

Agenda

Planning Board and Board of Commissioners Joint Meeting

7:00 PM November 20, 2025

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. Approval of minutes

A. Planning Board regular meeting minutes for October 23, 2025

4. Open the public hearing

5. Public hearings

A. Applicant-initiated annexation request for PINs 9863-68-0014 and 9863-67-2966 on Oakdale Drive

B. Applicant-initiated rezoning request for three parcels in Oakdale Village (PINs 9863-87-8657; 9863-97-1719; 9863-97-2991)

C. Staff-initiated text amendment to UDO Section 3, *Administrative Procedures*

6. Close the public hearing

7. Planning Board business

A. Adoption of 2026 Planning Board schedule

B. Density discussion with Tom King, Senior Planner

C. Board member and staff updates

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 | @HillsboroughGov

Public Comment Instructions

For agenda items and items not on the agenda.

Public Comment — Written

Members of the public may provide written public comment by submitting it via the Planning Board contact form at <https://www.hillsboroughnc.gov/about-us/contact-us/contact-planning-and-economic-development> by noon the day of the meeting.

When submitting the comment, include the following:

- Date of the meeting
- Agenda item you wish to speak on
- Your name, address, email, and phone number

Public Comment — Verbal

Members of the public can indicate they wish to speak during the meeting by contacting the Planning Board's staff support at 919-296-9470 or through the board contact form at <https://www.hillsboroughnc.gov/aboutus/contact-us/contact-planning-and-economic-development> by noon the day of the meeting.

When submitting the request to speak, include the following:

- Date of the meeting
- Agenda item you wish to speak on
- Your name, address, email, and phone number

Members of the public can also attend the meeting and sign up to speak prior to the meeting starting. For concerns prior to the meeting related to speaking, contact staff support at 919-296-9470.

Minutes

PLANNING BOARD

Regular meeting

6:30 p.m. October 23, 2025

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



Present

Planning Board: Chair Frank Casadonte, Vice Chair Hooper Schultz, and members Jeanette Benjey, Robert Iglesias, Carrie Winkler, and Sherra Lawrence

Absent: Members Tiffney Marley and Sean Kehoe

Staff: Orange County Planning and Inspections Director Cy Stober; Senior Planner Molly Boyle

1. Call to order and confirmation of quorum

The meeting was called to order at 6:35 PM by Chair Frank Casadonte. He asked for confirmation of quorum. Senior Planner Molly Boyle confirmed the presence of a quorum.

2. Agenda changes and approval

Boyle recommended removing Item 4B from the agenda, saying Senior Planner Tom King would present that topic in November instead.

Motion: Vice Chair Hooper Schultz motioned to approve the agenda as amended. Seconded by member Jeanette Benjey.

Vote: 5-0. Motion passed.

Member Carrie Winkler arrived at 6:39 PM.

3. Approval of minutes

A. Minutes for Regular Meeting on September 18, 2025

Motion: Benjey motioned to approve the minutes as presented. Robert Iglesias seconded.

Vote: 6-0. Motion passed.

4. Discussion

A. County planning discussion with Cy Stober, Orange County Planning and Inspections Director

Boyle introduced the discussion, explaining that in her two years with the Town of Hillsborough, the Planning Board had reviewed seven rezonings and eighteen text amendments. With the upcoming Unified Development Ordinance (UDO) rewrite, she thought it wise to step back and look at the bigger picture. She emphasized that decisions about what and how to regulate in town should be informed by what is happening in the surrounding areas, not just within town limits.

Boyle introduced Cy Stober, Orange County Planning and Inspections Director, and displayed his PowerPoint presentation on the screen (presentation enclosed). Stober introduced himself and provided his professional background. He gave an overview of Orange County's Planning and Inspections Department, which includes

Building Permitting and Inspections, Development Services (Current Planning and Zoning, Erosion Control, and Stormwater), and Long-Range Planning Administration.

Stober explained the department's relationship with Hillsborough, noting the county provides several services to the town:

- Erosion control under the Sediment and Pollution Control Act
- Building inspections through a contract arrangement
- Long-range planning administration with overlapping comprehensive planning efforts

He detailed several formal agreements between Orange County and the Town of Hillsborough:

- Capacity Use Agreement for the Eno River (1988)
- Water and Sewer Management Planning and Boundary Agreement (2001)
- Schools Adequate Public Facilities Ordinance (2001)
- Courtesy Review Agreement (2003)
- Central Orange Coordinated Area Agreement (2006)
- Shared use agreement for utility extension to the Hillsborough Economic Development District (2017)

Stober provided more detail on the Courtesy Review Agreement, which allows for mutual review and comment on projects of over 5 acres and/or 50 units. He showed examples of projects that fell below these thresholds and therefore were not subject to the courtesy review agreement:

- Williams Glen (15-lot subdivision on Lawrence Road)
- Stonewall (18-lot subdivision on Miller Road)
- Cedar Ridge High School rezoning

He noted that the Courtesy Review Agreement provides for comment opportunities but does not require joint approval, though it does allow for requesting joint meetings. Board members asked several questions about the specifics of the projects that Stober discussed, including lot sizes and utility services for subdivisions in the county.

Stober explained the county's role in managing Lake Orange for ecological flows into the Upper Eno River to ensure adequate water supply for all users. Casadonte asked Stober about water resources in Hillsborough. Stober explained that while Hillsborough has ample water supply that could support growth for a hundred years, the limiting factor is wastewater treatment capacity. He noted that Hillsborough currently has a 1-million-gallon treatment capacity, but there are issues with expanding this capacity, particularly due to increased costs since COVID.

Stober said the town was wise to protect its water supply by owning all the land around the West Fork of the Eno reservoir. This foresight allows Hillsborough to control any direct impacts to the reservoir, either by managing land use or preventing trespassing.

The conversation then shifted to inter-governmental agreements. Stober emphasized that any changes to the Water and Sewer Management Planning and Boundary Agreement (WASMPBA) would require approval from multiple parties, including the county, Hillsborough, Chapel Hill, Carrboro, and OWASA. He explained that while getting these agreements on various boards' agendas is not necessarily contentious, it does require coordination among leadership from these communities.

Stober then provided an overview of Orange County's comprehensive planning process. He explained that the county's current Comprehensive Plan was adopted in 2008 and is now nearly 18 years old. At 530 pages, it covers a wide range of topics beyond land use, including housing, solid waste, emergency services, economic development, and aging.

The new land use plan being developed is more narrowly focused on land use matters while still identifying shared initiatives with other departments. He noted that the county's current Future Land Use Map has over 20 land use categories and the zoning map is even more complex. The new plan aims to simplify these categories.

Stober shared that county staff is proposing to reduce the number of activity nodes in the county as well. He explained that many of the existing nodes are in critical watersheds or no longer make sense from a planning perspective. The new approach focuses on selecting crossroads that make sense for transportation patterns and surrounding land uses to potentially support businesses that could serve nearby residents.

The county is also incorporating the Eno-New Hope Landscape Conservation Plan and updated environmental assets mapping to prioritize areas for protection. Through conservation cluster development, the county aims to preserve nearly half of a property as open space while allowing development at appropriate densities.

Regarding the timeline for the plan update, Stober indicated that while they had hoped to be further along, the process has been delayed by about a year. The Board of County Commissioners has requested answers to 17 broad questions before proceeding, and community engagement is still ongoing. The current projected adoption timeline is winter 2026-27.

Stober invited the Hillsborough Planning Board members to participate in the next round of community engagement, which will likely occur in spring 2026. He noted that the county has not held a formal engagement event in Hillsborough except for a preliminary meeting at Bonnie B. Davis, which had low attendance. The county is planning to add virtual town halls to their next engagement window as well to increase participation from younger residents.

Schultz asked why the draft Comprehensive Land Use Plan was difficult to find online. Stober explained that the Board of County Commissioners wanted certain questions answered and refinements made before posting the draft broadly for community engagement. With no further comments or questions, Casadonte thanked Stober for sharing his time with the Planning Board.

5. Updates

A. Board of Adjustment

Iglesias reported that the Board of Adjustment did not meet in October.

B. Parks and Recreation Board

Schultz reported that the Parks and Recreation Board met and discussed Kings Highway Park and its master plan. He noted the park has been flooding more lately.

C. Staff and board members

Boyle briefly discussed the upcoming public hearings on November 20, 2025: an annexation and a rezoning request, both on Oakdale Drive. She noted that Senior Planner Tom King would meet with the Planning Board after the hearing to continue the conversation on density in town.

Casadonte asked if the board was fully staffed now. Boyle said no, there was still one vacant extra-territorial jurisdiction seat. Schultz asked about the Recommended Urban Service Boundary map from the Comprehensive Sustainability Plan, wondering why it had not been formally adopted yet. Boyle said she was not sure but noted that the Assistant Town Manager, Matt Efird, and the Engineering Services Manager, Bryant Green, had recently presented to the Orange County Board of Commissioners on the topic. So there seemed to be some movement towards adoption.

Member Sherra Lawrence asked if a decision had been made about changing the Historic District per the Planning Board's discussion in September. Boyle said that decisions had not yet been made, but those conversations would continue with the UDO rewrite.

6. Adjournment

Motion: Schultz motioned to adjourn the meeting. Lawrence seconded.

Vote: 6-0. Motion passed.

Meeting adjourned at 8:31 pm.

Respectfully submitted,



Molly Boyle, AICP, CZO
Senior Planner
Staff support to the Planning Board

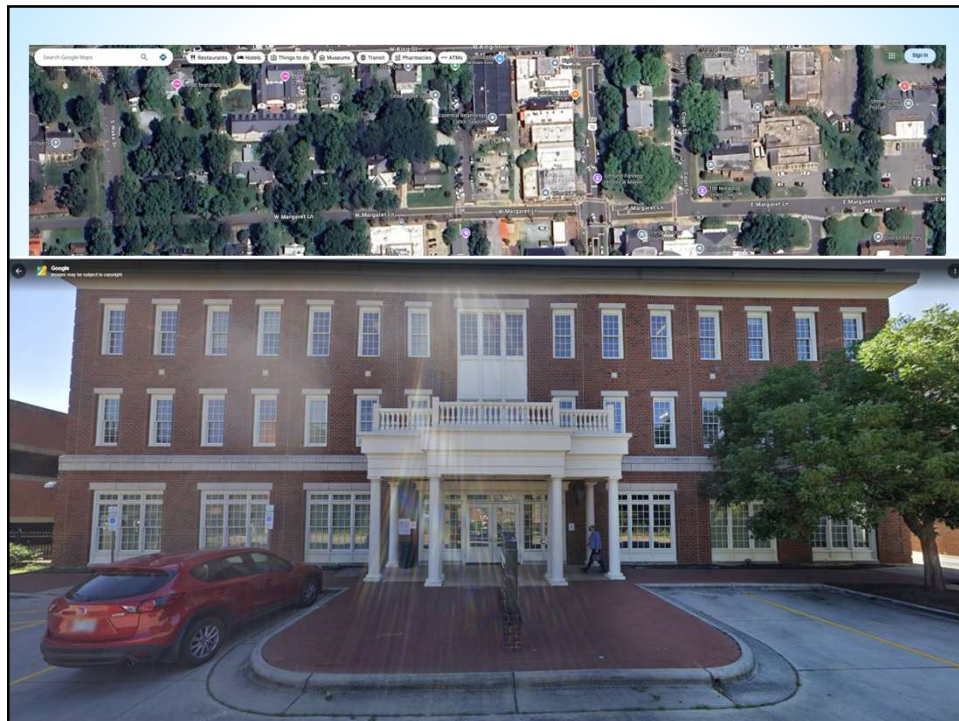
Approved: _____, 2025

Encl: Orange County Planning & Inspections Director's PowerPoint Presentation 10.23.2025

