



# Agenda

## Parks and Recreation Board Regular Meeting

7:00 PM August 20, 2024

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 regular meetings on May 21, 2024
4. **Discussion items**
  - A. Review request from The Expedition School to increase the number of people allowed at parks for school events up to 150 individuals, up to 4 times per year.
  - B. Review draft of Cates Creek Park Master Plan
5. **Parks and recreation-related reports**
  - A. Board of Commissioners: Robb English
  - B. Planning Board: Hooper Schultz
  - C. Intergovernmental Parks Work Group: Staff
6. **Park steward reports**
  - A. Gold Park: Cole Kenworthy
  - B. Cates Creek Park: Richard von Furstenberg
  - C. Murray Street Park: Hooper Schultz
  - D. Kings Highway Park: Robb English
  - E. Hillsborough Heights Park: David Weinberg
  - F. Riverwalk: Staff
  - G. Turnip Patch Park: Wendy Kuhn
7. **Staff updates**
  - A. Updates on skate spot updates and grand opening, art park, park repairs
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 one business day in advance of the meeting.

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

# Minutes

## PARKS AND RECREATION BOARD

Regular meeting

7 p.m. April 16, 2024

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



Present: Chair Cole Kenworthy, Vice Chair Richard von Furstenberg, Commissioner Robb English, Wendy Kuhn, David Weinberg and Paul Weinberg

Absent: Adam McGovern and Hooper Schultz

Staff: Public Space and Sustainability Manager Stephanie Trueblood

### 1. Call to order and confirmation of quorum

Chair Cole Kenworthy called the meeting to order at 7 p.m. Public Space and Sustainability Manager Stephanie Trueblood called the roll and confirmed the presence of a quorum.

### 2. Agenda changes and approval

The agenda stood as presented.

Motion: Kenworthy moved to approve. Richard von Furstenberg seconded.

Vote: 6-0

### 3. Minutes review and approval

Minutes from regular meeting on March 19, 2024

Motion: Wendy Kuhn moved approval of the March 19, 2024, minutes as submitted. Robb English seconded.

Vote: 6-0

### 4. Discussion items

- A. Continue review of Cates Creek Park Masterplan and discuss potential amendments with Terry Hackett, Stormwater and Environmental Services Manager

Trueblood introduced Hackett and the scope of his position. Hackett described the relationship between his role, the town and the town parks. He discussed stormwater treatment options for a basketball court at Cates Creek Park. He advised keeping the court size below 2,100 square feet to avoid the requirement of a gray water system. At a smaller scale, bioswales would fit the existing park stormwater system.

Paul Weinberg arrived at 7:35 p.m.

Trueblood described the park's role as a model for stormwater and green infrastructure.

Next, Hackett addressed trails at Cates Creek Park. The trails should be designed to minimize impact to the stream buffers. He also noted that new park facilities should be conscious of the trails when their location is determined.

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

Finally, Hackett advised the preferred location for a town water access point to be located in Gold Park at the Eno River. The water access point should be engineered correctly to withstand high volume foot traffic.

Hackett also discussed future plans to restore the Eno River’s natural condition.

**5. Parks and recreation-related reports**

A. Board of Commissioners

Commissioner Robb English reported that Hackett presented to the Board of Commissioners at the April 8, 2024 meeting. Hackett told of Stormwater and Environmental Services Division success and growth.

English also stated that a town citizen asked the board to terminate religious beliefs on town flags. No action was taken by the board.

B. Planning Board

Since Hooper Schultz was absent, there was no report from the Planning Board.

C. Intergovernmental Parks Work Group

At the April, 2024, Intergovernmental Parks Work Group meeting, Trueblood reported, the group received a presentation of the Eno New Hope Conservation Plan, which is a wildlife corridor plan for Orange County. The plan was adopted and will begin a funding phase. Outcomes of the meeting will be shared with the participants in the meeting notes. Updates of the participating municipalities were provided.

**6. Park steward reports**

A. Gold Park: Kenworthy reported that the bathrooms needed attention.

B. Cates Creek Park: Adam McGovern found nothing to report.

C. Murray Street Park: Trueblood found nothing to report.

D. King’s Highway Park: McGovern stated it was in good condition.

E. Hillsborough Heights Park: David Weinberg reported on a bird’s nest in the little library and a protruding bumper nail.

