- 4** Allow for redevelopment of underused parking lots in larger developments for either greater open space and/or new housing units.
- 5** Opportunity to upgrade and expand existing senior housing while also continuing to preserve affordable housing developments, such as Carolina Spring.
- 6** Explore recreation opportunities along Tom's Creek.
- 7** Opportunity to explore obtaining easements for Tom's Creek Greenway from Poplar to Main St, as redevelopment of adjacent parcels occur. This should include stormwater best practices and strategies.

*Carrboro Plaza and Berkshire Manor (Site 3) can be improved through new mixed-use development opportunities to become a more walkable area through better connections, redesigned and more compact parking areas, and sites for affordable and mixed-income housing.*







## NC 54 Future Land Use

Several properties have been selected based on their potential to see additional development, affordable housing and quality public or private spaces. Through reinvestment and redevelopment, new mixed-use development and affordable housing opportunities could become available to accommodate growth and development that is accessible to transit, shopping, and other amenities.

### NC 54 Corridor Sites

(See Future Land Use Map)

**A** Consider mixed-use redevelopment of Willow Creek. (See Jones Ferry Road Corridor for more details.)

**B** Opportunity for redevelopment for residential or commercial development to replace office building on NC 54.

**C** Pursue upgrades to or redevelopment of Carrboro Plaza, including allowing future mixed-use development and a public plaza for special events, gatherings and possible location for cultural markets and festivals.