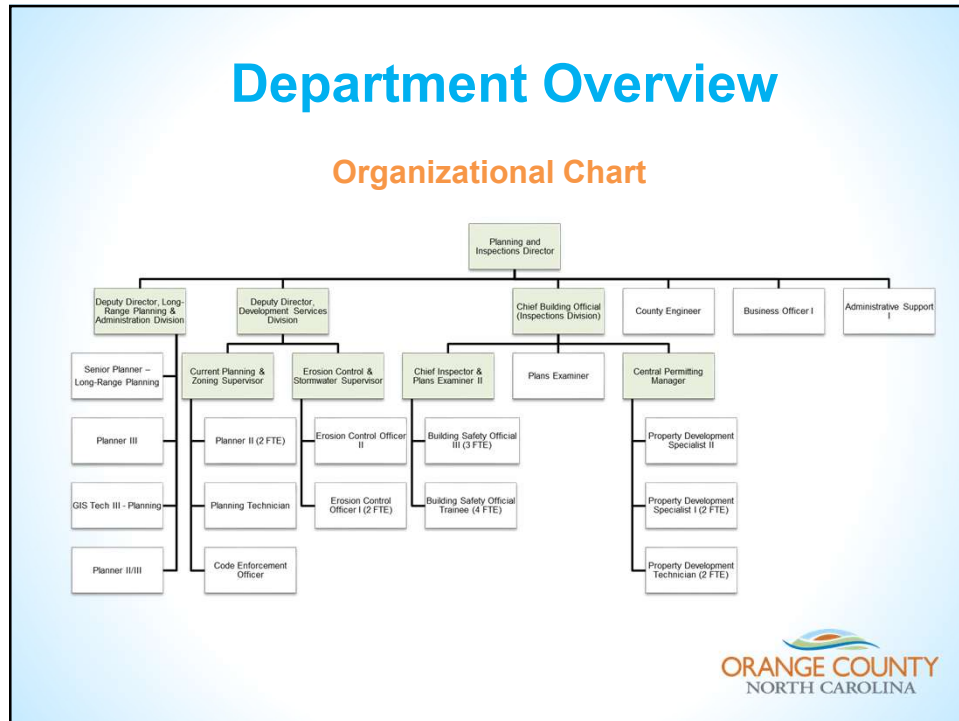
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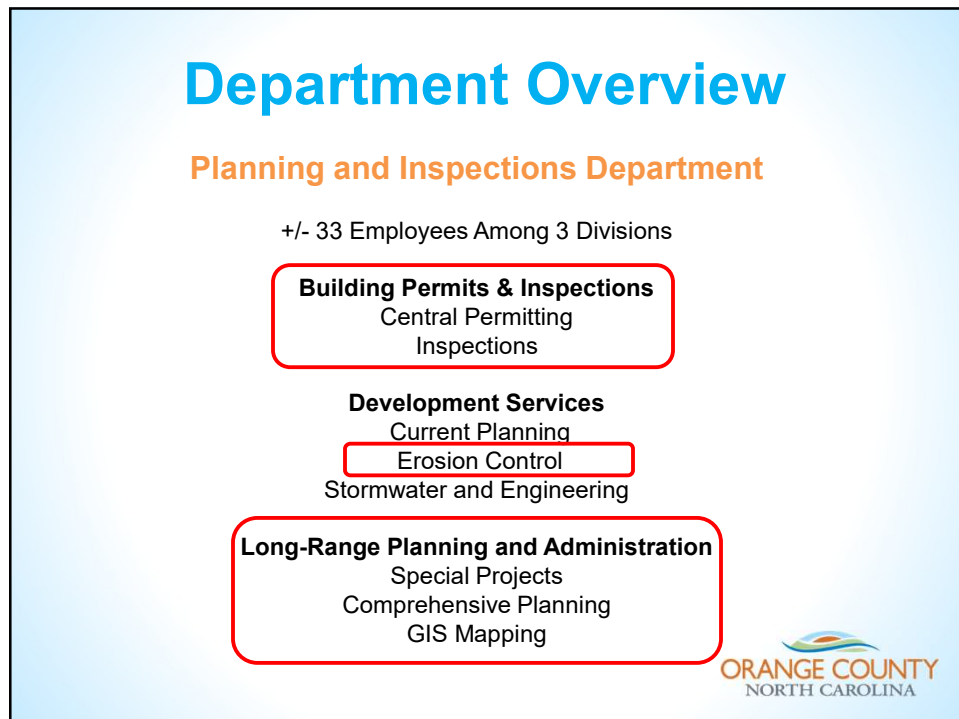
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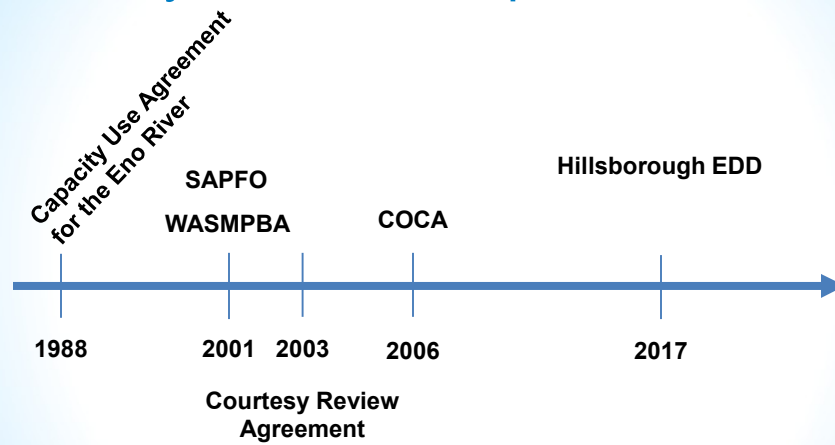


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History of Partnership



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Capacity Use Agreement for the Eno River

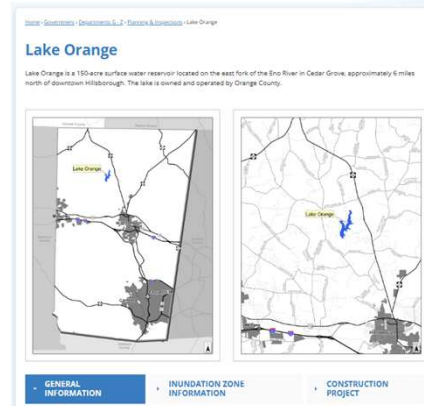
- All water users in the Eno River Basin who withdraw more than 100,000 gallons of water per day from surface water or groundwater
 - Town of Hillsborough
 - Lake Ben Johnston
 - West Fork Eno River Reservoir.
 - Orange-Alamance Water System
 - Corporation Lake
 - Resco Products (formerly, Piedmont Minerals)
 - City of Durham
 - West Point Grist Mill



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Capacity Use Agreement for the Eno River

- Orange County owns Lake Orange
 - Must manage and operate lake to meet specified flow targets in the Eno River through the release of water from Lake Orange



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Courtesy Review Agreement

"The purpose of this Agreement is to establish a method to foster coordinated planning between Orange County and the Town of Hillsborough. Further, the process is intended to provide a forum for discussion of development impacts and exchange information and ideas. This does not provide for joint approval."

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Courtesy Review Agreement

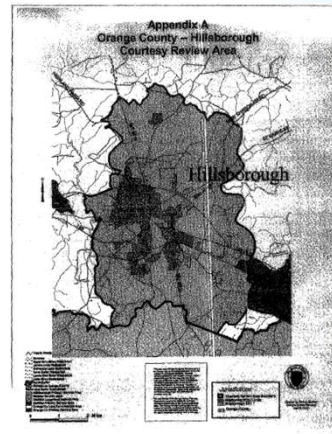
“The purpose of this Agreement is to establish a method to foster coordinated planning between Orange County and the Town of Hillsborough. Further, the process is intended to provide a **forum for discussion** of development impacts and exchange information and ideas. **This does not provide for joint approval.**”



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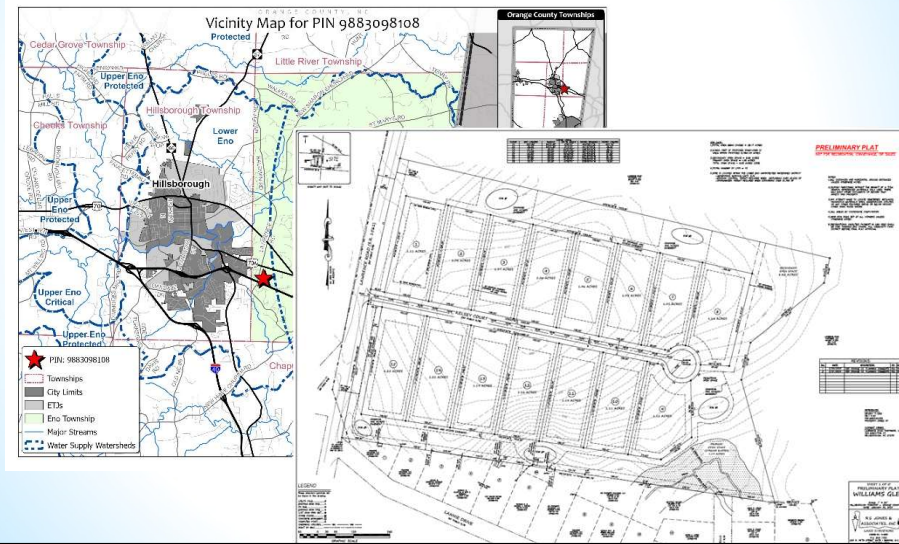
Courtesy Review Agreement

- Projects > 5 acres or 50 units
- Provides for a Request for a Joint Meeting to discuss development proposals in Courtesy Review Area
 - Limits discussion to a menu of subjects



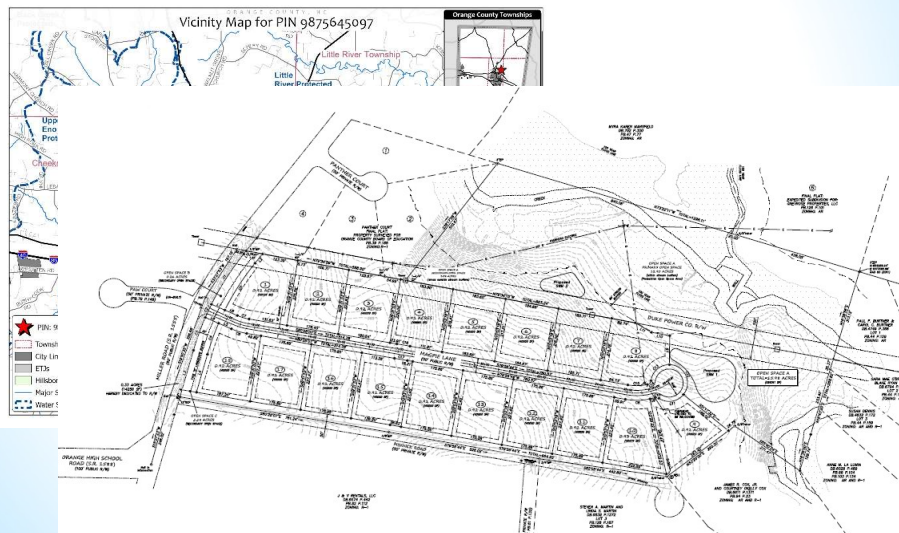
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Courtesy Review Agreement: Williams Glen



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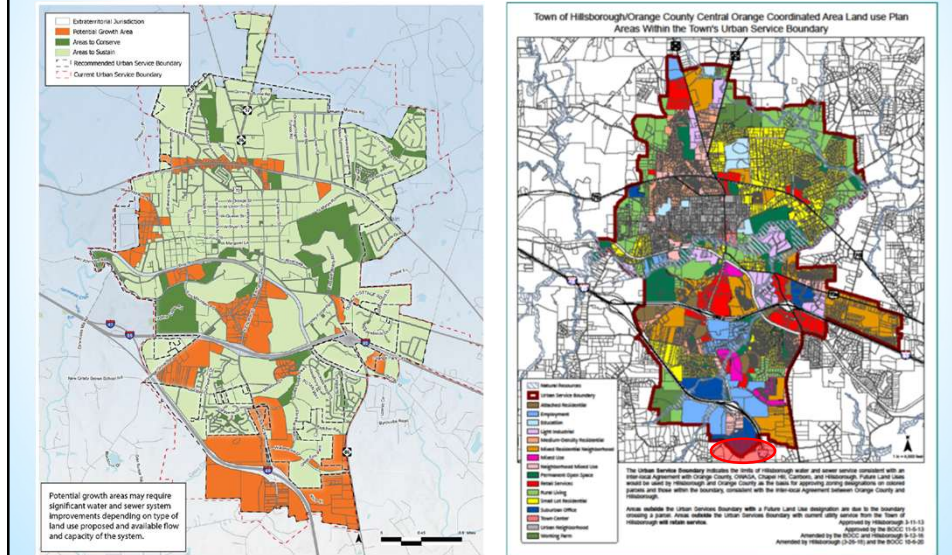
Courtesy Review Agreement: Stonewall