F. Riverwalk Park: Kenworthy found the park in good condition. Trueblood reported bridge maintenance had been completed and brochure boxes replaced.

G. Turnip Patch Park: Wendy Kuhn stated the sculpture needs repair.

**7. Staff updates**

Trueblood said:

- Repairs were made to the Riverwalk Park bridge.
- The facilities coordinator is transitioning to LED lights in the bathrooms at Gold Park.
- The town has received the skatepark’s contract.
- New alignments, cost analysis and benefits analysis for the Ridgewalk Feasibility Study are concluding.
- The South Churton Street Multimodal Corridor Study will be presented to the Board of Commissioners at the May, 2024, workshop.

- English highlighted the ongoing Climate Challenge activities.
- The appropriate entities have been contacted regarding erosion at the Classical American Homes Preservation Trust Bridge.

**8. Adjournment**

Motion: English moved to adjourn at 8:35 p.m. Kuhn seconded.

Vote: 6-0

Respectfully submitted,



Stephanie Trueblood  
Public Space and Sustainability Manager  
Staff support to the Parks and Recreation Board

Approved: May 21, 2024



# THE EXPEDITION SCHOOL

July, 2024

Dear Hillsborough Parks and Recreation Board,

Recently, the town amended Article VII - recreation, sections 3-48 through 3-50 of the code of ordinances. This section limits park events to 75 people or less.

**This is a request to increase the number of people allowed at parks for school events up to 150 individuals, up to 4x per year.**

The Expedition School is located adjacent to Gold Park. We regularly use Gold Park for events to get kids outdoors. This very often occurs with groups of supervised children greater than 75 individuals.

Benefits of bringing kids to the parks in groups include:

1. **Learning**, of course! Over our 10 year positive relationship with the park, we have brought our classes to study the pollinator garden, the river, the invasive plants, the pond water and more! Bringing kids in large supervised groups makes sense for organizing learning outdoors.
2. **Exercise!** From field day to “fun runs,” taking large groups of kids to the park to run and exercise is a great way to promote physical fitness and “getting outdoors.” When we organize events like this it takes a lot of volunteers and planning, and we need to do events like this in groups of larger than 75. For example, we have successfully held a field day and a fun run event at the park bringing groups of about 120 students at a time, plus teachers and volunteers (about 150 total).
3. **Citizenship.** We teach students to help and respect parks. With The Expedition School residing right next door to Gold Park, our students have volunteered in the park for 10 years as a way to show citizenship and give back. Students have cleaned up trash and removed invasive plants and weeds on a regular basis (with approval.) Students, as guided by the local master gardeners, have helped mulch the wildflower area and bee habitat. These activities often include bringing groups of students at a time to the park for volunteer activities above the limit of 75.

**Addressing potential concerns:**

1. Restroom use: When we bring students, they use the restroom at our school facility prior to going to the park and they stay at the park for a short 30-90 minutes in duration, typically. This reduces the need for students to use restroom facilities at the park, and

when they do, they are supervised. Our past events have never created any issues with restroom overuse.

2. **Parking:** Our students and volunteers walk over from our campus. When volunteers drive and park at the park, it is a limited number of cars, (ex. 1-5). Sometimes we drive a handicapped student to the park. Therefore this does not impact other public members accessing parking. If other schools were to come to the park, they would very likely use a bus, and this would ensure other parking remains open for others.
3. **Clean Up:** When we access the park, we do so responsibly. We train our students to clean up after themselves, and for large events with set-up, our volunteers and staff ensure the park is restored to its original state upon completion of our event.
4. **Sharing space:** When we go to the park, we train our students that it is a public space, and we teach them how to share it with others attending the park. This is an excellent opportunity to teach citizenship and cooperation.
5. **Noise:** Well, children shout and play, but I believe this is the type of noise you want at a park! Our events typically contain this type of noise. We are not holding concerts or things like that at the park.

I request that you revise the provision to allow schools to hold events in the town parks in groups of greater than 75.

**Here is an example amendment:**

- **Exception to the 75 max person rule: School groups may hold events with up to 150 participants at town parks up to 4 times per year.**

Thank you for your time and consideration!