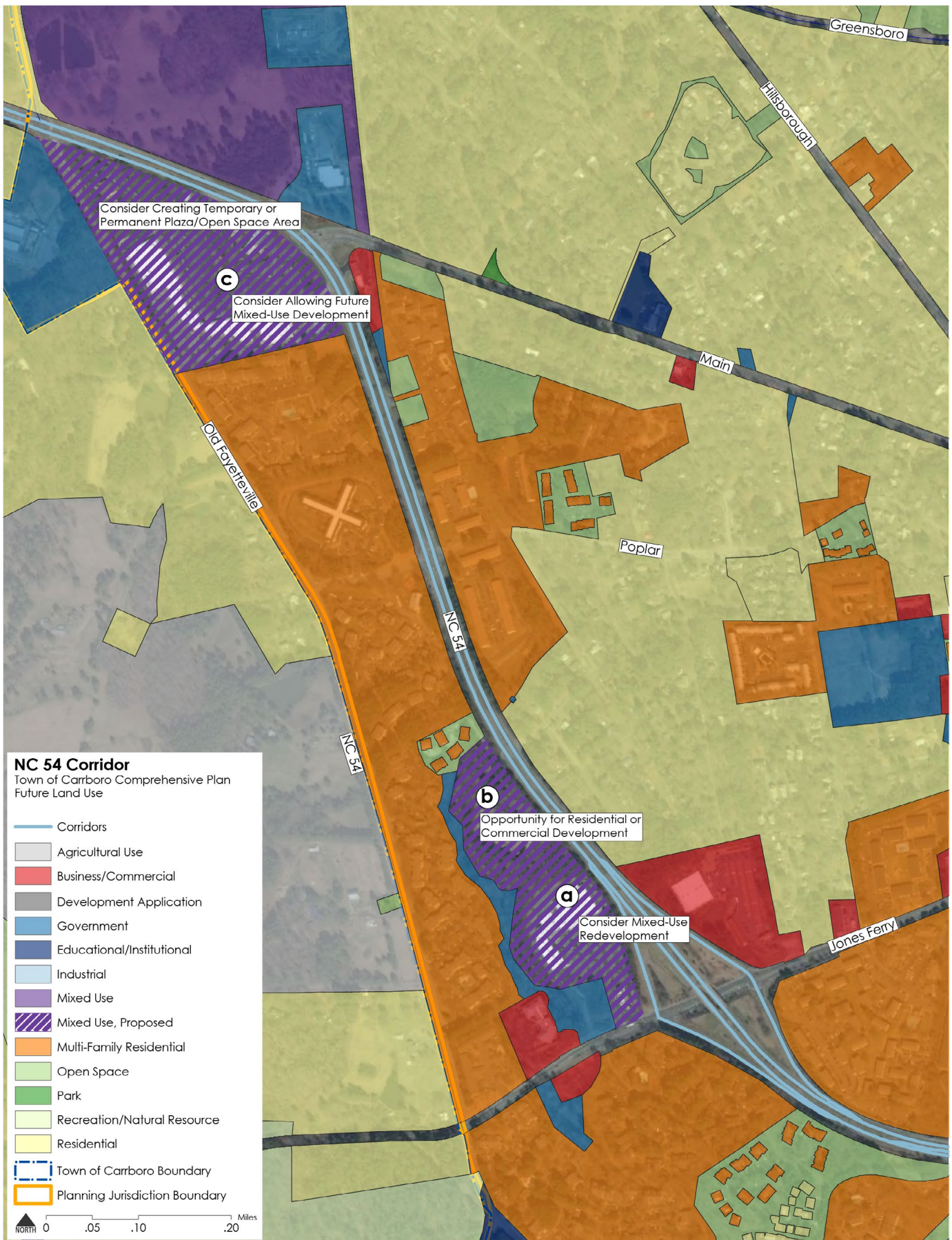


*Willow Creek Shopping Center (Sites A and B) and vacant former office site on Route 54 (Site A) could be redeveloped with locally owned stores and restaurants, affordable and mixed-income housing, and a public plaza.*



*Examples of office over retail that could be a part of the redevelopment of the vacant office site on Route 54 (Site B).*







## Rogers, Homestead and Old 86 Corridor

Located in the northern portion of Carrboro's jurisdiction, the area has a largely suburban, residential design with schools and churches distributed across the area and blending into the rural area. The Rogers Road area is home to a historic Black neighborhood and the RENA Community Center (located just east of Rogers Road in Chapel Hill but serving the entire neighborhood). There is a mix of residential, open space, and institutional uses. The area is served by existing amenities such as bike lanes, trails, sidewalks, and the HS Bus Line, but residents are largely dependent on cars to reach many destinations such as downtown and other commercial areas.

The Rogers & Homestead Opportunity Map is meant to facilitate additional connections and amenities for residents, particularly to serve the families and residents of the Rogers Road area.



Planned St. Paul Village (Site 2) is planned for the corner of Rogers Road and Purefoy on a 20.4 acre site. It will include a new worship sanctuary, senior and affordable housing, child care, youth and senior centers, a health clinic, historical museum and memorial garden.



