



# Agenda

## Planning Board and Board of Commissioners Joint Meeting

7:00 PM May 21, 2026

Board Meeting Room, Town Hall Annex, 105 E. Corbin St.

### 1. Call to order, confirmation of quorum, and public charge

The Hillsborough Board of Commissioners and Planning Board pledge to the community of Hillsborough their respect. The boards ask participants to conduct themselves in a respectful, courteous manner with the boards and with fellow participants. At any time should any member of the boards or any participant fail to observe this public charge, the Planning Board chair or their designee will ask the offending person to leave the meeting until that individual regains personal control. Should decorum fail to be restored, the Planning Board chair or their designee will recess the meeting until such time that a genuine commitment to this public charge is observed.

### 2. Agenda changes and approval

### 3. Open the public hearing

### 4. Public hearings

A. Rezoning request for property at 515 Meadowlands Drive (owner-initiated)

B. Text amendment to Unified Development Ordinance Section 2.5, Administration – Historic District Commission (staff-initiated)

### 5. Close the public hearing

### 6. Planning Board recommendations

### 7. Updates

A. Board of Adjustment

B. Parks and Recreation Board

C. Staff and board members

### 8. Adjournment

Interpreter services or special sound equipment for compliance with the American with Disabilities Act is available on request. If you are disabled and need assistance with reasonable accommodations, call the Town Clerk's Office at 919-296-9443 a minimum of two business days in advance of the meeting.

101 E. Orange St., PO Box 429, Hillsborough, NC 27278  
919-732-1270 | [www.hillsboroughnc.gov](http://www.hillsboroughnc.gov) | @HillsboroughGov

**Public Comment Instructions**

For agenda items and items not on the agenda.

Public Comment — Written

Members of the public may send written comments to [planning@hillsboroughnc.gov](mailto:planning@hillsboroughnc.gov) or hand deliver them to Town Hall (101 E. Orange Street). Written comments must be submitted by noon on the day of the hearing.

Please include the following information with your comments:

- Date of the meeting
- Agenda item you are writing about
- Your name, address, email, and phone number

Public Comment — Verbal

Members of the public can sign up to speak at the hearing. There will be a sign-in sheet at the front door of the meeting room. Staff will explain the public hearing process to the audience before the public hearings begin.

Please contact Planning staff at 919-296-9470 or [planning@hillsboroughnc.gov](mailto:planning@hillsboroughnc.gov) with any questions.



## Agenda Abstract

### JOINT PUBLIC HEARING

Meeting Date: May 21, 2026  
 Department: Planning & Economic Development Division  
 Agenda Section: Public hearings  
 Public hearing: Yes  
 Date of public hearing: May 21, 2026

#### PRESENTER/INFORMATION CONTACT

Molly Boyle, Senior Planner

#### ITEM TO BE CONSIDERED

**Subject:** Rezoning request for property at 515 Meadowlands Drive (PIN 9874-71-9144)

#### Attachments:

1. Rezoning application
2. Vicinity, Zoning, and Future Land Use Maps
3. UDO Table 5.1.8, Use Table for Non-Residential Districts (allowable uses in HIC and EDD highlighted)
4. Draft Planning Board statement

#### Summary:

515 Meadowlands Drive Rezoning Details	
<b>Property owner</b>	Grace Hill Church Incorporated
<b>Applicant</b>	Mike Musser (Elder, Grace Hill Church)
<b>Parcel ID Number (PIN)</b>	9874-71-9144
<b>In town limits?</b>	Yes
<b>Acreage</b>	1.44 acres
<b>Current zoning</b>	High Intensity Commercial (HIC)
<b>Proposed zoning</b>	Economic Development District (EDD)
<b>Future Land Use category</b>	Light Industrial

#### Comprehensive Sustainability Plan goals:

Land Use & Development Goal 1: Ensure that future growth and development, including infill and redevelopment, are aligned with smart growth principles and consider infrastructure constraints such as water and wastewater system capacity.

- Strategy: Ensure that land use and development regulations are aligned with preferred future land use and growth patterns.
- Action: Revise zoning and development regulations in accordance with the Future Land Use Plan and the Future Land Use Map and water and sewer needs. Condense land use classifications.

**Financial impacts:**

None.

**Staff recommendation and comments:**

Background

Grace Hill Church has occupied several units of the building at 515 Meadowlands since 2010. The property was owned by George Horton Enterprises LLC until the church acquired the property in November 2022.

The property has been zoned High Intensity Commercial since before the church moved in. A “church/place of worship” was an allowable use in the High Intensity Commercial district at the time. However, in December 2018, the town board approved an amendment to the Unified Development Ordinance that removed church/place of worship as an allowable use in that zoning district.

The approval of the text amendment made Grace Hill Church a “non-conforming use.” In other words, the land use was allowed when it was established, but it was not allowed under the new zoning regulations. Non-conforming uses can continue to operate, but they cannot be expanded.

Grace Hill Church wants to expand into more units of the building at 515 Meadowlands. To do so, they must rezone the property to a district that allows a church/place of worship.

Proposed zoning

The applicant is proposing to rezone the property to Economic Development District (EDD). This zoning district allows a church/place of worship by right. The church currently leases space in the building to an electrical contractor as well; the Economic Development District also allows building/trade contractor’s offices by right.

The Unified Development Ordinance describes the Economic Development District as follows:

**4.2.9 ECONOMIC DEVELOPMENT DISTRICT (EDD)**

**4.2.9.1 Intent**

The intent of the Economic Development District is to provide locations for a wide range of light industrial, distribution, flex space, office, service, and retail uses.

**4.2.9.2 Application Criteria**

This district will usually be applied where the following conditions exist:

**4.2.9.2.a** The property is adjacent and has access to an interstate highway by way of a major arterial or collector street. Adjacency to rail facilities for the movement of goods and which offer transit service potential is preferred, but not required.