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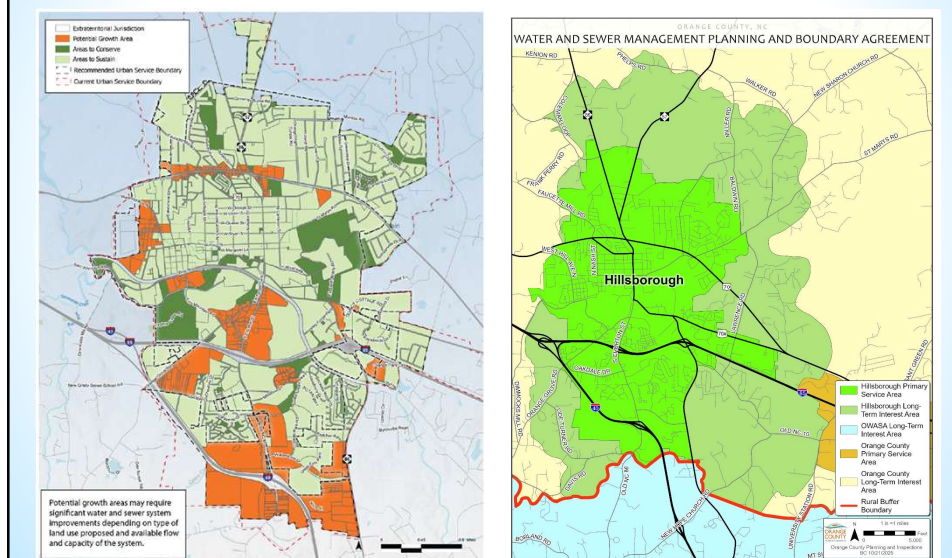
COCA

Central Orange Coordinated Area



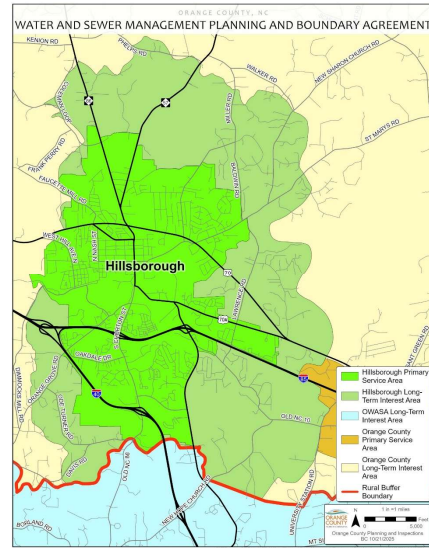
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WASMPBA



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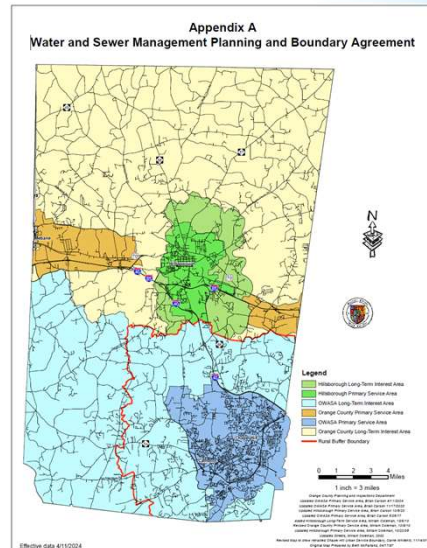
WASMPBA



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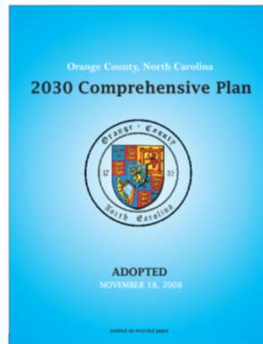
WASMPBA

- Water And Sewer Municipal Planning & Boundary Agreement
- Signatories are Orange County, Chapel Hill, Carrboro, Hillsborough, OWASA
- Established "Primary Service Areas" for public water and sewer service.
- Amendments require action by all 5 signatories.
- "Long Term Interest Area" defined the first responding party if there is a public health emergency.

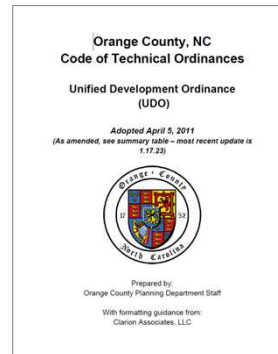


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Orange County & Planning



Comprehensive Plan



Unified Development Ordinance (UDO)

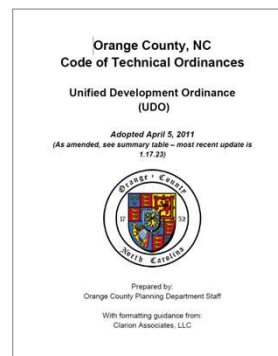


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Unified Development Ordinance

- Implements the Comprehensive Plan
- Contains all development regulations
- Table of Permitted Uses details allowable uses in each zoning district
 - Residential
 - Commercial
 - Industrial
 - Etc.



Unified Development Ordinance (UDO)

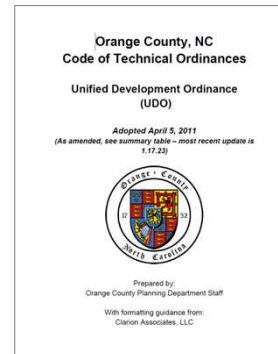


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Orange County & Planning



Comprehensive Plan

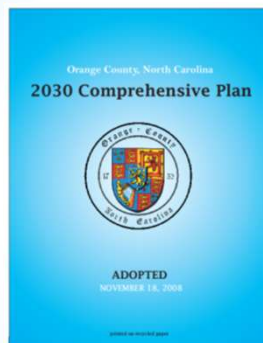


Unified Development Ordinance (UDO)



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Orange County & Planning



Comprehensive Plan

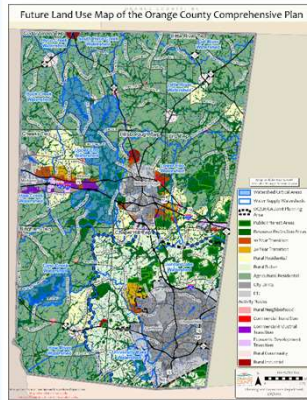
Comprehensive Plan

- CLUP provides framework for long-range land use decision making
- 2030 Comprehensive Plan (Adopted, November 2008)
 - Features 9 chapters and 16 appendices
 - 530 pages long

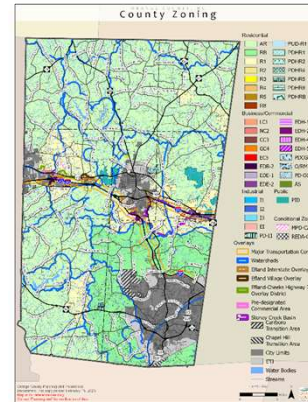


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Orange County & Planning



**Future Land Use Map
(FLUM)**



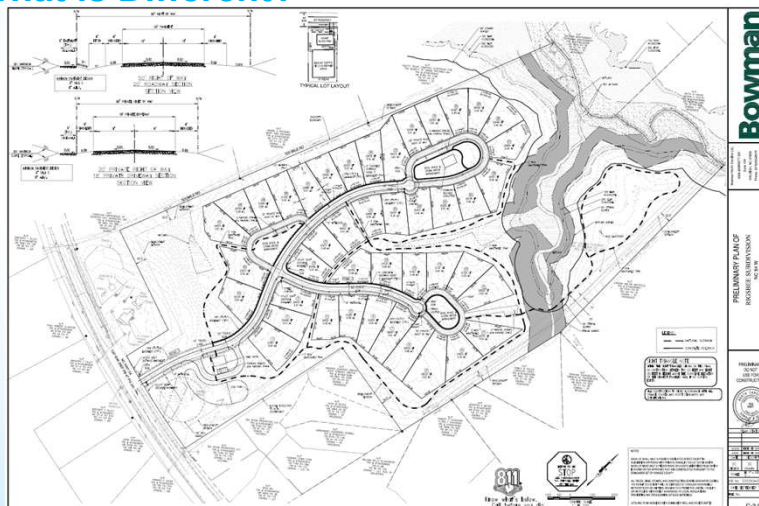
**Zoning Map
(Atlas)**

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Orange County & Planning

What is Different?

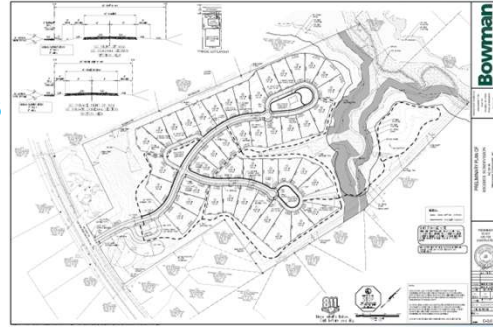


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Orange County & Planning

What is Different?

- No water/sewer utility
- No municipal streets
- Less transit
- Solid waste
- More open space
- Tough standards (MHP, EDD buffers, etc.)



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2050 Land Use Plan

ORANGE COUNTY
NORTH CAROLINA

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Land Use Plan 2050

Public Review Draft



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Planning Process

- 3** Community Engagement Windows
- 8** **Community Meetings** and Workshops
- 9** Tabling, Presentation, or Other Engagement Activities
- 10** **Briefings** to Planning Board and BOCC
- 14** Staff Working Group **Meetings**
- 57** **Stakeholder** Interviews
- 355** Total **In Person Attendees**
- 584** Community **Surveys** Received



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Land Use Plan 2050

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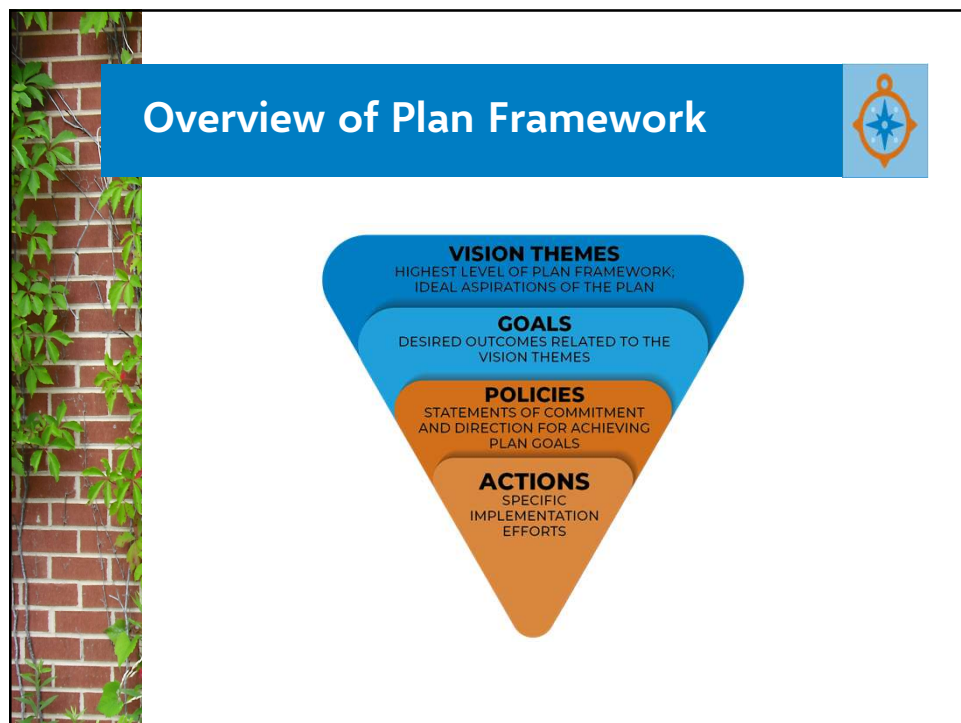
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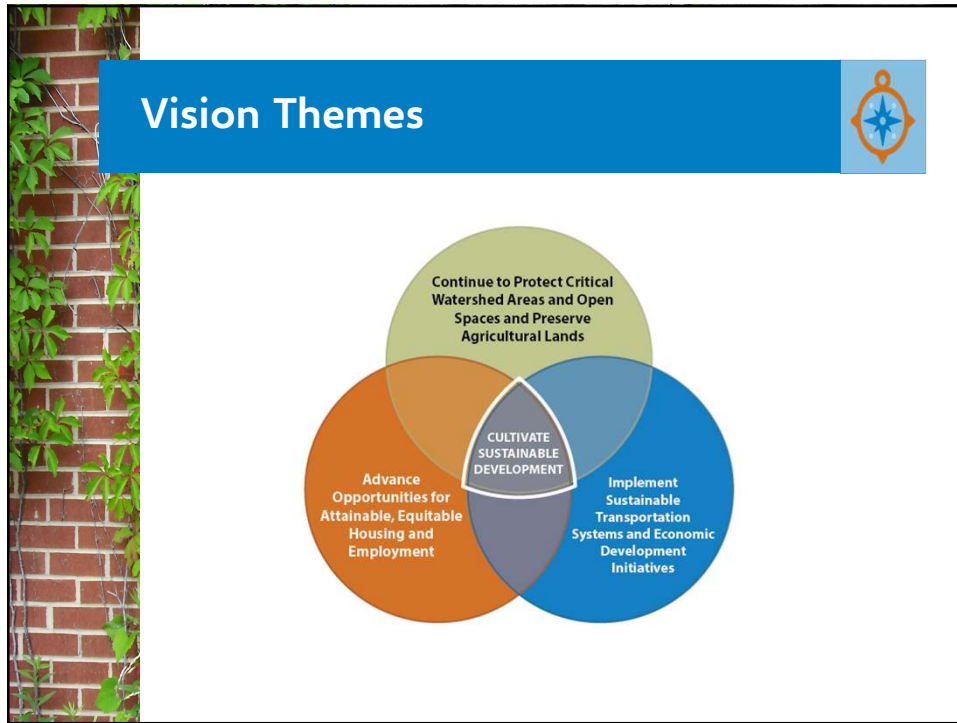
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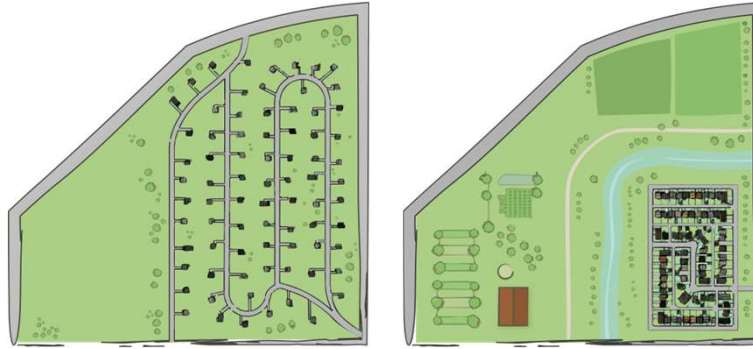