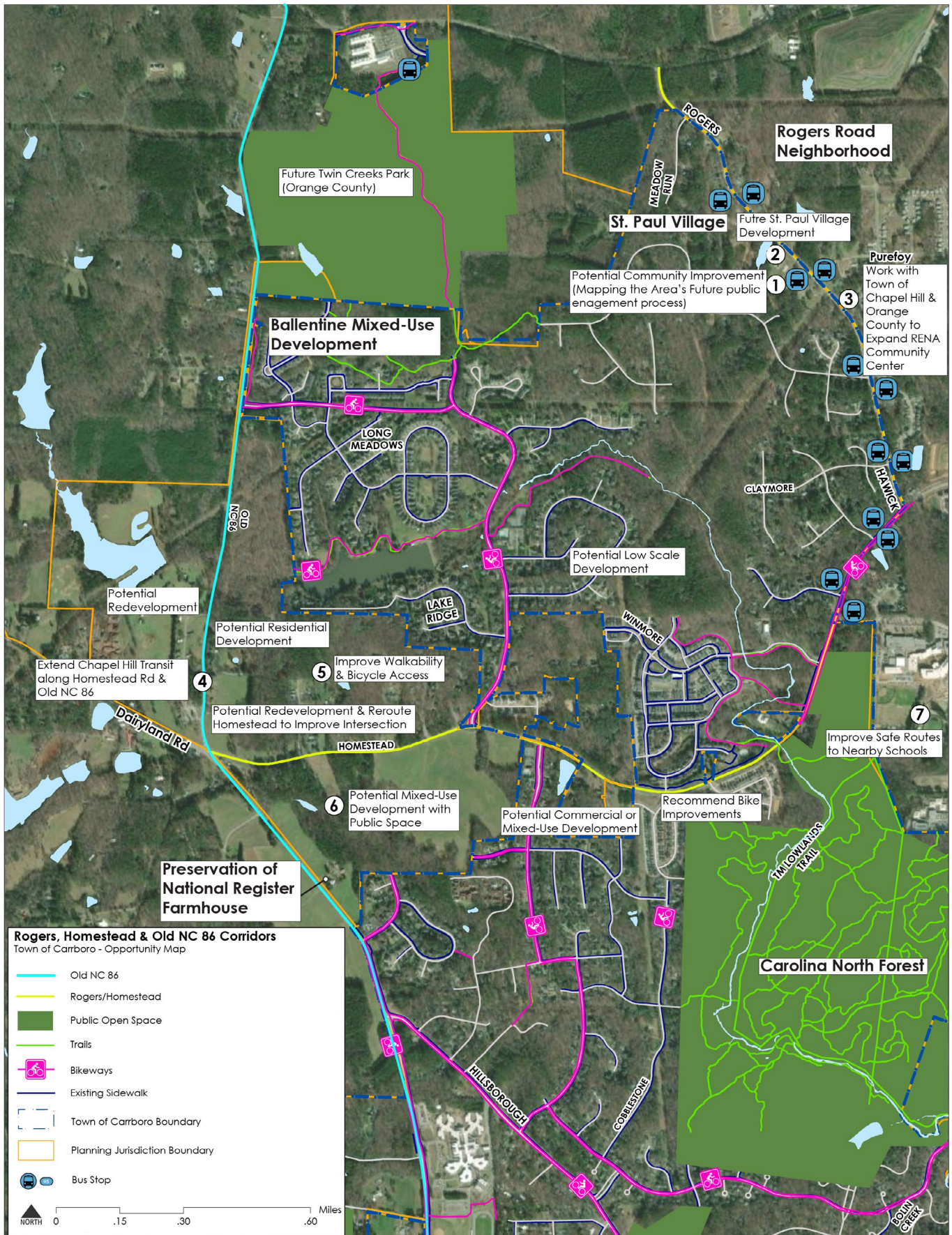
New amenities should be planned for the Rogers Road area including expansion of the RENA center and new features, such as the possibility of a splash pad, such as this one from Little Rock, AK.

### Rogers, Homestead and Old 86 Corridor Recommendations

(See Opportunity Map)

- 1** Plan for community improvements for the Rogers Road area consistent with the *Rogers Road: Mapping Our Community's Future Plan*.
- 2** Future St. Paul Village improvements including senior and affordable housing, child care, youth, senior center, recreational facilities, a wellness center, health clinic, historical museum and memorial garden.
- 3** Work with the Town of Chapel Hill and Orange County to expand RENA Community Center to provide additional recreational and education opportunities to the Rogers Road community.
- 4** Extend Chapel Hill Transit along Homestead Road and Old NC 86 to extend service to this section of Carrboro as the demand for transit increases.
- 5** Plan for bicycle facilities to serve the Homestead Road Corridor and development on both sides of Old 86.
- 6** Plan for mixed-use development to provide a destination for the surrounding areas while preserving open space, water resources and bike and pedestrian access in new development.
- 7** Improve safe routes to Seawell Elementary School, Seawell Middle School, and Chapel Hill High School.







## Rogers, Homestead and Old 86 Corridors Future Land Use

To further goals of adding more commercial and mixed-use development throughout Town, two sites are identified in this area that provide opportunities for small, infill development that would serve the immediate residential areas. In general, “infill” or “small-scale” development refers to development that fits the context of its surrounding area and provides amenities that relate to other suitable uses.