Tammy Finch

Director of Education and Curriculum

The Expedition School



## ORDINANCE

### Amending Article VII – Recreation

#### Sections 3-48 through 3-50 of the Code of Ordinances

The Hillsborough Board of Commissioners ordains:

**Section 1.** Chapter 3, Article VII, of the Hillsborough Code of Ordinances is amended as follows:

#### **Section 3-48. Town park and greenway trail hours of operation; remaining after closing.**

- (a) Unless otherwise authorized by the town manager, or the manager's designee, all town parks are closed from 30 minutes past sunset until 7 a.m. Use of a park outside of these operating hours must be authorized by the Town of Hillsborough through an approved special event permit.
- (b) Unless otherwise authorized by the town manager, or the manager's designee, all town greenway trails are closed from 30 minutes past sunset until sunrise. Use of a greenway outside of these operating hours must be authorized by the Town of Hillsborough through an approved special event permit.
- (c) It shall be unlawful to remain upon the park or greenway grounds during the time the facility is closed.

#### **Section 3-49. Rules and regulations for town parks and greenways.**

The rules and regulations for town parks and greenways are as follows:

- (1) All persons in any park or greenway shall obey all posted regulations, signs and directions.
- (2) No person shall willfully mark, deface, disfigure, injure, tamper with, displace, dig, or remove any structure, equipment, facility, vegetation or any other real or personal property that is located within the park or greenway and belonging to the town unless authorized by the Town of Hillsborough. This includes but is not limited to the removal of any artifacts, plants, flowers, or foliage from town parks or greenways.
- (3) No person shall park, drive or ride motorized vehicles in town parks or greenways, except in designated roadways and parking areas unless authorized by the Town of Hillsborough. Parking areas at town parks are restricted to park users and patrons.
- (4) No person shall dump, deposit, leave or place trash, balloons, confetti, ashes, broken glass or other waste within any park or greenway except in designated waste or recycling receptacles provided for the purpose. No person shall dispose of household garbage or rubbish within any town park or greenway. All pet waste shall be picked up and disposed of in pet waste receptacles or removed from the site.
- (5) No person shall camp or stay overnight in any town park or greenway.
- (6) No person shall carry, possess or use any firearm or other dangerous weapon within any town park. This section shall not apply to law enforcement or other government personnel acting within the scope of their employment.

- (7) No person shall use, consume or possess any alcoholic beverages, beer or wine within any town park or greenway unless authorized by the Town of Hillsborough through a special event permit. No person shall use, consume or possess any narcotic drug or hallucinogen or any other controlled substance within any town park or greenway without a valid physician's prescription for the substance.
- (8) No person shall engage, either verbally or physically, in any loud, disruptive or offensive conduct, or engage in any activity or sport in a manner which threatens the safety or welfare of other patrons of the town park or greenway, or which unreasonably impairs the public's opportunity to use and enjoy the park.
- (9) No person shall ride or bring livestock or other animals, with the exception of leashed domesticated pets, to a town park or greenway. Unleashed dogs are prohibited outside of designated dog parks. Pets must be supervised at all times.
- (10) No person shall access or use any body of water in or adjacent to a town park or greenway where there is not properly permitted public access to the body of water.
- (11) Advertising, commercial or income generating activity is prohibited in town parks and greenways unless authorized by the Town of Hillsborough through a special event permit. This includes but is not limited to fitness classes, personal instruction, and selling of goods or services.
- (12) The following activities are prohibited in town parks and greenways:
- (a) Balloon releases
  - (b) Bounce house or inflatables
  - (c) Climbing walls
  - (d) Fire, fire pits, fireworks
  - (e) Game trailers
  - (f) Golf
  - (g) Petting zoos, circuses, carnivals
  - (h) Waterslides, water balloons, pools, and other water toys
  - (i) High voltage electrical items. Outlets in picnic shelters are limited to 200 amps or lower. Electricity is not provided in all shelters.
  - (j) Paints, spray paints, and permanent markings on fields, buildings, equipment, walkways, and trails.
  - (k) The use of cleated shoes on playing fields.



