

# Introduction

The Hillsborough Town Board in 1990 appointed a Vision 2010 Plan Committee and in 1991 adopted the plan prepared by the committee. In 1998 the Town Board appointed a task force to suggest revisions of this plan. This task force, like its predecessor, has studied the existing conditions of Hillsborough, including land use, public infrastructure, natural systems, population, regulations, thoroughfare plans, Orange County plans, natural features, and taxbase. It has also examined the progress Hillsborough has made in achieving the goals identified in the 1991 report. The task force solicited public input through three open workshops.

The scope of the Vision 2010 Plan, and its revision, extends beyond the incorporated limits of Hillsborough. It spans the Town limits, Extraterritorial Jurisdiction, and areas beyond where development is likely to occur with town services. The Vision 2010 planning document stands as a reaction to what we have seen take place around us. Hillsborough's neighboring cities have been developing at blistering paces for years, while our Town has remained small.

The purpose of the Vision 2010 Plan and this revision is to deal constructively with Hillsborough's future. This plan presents a set of objectives, policies, and guidelines for Town officials and staff to use in drafting work plans, reviewing development proposals, and periodically reviewing the progress made to achieve the objectives of the Plan. The Vision 2010 Committee was charged by the Town Commissioners to conduct an inquiry and propose a picture of what we would like Hillsborough to be a decade hence.

Hillsborough today faces pressures for growth unlike those felt during the previous 250 years. Developments are lining up at our borders, ready to begin with an invitation or without. But the course they take is not inevitable. We, the citizens, have the power and the responsibility to examine, judge, and if necessary to constrain these forces that now surround us, to defend those features of town they hold dear so that they are not destroyed.

New interest in our town, from developers, has forced us to begin to face some of the very same issues that have plagued our neighbors. Hillsborough is a relatively new participant in the developing Triangle, and as such, we do not have the amount of experience in dealing with large developments as our more populous neighbors have. The lack of first hand experience can be overcome by the opportunity to learn from what has developed around us. As Durham, Chapel Hill, Raleigh, and Cary have grown, Hillsborough has witnessed both the adverse consequences and the possible benefits. We can use these neighboring cities as models, not to copy their growth, but to learn from the way in which they grew. The best way to preserve our town is to insure that only new developments that benefit the town as a whole gain approval. With this revised Vision 2010 document the Town of Hillsborough has established a set of Goals and Objectives that will ensure that future growth in our town complements rather than detracts from Hillsborough.

A vivid lesson of the twentieth century is that without eternal vigilance and courageous action a delightful community like Hillsborough may in the blink of an eye be swept up in the urban sprawl of some nearby megalopolis. This document serves as the first step toward having a town that has survived and has its defenses well in place, that has demonstrated the strength and foresight to save itself, and that has the will to hold to its principles.

## Vision statements from task force members

Over the next decade we are all working toward a Hillsborough that:

- is proud of, and actively supports and promotes its historic foundations
- has welcoming citizens that make new comers and visitors feel at home
- supports its local entrepreneurs and the central downtown core
- actively recruits, develops, and supports clean enterprise/industry
- has maintained its manageable scale and discourages suburban sprawl
- has an environment of manicured entranceways, clean well-lighted streets
- acknowledges, accommodates, and celebrates the diversity of its history and present citizenry and their interests
- involves its citizens in an active dialog and decision-making process about the town's future
- preserves & extends the eighteenth-century town grid plan
- preserves historic, cultural and natural resources for residents and visitors and provides accurate interpretation of these resources for visitors

What specific things should we look for?

- New development enhances the historic fabric and does not detract from it.
- New architectural designs are innovative, creative, and compatible with the old and worth preserving in 50-100 years.
- The historic downtown and West Hillsborough commercial districts thrive with retail shops catering to residents and visitors who can easily walk to them.
- Commercial districts north of Corbin Street and south of the river are visually linked with the historic district using attractive signage, landscaping, and pedestrian friendly streets and parking lots.
- Parks are developed and open space is preserved on the Eno River, Oconeechee Mountain, and in neighborhoods throughout the town.
- Recreational facilities such as the Sportsplex and ballfields are supported and developed for everyone's use.
- Well maintained buildings and open spaces are the norm.
- A diversity of housing opportunities supports a diverse community.
- Sustainable development is not only a goal, but also a reality.