Both sites are located near developed areas, with opportunities to create trails, bikeways, and sidewalks for people living in the area. As the area evolves over time, coordination with the Town of Chapel Hill is also important and highly encouraged as development occurs near the corridor, which could affect its character. Additionally, another potential use to consider is light industrial in select areas where it is deemed appropriate given surrounding uses.



*Careful planning is needed to accommodate new, mixed-use development at the intersection of Old NC 86, Homestead Road (Site H) that protects natural resources and the historic farmstead.*

### Rogers, Homestead and Old 86 Corridor Sites

(See Future Land Use Map)

**A** Potential Community Commercial on the west side of Rogers Road north of Purefoy Drive in alignment with Rogers Rd. Neighborhood Zoning Initiative.

**B** A small node was approved as part of Ballentine’s rezoning, with a mix of development types that remains consistent with the approved conditional use permit (special use permit).

**C** Plan for residential and mixed-use development along the west side of Old NC 86.

**D** Consider land for small-scale, mixed-use development.

**E** Plan for mixed-use development with a commercial node at Old NC 86 and the northwest side of Homestead Road.

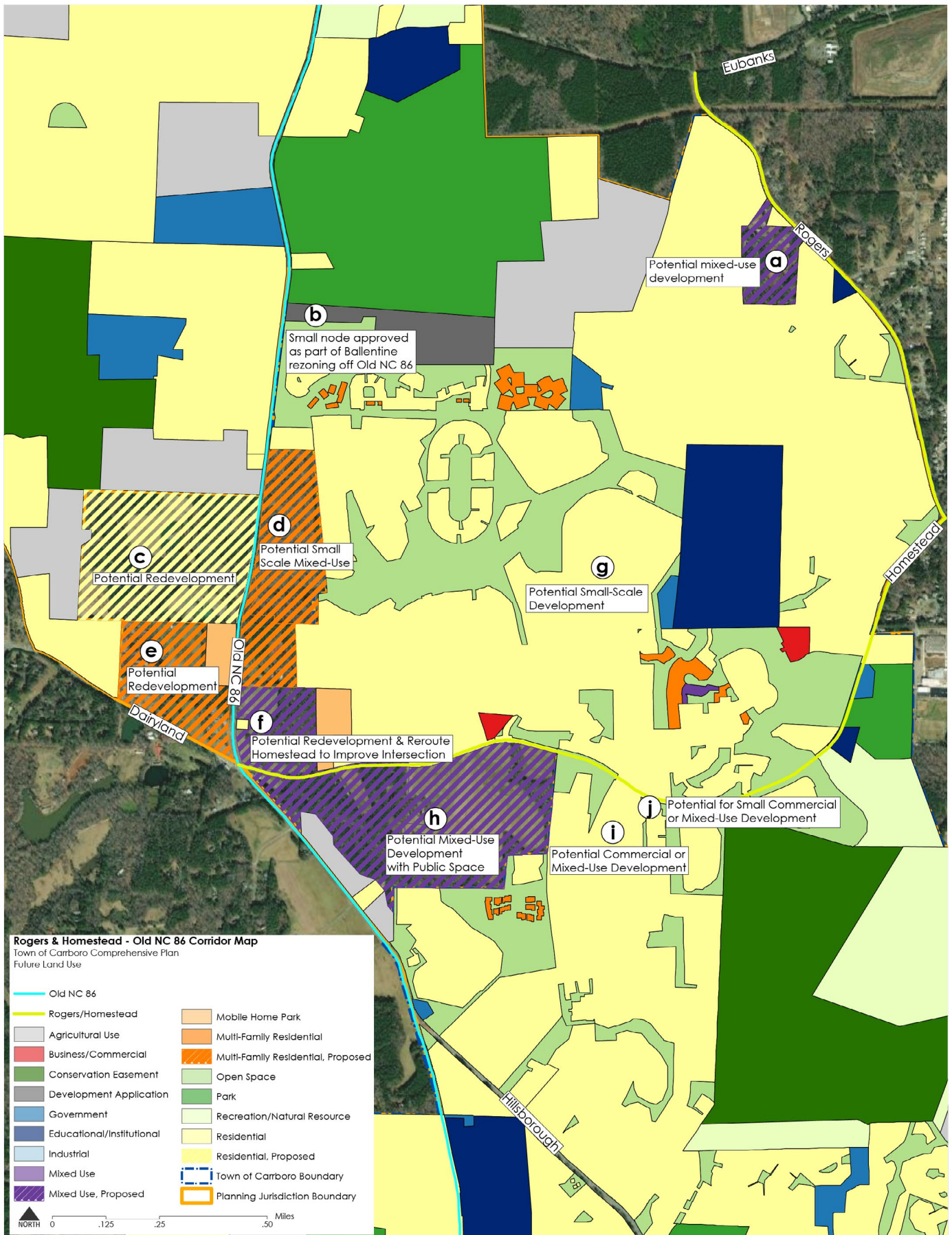
**F** Plan for mixed use development and a rerouting of Homestead Road to improve the intersection.