**4.2.9.2.b** Public water and sewer service are available or capable of being extended; and

**4.2.9.2.c** Large, buildable tracts are available for development or division into a range of building site sizes.

Future Land Use Plan designation

The Future Land Use Plan shows this property in the Light Industrial category. Both the High Intensity Commercial and Economic Development zoning districts are consistent with this category. You can view the Future Land Use Plan and Map on the town’s website at <https://www.hillsboroughnc.gov/about-us/departments/community-services/planning/future-land-use-plan>.

Water and sewer availability

The property has town water and sewer service.

Staff recommendation

Staff of the Planning and Economic Development Division recommend approval of the requested rezoning.

**Action requested:**

Hold the public hearing. After the public hearing closes, the Planning Board may make its recommendation if prepared to do so.



TOWN OF  
HILLSBOROUGH

**APPLICATION**  
**General Use Rezoning**

Planning and Economic Development Division  
101 E. Orange St., PO Box 429, Hillsborough, NC 27278  
919-296-9470 | Fax: 919-644-2390  
planning@hillsboroughnc.gov  
www.hillsboroughnc.gov

This application is to rezone properties to General Use and/or Overlay Zoning Districts. If you want to rezone property to a Planned Development District, please use the Planned Development Rezoning Application.

**SUBMITTAL REQUIREMENTS**

- Complete application form, including signature       Application fee per current Planning fee schedule

**PROPERTY OWNER CONTACT**

Name GRACE HILL CHURCH INCORPORATED  
Address 515 MEADOWLANDS DR Suite 500  
Phone 919-582.-7600 Email [REDACTED]

**APPLICANT CONTACT**

Name MICHAEL MUSSER  
Address [REDACTED]  
Phone 919-433-7626 Email [REDACTED]

**PROPERTY DETAILS**

Addresses/Location 515 MEADOWLANDS DR, Hillsborough, NC  
Parcel ID Numbers 9874719144  
Existing Land Uses/Structures Suites 100-300 Electrical Contractor, Suites 400-600 Church/Exist. Building  
Total Acreage 1.44 acres Current Zoning HIC Proposed Zoning EDD

**CONSISTENCY WITH THE COMPREHENSIVE SUSTAINABILITY PLAN**

Please describe how your proposed amendment is consistent with the town’s Comprehensive Sustainability Plan, which is available online at <https://www.hillsboroughnc.gov/about-us/departments/community-services/public-space-and-sustainability/sustainability-initiatives>. You may include additional sheets if necessary.

See page 1 of the attached

**GENERAL STANDARDS CONSIDERED BY THE BOARD OF COMMISSIONERS**

A rezoning request is decided legislatively, meaning the Hillsborough Board of Commissioners votes whether to approve or deny the request. When considering the request, the commissioners are to consider ten factors listed in Unified Development Ordinance Sec. 3.7.2, General Standards/Findings of Fact. You can find the Unified Development Ordinance on the town’s website at <https://www.hillsboroughnc.gov/about-us/departments/community-services/planning/unified-development-ordinance>.

The ten factors are enclosed. Please describe how your proposed rezoning aligns with these factors. You may include additional sheets if necessary.

See page 2 of the attached

**SIGNATURES**

*I hereby agree to conform to all applicable laws and regulations of the Town of Hillsborough, County of Orange, and State of North Carolina as may be applicable to my request, and I certify that the information presented in this application is true and accurate to the best of my knowledge.*

Grace Hill Church	Michael Elliot Musser <small>Digitally signed by Michael Elliot Musser Date: 2026.05.03 21:29:40 -04'00'</small>	5/3/2026
Printed name of owner	Signature	Date
Michael Musser	Michael Elliot Musser <small>Digitally signed by Michael Elliot Musser Date: 2026.05.03 21:30:16 -04'00'</small>	5/3/2026
Printed name of applicant	Signature	Date

**STAFF USE ONLY**

Date received May 4, 2026 Received by MOB  
 Fee and receipt number \$1,072 TYLX56944406 Tentative hearing date May 21, 2026

Grace Hill Church's additional responses to the following:

**Please describe how your proposed amendment is consistent with the town's Comprehensive Sustainability Plan, which is available online at <https://www.hillsboroughnc.gov/about-us/departments/community-services/public-space-and-sustainability/sustainability-initiatives>**

**www.hillsboroughnc.gov/about-us/departments/community-services/public-space-and-sustainability/sustainability-initiatives**

This proposed amendment is consistent with the town's three pillars of sustainability in the following ways:

### **Economic Sustainability**

The proposed EDD rezoning reflects and formalizes the existing economic character of the property and the Meadowlands Drive corridor. The property currently operates as a mixed-use commercial and institutional space, occupied by E&W Electric, Inc. (an electrical contracting business) and Grace Hill Church (house of worship). Both uses are permitted by right within EDD, meaning the rezoning brings the entire property into full compliance — resolving the current non-conforming use situation without displacing either occupant or creating new non-conforming uses.

### **Environmental Sustainability**

Since EDD is designed to support the kind of mixed economic and institutional activity present on this property and throughout the Meadowlands Drive corridor, the proposed rezoning will not impact the ability to preserve and protect the natural environment. Additionally there will be no changes to the conditions of the property — including the existing natural environment. Any future use of the property would similarly be required to conform to EDD zoning standards, ensuring continued compatibility with the surrounding commercial and light industrial environment.

### **Social Sustainability**

The proposed rezoning and existing uses are consistent with a focus on the health and well-being of the people and communities in proximity to the property, including the Forest Ridge development and the to-be-built Auman Village Townhomes. The church is committed to fostering community connection, service, and character development among its members and neighbors. Grace Hill Church is the closest house of worship to these residential communities and serves as a social anchor for families in the area — providing gathering space, support networks, and community services that complement the broader mix of uses in the area.

## **Response to Unified Development Ordinance Sec. 3.7.2, General Standards/ Findings of Fact.**

### **3.7.2.1 The extent to which the proposed amendment is consistent with all applicable Town- adopted plans.**

While the proposed EDD zoning represents a variation from the Future Land Use Map designation for this location, it is consistent with the light industrial and commercial character of the Meadowlands Drive corridor and similar areas in town like Millstone Dr. that are zoned EDD. It accurately reflects the mixed-use nature of the property as it has operated for over a decade, including both a trades contractor and a place of worship — both of which are permitted uses within EDD. The proposed rezoning aligns the property's formal zoning classification with its long-established and demonstrated use.