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Conservation Subdivision



Example of a Conservation Subdivision development (right) versus a typical suburban development (left).

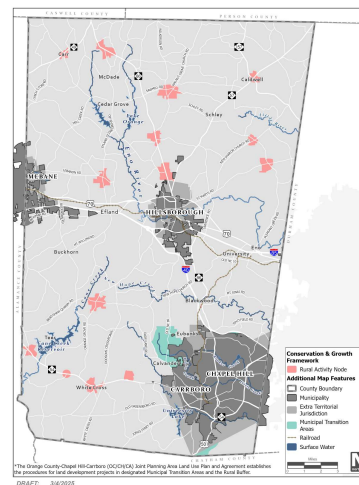
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Rural Activity Node




Description

Rural Activity Nodes are key intersections of larger rural roads and state highways that can or do already serve the surrounding community with commercial retail and service uses. Nodes are located at strategic crossroads to provide daily commercial and service needs within a short drive of rural neighborhoods and home sites in the county. Existing development varies greatly by location but generally includes single-family homes, neighborhood-scale commercial uses such as service stations and convenience stores, farms, forestry, and undeveloped parcels.



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RURAL CONSERVATION NEIGHBORHOOD (RCN)

Description

Rural Conservation Neighborhoods are clustered subdivisions of varying size that allow homes on smaller lots in exchange for protecting a larger portion of the site as open space. Open spaces are protected from development, controlled by easement, HOAs and/or POAs, and can be common spaces with limited passive recreational opportunities or left in a natural state or for agricultural production. Open space is sited to prioritize existing high-quality habitats, unique landscape elements such as rock outcroppings or steep slopes, as well as prime farmland soils, streams, and riparian areas. In the case of lands to be preserved for agricultural production, the presence of prime farmland soil is a determining factor. Single-family residential homes (attached or detached) are the predominant land use, but these clustered subdivisions may include accessory uses such as common meeting and general-use buildings, community gardens and small-scale farms, and/or limited commercial operations that primarily serve the immediately surrounding community.

Character, Pattern, and Land Use Vision

- The intent of Rural Conservation Neighborhoods is to provide opportunities for residential and limited neighborhood commercial development within a rural setting, while also protecting the most valuable environmental and agriculturally viable portions of the site, supporting the critical ecosystem services they provide such as clean air, water, and habitat for wildlife.
- Homes and buildings placed closer together promote the social interconnectivity of the immediate community within the development, also allowing for some communal and collaborative uses on the remaining lands.
- A primary goal for Rural Conservation Neighborhoods is for priority open space to be conserved, such as wetlands, floodplains and alluvial soils, steep slopes, natural areas and wildlife habitats, historic and archeological sites, and wildlife corridors. As of the writing of this Plan, the currently adopted Unified Development Ordinance contains a list of Primary Open Space areas in Section 712. **Chapter 4, Implementation** includes an Action to align primary open spaces features identified in this Plan and the UDO for protection in the Rural Conservation Neighborhoods.



RURAL CONSERVATION NEIGHBORHOOD BUILDING BLOCKS

Primary Uses	Secondary Uses ¹
<ul style="list-style-type: none"> Single-family detached housing Two-family housing (duplex) 	<ul style="list-style-type: none"> Farms, agriculture, forestry Protected open space (recommended 50% of total)
<ul style="list-style-type: none"> Townhomes, accessory dwelling units, and other smaller-scale residential which could include: <ul style="list-style-type: none"> 4 bedrooms, cottages, bungalows, or tiny homes 	<ul style="list-style-type: none"> Multi-family housing Limited neighborhood-scale commercial or retail, and home-based businesses

Infrastructure to Serve Development

Water and Wastewater: Community wells and septic systems may be established, or private wells and septic systems with sufficient lot sizes.

Jurisdictional Collaboration

Required with Calhoun and Chapel Hill for the potential Blackwood Station location (see Chapter 4) and encouraged for Hillsborough and Midland if annexation occurs beyond current defined growth areas.

Applicable Zoning Districts

Rural Buffer (RB), Agricultural Residential (AR), Rural Residential (RR), Neighborhood Commercial (NC), Local Commercial (LC).

RESIDENTIAL DENSITY


16 units / acre gross density

¹ Schools and faith-based organizations are supported county-wide across all land use categories.

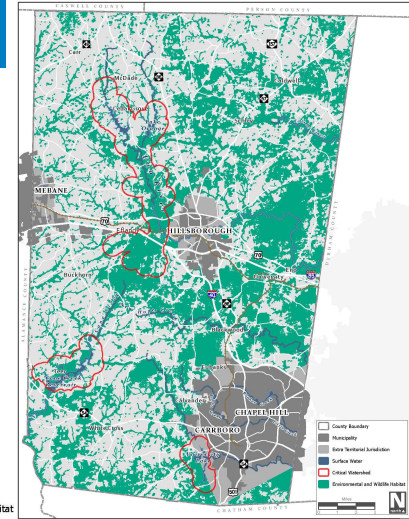
² Conditional density may be allowed in Orange County in certain circumstances. One such circumstance is when a non-residential collection and/or use of land is proposed for a certain project that, as part of the use, also provides for the ability to use the land for residential purposes. For more information on this, please refer to the Orange County Planning & Innovation Department website.

ORANGE COUNTY LAND USE PLAN 2050

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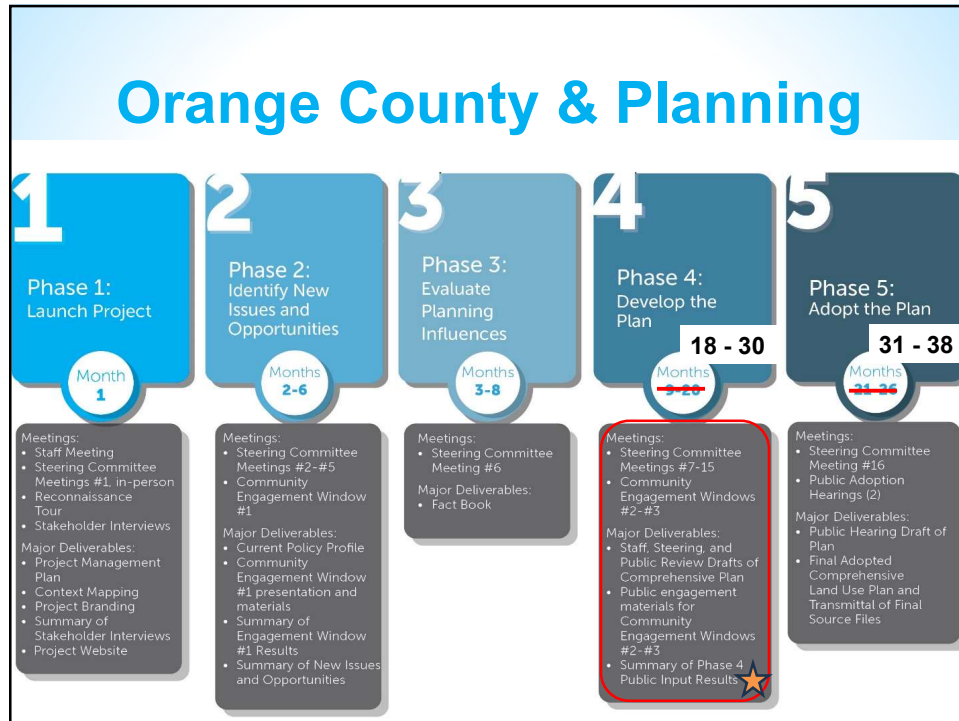
Environmental and Wildlife Habitat



- Map identifies:
 - "Highest" and "Higher" priority wildlife habitat patches and corridors identified by the *Eno-New Hope Landscape Conservation Plan*
 - 100-year floodplain
 - Steep slopes
 - Wetlands
 - Resource Protection Areas (identified in 2030 Plan map)
- Guided higher intensity Land Use Categories on the Conservation and Growth Framework map
- Intended to guide land protection and site planning efforts, particularly for conservation subdivisions that have required open space set-asides

	County Boundary
	Municipality
	Extra Territorial Jurisdiction
	Surface Water
	Critical Watershed
	Environmental and Wildlife Habitat

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QUESTIONS?

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Agenda Abstract

JOINT PUBLIC HEARING

Meeting Date: November 20, 2025
 Department: Planning & Economic Development Division
 Agenda Section: Public hearings
 Public hearing: Yes
 Date of public hearing: November 20, 2025

PRESENTER/INFORMATION CONTACT

Molly Boyle, Senior Planner

ITEM TO BE CONSIDERED

Subject: Annexation request for PINs 9863-68-0014 and 9863-67-2966 on Oakdale Drive

Attachments:

1. Annexation petition with plat and legal description
2. Vicinity, Zoning, and Future Land Use maps

Summary:

Annexation Request Details	
Owners	Edward T. Geiger & Ileen G. Moorman Trustee
Applicant	TMTLA Associates
Type of request	Voluntary and contiguous to existing town limits
Parcel ID Numbers (PINs)	9863-68-0014 and 9863-67-2966
Total acreage	Approximately 14.3 acres
Property location	The north side of Oakdale Drive, west of the Gatemoore subdivision
Zoning	Currently zoned R20 in the town's extra-territorial jurisdiction. No change in zoning is proposed.
Intended land use	Residential subdivision of +/- 16 lots

Comprehensive Sustainability Plan goal:

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:**
Coordinate all plans, including land use, zoning, utility and infrastructure provision, and annexation policies, to ensure that future growth and development – including infill and redevelopment – establishes and follows land use and growth preferences.

Financial impacts:

None other than those associated with standard infill development.

Staff recommendation and comments:Planning comments

Staff has investigated the sufficiency of this petition and finds it compliant with the statutory requirements for contiguous annexations under NC GS § 160A-31, *Annexation by Petition*.

The properties are in the town's extra-territorial jurisdiction and zoned R20, a residential district with a 20,000 square foot minimum lot size. The applicant intends to develop a residential subdivision of about 16 lots, which would be consistent with the current zoning and the Future Land Use Plan, which categorizes the properties as Mixed Residential. You can view the Future Land Use Plan on the town's website here:

<https://www.hillsboroughnc.gov/about-us/departments/community-services/planning/future-land-use-plan>.

Planning staff supports the annexation request based on its consistency with adopted town ordinances and plans.

Water and sewer infrastructure

There is an existing 6" water line in the Oakdale Drive right-of-way at the site. The applicant is coordinating with Engineering staff to determine the most viable method of extending sewer from the Gatemoore subdivision to the east.