**G** Potential for low-scale, infill commercial space next to Lake Hogan Farms Clubhouse, such as office, retail, or a cultural amenity.

**H** Plan for mixed-use development and a commercial node or a recreational center with pool or water feature at Old NC 86 and the south side of Homestead Road.

**I** Plan for commercial or mixed-use development with a buffer between the use and nearby low-density housing.

**J** Potential for a small commercial or mixed-use development at Homestead and Bellamy Lane.





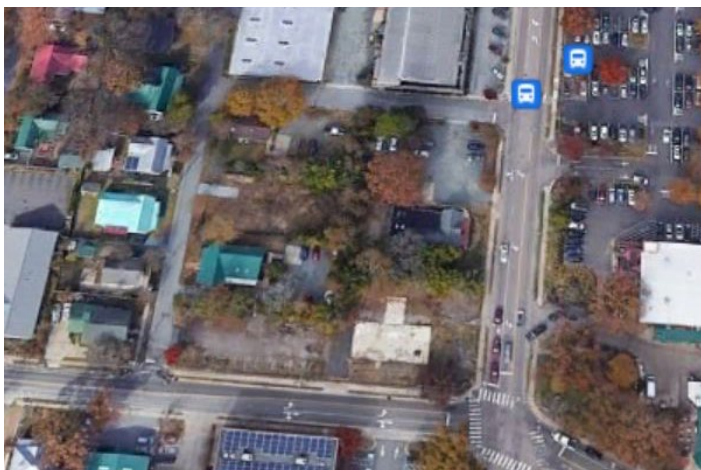
## Estes & N. Greensboro Corridor

Estes & North Greensboro has open space, institutional, residential, parks, multi-family, and commercial land uses. With proximity to the downtown area, the corridor is served by bikeways, sidewalks, trails, and transit, the N Bus Line.

The intent is to make improvements in this area that consider redevelopment opportunities or additions as appropriate in key sites, preserve significant properties, and create a transition to the downtown core.



*Chapel Hill Public Housing (Site 3) should be redeveloped to provide critically needed housing for very low-income households with improved amenities and open spaces for the residents.*



*The vacant site at the northwest corner of Weaver and N. Greensboro (Site A) is a critical site for mixed-use development to support local stores and/or restaurants and affordable housing.*

### Estes and N. Greensboro Corridor Opportunities

(See Opportunity Map)

- 1** Add separated bike and pedestrian facility on Estes Road between N. Greensboro and Chapel Hill.
- 2** Extend Chapel Hill Transit N Bus Route southwest to N. Greensboro traffic circle.
- 3** Work with Chapel Hill Public Housing to redevelop and provide additional, high-quality public housing units.
- 4** Work with landowner to encourage additional landscaping and Green Stormwater Infrastructure (GSI).
- 5** Identify and consider additional density, where appropriate, to allow for housing or mixed-use development along N. Greensboro St.
- 6** Preserve Mill homes and other significant properties as additional growth and development occurs.
- 7** Pursue consolidation of parking lots to enable new development.
- 8** Improve landscaping and stormwater detention to reduce runoff.
- 9** Increase multi-modal infrastructure along N Greensboro Street.

