



Agenda

Planning Board Regular Meeting

7:00 PM January 15, 2026

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

1. Call to order and confirmation of quorum

2. Agenda changes and approval

3. Minutes review and approval

A. Minutes from joint meeting on November 20, 2025

4. Rules of Procedure review and approval

A. Amended Rules of Procedure (all meetings now at 7 pm)

5. Chair election

Current chair, Frank Casadonte, is rotating off the board on January 31 after two full, successive terms. The new chair will assume their duties on February 1, 2026.

6. Board training session with Bryant Green, Engineering Services Manager

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.

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 AND BOARD OF COMMISSIONERS

Joint public hearing

7 p.m. November 20, 2025

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



Present

Town board: Mayor Mark Bell and commissioners Meaghun Darub, Robb English, Kathleen Ferguson, Matt Hughes and Evelyn Lloyd

Planning Board: Chair Frank Casadonte and members Jeanette Benjey, Robert Iglesias, Sherra Lawrence, Tiffney Marley, and Carrie Winkler

Absent: Planning Board: Vice Chair Hooper Schultz and member Sean Kehoe

Staff: Senior Planner Molly Boyle, Senior Planner Tom King, and Town Attorney Bob Hornik

1. Call to order and confirmation of quorum

Mayor Mark Bell called the meeting to order at 7:03 pm and confirmed with staff that a quorum was present. He noted the public charge and asked for all speakers to use the microphones during the meeting.

2. Agenda changes and approval

Senior Planner Molly Boyle noted that the applicant for item 5A had formally withdrawn their annexation petition. She recommended removing that item from the hearing agenda.

Motion: Commissioner Kathleen Ferguson moved to approve the agenda as amended. Planning Board member Robert Iglesias seconded.

Vote: 11-0.

3. Approval of minutes

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

Only Planning Board members voted on this item since the minutes were from a regular meeting, not a joint meeting.

Motion: Iglesias moved to approve the minutes. Planning Board member Sherra Lawrence seconded.

Vote: 6-0.

4. Open the public hearing

Motion: Ferguson moved to open the public hearing. Commissioner Matt Hughes seconded.

Vote: 11-0.

5. Public hearings

Boyle addressed the audience and explained the public hearing process before beginning her presentations.

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

101 E. Orange St., PO Box 429, Hillsborough, NC 27278

919-732-1270 | www.hillsboroughnc.gov | @HillsboroughGov

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

Boyle presented the rezoning request for three parcels in Oakdale Village owned by Oakdale Hillsborough LLC. The applicant, Tony Whitaker, a professional engineer with Civil Consultants, was requesting to rezone the parcels from Entranceway Special Use (ESU) to General Commercial (GC). The parcels, totaling approximately 6.9 acres, are located at Old NC 86 and Oakdale Drive.

Boyle explained that the properties are part of Oakdale Village, a special use district approved in 2011 for commercial development. Phase 1 has mostly been developed with an ABC store, UNC medical office building, and a retail/office building, while Phase 2 remains undeveloped. The applicant's request would rezone the undeveloped area and the property with the stormwater control measure.

She noted that planning staff found the request consistent with the Unified Development Ordinance and Future Land Use Map. The key difference between the current and requested zoning is process; Entranceway Special Use requires a special use permit from the Board of Adjustment for every use, while General Commercial allows some uses by right. Boyle stated that Utilities and Engineering would evaluate the water/sewer demand and capacity when a specific development is proposed, noting existing water and sewer infrastructure in the area.

Whitaker explained that the existing zoning has become an obstacle to development. He noted two main issues: 1) the special use district zoning is now considered antiquated by state legislature and is no longer valid for new cases, making investors and lenders hesitant; and 2) the development community prefers certainty in their processes, and the subjective review process required by special use permits is deterring potential businesses. He emphasized that the most likely uses would be retail, office, or potentially day care or restaurants.