Action requested:

Hold the public hearing. No Planning Board recommendation is required for annexation requests.



TOWN OF
HILLSBOROUGH

APPLICATION
Annexation to the Town of Hillsborough

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

You must submit an Annexation Interest Letter before submitting this application. Letters are reviewed by the Hillsborough Board of Commissioners and may be submitted to staff at the email address above.

If you are requesting to annex property not zoned in town, you will also need to submit a rezoning application. Please contact staff with any question.

SUBMITTAL REQUIREMENTS

- | | |
|--|--|
| <input checked="" type="checkbox"/> Prior review/approval of Annexation Interest Letter | <input checked="" type="checkbox"/> Signed Annexation Application and fee |
| <input checked="" type="checkbox"/> Written metes and bounds description of the proposed annexation area | <input checked="" type="checkbox"/> Map of the proposed annexation area, prepared by a professional land surveyor licensed in NC |

PROPERTY OWNER CONTACT

Name William Yeager

Address 1901 Hillandale Road Suite 100, Durham, NC 27705

Phone [REDACTED] Email [REDACTED]

APPLICANT CONTACT

Name Pamela Porter, TMTLA

Address 5011 Southpark Drive Suite 200, Durham, NC 27713

Phone [REDACTED] Email [REDACTED]

PROPERTY DETAILS

Is this property contiguous (adjacent) to current town limits? ☒ Yes ☐ No

Parcel ID numbers 9863-68-0014, 9863-67-2966

Acreage to be annexed Approximately 14.3 acres

Current land uses R-20

Proposed land uses R-20

Signature blocks on next page. Applications without signatures will not be accepted. → → →

SIGNATURES

Sign below. All individual property owners must sign the application. Add additional sheets if necessary. If you are signing on behalf of a corporation, partnership, or limited liability company, your signature must be notarized. You will also need to provide documentation proving your authority to sign on behalf of your organization.

I, being the owner of all real property described in this application, request that the area described in this petition be annexed to the Town of Hillsborough. This petition is submitted under the authority of NC G.S. § 160A-31 (contiguous annexation) or NC G.S. § 160A-58.1 (noncontiguous annexation). If contiguous, this annexation will include all intervening rights-of-way for streets, railroads, and other areas unless otherwise stated in the annexation amendment.

Edward T Geiger

Printed name of owner

Edward T. Geiger

Signature

10.2.25

Date

Cynthia B. Geiger

Printed name of owner

Cynthia B. Geiger

Signature

10-2-25

Date

n/a

Printed name of owner

n/a

Signature

n/a

Date

n/a

Printed name of owner

n/a

Signature

n/a

Date

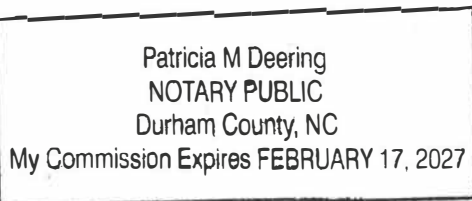
Notary block, for use when property is owned by a corporation, partnership, or limited liability company.

Durham COUNTY, NORTH CAROLINA

I certify that the following person(s) personally appeared before me this the 2 day of October in the year 2025, acknowledging to me that they signed the foregoing document:

Application for Annexation

SEAL



Patricia M Deering

Notary signature

My commission expires: 2-17-2027

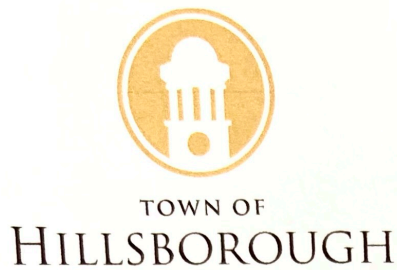
STAFF USE ONLY

Date received 10-02-2025

Received by M. Boyle

Fee and receipt number \$75 (CD7TCRGWV4)

Tentative hearing date 11-20-2025



APPLICATION Annexation to the Town of Hillsborough

Planning and Economic Development Division
101 E. Orange St., PO Box 429, Hillsborough, NC 27278
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Acreage to be annexed Approximately 14.3 acres

Current land uses R-20

Proposed land uses R-20

Signature blocks on next page. Applications without signatures will not be accepted. → → →

CMP, PC Professional Land Surveyors

Michael A. Moss, PLS L-3794, CFSNC-187
Jason L. Panciera, PLS L-3835, CFSNC-140
L. Jordan Parker, Jr., PLS L-4685

Telephone (919) 556-3148

333 South White Street
Post Office Box 1253
Wake Forest, NC 27588-1253

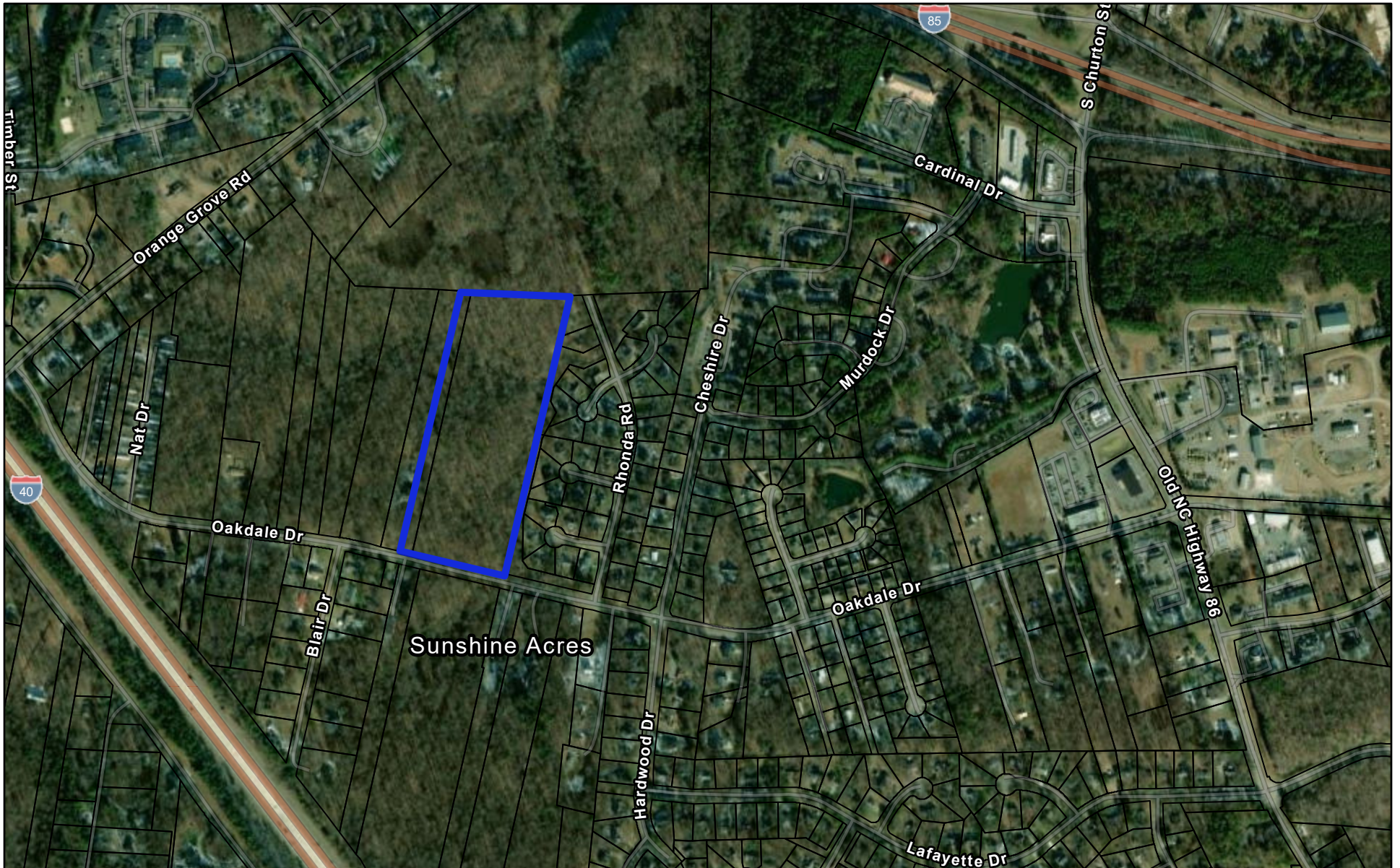
Oakdale Legal Description

Beginning at a point on the northern side of Oakdale Drive SR #1133, said point being the common corner of Lot 151 B and 152 A, Map Book 5, Page 110 said point also being located 2,478' East of the intersection of the Northern Right of way of SR 1133 and the Eastern right of way of SR 1006, thence leaving the Oakdale Drive Right of way N 17°55'53" E a distance of 1,236.79' to a point, Thence S 89°10'01" E 54.45' to a point, S 17°55'53" W 1250.49' point on the northern right of way of Oakdale Drive, thence along said northern right of way N 73°42'20" W 50.00' to the point and place of beginning, containing 12.692 ac. more or less.


Oakdale Legal Description


Beginning at a point on the northern side of Oakdale Drive SR #1133, said point being the common corner of Lot 152 A and 152 B, Map Book 5, Page 110 said point also being located 2,528' East of the intersection of the Northern Right of way of SR 1133 and the Eastern right of way of SR 1006, thence leaving the Oakdale Drive Right of way N 17°55'53" E a distance of 1,250.49' to a point, Thence S 89°10'01" E a distance of 413.08' to a point, Thence S 15°36'52" W a distance of 1,360.2' to a point on the northern right of way of Oakdale Drive, thence continuing along said northern right of way N 73°42'20" W 450.00' to the point and place of beginning, containing 1.416 ac. more or less.

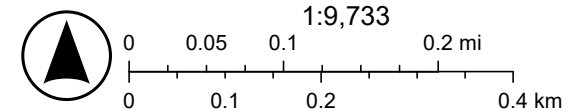
Vicinity Map



9/12/2025

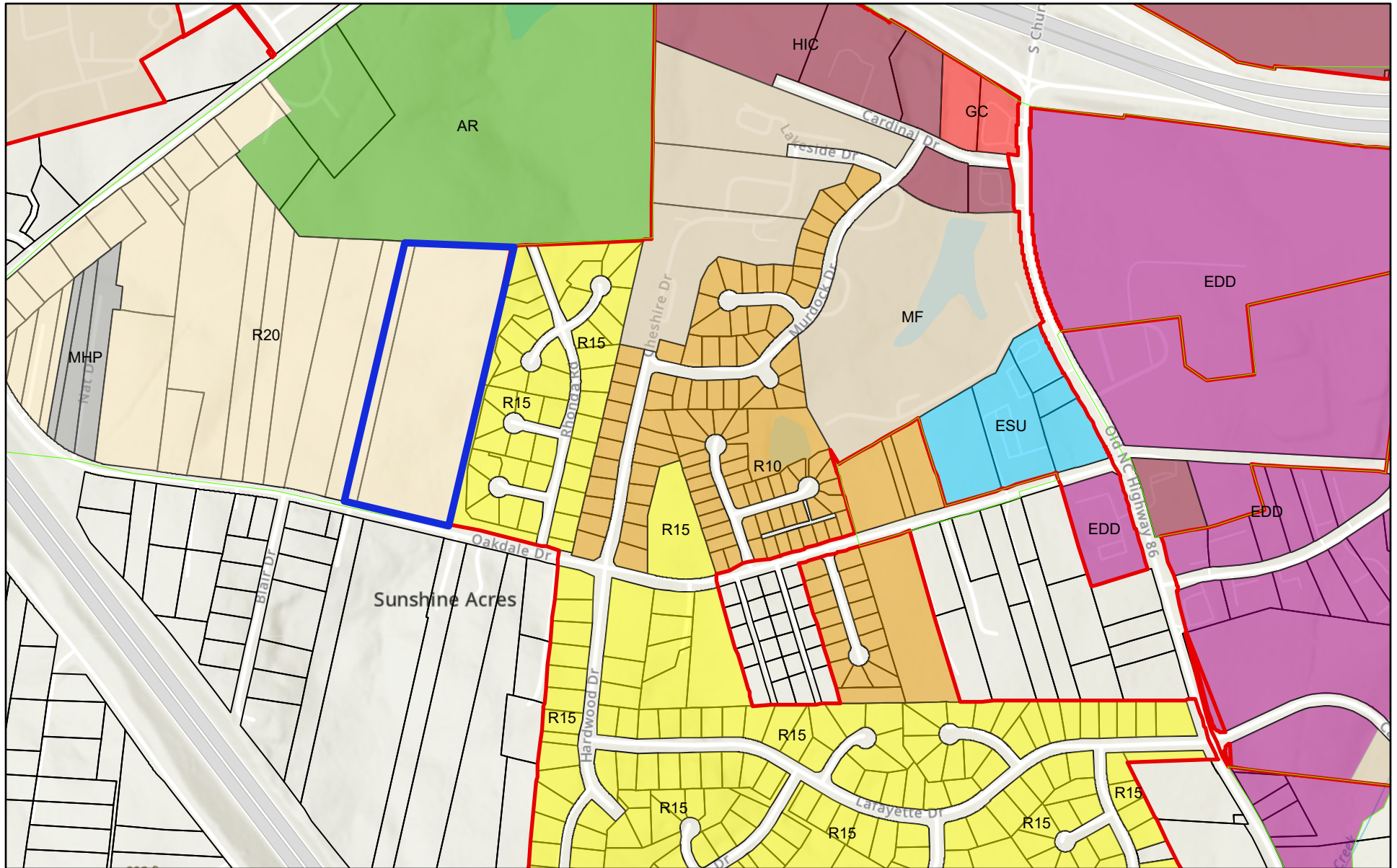
 Parcels

 Geiger & Moorman parcels



NC CGIA, Maxar, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, OpenStreetMap contributors, and the GIS User Community