### Estes and N. Greensboro Corridor Sites

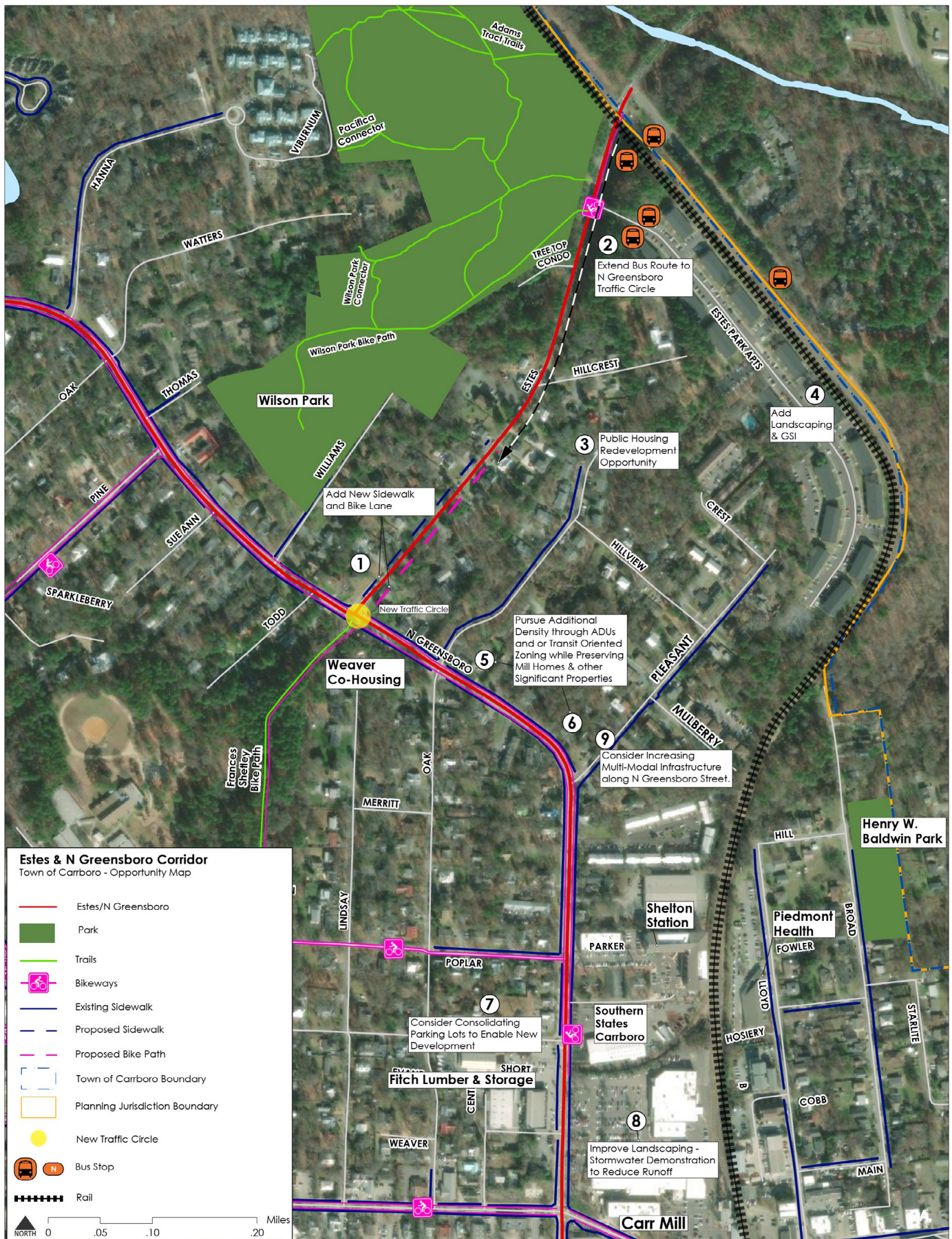
(See Future Land Use Map)

- A** Potential for additional commercial or mixed-use development along Weaver Street to provide additional commercial opportunities for the downtown.