**Section 3-50. Reservation of facilities within town parks.**

- (a) The town may allow the reservation of certain facilities within town parks for private use for limited periods when such use does not conflict with enjoyment of the park by the general public or other town policies.
- (b) A person seeking to reserve a town park facility must submit a reservation permit application a minimum of 14 days in advance of the reservation date. The reservation request must be approved by town staff in advance of the reservation date for the reservation to be effective. Fees associated with the reservation are non-refundable and are due on the date specified by town staff after the reservation request is reviewed. Cancellations made 7 days prior to the reservation date may be issued a credit toward a future reservation of the facility, to be used within one calendar year. Reservation cancellations made within 7 days of the reservation date are not eligible for credit.
- (c) The reservation shall be on a form provided by town staff and require sufficient information to identify the person requesting the permit, emergency contact information, the facility to be reserved, the proposed use and duration of use, and proof of liability insurance if deemed necessary by the town.
- (d) The public space manager or their designee is authorized to approve park facility reservation permits.
- (e) The reservation permit-issuing staff may issue a reservation permit when they find that the proposed activity or use of the park:
  - (1) Will not unreasonably interfere or detract from the general public enjoyment of the park;
  - (2) Will not unreasonably interfere with or detract from the promotion of public health, welfare, safety and recreation;
  - (3) Is not reasonably anticipated to incite violence, crime or disorderly conduct;
  - (4) Will not entail unusual, extraordinary or burdensome expense or police operation by the town;
  - (5) Has not been reserved for other use at the day and hour required in the application.
- (f) Not to limit the generality of paragraph (e), the following activities are prohibited and may not be permitted as part of a park reservation but can be considered and approved during the review of a special event permit:
  - (1) Archery;
  - (2) Sound amplifying equipment including but not limited to PA systems and stereos;
  - (3) Temporary chalk markings associated with sports and games on playing fields.
- (g) Events that meet a threshold specified in section 7-18 shall seek a special event permit rather than a park reservation permit. The standard reservation fees apply for special events, unless sponsored by the Town of Hillsborough. The following regulations apply to all special events in town parks:

- (1) Events at town parks are limited to a total number of 75 persons excluding Town of Hillsborough hosted events.
  - (2) Events at town parks must comply with Section 5 of the Code of Ordinances: Noise.
  - (3) Event sponsors and hosts are responsible for the collection and disposal of all trash and waste that is not located within a provided trash bin or receptacle. No trash may be left on site or placed outside of the provided waste receptacles.
- (h) Town parks and greenways may not be reserved for exclusive, non-public use unless approved by the Hillsborough Board of Commissioners through a special event permit.

**Section 2.** All provisions of any town ordinance in conflict with this ordinance are repealed.

**Section 3.** This ordinance shall become effective upon adoption.

The foregoing ordinance having been submitted to a vote, received the following vote and was duly adopted this 13th day of May in the year 2024.

Ayes: 5  
Noes: 0  
Absent or excused: 0



Sarah E. Kimrey, Town Clerk

# Cates Creek Park Master Plan



Adopted August 2018  
Updated August 2024

## Background

Cates Creek Park is a 17-acre community park located at 1445 Cates Creek Parkway in Hillsborough. Park amenities include restroom facilities, playground, multi-purpose field with soccer goals, skatepark, pollinator rain gardens, and a picnic area. The park was built as part of the Waterstone development. Waterstone is a mixed-use development covering 337 acres in Hillsborough. Waterstone includes single-family neighborhoods, townhomes, apartments, a preschool, a community college, and a hospital. Additional parcels are available for development in Waterstone for retail and office uses. The development was approved by the town in 2004. As one of the conditions on the approval the town required the developer to build a community park that would be dedicated to the town upon completion. Original plans for the park included two phases of development. The first phase was for active recreation and designed to meet the conditions of development approval. It included the multi-purpose field, restroom facilities, parking area, and playground. Phase 2 included a pavilion, and additional trails and picnic areas in the wooded area of the park. The Phase 2 plan was never formalized or built.