### **3.7.2.2 The extent to which there are changed conditions that require an amendment.**

When the church initially leased Suites 400 and 500 in early 2010, church use was allowed in HIC zoning. In late 2010, the permitted uses within HIC zoning were amended by the town, no longer allowing places of worship. In 2013, the church had grown and Suite 600 became available to lease. The church began leasing that space, assuming it was no different than Suites 400 and 500, and was not aware that the zoning had changed and churches were no longer an allowed use. Because the church was already operating in Suites 400 and 500 when the zoning changed, those suites were grandfathered in as a non-conforming use. The church has operated continuously at this location since 2010 and at no point intended to operate outside of applicable zoning requirements.

In November 2022, the building became available for sale and the church purchased the property (Suites 100–600), continuing to use the space as they had since 2013. As part of recovering from storm damage during Tropical Storm Chantal in July of 2025, the church applied for permits to make revisions to Suite 600 and discovered the zoning issue.

### **3.7.2.3 The extent to which the proposed amendment addresses a demonstrated community need.**

The proposed EDD rezoning addresses a demonstrated community need in two ways. First, it brings Grace Hill Church — the closest house of worship to the established Forest Ridge community and the to-be-built Auman Village Townhomes — into full zoning compliance, ensuring its continued presence as a community resource. Houses of worship are recognized community assets that provide gathering space, social support networks, and services that extend beyond Sunday worship.

Second, EDD is the only rezoning option that simultaneously brings both current occupants — Grace Hill Church and E&W Electric, Inc. — into full compliance. Alternative designations would resolve the church's non-conforming status while creating a new non-conforming use for the electrical contractor. EDD eliminates both issues at once, better serving the long-term stability and utility of the property for the community.

**3.7.2.4 The extent to which the proposed amendment is compatible with existing and proposed uses surrounding the subject land and is the appropriate zoning district for the land.**

We feel EDD would be the most appropriate zoning designation for 515 Meadowlands Drive given the property's long-established character as a mixed commercial and institutional space within a light industrial corridor. The existing uses — an electrical contracting business and a place of worship — are both permitted by right within EDD, making this the zoning classification most compatible with the property's actual and demonstrated use. The proposed designation is consistent with the economic development character of Meadowlands Drive and other areas in the town with EDD zoning. It appropriately reflects the mix of uses that have operated at this location for over a decade.

**3.7.2.5 The extent to which the proposed amendment would result in a logical and orderly development pattern or deviate from logical and orderly development patterns.**

The proposed EDD rezoning would create a logical and orderly development pattern consistent with the light industrial and commercial character of Meadowlands Drive. The rezoning formalizes and legitimizes the mixed-use nature of the property — commercial and institutional — that has been in place since 2010. Rather than introducing a new or incompatible use pattern, it aligns the formal zoning designation with long-established and demonstrated use.

**3.7.2.6 The extent to which the proposed amendment would encourage premature development.**

The proposed rezoning will not encourage premature development. The intent of the zoning change is solely to bring the existing uses of the building into compliance with a zoning classification that permits both a place of worship and a building/trade contractor's office. No new construction or development would result from the zoning change.

**3.7.2.7 The extent to which the proposed amendment would result in strip or ribbon commercial development.**

The proposed EDD rezoning would not result in strip or ribbon commercial development. The intent of the rezoning is to bring the existing institutional and commercial uses into compliance. The property is an established multi-suite building set within a light industrial park, with no frontage configuration conducive to strip retail development. No new construction or development is proposed as part of this rezoning.

**3.7.2.8 The extent to which the proposed amendment would result in the creation of an isolated zoning district unrelated to or incompatible with adjacent and surrounding zoning districts.**

The proposed EDD designation is consistent with the economic development and light industrial character of the Meadowlands Drive corridor and while it would be isolated within the HIC zoning in the rest of the neighborhood, it would not be an incompatible zoning district. The rezoning reflects and formalizes the mixed commercial and institutional uses that have existed at this location for over a decade, and is compatible with the surrounding land use context. Areas in town like Millstone Dr. have a similar mix of businesses and institutions operating within the EDD zoning.

**3.7.2.9 The extent to which the proposed amendment would result in significant adverse impacts on the property values of surrounding lands.**

The proposed rezoning will not adversely impact the property values of surrounding lands. Its intent is to bring the existing uses of the property into compliance with the appropriate zoning classification. No new development is associated with the rezoning, and the property will continue to operate as it has for over a decade.


**3.7.2.10 The extent to which the proposed amendment would result in significantly adverse environmental impacts, including but not limited to water, air, noise, stormwater management, wildlife, vegetation, wetlands, and the natural functioning of the environment.**

The proposed rezoning will not negatively impact the environment. Its sole intent is to bring the existing uses of the property into compliance with the appropriate zoning classification. No new development is associated with the rezoning, and no changes to the existing physical conditions of the property are proposed.