Board members raised concerns about the possibility of residential development in General Commercial zoning since General Commercial allows single-family homes. Whitaker and Mark O'Neal, a commercial broker with Pickett Sprouse working with the property owner, explained that while single-family homes would technically be allowed in GC zoning, the property's restrictive covenants, its high commercial value, and infrastructure requirements make residential development impractical and economically unfeasible.

No members of the public signed up to speak on this item.

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

Boyle presented a staff-initiated text amendment to remove resubmittal waiting periods and clarify subdivision requirements for planned development districts. She explained that currently, applicants must wait one year to resubmit if their application is withdrawn or denied, but state law (Session Law 2025-94) no longer allows this restriction. The proposed amendment also clarifies that subdivisions within planned development districts do not require a special use permit, even if they have 20 or more lots, since these districts are already reviewed and approved by the town board.

Hughes asked about language in the text amendment regarding refunds. Specifically, the proposed amendment indicates that applicants can refile an application after withdrawal or denial at any time; however, the application fees will not be refunded if required notice of the legislative hearing has already been sent to the newspaper.

Boyle explained that a portion of the application fee covers the cost of advertising the hearing in the newspaper. Current policy is to deny a refund request if the advertisement has already been submitted to the

newspaper because otherwise the town, and by extension the taxpayers, would end up paying for the ad instead of the applicant. Staff thought it best to codify the refund policy in the Unified Development Ordinance.

No members of the public spoke on this item.

6. Close the public hearing

Motion: Ferguson moved to close the public hearing. Iglesias seconded.

Vote: 11-0.

The town board was dismissed. The Planning Board took a short break before reconvening.

7. Planning Board business

A. Adoption of 2026 Planning Board schedule

Boyle presented the draft calendar for 2026. Boyle noted that currently, regular meetings begin at 6:30 pm and joint meetings with the town board begin at 7 pm. The schedule for 2026 proposes that all meetings begin at 7 pm. After discussion, the Planning Board decided to adopt the proposed schedule, including the 7 pm start time for all meetings.

Motion: Planning Board member Jeanette Benjey moved to adopt the 2026 schedule. Iglesias seconded.

Vote: 6-0.

B. Density discussion with Tom King, Senior Planner

Tom King, Senior Planner, presented a "density primer" to the Planning Board. He defined density as the average number of individuals or units per unit of space, such as population density (persons per square mile) or housing density (houses per acre).

King discussed various ways to regulate density, including:

- Minimum lot size/area - the traditional method dating back to the 1940s-50s
- Dwelling units per acre (density zoning)
- Clustering or performance zoning - more complex but offers flexibility and resource protection
- Regulation by square feet per bedroom
- Floor area ratio
- Form-based codes - focusing on building relationships rather than distinct land uses

The presentation sparked discussion about affordable housing, environmental protection, and parking concerns. Board member Jeanette Benjey raised concerns about parking provisions in higher-density developments, noting that many residents have more vehicles than developments account for. The board discussed the challenges of balancing density with practical considerations like parking, walkability, and infrastructure.

King provided a real-world example of condominiums across from Town Hall, calculating a gross residential density of 15 dwelling units per acre on the 1.5-acre site, with potentially 51-94 residents depending on occupancy calculations.

Casadonte thanked King for the presentation. Boyle noted that she would send King's PowerPoint presentation to board members after the meeting.

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Before moving on to updates and adjournment, the board members discussed whether they were ready to make recommendations on agenda items 5B and 5C. Members agreed they were ready to vote on item 5C but wished to discuss 5B further.

Planning Board recommendation for agenda item 5C, staff-initiated text amendment to UDO Section 3, Administrative Procedures

Motion: Iglesias moved to recommend approval of item 5C as presented. Planning Board member Sherra Lawrence seconded.

Vote: 6-0.

The Planning Board then began to discuss item 5B, the proposed rezoning of three parcels in Oakdale Village. Members discussed the potential implications of General Commercial zoning, which would allow single-family development, versus Economic Development zoning.