## Development of the Park

Cates Creek Park was dedicated to the town and opened to the public for use in spring 2016. Almost immediately the town began making improvements. Trees were added around the perimeter of the playground and in the parking lot islands. Several sections of failing concrete were removed from the play area and the play surfacing was replaced with engineered wood fiber. Hillsborough Tree Board and Public Space Division worked in partnership with the Stormwater and Environmental Services Division to replace a 100-foot length of stone-lined stormwater swale, that was adjacent to the playground, with pollinator rain gardens. Stone was removed and perforated pipe was laid in the swale and surrounded by gravel. Sand and topsoil were mixed together to create engineered soil which was laid in the swale. The swale was planted with native pollinator-friendly plants. Plantings were also added around the playground area and at the entrance of the park to provide shade and pollinator habitat.

Additionally, the parking lot drainage was improved. Stormwater runoff was eroding the bank at the rear of the parking lot, bypassing the stormwater control measure and emptying directly into a stream that runs to Cates Creek. A catch basin was added and piped to the stormwater control measure behind the restroom. Curbing was added at the back of the parking lot to prevent stormwater runoff and prevent further erosion of the bank.

The town also applied compost blankets that included native grass and wildflower seed mixtures to the compacted and eroded slopes around the multi-purpose field and parking lot. These areas are managed as natural landscapes and are mowed once a year to prevent woody materials from encroaching.

In 2023, the town installed a cistern to harvest rainwater from the roof of the restroom facility. The rainwater collected is used for irrigating the gardens and landscape plantings.

In 2022, the town contracted 5th Pocket Skateparks to design and build a skatepark in Cates Creek Park after an extensive process by the Parks and Recreation Board to identify an appropriate location in town for a skatepark. The volunteer board ranked potential sites based on 36 recommended criteria. The board determined that Cates Creek Park was the most suitable location because it is an accessible town-owned park, is located in a developing area of town, has sufficient space for a skatepark, and has existing restroom facilities and parking. In 2023, the consultant worked with the local skate community through a series of workshops to determine the preferred skate elements and park features. The Hillsborough Skate Spot was completed and open to the public in the summer of 2024. Ceramic artist, Payton Flynn of Cloud 9 Clay designed and installed a mosaic showcasing native plants and pollinators at the Skate Spot.

The town continues to add amenities at the park including a bicycle rack, benches, accessible musical play stations, and an interpretive sign that explains the benefits of the stormwater green infrastructure improvements in the park.

## Existing Conditions

Cates Creek Park is primarily used by neighborhood children and families. The Little School, a local day care and pre-school in Waterstone, uses the park regularly for field trips. The Parks and Recreation Board offered the following comments about the existing conditions and needs at the park:

- The skatepark will attract older children but there are no other activities for preteens and teens in the park.
- The multi-purpose field is oversized and underutilized.
- There is a problem in the park with people allowing dogs to run off leash.
- The picnic area is small and unshaded.
- There is no space for children to ride bicycles or scooters.
- There is no recycling container.
- The pollinator rain garden is an attraction to the park but needs more regular maintenance.
- There are bare spots on the field in front of the soccer goals.
- Cates Creek and the wetland area is located in the back of the park but has no improved access.
- The wooded area of the park is underutilized but has a system of informal trails created by the community.
- Informal trails are located in stream buffers and are causing erosion and damage to the banks of Cates Creek.

Photos of existing conditions and park improvements are shown below and on the following pages.