Zoning Map



9/12/2025

Hillsborough ETJ

Hillsborough Town Limits

Zoning

AR Agricultural Residential

EDD Economic Development District

ESU Entranceway Special Use

GC General Commercial

HIC High Intensity Commercial

MF Multi-Family

MHP Mobile Home Park

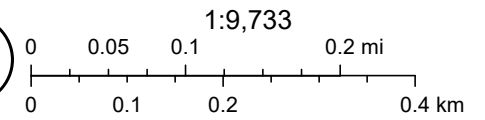
R10 Residential 10,000 sf min

R15 Residential 15,000 sf min

R20 Residential 20,000 sf min

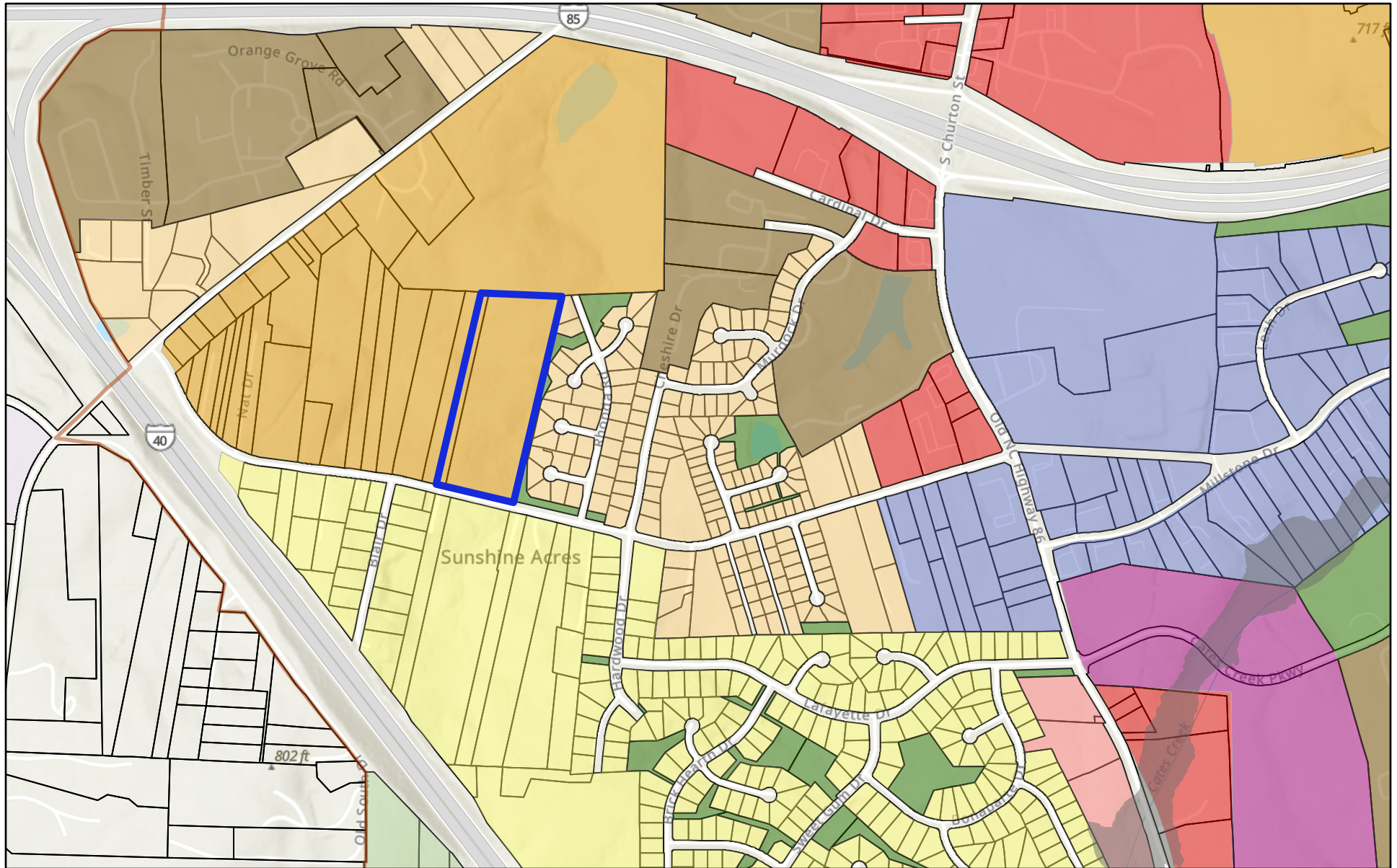
Parcels

Geiger & Moorman parcels



Esri, NASA, NGA, USGS, FEMA, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community

Future Land Use Map



9/12/2025

Natural Resource

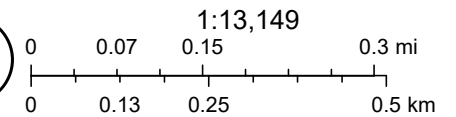
- Special Flood Hazard Areas
- Special Flood Hazard Areas
- Urban Service Area

Hillsborough Land Use

- Attached Residential
- Employment
- Medium-Density Residential
- Mixed Residential Neighborhood

Mixed Use

- Neighborhood Mixed Use
- Permanent Open Space
- Retail Services
- Rural Living
- Small Lot Residential
- Geiger & Moorman parcels



Esri, NASA, NGA, USGS, FEMA, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community



Agenda Abstract

JOINT PUBLIC HEARING

Meeting Date: November 20, 2025
Department: Planning & Economic Development Division
Agenda Section: Public hearings
Public hearing: Yes
Date of public hearing: November 20, 2025

PRESENTER/INFORMATION CONTACT

Molly Boyle, Senior Planner

ITEM TO BE CONSIDERED

Subject: Rezoning request for three parcels in Oakdale Village (PINs 9863-87-8657; 9863-97-1719; 9863-97-2991)

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 ESU and GC highlighted)
4. Draft Planning Board statement

Summary:

Oakdale Village Parcels – Rezoning Details	
Property owner	Oakdale Hillsborough LLC
Applicant	Tony M. Whitaker, PE
Parcel ID Numbers (PINs)	9863-87-8657; 9863-97-1719; 9863-97-2991
Location	Old NC 86 and Oakdale Drive
In town limits?	Yes
Acreage	Approx. 6.9
Current zoning	Entranceway Special Use (ESU)
Proposed zoning	General Commercial (GC)
Future Land Use category	Retail Services (no change proposed)

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: Develop and adopt plans that contribute to meeting preferred future land use/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**

These three properties are part of Oakdale Village, a special use district approved in 2011 and intended for commercial development. Phase 1 has mostly developed, with the ABC Store, UNC medical office building, and retail/office building being completed several years ago. Phase 2 is still undeveloped.

The applicant is requesting to rezone the following parcels in Oakdale Village:

- Phase 2 outparcel (PIN 9863-87-8657)
- Retail/office building parcel, which still has some developable area (PIN 9863-97-1719)
- Stormwater control measure parcel (PIN 9863-97-2991)

Note that the stormwater control measure will remain since it is required to support the Oakdale Village development. More information about Oakdale Village is available on the town's website at <https://www.hillsboroughnc.gov/Home/Components/FacilityDirectory/FacilityDirectory/110/152>.

Zoning designation

The applicant wants to rezone these three properties from Entranceway Special Use (ESU) to General Commercial (GC). The allowable land uses in both districts are mostly comparable, with both districts being intended for a mix of commercial uses (*e.g.*, retail; office; service; employment). One key difference is that every allowable use in the Entranceway Special Use district requires a Special Use Permit. Only some uses in the General Commercial district require a Special Use Permit.

Note that the North Carolina General Assembly deauthorized special use zoning districts, like the Entranceway Special Use district, in 2021 with Chapter 160D of the General Statutes. However, properties zoned as special use districts before 2021, like Oakdale Village, are still valid.

Future Land Use Plan designation

General Commercial zoning would be compatible with the town's Future Land Use Plan. The plan shows this property in the Retail Services category, which envisions a variety of retail and commercial uses near existing residential and employment areas. The Future Land Use Plan is available on the town's website at <https://www.hillsboroughnc.gov/about-us/departments/community-services/planning/future-land-use-plan>.

Water and sewer availability

Engineering/Utilities determine if the town can serve a project when development plans are submitted. Since this is a general rezoning request with no site-specific development plan, staff cannot evaluate capacity at this time. Staff will evaluate capacity if/when it receives development plans for review. However, staff can confirm that there is existing water and sewer infrastructure at this site, including:

- An 8" water line in the Oakdale Drive right-of-way;
- A 12" water line in the Old NC 86 right-of-way; and
- An 8" sanitary sewer line and a 6" water line on the Oakdale Village site, serving the existing development.

Staff recommendation

Staff of the Planning and Economic Development Division recommend approval of the requested rezoning based on consistency with the Unified Development Ordinance and Future Land Use Plan.

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 Oakdale/Hillsborough, LLC Attn: W. Jack McGhee

Address 2828 Pickett Road Durham, NC 27705

Phone [REDACTED]

Email [REDACTED]

APPLICANT CONTACT

Name Tony M. Whitaker

Address 3708 Lyckan Pkwy. Suite 201 Durham, NC 27707

Phone [REDACTED]

Email [REDACTED]

PROPERTY DETAILS

Addresses/Location 115 Oakdale Drive, and two adjacent unaddressed parcels (3 parcels total)

Parcel ID Numbers 9863878657, 9863971719 and 9863972991

Existing Land Uses/Structures Commercial multi-tenant building with supporting infrastructure

Total Acreage Approx. 6.9 acres Current Zoning ESU Proposed Zoning GC

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.

Please see Attachment #1.

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.

Please see Attachment #1.

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.

<u>Oakdale/Hillsborough, LLC</u> Printed name of owner	 Signature	<u>10-15-2025</u> Date
<u>Tony M. Whitaker</u> Printed name of applicant	 Signature	<u>10-15-2025</u> Date

STAFF USE ONLY

Date received <u>10-16-2025</u>	Received by <u>M. Boyle</u>
Fee and receipt number <u>\$1,350 (J6JCCYFM4H)</u>	Tentative hearing date <u>11-20-2025</u>

Attachment #1

Zoning Map Amendment Request from ESU to GC for Oakdale Village Parcels

PINs 9863878657, 9863971719 and 9863972991

I. Consistency with Hillsborough Comprehensive Sustainability Plan

Approval of the requested amendment will be consistent with the Comprehensive Sustainability Plan in multiple ways, specifically:

Smart Growth Principle 1: Mixed land uses.

The proposed amendment will encourage and support a mixture of land uses in the larger commercial node that the subject property lies within.

Smart Growth Principle 7: Strengthen and direct development toward existing communities.

Numerous residential communities surrounding the subject property will benefit from conveniently-located services that will be allowed on the property under GC zoning.

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.

The subject property already has most of the necessary infrastructure in place for adequate access, internal vehicular and pedestrian circulation, and utilities. Relatively small amounts of additional infrastructure will be needed for specific users. Approval of the proposed amendment will support the smart growth strategy of leveraging existing development infrastructure to attain logical and cohesive community development.

Land Use & Development Goal 2: Invest in infrastructure that supports preferred land use and growth patterns.

The Town of Hillsborough expects the subject property to fulfill its commercial development potential, increasing its contribution to the commercial tax base. The proposed amendment will support this expectation of preferred land use and growth.