Applicant Tony Whitaker and Mark O'Neal, a real estate broker with Pickett Sprouse Commercial working with the property owner, addressed the board. They explained the history of the Oakdale Village project and discussed the existing covenants of its Property Owners' Association.

Planning Board recommendation for agenda item 5B, applicant-initiated rezoning request for three parcels in Oakdale Village (PINs 9863-87-8657; 9863-97-1719; 9863-97-2991)

Motion: Iglesias moved to recommend approval of item 5B to the town board. Lawrence seconded.

Vote: 6-0.

C. Board member and staff updates

As the Planning Board representative to the Board of Adjustment, Iglesias reported that there had been no Board of Adjustment meeting that month. Boyle noted that Vice Chair Hooper Schultz was not present, so there was no Parks and Recreation Board update.

For staff, Boyle reported that a proposed 49-lot subdivision on NC 86 North in the county's jurisdiction had been denied by the Orange County Board of Commissioners.

8. Adjournment

Motion: Lawrence moved to adjourn the meeting. Iglesias seconded.

Vote: 6-0.

The meeting adjourned at 8:26 pm.

Respectfully submitted,



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

Approved: Month X, 202X



Rules of Procedure

Planning Board

Hillsborough, North Carolina

1. Regular Meetings

The Board shall hold regular meetings on the third Thursday of each month. The meeting shall be held at the Town Hall Complex and shall generally begin at ~~6:30~~^{7:00} p.m. The regular meetings in February, May, August, and November shall serve as joint public hearings with the Town Board of Commissioners to hear any items required to have a public hearing by law or development ordinance. Meetings with a joint public hearing component will ~~not begin until~~ also begin at 7:00 p.m. If no such items are scheduled, or after the conclusion of the public hearing, the Planning Board may conduct regular business. All meetings of the Board shall be held consistent with laws on meetings of public bodies as found in Chapter 143, Article 33C *Meetings of Public Bodies* of the North Carolina General Statutes (https://www.ncleg.net/enactedlegislation/statutes/html/byarticle/chapter_143/article_33c.html).

2. Special Meetings

The Chair or a majority of the members may call a special meeting at any time. If the special meeting is the continuation of a recessed meeting of the Board and the date, time and place of the special meeting was announced in open session prior to the recess, then no further notice of the special meeting need be published. Otherwise, notice of a special meeting of the Board shall comply with open meetings notice requirements in state law.

3. Organizational Meeting

Each March, the Board shall hold an organizational meeting. The Board shall elect a chair and a vice-chair from its members. The procedure for electing officers shall be as set out below. The procedure for electing the Chair and the vice chair shall be the same; however, the Chair shall be elected before the vice chair, and the newly elected chair shall preside over the election of the vice chair.

(a) *Election Process.* The election of the chair shall be the first order of business at the organizational meeting. The Board clerk shall assume the chair for the purpose of administering the election of the chair. The clerk shall open the floor to nominations for the chair by Board members. Nominees must be present at the organizational meeting in order to be eligible for nomination. The clerk shall then entertain a motion to close the floor to nominations. After the motion has been seconded, but before the Board acts on the motion, any nominee may decline a nomination. Election of the chair shall be by roll call vote. A majority of the quorum of the Board present at the organizational meeting shall be required for election of the chair. If, after two ballots, no nominee has received the required majority vote, then the nominees receiving the two highest vote totals on the second ballot shall draw lots prepared by the clerk to determine the election of the chair. In the event that more than two nominees have an equal number of votes after the second ballot, then all nominees having such equal number of votes shall participate in the drawing of lots to determine the election of the chair. Once a chair has been elected, the newly elected chair of the Board shall assume the duties of the chair and shall proceed immediately to the election of the vice chair. The election of the vice chair shall follow the same procedure as set forth above for the election of the chair.