Cates Creek Park Entrance



Native Plantings at Cates Creek Park Entrance



Restroom Facilities and Pollinator Rain Garden



Parking Lot

Photos of Existing Conditions and Park Improvements



Original Stone Stormwater Swale



Pollinator Rain Garden Installation



Pollinator Rain Garden Planting



Pollinator Rain Garden Plantings



Pollinator Rain Garden



Pollinator Rain Garden

Photos of Existing Conditions and Park Improvements



Original Eroding Slope by Multi-Purpose Field



Original Eroding Slope by Multi-Purpose Field



Compost Blanket Installation



Compost Blanket Installation



Compost Blanket Plantings



Compost Blanket Plantings

Photos of Existing Conditions and Park Improvements



Restroom Facilities



Picnic Area At Restroom Facilities



Playground



Playground



Accessible Musical Play Stations



Accessible Musical Play Stations



Photos of Existing Conditions and Park Improvements



Multi-Purpose Field



Native Plantings at Park Entrance



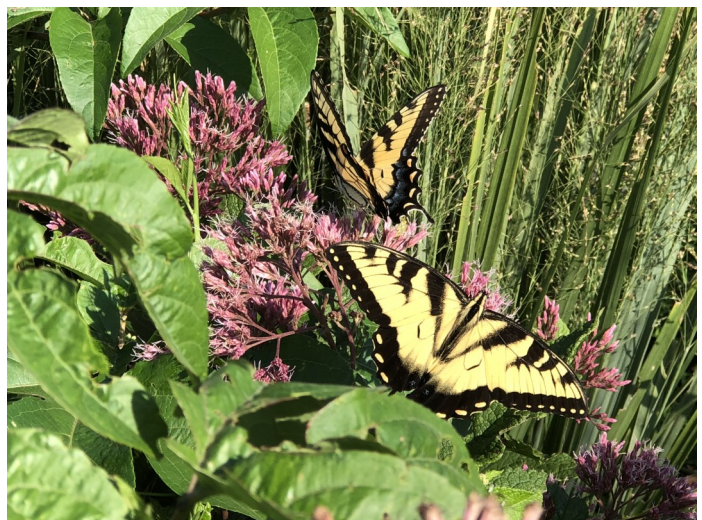
Improved Parking Area Drainage



Rainwater Harvesting Cistern



Stormwater Green Infrastructure Interpretive Sign



Swallowtail Butterflies in Pollinator Rain Garden

Photos of Existing Conditions and Park Improvements



Skate Spot Construction



Skate Spot Construction



Installation of Mosaic by Artist Payton Flynn at Skate Spot



Mosaic Showcasing Native Plants and Pollinators at Skate Spot



Hillsborough Skate Spot



Hillsborough Skate Spot

Photos of Existing Conditions and Park Improvements



Informal Trails in Wooded Area



Creekside Compaction Caused by Informal Trails



Creekside Compaction Caused by Informal Trails



Exposed Tree Roots Caused by Compaction



Fallen Creekside Tree



Cates Creek Wetland Area

## Master Plan Priorities

In 2018, the Parks and Recreation Board and Hillsborough Tree Board, in coordination with the town public space and stormwater divisions, developed a list of recommended improvements for Cates Creek Park. The Parks and Recreation Board held several public meetings to solicit public input and received comments from community members. The Parks and Recreation Board conducted an update to the master plan in 2024, reviewing improvements and identifying continued needs and priorities. The board endorsed the following recommendations which are intended to guide future spending decisions.

## Recommendations

- Maintain the existing playground equipment and park amenities in safe and working order.
- Utilize universal design principles for all new park features.
- Add recycling containers.
- Provide Public Wi-Fi.
- Add trees and landscaping around the skatepark and other appropriate locations in the park.
- Expand pollinator and wildlife habitat throughout the park.
- Protect and conserve Cates Creek and the wetland area.
- Create a safe pedestrian access to view the wetland area.
- Add a multiuse trail system in the wooded area of the park. (Trails should have firm and stable surfacing.)
- Add an interpretive sign about wetland conservation and wildlife habitat.
- Add benches along the trails at appropriate locations.
- Add outdoor basketball courts on the field.
- Add amenities for preteens and teens like an art park for free expression and a “chill zone”.
- Add covered picnic shelters near the restroom and skatepark.
- Add public art and educational features.
- Consider adding a paved trail around the multi-use field.
- Consider adding an obstacle course along the paved trail around the field.
- Consider adding natural play features in appropriate locations.
- Consider adding disc golf practice baskets.
- Consider adding a fenced dog park in the wooded area of the park.

## Priorities

The Parks and Recreation Board reviewed the recommended improvements and set the following priorities:

- Add recycling containers.
- Add amenities for preteens and teens like an art park for free expression and a “chill zone”.
- Add covered picnic shelters near the restroom and skatepark.
- Add outdoor basketball courts on the field.

The following page includes a rendering showing that recommended location for improvements. The rendering is meant as a guide for planning purposes. Exact locations, dimensions, and alignments for any future improvements will be studied and decided during the design and engineering phases of projects.

It is advised that this plan is updated every three to five years.