# Vicinity Map - 515 Meadowlands Drive



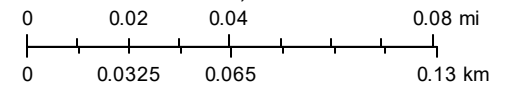
May 14, 2026

 515 Meadowlands Drive

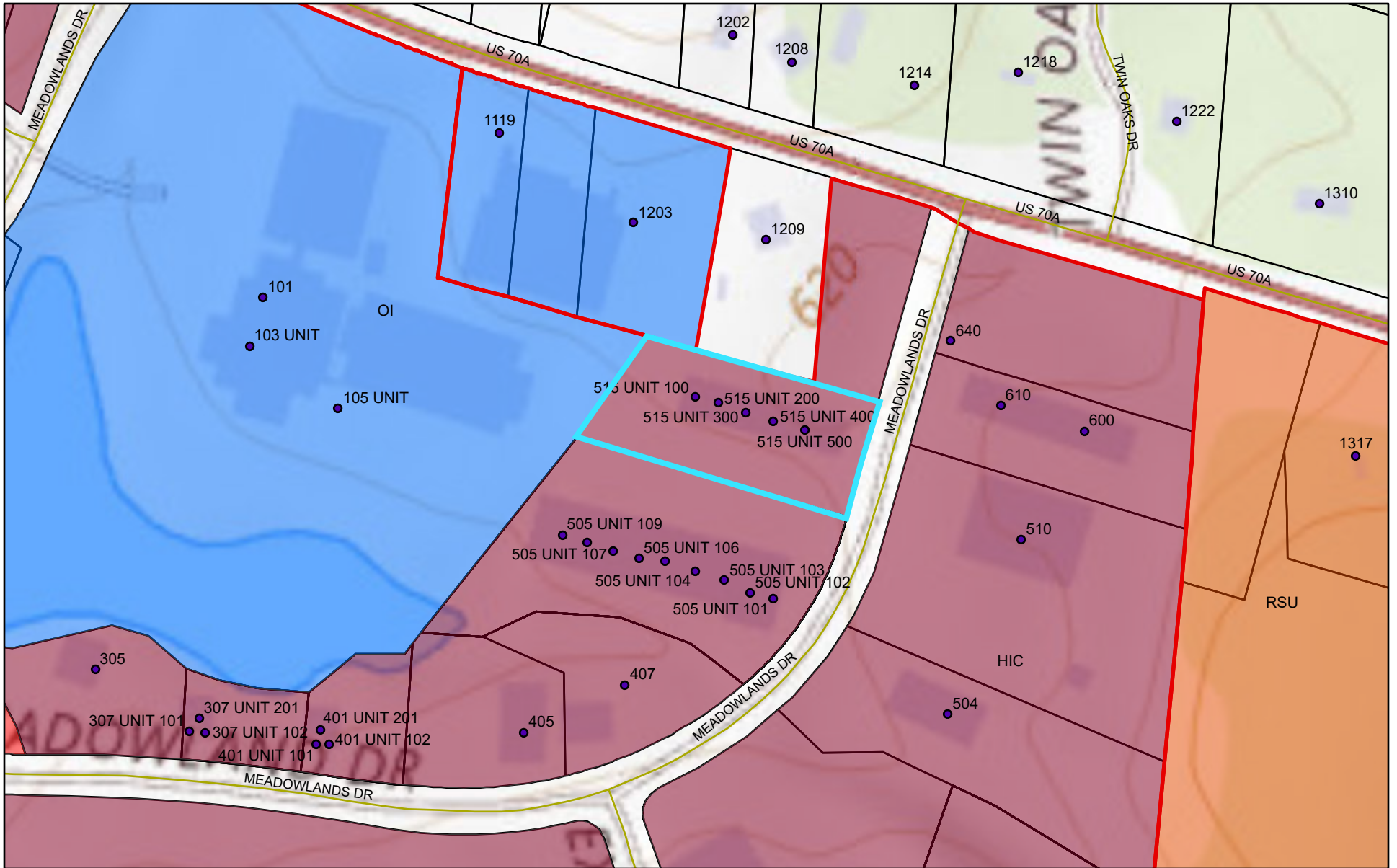
 Parcels

Section 4, Item A.