Members of the Vision 2010 Update Task Force:

Bob Rose, Chair

Ken Chavious, Vice-Chair

Paul Aaron

Craufurd Goodwin

David Daniel

Jim Dooley

Jack Hughes

Dorothy Johnson

Oliver Melton

Pip Merrick

Cathleen Turner

mission statement

# Goals and Objectives

## **A. *Manage growth so that it enhances and complements Hillsborough***

1. *Control the pace of development.*
  - a) Investigate an adequate public facilities ordinance with Orange County to ensure infrastructure (such as schools, parks, municipal services and facilities) keeps pace with development and development pays a fair share.
  - b) Investigate the implementation of an urban growth boundary.
  - c) Limit the approval of utility extension agreements to control the location and timing of development.
  - d) Participate in a collaborative effort to prepare a countywide land use plan.
  - e) Encourage and provide the necessary infrastructure that will attract small-scale, low water using and non-polluting enterprises.
  - f) Do not seek growth on a scale that will overwhelm the special qualities of Hillsborough.
2. *Adopt a future land use map, which encourages and discourages development in different areas of town to provide guidance to Planning and Town Board members.*
  - a) Investigate requiring rezonings to comply with the land use map.
  - b) Create small area plans to provide a more detailed look at neighborhoods to address their individual needs and issues.
  - c) Investigate Transfer of Development Rights programs to establish sending and receiving areas. Consider cooperation with Orange County if appropriate local areas can be found to receive county transfers.
3. *Evaluate all major developments for fiscal impacts on the town and county.*
  - a) Develop and implement a comprehensive fiscal assessment process for proposed developments.
  - b) Develop and implement an impact fee schedule for new developments to provide methods for developments to compensate for anticipated impacts.
  - c) Develop and implement an information-sharing process with Orange County so the full public impact of a development can be considered during the review process.
4. *Encourage responsible annexation by adopting and implementing an annexation plan.*
  - a) Consider the full fiscal impact of annexations to the general and water funds and their capital components.
  - b) Consider the use of annexation to regularize and clarify town limits, and possibly eliminate small islands of unincorporated areas.
5. *Preserve and maintain current open spaces created by a mixture of lot sizes.*
  - a) Control subdivision of partially developed and undeveloped land to be consistent with the immediate vicinity.
  - b) Encourage the creation of mixed lot sizes in new developments.
6. *Appoint Appearance Commission to address aesthetic concerns in Hillsborough.*

7. *Ensure new development and redevelopment maintains and enhances the special character of Hillsborough.*
  - a) Establish a Design Review Board.
  - b) Develop and adopt design guidelines to address design and neighborhood compatibility issues to include:
    - establish a grid street pattern, walkability, and streetscape characteristics of downtown as the model to follow
    - discourage the strip shopping center pattern
    - minimize parking in front of buildings; encourage it along the non-street sides & rear
    - promote pedestrian-friendly neighborhood and community scale retail opportunities
    - establish appropriate design standards which respect to materials, style or theme, and surrounding neighborhood unique to each site
    - promote creative options to the large discount retail and franchise options most often presented
    - promote landscaping patterns that provide meaningful shade and softening of the built environment
    - review and refine existing sign ordinance

***B. Maintain and improve the qualities of existing neighborhoods and ensure the diversity of housing opportunities.***

1. *Protect neighborhoods from encroachment by large-scale commercial, industrial, or multi-family developments through the locations of zoning districts and buffer requirements in the zoning regulations.*
2. *Investigate incentives for providing affordable housing.*
  - a) Consider reducing or waiving development and impact fees in return for providing affordable dwelling units.
  - b) Develop flexible ordinance provisions to allow for variable lot widths in both new and existing residential areas to continue the diverse housing stock currently available.
  - c) Investigate zoning provisions to encourage developers to provide a variety of house sizes.
  - d) Consider adjusting development requirements for affordable and/or low-income housing developments.
  - e) Consider incentives for redevelopment of existing buildings as a source of affordable housing.
3. *Develop local definition of “affordable” housing to accurately reflect the local market.*
4. *Discourage the isolation of new or existing neighborhoods by limiting the use of gates, cul-de-sacs and limited access.*

***C. Improve and protect the economic vitality of nonresidential development in Hillsborough***

1. *Implement the Entranceway Overlay zone along the major corridors into town.*
2. *Improve conformity with zoning ordinance by removing non-conformities and retrofitting developed sites.*
  - a) Implement the amortization of non-conforming signs.
  - b) Require retrofitting and full compliance as part of expansions or redevelopments.
  - c) Introduce incentives to assist with compliance projects.