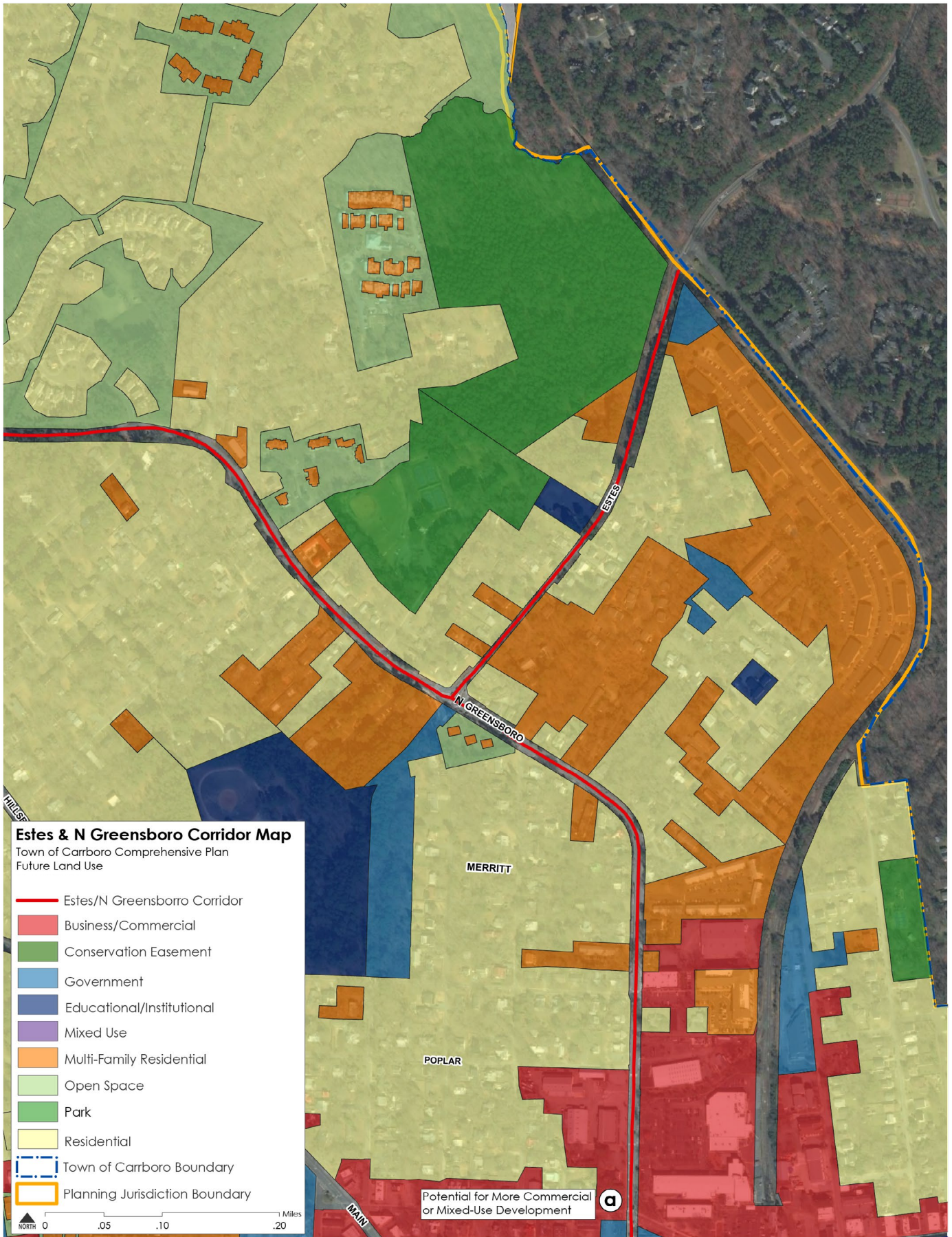


*The Landings in the Winmore neighborhood is an example of the scale and amenities for affordable housing that could serve as a template for new housing near the downtown such as at Site 3.*









# Related Strategies & Projects in Other Chapters

## Climate Action and Environment

- Conserve and restore watersheds, ecosystems, and native species.
- Work with OWASA and Town of Chapel Hill to improve riparian vegetation condition along sanitary sewer rights of ways and greenways.
- Expand stormwater management measures as part of ecosystem enhancement, watershed restoration, climate resilience, and quality of place improvements.
- Promote policies to ensure equitable distribution of environmental burdens and access to natural areas and ecosystems to be equitable across race, income, and ability, especially in neighborhoods that have been denied and historically underserved.