1:2,400



# Zoning Map - 515 Meadowlands Drive



5/14/2026

Streets

Addresses

Hillsborough Town Limits

Zoning

GC General Commercial

HIC High Intensity Commercial

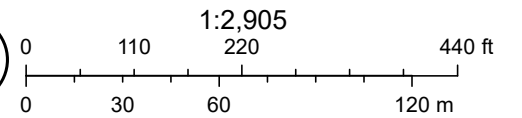
MF Multi-Family

OI Office Institutional

RSU Residential Special Use

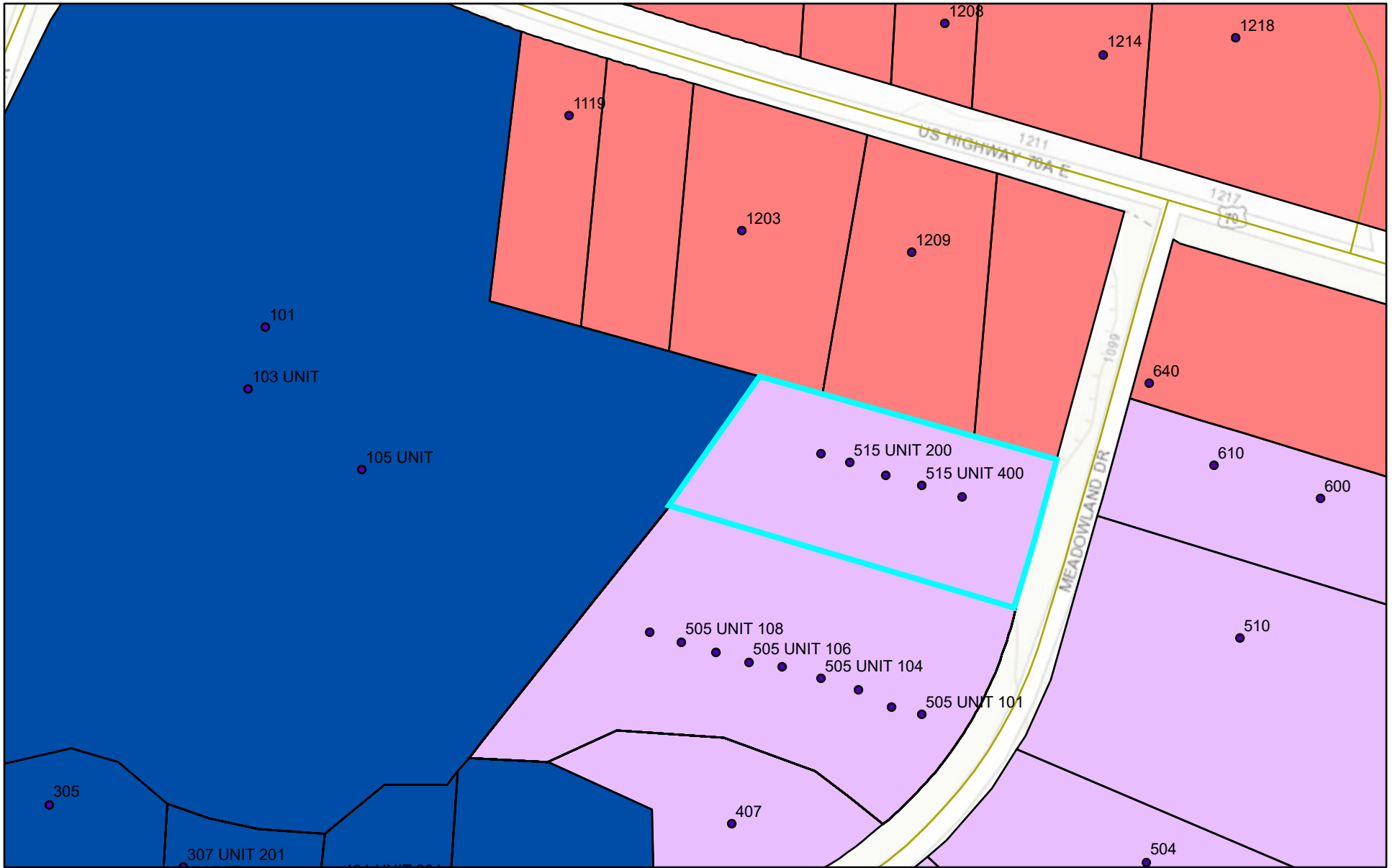
Parcels

515 Meadowlands Drive



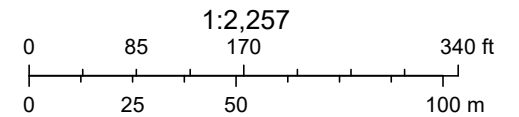
USGS The National Map: National Boundaries Dataset, 3DEP Elevation Program, Geographic Names Information System, National Hydrogra

# Future Land Use Map - 515 Meadowlands Drive



5/14/2026, 9:40:42 AM

- Addresses
- ▭ Parcels
- ▬ Streets
- ▭ Urban Service Area
- HillsboroughLandUse
- ▭ Light Industrial
- ▭ Neighborhood Mixed Use
- ▭ Suburban Office
- ▭ 515 Meadowlands Drive



Section 4, Item A.

<b>5.1.8 TABLE: USE TABLE FOR NON-RESIDENTIAL DISTRICTS</b>														
P = Permitted by Right	SUP = Permitted with a Special Use Permit					PA = Permitted as accessory use					* = Refer to 5.2.47			
	LO	NB	OI	CC	GC	HIC	ARU	BP	EDD	LI	GI	ESU	NBSU	SDSU
Adult Day Care			P			P						SUP	SUP	SUP
Adult Use						SUP								
Artisan Studio	P	P	P	P	P	P	P	P	P	P	P	SUP	SUP	SUP
Bank & Financial Institution	P		P	SUP	P	P		P	P			SUP		SUP
Bar				P	P	P	P		P			SUP		SUP
Bed and Breakfast Facility														
Botanical Garden & Arboretum		P	P	P	P	P	P				P	SUP		
Brewery		SUP			P	P	P	P	P	P	P			
Building/Trade Contractor's office		P			P	P		P	P	P	P	SUP		
Cemetery			SUP			SUP								
Child Day Care		P	P		P	P	P	P	P			SUP	SUP	SUP
Church, Place of worship		P	P	P			P		P			SUP	SUP	SUP
Detention Facility			SUP						SUP					
Dwelling: Accessory		P	P	P	P	P		P				SUP	SUP	SUP
Dwelling: Attached (1-4 units)				P			P				SUP	SUP	SUP	SUP
Dwelling: Attached (5-19 units)				P			P				SUP	SUP		SUP
Dwelling: Attached (20+ units)				SUP			P				SUP	SUP		SUP
Dwelling: Mobile Home A														
Dwelling: Mobile Home B														
Dwelling: Mobile Home C														
Dwelling: Single-family		P	P	P	P	P						SUP	SUP	SUP
Electronic Gaming Operation		PA		PA	PA/SUP	PA/SUP							SUP	
Event Center			P	SUP	P	P	P	P	P			SUP	SUP	SUP
Extended Care Facility			P			P						SUP		SUP
Family Care Home												SUP	SUP	SUP
Family Child Care Home													SUP	
Farm, Bona fide														
Farmer's Market		P	P	P	P	P	P		P	P	P	SUP		SUP

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	LO	NB	OI	CC	GC	HIC	ARU	BP	EDD	LI	GI	ESU	NBSU	SDSU
Flex Space						P	P	P	P	P	P	SUP		SUP
Food Preparation Business					P	P	P		P	P	P	SUP	SUP	
Funeral Home	P		P	P	P	P			P			SUP	SUP	SUP
Gallery/Museum	P	P	P	P	P	P	P					SUP	SUP	SUP
Government Maintenance Yard			SUP						SUP	P				
Greenhouses/Nursery						P				P	P	SUP	SUP	
Group Care Facility														
Health Care Facility			P	P	P	P	P	P	P			SUP	SUP	SUP
Health/Fitness Club					P	P	P	P	P			SUP	SUP	SUP
Homeless Shelter		SUP	SUP	SUP	SUP	SUP						SUP	SUP	SUP
Hospitals			SUP									SUP		
Hotels & Motels			P	P	P	P	P	P	P			SUP		SUP
Junkyard/Outside Storage of Junked or Wrecked Motor Vehicles											SUP			
Kennels, Boarding										SUP	SUP			
Library	P		P	P	P	P			P			SUP	SUP	SUP
Manufacturing Complex							P	P	P	P	P			
Meeting Facility	P		P	P	P	P	P	P	P			SUP	SUP	SUP
Microbrewery		SUP		P	P	P	P	P	P	P	P			
Mobile Home Park														
Motor Vehicle Fuel Station					SUP	P		SUP	SUP			SUP		SUP
Motor Vehicle Maintenance, & Service					SUP	P						SUP	SUP	SUP
Motor Vehicle Repair					SUP	P				P	P			
Motor Vehicle Sales & Rentals					SUP	P						SUP		
Office operations			P	P	P	P	P	P	P	P	P	SUP	SUP	SUP
Offices and professional services	P	P	P	P	P	P	P	P	P			SUP	SUP	SUP