Environment and Natural Systems Goal 1: Employ an integrated ecosystem approach and stewardship mentality to protect, conserve, and restore critical environmental areas and natural systems.

The proposed amendment is consistent with this important goal in that the subject property does not contain any sensitive environmental areas, and did not contain any such areas when it was initially developed. In addition, future development under the proposed GC zoning is not anticipated to require any offsite infrastructure that would impact critical environmental areas.

II. Items listed in UDO 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.

Hillsborough's Future Land Use Plan identifies desired development of the subject property as "Retail Services", which is further described as "... retail and commercial uses" that "... should be located near residential and employment areas...". The Future Land Use Plan lists several appropriate zoning districts for such areas, including the requested General Commercial (GC) district. The uses allowed under this district include typical retail and commercial uses, and are also closely matched to those anticipated by the previous Masterplan approved for the subject property. For these reasons, the proposed amendment is consistent with applicable Town-adopted plans.

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

The existing zoning district is not currently supported by Town staff for new usage due to recent changes in State legislation, and is therefore becoming an antiquated zoning designation that will likely not survive the next UDO revision. The commercial market will view the GC district as a more standardized and durable zoning designation for this property, providing more long-term reliability for investment purposes. Secondly, it has become clear that development of this mid-sized commercial property will draw from a relatively small set of potential users which strongly favor a streamlined and predictable review process for their land use. Approval of the proposed amendment would permit a typical range of commercial uses to be established on the subject property via an administrative review process rather than a more elaborate and subjective quasi-judicial process.

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

The small-scale retail and personal service uses anticipated for this property by the Future Land Use Plan will be more easily established on the subject property under the proposed zoning. The subject property provides a convenient location for these types of uses near several residential neighborhoods.

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.

The proposed zoning for the subject property will allow a range of uses that are very similar to those allowed under the current zoning, so the amendment will be compatible with current development expectations for the subject property.

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 subject property has been partially developed under a cohesive masterplan with an orderly and integrated layout. The original commercial use intent for the subject property has not changed, and development under the proposed amendment will conform to the general layout and access patterns already established on the larger development.

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

The subject property is already partially developed and the remainder is rough-graded for development, with some supporting infrastructure already in place and no known offsite improvements needed.

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

Current zoning for the subject property anticipates a variety of commercial uses. The proposed amendment will retain this characteristic.

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 zoning district will allow a very similar range of uses as compared to those currently allowed, continuing virtually the same zoning relationships with adjoining properties as in the current condition.

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

Adjacent property values are not expected to be adversely affected since the supported uses under the proposed amendment will be very similar to those anticipated under current zoning.

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 subject property contains no wetlands, streams, wildlife corridors or forests. The property has already been largely prepared for commercial development.

Vicinity Map



10/21/2025

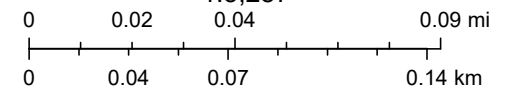
 Parcels

World view

 Parcels proposed for rezoning

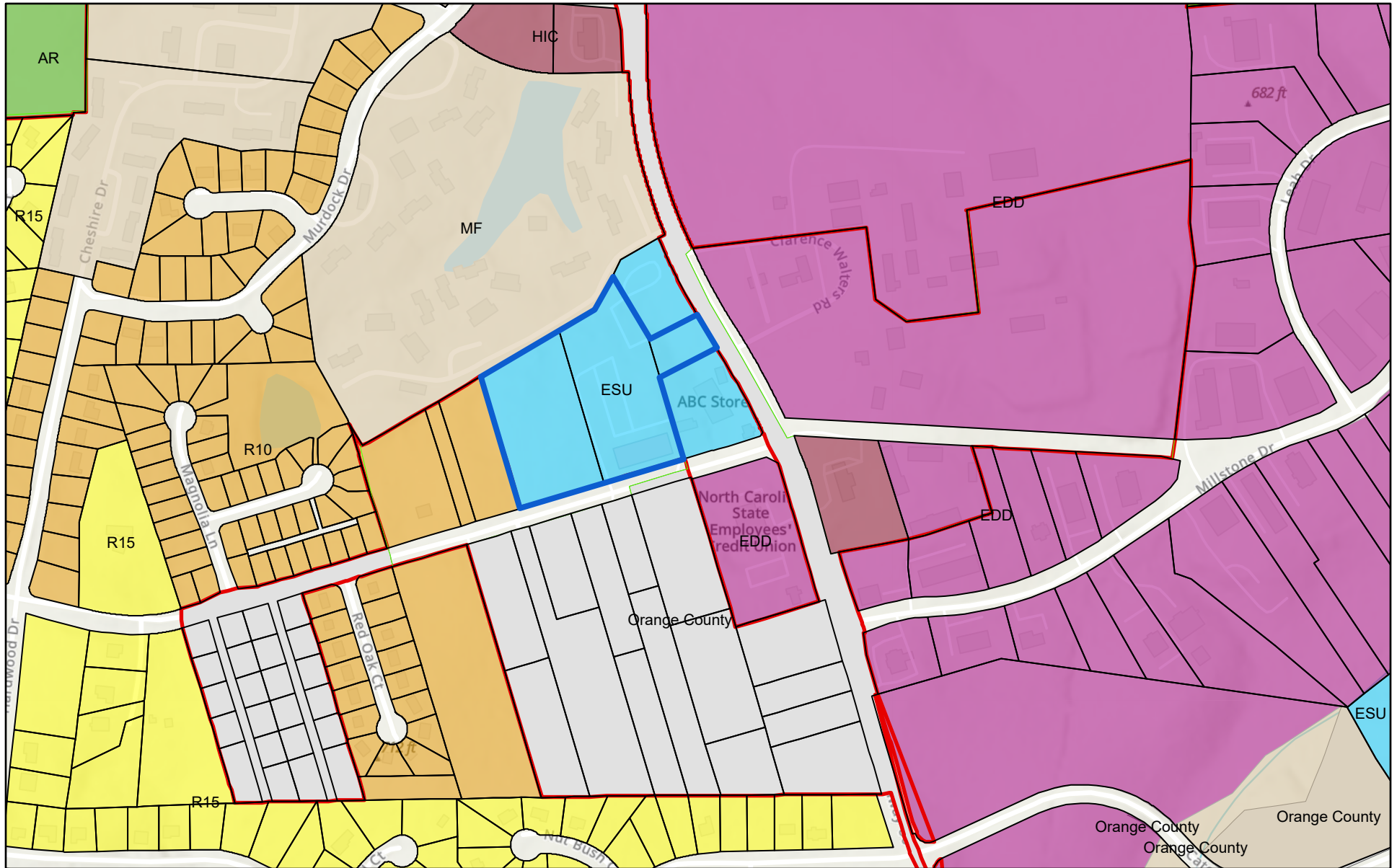
Section 5, Item B.

1:3,287



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, NC CGIA, Maxar, Microsoft

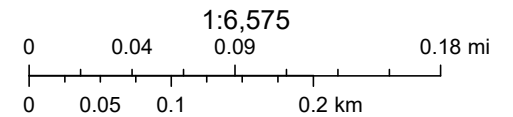
Zoning Map



10/21/2025

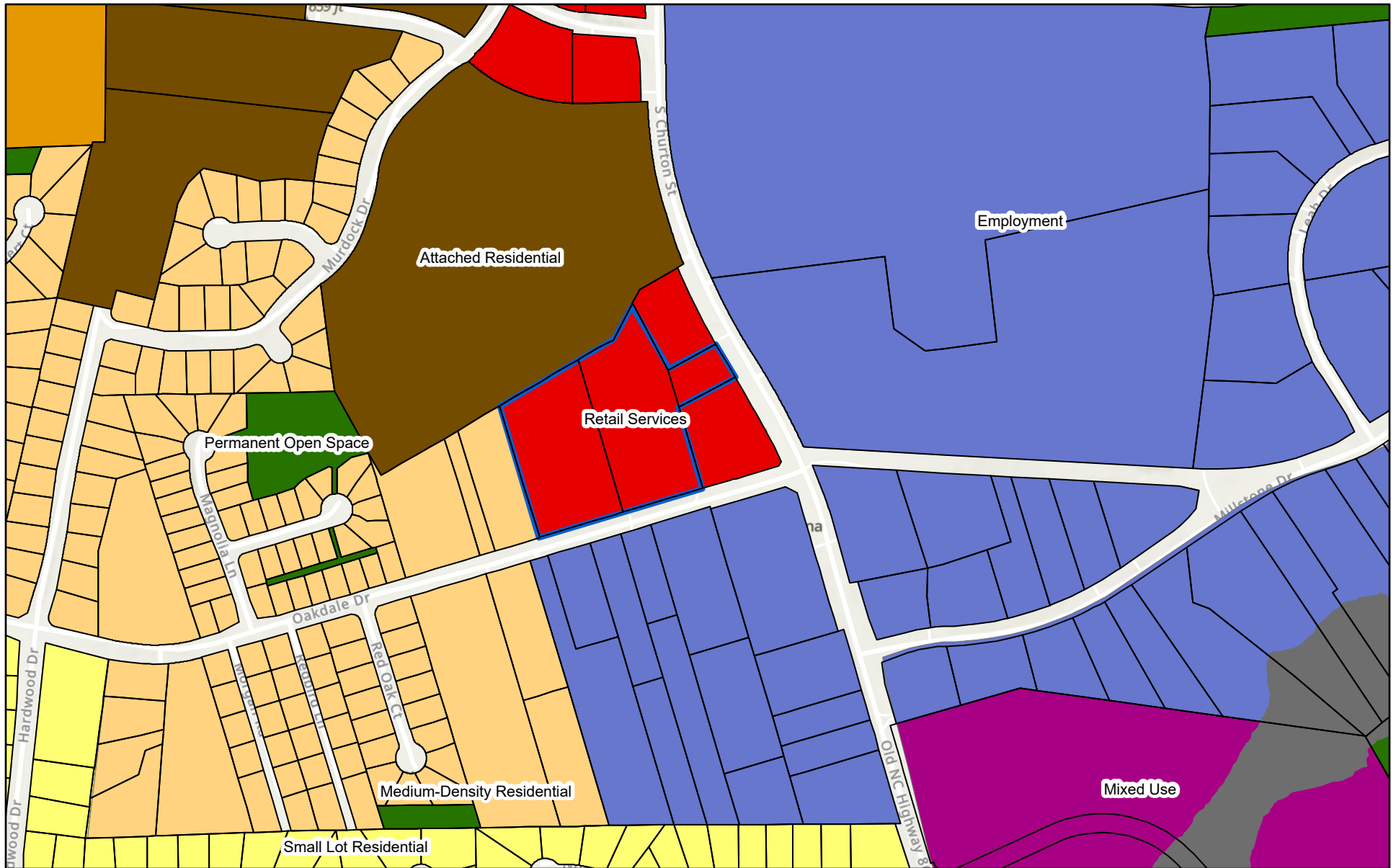
- | | | |
|--------------------------|-----------------------------------|--------------------------------|
| Parcels-Copy-4/14/23 | EDD Economic Development District | R10 Residential 10,000 sf min! |
| Hillsborough ETJ | ESU Entranceway Special Use | R15 Residential 15,000 sf min! |
| Hillsborough Town Limits | HIC High Intensity Commercial | Orange County |
| Natural Residential | MF Multi-Family | Parcels proposed for rezoning |

Section 5, Item B.

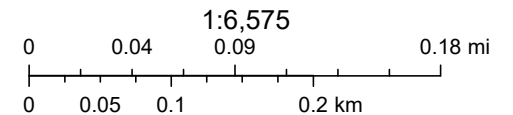
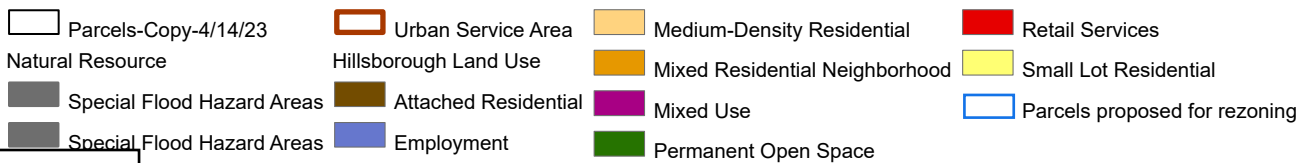


Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, Sources: Esri, Maxar, Airbus

Future Land Use Map



10/21/2025



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, Sources: Esri, Maxar, Airbus

5.1.8 TABLE: USE TABLE FOR NON-RESIDENTIAL DISTRICTS

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

5.1.8 TABLE: USE TABLE FOR NON-RESIDENTIAL DISTRICTS

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

5.1.8 TABLE: USE TABLE FOR NON-RESIDENTIAL DISTRICTS

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

General use rezoning request for Oakdale Village outparcels
PINs 9863-87-8657, 9863-97-1719, and 9863-97-2991
November 20, 2025

WHEREAS, the Town of Hillsborough Planning Board has received and reviewed an application from Oakdale Hillsborough LLC to rezone three parcels totaling approximately 6.9 acres in area at Old NC 86 and Oakdale Drive (9863-87-8657, 9863-97-1719, and 9863-97-2991) from Entranceway Special Use (ESU) to General Commercial (GC); 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 §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 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 zoning map amendment.