## Transportation & Mobility

- Improve transportation options for all communities, with a focus on incrementally shifting transit stops to denser areas to serve as connections between residences and points of interests while limiting displacement impacts on marginalized populations.
- Work with transit partners, the Town of Chapel Hill, and UNC to develop longer-range plans for Bus Rapid Transit (BRT), improved connectivity, connections to regional transit services, park-and-ride facilities, and transit-supportive land use development such as pedestrian-friendly, high-density, and mixed use.
- Reduce negative effects of parking requirements on housing costs.

## Green Stormwater Infrastructure, Water, & Energy

- Update stormwater management practices to improve water quality.
- Address the effect of development on stormwater management.
- Continue to Implement watershed management and restoration practices.
- 80% reduction 2010 levels of community greenhouse emissions attributed to Carrboro buildings by 2030.
- Host renewable energy sites in the business district, among clustered commercial buildings, or Town buildings.

## Affordable Housing

- Meet the demand for affordable units for different types of households for households up to 80% of AMI.
- Support and build upon the land trust model and investigate other examples to acquire as well as keep housing permanently affordable, such as cooperative housing.
- Increase number of rental units that are permanently affordable to individuals and families earning up to 60% of AMI with a particular focus on those earning less than 30% AMI.
- Partner with existing rental developments to investigate strategic additions of new affordable units.
- Create redevelopment incentives that include affordable housing set-asides for rental housing units.

- Continue to support rental housing development through the Affordable Housing Fund and leveraging other resources.
- Expand the provision of Accessory Dwelling Units.
- Preserve existing mobile home parks and identify possible locations for additional mobile and manufactured housing.
- Maintain and improve the quality of Naturally Occurring Affordable Housing (NOAH).

### **Economic Sustainability**

- Promote economic development that is resilient, promotes excellence in design, reinforces a sense of place, expands commercial development opportunities, promotes infill development, and reduces the tax burden on residents.
- Support well-planned and designed, higher density and mixed-use development in the downtown.
- Strengthen other business districts and commercial areas in Carrboro's neighborhoods.
- Promote the green economy including local innovators and low-impact industries.

### **Recreation, Parks & Culture**

- Strive for a park, play field, or other green space within walking distance (e.g. half-mile or 15-minute walk) and physically accessible to all residents in Carrboro.
- Prioritize access for Black, Indigenous and People of Color (BIPOC), immigrants, and other underserved communities in siting new park and recreation facilities or improving access to existing parks and facilities, including the number of entrances, access points, and safe pathways to existing facilities, allowing more residents to be able to walk to a park.
- Pursue opportunities for new, expanded, or shared multi-purpose fields that can accommodate a range of activities and users.

- Identify new sites for recreational opportunities as part of future development in the Extra Territorial Jurisdiction (ETJ).

### **Public Services**

- To emphasize the protection of existing neighborhoods, development that is compact, energy-considerate and ecologically appropriate, therefore promoting trust, mutual respect, acceptance, happiness, and well-being.
- To evaluate and support commercial/office/business/residential mixed use developments in new or redeveloping areas in support of strategic priorities to diversify revenue streams and maintain ethnic and economic diversity.
- Maintain public buildings and grounds in an environmentally friendly manner so they are pleasant and safe gathering spaces.
- Increase the energy efficiency of municipal buildings

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#### ENDNOTES

1. U.S. Census 2020
2. Carolina Demography, 2019
3. Town of Carrboro and Orange County GIS