<b>5.1.8 TABLE: USE TABLE FOR NON-RESIDENTIAL DISTRICTS</b>														
	P = Permitted by Right					SUP = Permitted with a Special Use Permit					PA = Permitted as accessory use			* = Refer to 5.2.47
	LO	NB	OI	CC	GC	HIC	ARU	BP	EDD	LI	GI	ESU	NBSU	SDSU
Order Fulfillment Center						P	P	P	P	P	P	SUP	SUP	
Outlet sales							P		P	P	P	SUP		
Park, Athletic or Community		SUP	P	P	P	P			P			SUP		SUP
Park, Cultural or Natural		P	P	P	P	P						SUP		SUP
Park, Neighborhood												SUP		SUP
Park and Ride Facility	P	P	P	P	P	P	P	P	P	P	P	SUP	SUP	SUP
Parking as Principal Use, Surface or Structure			P	P	P	P		P	P			SUP		SUP
Performance Facility			P	P	P	P	P	P	P			SUP	SUP	SUP
Personal service business	P	P	P	P	P	P	P	P	P			SUP	SUP	SUP
Petroleum Products (storage & distribution)											SUP			
Pharmacy, Convenience					SUP	P						SUP	SUP	
Pharmacy, Retail		P		P	P	P	P					SUP	SUP	
Postal and Parcel Delivery Services			P	P	P	P	P		P	P				
Processing Facility								SUP	SUP		SUP			
Public Safety Services	P	P	P	P	P	P	P	P	P	P	P	SUP	SUP	SUP
Public Utilities	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP
Recreational Facilities		SUP	P		P	P	P		P			SUP	SUP	SUP
Research Facility			P		P	P	P	P	P	P	P	SUP		
Research Facility, Intense								SUP	SUP	P	P	SUP		
Restaurant		P		P	P	P	P	P	P			SUP	SUP	SUP
Restaurant, Convenience					SUP	P			P			SUP	SUP	
Retail sales/rentals of goods with outside display/storage of merchandise					P	P	P			P		SUP	SUP	SUP
Retail sales/rentals of goods within wholly enclosed structure		P		P	P	P	P		P			SUP	SUP	SUP

<b>5.1.8 TABLE: USE TABLE FOR NON-RESIDENTIAL DISTRICTS</b>														
	P = Permitted by Right			SUP = Permitted with a Special Use Permit				PA = Permitted as accessory use				* = Refer to 5.2.47		
	LO	NB	OI	CC	GC	HIC	ARU	BP	EDD	LI	GI	ESU	NBSU	SDSU
School: Art & Music			P	P	P	P	P	P	P			SUP	SUP	SUP
School: Dance, Martial Arts			P	P	P	P	P	P	P	P	P	SUP	SUP	SUP
School: Elementary, Middle & Secondary			SUP				SUP	SUP	P*			SUP		SUP
School: Higher Education			SUP				SUP							
School: Vocational								P	P	P	P	SUP		
Storage & Warehousing: Inside building, excluding explosives & hazardous wastes					P	P	P	P	P	P	P	SUP		
Storage & Warehousing: Outside								P	P	P	P			
Storage & Warehousing: Self										P	P			
Telecommunication Tower	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP
Temporary Family Health Care Structure														
Transit Passenger Terminal	P					SUP		SUP				SUP		SUP
Transmission Lines	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP
Veterinarian/Animal Hospital		P			P	P		P	P			SUP	SUP	SUP
Wholesale sales, indoor						P	P	P	P	P	P	SUP		
Wholesale sales, with outdoor storage/display										P	P			



## PLANNING BOARD STATEMENT OF PLAN CONSISTENCY AND RECOMMENDATION

Rezoning request for 515 Meadowlands Dr. (PIN 9874-71-9144)  
May 21, 2026

**WHEREAS**, the Town of Hillsborough Planning Board has received and reviewed an application from Grace Hill Church Incorporated to rezone a parcel approximately 1.44 acres in area at 515 Meadowlands (PIN 9874-71-9144) from High Intensity Commercial (HIC) to Economic Development District (EDD); and

**WHEREAS**, North Carolina General Statute 160D-604 (Planning Board Review and Comment), paragraphs (b) (Zoning Amendments) and (d) (Plan Consistency), require that, when considering a proposed zoning map amendment, the Planning Board must advise and comment on whether the amendment is consistent with any adopted comprehensive or land-use plan, and any other applicable, officially adopted plan. The Planning Board must then provide a written recommendation to the Town Board of Commissioners addressing plan consistency and other matters deemed appropriate; and

**WHEREAS**, UDO Section 3.7.10 (Planning Board Recommendation) requires the written report be delivered to the Town Board of Commissioners within 30 days of the amendment's initial referral to the Planning Board; and

**WHEREAS**, after deliberation of the requested amendment, the Hillsborough Planning Board finds the following:

**1.** The proposed amendment **IS/IS NOT CONSISTENT** with the Town of Hillsborough Comprehensive Sustainability Plan, specifically with the following goal and strategy in the Land Use and Development chapter:

- Land Use and Development Goal 1: Ensure that future growth and development, including infill and redevelopment, are aligned with smart growth principles and consider infrastructure constraints such as water and wastewater system capacity.
- Strategy: Develop and adopt plans that contribute to meeting preferred future land use and growth patterns.

- Action: Revise zoning and development regulations in accordance with the Future Land Use Plan and the Future Land Use Map and water and sewer needs. Condense land use classifications

2. The proposed map amendment **ADVANCES/DOES NOT ADVANCE** identified goals and strategies found in the Comprehensive Sustainability Plan and **PROMOTES/DOES NOT PROMOTE** the public health, safety, and welfare by

\_\_\_\_\_.

**WHEREFORE**, upon a motion by \_\_\_\_\_, seconded by

\_\_\_\_\_,

the foregoing was put to a vote of the Board, the results of which vote are as follows:

Ayes:

Noes:

Absent:

**NOW, THEREFORE**, the Board hereby **RECOMMENDS** that the Town Board of Commissioners **APPROVE/DENY** the requested zoning map amendment.