- (b) *Appointment of Board Members to Committees.* At the organizational meeting, and after the election of the chair and vice chair, the Board shall consider the appointment, or re-appointment, of members to the Board of Adjustment, the Parks and Recreation Board, and such other boards and committees as may exist from time to time and to which the Town Board has directed Planning Board participation. Where possible, the Board shall seek volunteers to serve on such Boards and committees, but in the absence of volunteers the Board may appoint members by a vote of a majority of the quorum present at the organizational meeting.
- (c) *Resignation of Officers/Mid-term Appointments.* Should the chair of the Board resign the office in mid-term then the vice chair shall assume the chair for the remainder of the term, and the Board shall hold a “special election” at the next regular Board meeting to fill the remainder of the former vice chair’s term following the same rules as for the election of the vice chair established in paragraph 3a above. Should the vice chair resign the office in mid-term, then the Board shall hold a “special” election at the next regular board meeting following receipt of the resignation. The election shall be governed by the same rules as for the election of the vice chair at the organizational meeting established in paragraph 3a above. Should the need arise during mid-term for the appointment of a Board member to a Town board or committee, then the procedure set out in the preceding paragraph shall be followed for the appointment of a Board member to serve on such board or committee.

4. Agenda

The secretary to the Board shall prepare the agenda for the meeting. Any individual or group wishing to address the Board shall make a request to the secretary to be placed on the agenda. However, the Board will determine at the meeting whether the individual’s or group’s request to be heard will be granted. A request to have an item of business placed on the agenda must be received at least two working days before the meeting. Any Board member may, by a timely request, have an item placed on the agenda.

The agenda shall include, for each item of business placed on it, as much background information on the subject as is available and feasible to reproduce. Each Board member shall receive a copy of the agenda, and it shall be available for public inspection and/or distribution when it is distributed to the council members. The Board may, by majority vote or consensus, add an item that is not on the agenda.

5. Public Address to the Board

Those members of the public who wish to address the Board at a meeting shall sign (and print) their name on the “sign-up sheet” to be made available by the Board clerk immediately prior to each Board meeting. The speaker shall indicate on the “sign-up sheet” which item on the printed Board agenda he or she wishes to address. The Board has the discretion to limit speakers to three minutes each.

6. Order of Business

Items shall be placed on the agenda according to the Order of Business. The Order of Business for each ~~regular~~ meeting shall be as follows:

- (a) ~~Approval of the minutes~~
- (b) ~~Discussion/adjustment of agenda~~
- (c) ~~Public hearing~~
- (d) ~~Administrative reports~~
- (e) ~~Committee reports~~
- (f) ~~Old business~~
- (g) ~~New business~~
- (h) ~~Informal discussion and public comment~~

- (a) Call to order, confirmation of quorum, and public charge
- (b) Agenda changes and approval

- (c) Approval of minutes
- (d) Public comment period – for items not on the agenda
- (e) Public hearing (when meeting also serves as a joint public hearing)
- (f) Old business
- (g) New business
- (h) Committee reports
- (i) Staff and board member reports

However, by general consent of the Board, items may be considered in another order.