 Frank Casadonte, Chair
 Town of Hillsborough Planning Board

Date of signature by Chair: _____



Agenda Abstract

JOINT PUBLIC HEARING

Meeting Date: November 20, 2025
Department: Planning & Economic Development Division
Agenda Section: Public Hearings
Public hearing: Yes
Date of public hearing: November 20, 2025

PRESENTER/INFORMATION CONTACT

Molly Boyle, Senior Planner

ITEM TO BE CONSIDERED

Subject: Text amendment to Unified Development Ordinance (UDO) Section 3, *Administrative Procedures* (staff-initiated)

Attachments:

1. Draft text amendment
2. Draft Planning Board statement

Summary:

This is a “housekeeping” text amendment to the Unified Development Ordinance (UDO) to do the following:

- Remove reapplication waiting periods, which the General Assembly has prohibited as of October 6, 2025, under Session Law 2025-94; and
- Clarify that subdivisions of 20+ lots in approved Planned Development Districts do not require Special Use Permits.

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:

Reapplication waiting periods

The current UDO requires applicants to wait one year before resubmitting certain applications when withdrawn by the applicant or denied by the town board. These reapplication waiting periods are now prohibited by the General Assembly under Section 11.e of Session Law 2025-94. You can view the session law online here:

<https://www.ncleg.gov/Sessions/2025/Bills/House/PDF/H926v10.pdf>.

Subdivision requirements for Planned Development Districts

Planned Development District requirements were added to the UDO in 2022. The intent was to allow design flexibility for mixed-use projects. Applicants can negotiate certain design elements with the town board, such as density, minimum lot size, and building setbacks.

Under the current UDO, any subdivision of 20+ lots is required to get a Special Use Permit from the Board of Adjustment. However, that was not the intent for Planned Development Districts, since the town board already reviews and approves the subdivision design requirements with the Planned Development rezoning.

This text amendment removes the Special Use Permit requirement for subdivisions in Planned Development Districts, allowing for staff review instead, as is customary with most subdivision plans. Staff will review the subdivision plans for consistency with the Unified Development Ordinance and any conditions on the Planned Development District approved by the town board.

Other staff comments

Staff does not intend to present many staff-initiated text amendments for review now that the UDO rewrite is underway. However, between now and adoption of the new UDO in 2026-2027, staff may occasionally present amendments like this to a) conform with state law and/or b) address errors that impede current projects.

Staff recommendation

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.

3. ADMINISTRATIVE PROCEDURES

3.5 CREATION OF NEW LOTS/DIVISION OF LAND

3.5.1 REVIEW REQUIRED

No land within the Town of Hillsborough planning jurisdiction shall be subdivided, or re-subdivided and offered for sale, gifted, exchanged, or in any other way conveyed until a plat thereof has been approved as herein provided. No plat shall be recorded by the Orange County Register of Deeds until this approval is entered in writing on the face of the plat as herein provided.

3.5.2 THE REVIEW REQUIRED IS DETERMINED BY THE NUMBER OF NEW LOTS TO BE CREATED AS FOLLOWS:

- 3.5.2.1 Exempt plats: Staff review, must meet standards in Section 3.5.3 below.
- 3.5.2.2 Minor subdivisions: Staff review to create 4 or fewer lots.
- 3.5.2.3 Major subdivisions: Staff review to create 5-19 lots.
- 3.5.2.4 Special subdivisions: Staff review to create 20 or more lots within a Planned Development District; Special Use Permit review by the Board of Adjustment to create 20 or more lots when the property to be subdivided is not within a Planned Development District.
- 3.5.2.5 Conservation subdivisions: Staff review to create 20 – 99 lots with reduced lot sizes and additional open space within a Planned Development District; Special Use Permit review by the Board of Adjustment to create 20 or more lots, but less than 100 lots 20-99 lots with reduced lot sizes and additional open space when the property to be subdivided is not within a Planned Development District.

3.5.3 EXEMPT PLATS

- 3.5.3.1 Property owners or their authorized agents must present a paper or recordable map to the Planning Department for determination of whether the action created by the recording of the map meets the Ordinance standards to be exempt.
- 3.5.3.2 If the proposal meets the exemptions listed in this Ordinance or in North Carolina General Statutes, Section 160D-802(a), the Planning Director shall sign an exemption note on the face of the recordable map before it is recorded.
- 3.5.3.3 In addition to the divisions of land identified in North Carolina General Statutes§160D-802(a), the following divisions of land shall not be included within the definition of the term “subdivision” and shall not be subject to this Ordinance: (1) the division of land for the purpose of creating a lot for use as a site for a utility pump station; (2) the recordation of a plot of lots created by deeds recorded in the Orange County Registry prior to March 13, 1978; (3) the creation of a lot to be conveyed to the Town or to a non-profit entity for the purpose of creating public parks or public open space, provided that the plat and the deed creating such parcel shall specifically state that the parcel created may not be used for any other purpose, (4) the division of land owned by a governmental entity to facilitate the conveyance of a portion of said land to another governmental entity for governmental or public use, and (5) the recordation of a plat consistent with Section 7.3.3, *Multiple Detached Dwellings on a Single Parcel*.

- 3.5.3.4** If the proposal does not meet the exemptions, the Planning Director shall return the unsigned map to the property owner or authorized agent with a written description of why the map does not qualify to be exempt.

3.5.4 MINOR SUBDIVISION

Property owners or agents must present a paper map to the Planning Department to review any division of land into 4 or fewer lots from a single tract of land in any five (5) year period. If a new public road is proposed as part of the project, the subdivision shall be reviewed as a Major Subdivision. The Planning Director has the authority to refer a minor subdivision involving a new or existing private road to the Technical Review Committee. If no public or private road right of way or construction is part of the proposal, the Planning Director may approve the minor subdivision by signing the approval certificate on the recordable map.

The application will be processed according to the procedure details in Section 5.2.49, *Subdivisions, Minor*, or 5.2.47, *Subdivision, Major or Special*, as applicable.

3.5.5 MAJOR SUBDIVISIONS

Divisions of land resulting in the creation of between five (5) and nineteen (19) new lots from a single tract of land in any five (5) year period shall require major subdivision approval from the Planning Director.

3.5.5.1 Sketch Plan

Before submitting an application, the applicant shall submit a sketch design plan, the elements of which are discussed in the *Administrative Manual*. In reviewing the proposal, the Planning Department may consider existing development in the area, compatibility with the comprehensive plan for the Town, and the suitability of the land to avoid the unnecessary expense of redesigning unacceptable subdivision proposals. The Planning Department shall make available to the applicant maps, studies, and reports which indicate land suitability including maps of flood prone areas, soil, conditions, location of historic sites and unique natural areas.

3.5.6 SPECIAL SUBDIVISIONS

Unless otherwise stated in Section 3.5.2 of this Ordinance, ~~Divisions~~ divisions of land resulting in the creation of twenty (20) or more new lots from a single tract of land in any five (5) year period shall require a Special Use Permit, with review criteria as set forth in Section 5.2.46, *Subdivisions, Major or Special*.

3.5.6.1 Sketch Plan

Prior to submitting a Special Use Permit application, the applicant shall submit a sketch design plan, the elements of which are discussed in the *Administrative Manual*. In reviewing the proposal, the Planning Department may consider existing development in the area, compatibility with the comprehensive plan for the Town, and the suitability of the land to avoid the unnecessary expense of redesigning unacceptable subdivision proposals. The Planning Department shall make available to the applicant maps, studies, and reports which indicate land suitability including maps of flood prone areas, soil, conditions, location of historic sites and unique natural areas.

3.5.6.2 Special Use Permit Required

When the property to be subdivided is not within a Planned Development District, The preliminary plan will be processed according to the Special Use Permit procedure and details found in Section 3.8.

3.5.7 CONSERVATION SUBDIVISIONS (SECTION 9.2 FOR DEFINITION)

Unless otherwise stated in Section 3.5.2 of this Ordinance, Divisions ~~divisions~~ of land into twenty (20) or more new lots from a single tract of land in any five (5) year period, with special features as set forth in Section 5.2.48 for conservation subdivisions, shall require a Special Use Permit.

3.5.7.1 Sketch Plan

Prior to submitting a preliminary plat, the applicant shall submit to a sketch design plan, the elements of which are discussed in the *Administrative Manual*. In reviewing the proposal, the Planning Department may consider existing development in the area, compatibility with the comprehensive plan for the Town, and the suitability of the land to avoid the unnecessary expense of redesigning unacceptable subdivision proposals. The Planning Department shall make available to the applicant maps, studies, and reports which indicate land suitability including maps of flood prone areas, soil, conditions, location of historic sites and unique natural areas.

3.5.7.2 Special Use Permit Required

When the property to be subdivided is not within a Planned Development District, The preliminary plan will be processed according to the Special Use Permit procedure and details found in Section 3.8.

3.6 FUTURE LAND USE PLAN AND COMPREHENSIVE PLAN AMENDMENTS

3.6.10 EFFECT OF DENIAL OR WITHDRAWAL

An applicant may withdraw his or her application for an amendment at any time by written notice to the Planning Director. However, application fees will not be refunded if notice of the legislative hearing has already been sent to the newspaper. An applicant may also refile their application after withdrawal or denial at any time.

3.7 UNIFIED DEVELOPMENT ORDINANCE AND MAP AMENDMENTS

3.7.14 EFFECT OF DENIAL OR WITHDRAWAL

An applicant may withdraw ~~his or her~~their application for an amendment at any time by written notice to the Planning Director. However, application fees will not be refunded if required notice of the legislative hearing has already been sent to the newspaper. An applicant may also refile their application after withdrawal or denial at any time.

~~When the Town Board shall have acted upon an application or the application shall have been withdrawn after the first notice of the public legislative hearing thereon, the Town shall not accept another application for the same or similar text or Official Zoning Map amendment, affecting the same property or a portion of it, until the expiration of a one (1) year period, extending from the date of action or withdrawal. The Town Board may on its own motion, however, initiate an amendment of this nature prior to the expiration of the one (1) year period.~~

3.8 SPECIAL USE PERMIT

3.8.16 EFFECT OF DENIAL OR WITHDRAWAL

~~When the Board of Adjustment shall have denied an application or the application shall have been withdrawn, by written notice, after publication of the first evidentiary hearing notice required in Section 3.8.11, Notice of Evidentiary Hearing, the Planning Director shall not accept another application for the same or similar Special Use, affecting the same property or a portion thereof, until the expiration of one year from the date of denial or withdrawal.~~

An applicant may withdraw their application at any time by submitting written notice to the Planning Director. However, application fees will not be refunded if required notice of the evidentiary hearing has already been sent to the newspaper. An applicant may also refile their application after withdrawal or denial at any time.



PLANNING BOARD STATEMENT OF PLAN CONSISTENCY AND RECOMMENDATION

Staff-initiated text amendment to Unified Development Ordinance
Section 3, Administrative Procedures
November 20, 2025

WHEREAS, the Town of Hillsborough Planning Board has received and reviewed a staff-initiated text amendment to UDO Section 3, Administrative Procedures; 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.

Frank Casadonte, Chair
Town of Hillsborough Planning Board

Date of signature by Chair: _____

Meeting Schedule: 2026

PLANNING BOARD

Meetings start at 7 p.m. in the Board Meeting Room of the Town Hall Annex, 105 E. Corbin St., unless otherwise noted.

Times, dates, and locations are subject to change.



Regular meetings

Regular meetings typically occur the third Thursday of the month.

Jan. 15
Mar. 19
Apr. 16
June 25 Moved due to Juneteenth holiday
July No meeting
Sept. 17
Oct. 15
Dec. 10 Moved due to holidays

Joint public hearings

Joint public hearings with the Board of Commissioners typically occur on the third Thursday of the month.

Feb. 19
May 21
Aug. 20
Nov. 19