\_\_\_\_\_  
Hooper Schultz, Chair  
Town of Hillsborough Planning Board

Date of signature by Chair: \_\_\_\_\_



## Agenda Abstract

### JOINT PUBLIC HEARING

Meeting Date:	May 21, 2026
Department:	Planning & Economic Development Division
Agenda Section:	Public Hearings
Public hearing:	Yes
Date of public hearing:	May, 21, 2026

#### PRESENTER/INFORMATION CONTACT

Joseph Hoffheimer, Planner  
Molly Boyle, Senior Planner

#### ITEM TO BE CONSIDERED

**Subject:** Text amendment to Unified Development Ordinance (UDO) Section 2.5, Administration – Historic District Commission (staff-initiated)

#### Attachments:

1. Draft text amendment
2. Draft Planning Board statement

#### Summary:

Staff brought an amendment of Unified Development Ordinance Section 2.5, Administration – Historic District to public hearing on February 19, 2026. The text amendment proposed changes to the quorum requirements for the Historic District Commission.

The Planning Board and the elected officials had concerns about the proposed language and discussed several possible alternatives. The approved minutes from the hearing are available on the town's website:

<https://mccmeetings.blob.core.usgovcloudapi.net/hillsbronc-pubu/MEET-Minutes-b51fd202d1fb4b4e98c65294745afce5.pdf>.

Staff has revised the text amendment based on feedback from the public hearing. The revised text amendment (attached) does the following:

- Reduces the number of members on the Historic District Commission from seven to five;
- Updates the language about commission membership to better align with NC GS § 160D-303 (a), Historic Preservation Commission – Composition; and
- Changes quorum and voting requirements to better align with NC GS § 160D-406 (i), Quasi-judicial procedure – Voting.

You can view the general statutes referenced above online via these links:

- NC GS § 160D-303 (a), Historic Preservation Commission – Composition  
[https://www.ncleg.gov/EnactedLegislation/Statutes/PDF/BySection/Chapter\\_160D/GS\\_160D-303.pdf](https://www.ncleg.gov/EnactedLegislation/Statutes/PDF/BySection/Chapter_160D/GS_160D-303.pdf)
- NC GS § 160D-406 (i), Quasi-judicial procedure – Voting  
[https://www.ncleg.gov/EnactedLegislation/Statutes/PDF/BySection/Chapter\\_160D/GS\\_160D-406.pdf](https://www.ncleg.gov/EnactedLegislation/Statutes/PDF/BySection/Chapter_160D/GS_160D-406.pdf)

**Comprehensive Sustainability Plan goal:**

- Town Government Goals and Actions 2:  
Adopt local laws, regulations, and policies that help to achieve sustainable and equitable outcomes.
  - Strategy:  
Develop and adopt policies that help accomplish town goals.
  - Action:  
Regularly review and update town policies as new information is garnered and achievements are met.

**Financial impacts:** None.

**Staff recommendation and comments:**

At the hearing in February, board members were concerned that, between absences and disqualifications, there could be times when only one or two Historic District Commissioners were voting on applications.

Joseph Hoffheimer, the planner who staffs the Historic District Commission, says the main issue with making quorum has been two long-standing vacancies. There are only occasional absences and even fewer disqualifications. The root problem is the vacancies and the fact that the current ordinance sets quorum at four, regardless of any vacancies.

Staff believes removing the two vacant seats will resolve the quorum issue. In the event that only one or two Historic District Commissioners are left to vote on an application, an applicant always has the right to request their item be tabled. Then it can be heard by a full commission. However, staff thinks this situation is unlikely to occur.

Staff recommends approval of the text amendment as written.

**Action requested:** Hold the public hearing. After the public hearing is closed, the Planning Board may make its recommendation if prepared to do so.

## 2. ADMINISTRATION

### 2.5 HISTORIC DISTRICT COMMISSION

The Hillsborough Historic District Commission is hereby established in accordance with North Carolina General Statute § 160D-303.

#### 2.5.1 POWERS AND DUTIES

The Historic District Commission shall have the following powers:

- 2.5.1.1 Pass upon the appropriateness of the alteration, location or relocation, or demolition of any building, structure, site, or appurtenant feature on a property which has been designated as a landmark or is located within an Historic District; and issue a Certificate of Appropriateness if approved. This shall include location of buildings and structures on the site to the extent that location impacts the congruity with the overall character of the landmark or the District.
- 2.5.1.2 Pass upon the appropriateness of exterior architectural features, including signs and other exterior features of any new building or structure to be constructed at a property which has been designated as a landmark or is located within an Historic District. This shall include location of new buildings, structures and signs on the site to the extent that location impacts the congruity with the overall character of the district.
- 2.5.1.3 Cooperate with other town boards or commissions or with agencies of the Town or other governmental units; offer or request assistance, aid, guidance, or advice concerning matters under its purview or of mutual interest.
- 2.5.1.4 Recommend to the Planning Board districts or areas to be designated by the Ordinance as "Historic Districts." Recommend to the Town Board properties to be designated by ordinance as landmarks.
- 2.5.1.5 Recommend to the Planning Board that designation of any district or area as a Historic District be revoked or removed. Recommend to the Town Board that designation of any property, district or area as a landmark be revoked or removed.
- 2.5.1.6 Give advice to property owners concerning the treatment of the historical and visual characteristics of their properties which has been designated as landmarks or are located within an Historic District, such as color schemes, gardens, and landscaping features and minor decorative elements.
- 2.5.1.7 Propose to the Planning Board changes to this or any related Ordinance and to propose new Ordinances or laws relating to designated landmarks, Historic Districts or relating to the total program for the development of the historical resources of the Town and its environs.
- 2.5.1.8 Publish information about, or otherwise inform the owners of property designated as landmarks or located within an Historic District, of any matters pertinent to its duties, organization, procedures, responsibilities, functions, or requirements.