7. Officers and Duties

- (a) *Chair.* A chair shall be elected by the full membership of the Planning Board from among its members. The chair's term of office shall be one year and/or until a successor is elected, beginning April 1. The chair shall be eligible for re-election. The chair shall preside at the Board meetings. In order to address the Board, a member shall be recognized by the chair. The chair shall have the following powers:
 - (1) To rule motions in or out of order, including the right to rule out of order any motions patently offered for obstructive or dilatory purposes;
 - (2) To determine whether a speaker has gone beyond reasonable standards of courtesy in his/her remarks and to entertain and rule on objections from other members on this ground;
 - (3) To entertain and answer questions of parliamentary law or procedure;
 - (4) To call a brief recess at any time; and
 - (5) To adjourn in an emergency.
- (b) *Vice-Chair.* A vice-chair shall be elected by the Planning Board from among its regular members in the same manner and for the same term as the chair. The vice-chair shall preside in the absence of the chair, and at such times shall have the same powers and duties as the chair.
- (c) *Secretary.* A town employee designated by the Board of Commissioners of the Town of Hillsborough shall serve as secretary. The secretary shall preside at the organizational meeting of the Board until a chair has been elected, and, subject to the direction of the chair and the Planning Board, shall keep all records, shall prepare all correspondence of the Board for the signature of the chair, shall arrange for all required public notices, shall notify Board members of pending meetings and their agenda, shall notify parties to cases before the Board of its decision on such cases, and shall generally supervise the clerical work of the Board. The secretary shall keep in a permanent volume the minutes of every meeting of the Board. These shall show the record of all important facts pertaining to each meeting and hearing, every resolution or upon the final determination of any question, indicating the names of members absent or failing to vote. Copies of all correspondence and other documents pertaining to the Planning Board shall be maintained in chronological order by the secretary in a separate file.

8. Alternate Members

Intentionally omitted.

9. Presiding Officer when the Chair is in Active Debate

The chair shall preside at the Board meetings unless he/she becomes actively engaged in debate on a particular proposal, in which case he or she may designate another Board member to preside over the debate. The chair shall resume the duty to preside as soon as action on the matter is concluded.

10. Action by the Board

The Board shall proceed by motion. Anyone, including the chair, may make a motion.

11. Second Required

A motion shall require a second.

12. One Motion at a Time

A member may make only one motion at a time.

13. Substantive Motion

A substantive motion is out of order while another substantive motion is pending.

14. Adoption by Majority Vote

A motion shall be adopted by a majority of the votes cast, a quorum being present, unless otherwise required by these rules or the laws of North Carolina.

15. Debate

Once a motion has been made and seconded, the chair shall restate the motion and then open the floor to debate on it. The chair shall preside over the debate according to the following general principles.

- (a) The introducer (the member who makes the motion) is entitled to speak first;
- (b) A member who has not spoken on the issue shall be recognized before someone who has already spoken; and
- (c) To the extent possible, the debate shall alternate between opponents and proponents of the measure.

16. Duty to Vote

Every member must vote unless excused by the remaining members. A member who wishes to be excused from voting shall so inform the chair, who shall entertain a motion by the remaining members present on the request. No member shall be excused from voting except on matters involving his own financial interest or official conduct. In all other cases, a failure to vote by a member who is physically present or has withdrawn without being excused by a majority vote of the remaining members present shall be recorded as an affirmative vote.

17. Quorum

A majority of actual membership of the Board, excluding vacant seats, shall constitute a quorum. A member who has withdrawn from a meeting without being excused by a majority vote of the remaining members present shall be counted as present for purposes of determining whether a quorum is present.

18. Minutes

The Secretary will prepare minutes for board approval and maintain the approved minutes in a permanent file consistent with public records requirements.

19. Amendments

These rules may, within limits allowed by law, be amended at any time by an affirmative vote of not less than seven members of the Planning Board, provided that such amendments be presented in writing at a regular or special meeting preceding the meeting at which the vote is taken.

20. Reference to Robert's Rules of Order

To the extent not provided for in these rules and to the extent that the reference does not conflict with the spirit of these rules, the Board shall refer to Robert's Rules of Order, Revised, for unresolved procedural questions.

This is to certify that the above rules were unanimously adopted by the Planning Board at its meeting duly held on the 16th-15th day of January, 20252026.

Chair, Planning Board

amended: April 7, 1992 (alternate members)
March 4, 2003 (meeting time)
March 1, 2005 (elections, appointments, general re-write)
November 15, 2012 (meeting date)
March 16, 2023 (full town-wide update of board rules of procedure)
January 16, 2025 (regular meetings)
January 15, 2026 (regular meetings and order of business)