- 2.5.1.9 Undertake programs of information, research, or analysis relating to any matters under its purview.
- 2.5.1.10 Report violations of this Ordinance, or related ordinances to the local official responsible for enforcement.
- 2.5.1.11 Assist the Town staff in obtaining the services of private consultants to aid in carrying out programs of research or analysis.
- 2.5.1.12 Recommend to the Town Board and the State of North Carolina structures, sites, objects, or districts worthy of national, state, or local recognition.
- 2.5.1.13 Initiate and participate in negotiations with owners and other parties in an effort to find means of preserving structures or buildings scheduled for demolition or sites scheduled for destruction.
- 2.5.1.14 Establish guidelines under which the Planning Director with approval of the Commission Chairperson may approve minor modifications on behalf of the Commission. No application shall be considered denied without first being considered by the Commission.
- 2.5.1.15 Conduct evidentiary hearings on applications for Certificates of Appropriateness.
- 2.5.1.16 Organize itself and conduct its business by whatever legal means it deems proper.
- 2.5.1.17 Exercise such other powers and perform such other duties as are required elsewhere by this Ordinance, the General Statutes of North Carolina, or by the Town Board.
- 2.5.1.18 Review and offer comments on Special Use Permits for properties located within the Historic Overlay district. The commission may not accept public comment on these reviews. Any comments or recommendations must be reduced to writing and presented both verbally and in writing at the evidentiary hearing on the application by a Commission member.

**2.5.2 MEMBERSHIP**

The Commission shall consist of ~~seven (7) regular members~~ **five (5) regular members**. A majority of the members shall ~~be qualified by Special~~ **have demonstrated special** interest, ~~knowledge, or training experience, or education~~ in such fields as history, architecture, archaeology, or related fields. All members shall serve without compensation, but they may be reimbursed for incidental expenses incurred in connection with official duties.

**2.5.3 APPOINTMENT**

Every member shall reside within the zoning jurisdiction of the Town of Hillsborough and shall be appointed by the Town Board.

**2.5.4 TERMS OF OFFICE**

The tenure of office shall be three (3) years. Appointments to fill vacancies shall be for the unexpired term. A member may be appointed for a second successive term, but after two (2) consecutive full terms a member shall be ineligible for reappointment until one calendar year has elapsed from the date of completion of the second full term.

**2.5.5 STAFF**

The Planning Director shall provide staff support to assist the Historic District Commission in carrying out its duties.

**2.5.6 MEETINGS**

**2.5.6.1 Meeting Minutes**

The Commission shall maintain minutes of its meetings as a permanent public record. Such minutes shall record the attendance of its members, its findings, recommendations, and a summary of information, data, and testimony presented to it.

**2.5.6.2 Open to the Public**

All meetings of the Commission shall be open to the public and the Commission shall cause notices to be given as required by Article 33C, Chapter 143 of the North Carolina General Statutes, as amended.

**2.5.7 QUORUM AND NECESSARY VOTE**

**2.5.7.1** A quorum of the Commission necessary to conduct any business shall ~~consist of four (4) members.~~ be a majority of the appointed members.

**2.5.7.2** ~~The concurring vote of a majority of the quorum present, but no fewer than three (3), of the members of the Commission shall be necessary in order to decide in favor of the applicant on any matter upon which it is required to pass by this Ordinance.~~ A concurring vote of the majority of the appointed members shall be required to decide quasi-judicial matters before the board. For the purposes of this subsection, vacant positions on the board and members who are disqualified from voting on a quasi-judicial matter under NC GS § 160D-109(d) shall not be considered members of the board for calculation of the requisite majority if there are no qualified alternates available to take the place of such members.

**2.5.8 RULES OF PROCEDURE**

The Commission shall adopt Rules of Procedure and regulations for the conduct of its affairs. Rules of procedure shall be consistent with the procedural requirements of this Ordinance and state law.



# PLANNING BOARD STATEMENT OF PLAN CONSISTENCY AND RECOMMENDATION

Staff-initiated text amendment to UDO Section 2.5

May 21, 2026

**WHEREAS**, the Town of Hillsborough Planning Board has received and reviewed a staff-initiated text amendment to UDO Section 2.5, Administration – Historic District Commission; and

**WHEREAS**, North Carolina General Statute 160D-604 (Planning Board Review and Comment), paragraphs (c) (Review of Other Ordinances and Actions) and (d) (Plan Consistency), require that, when considering a proposed amendment to development regulations, the Planning Board must advise and comment on whether the amendment is consistent with any adopted comprehensive or land-use plan and any other applicable, officially-adopted plan. The Planning Board must then provide a written recommendation to the Town Board of Commissioners addressing plan consistency and other matters deemed appropriate; and

**WHEREAS**, UDO §3.7.10 (Planning Board Recommendation) requires the written report be delivered to the Town Board of Commissioners within 30 days of the amendment's initial referral to the Planning Board; and

**WHEREAS**, after deliberation of the requested amendment, the Planning Board finds:

1. The proposed amendment **IS/IS NOT CONSISTENT** with the Town of Hillsborough Comprehensive Sustainability Plan (CSP), specifically with the following goal, strategy, and action in the Town Government Goals and Actions chapter:

- Town Government Goals and Actions 2: Adopt local laws, regulations, and policies that help to achieve sustainable and equitable outcomes.
- Strategy: Develop and adopt policies that help accomplish town goals.
- Action: Regularly review and update town policies as new information is garnered and achievements are met.

2. The proposed text amendment **ADVANCES/DOES NOT ADVANCE** identified goals and strategies found in the CSP and **PROMOTES/DOES NOT PROMOTE** the public health, safety, and welfare by \_\_\_\_\_.

**WHEREFORE**, upon a motion by \_\_\_\_\_, seconded by \_\_\_\_\_, the foregoing was put to a vote of the Board, the results of which vote are as follows:

Ayes:

Noes:

Absent:

**NOW, THEREFORE**, the Board hereby **RECOMMENDS** that the Town Board of Commissioners **APPROVE/DENY** the requested UDO text amendment.

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Hooper Schultz, Chair  
Town of Hillsborough Planning Board

Date of signature by Chair: \_\_\_\_\_