3. *Promote small local business opportunity.*
  - a) Encourage the creation of small business incubators, a revolving low interest loan pool, and a small business support group.
  - b) Promote the use of the Economic Development Commission, Small Business Technology Center, and other existing services for small or new businesses.
  
4. *Encourage heritage tourism in a way that maintains the balance between the community and its capacity to serve visitors.* Recognize that the success of heritage tourism depends on the aesthetic qualities, recreation, natural, and historic resources as outlined in other parts of this plan.
  - a) Make full use of the visitors' services program and the town improvements supported by the tourism board.
  - b) Continue use of the prepared meals tax as a revenue source to sustain and improve the historic fabric and natural beauty of the town as an attractions for visitors.
  
5. *Minimize the congestion created by cross-town travel patterns.*
  - a) Consider the location of new non-residential development and its impact on the transportation network when reviewing zoning and development plans.
  - b) Prepare small area plans for existing commercial areas with the goal of identifying redevelopment potential (70 Bypass, N. Churton St., S. Churton St., West Hillsborough)
  - c) Encourage compatible neighborhood business to reduce the need for cross-town travel.
  - d) Encourage development of non-residential facilities on the north side of town.
  
6. *Maintain and improve the mix of non-residential uses in the downtown area.*
  - a) Implement downtown streetscape improvement plan
  - b) Work closely with the County government to provide for a vibrant and viable downtown through information sharing about facility planning and parking demands.
  - c) Research and develop incentives that encourage the location of retail uses in the street level window locations downtown and discourage the use of those same spaces for office.

**D. *Maintain and improve Hillsborough's natural and historic resources***

1. *Protect areas of special historical and natural significance.*
  - a) Create a preservation plan including an inventory of open spaces, historic resources, and other areas for acquisition and protection. Include a priority ranking based on endangerment and importance.
  - b) Contact owners of significant tracts of land to inform them about the financial benefits of dedications and conservation easements.
  - c) Designate appropriate staff or organization to solicit and pursue donations of land for preservation.
  - d) Investigate changes to historic district boundaries.
  - e) Increase education and public awareness among historic property owners of their stewardship responsibility.
  - f) Investigate the desirability of additional historic districts or conservation areas.
  - g) Increase education and public awareness of the benefit and role of historic properties to Hillsborough.
  - h) Continue support for the Historic Overlay district and its commission.

- i) Consider use of tax incentives (as is done by county, state and federal governments) to encourage the responsible use and preservation of historically and naturally significant properties.
  - j) Encourage preservation of sensitive and aesthetically significant open land through public acquisition, conservation easements, and other devices.
2. *Develop and implement a street tree program.*
    - a) Enhance and expand the Tree Board.
    - b) Inventory significant trees.
  3. *Develop and adopt regulations restricting the development of sensitive lands.*
    - a) Prepare for state-mandated storm water control measures.
    - b) Adopt regulations of the Upper Neuse Basin Management Study to allow for local enforcement and protection of water quality.
    - c) Strengthen the floodplain ordinance to go beyond the minimum requirements and prohibit development within floodplains.
    - d) Conduct full environmental impact reviews of all proposed new developments.
  4. *Fully implement the Master Parks and Recreation Plan.*
    - a) Continue acquiring land along the Eno River to preserve water quality and implement the River Walk plan.
    - b) Extend the neighborhood park system throughout the community.
    - c) Promote the construction of sidewalks and bikeways.
    - d) Designate a permanent funding source for park activities.
    - e) Adjust current development requirements to supplement local funding of initiatives.
    - f) Create parks staff to oversee development and maintenance of facilities.
    - g) Revise Master Plan to address new areas and include more specific recommendations.
    - h) Prioritize the purchase of vacant lots in existing neighborhoods.
- E. Create and maintain a transportation system that offers convenience, safety, interconnectedness, and choices.***
1. *Promote safety by slowing speeds in residential areas.*
    - a) Allow flexibility in street widths.
    - b) Introduce traffic calming design features.
    - c) Support the continued presence of on-street parking in the downtown area.
  2. *Promote alternatives to the automobile such as bikes, walking, and rapid transit.*
    - a) Construct sidewalks and bikeways.
    - b) Work with Orange Public Transportation (OPT) and Triangle Transit Authority (TTA) to bring expanded transit opportunities to Hillsborough.
    - c) Change the development rules to provide adequate incentives for developers to build sidewalks.
    - d) Develop requirements for interconnectivity between developments to strongly discourage/prohibit neighborhoods with gates and numerous cul-de-sacs.
    - e) Expand the pedestrian network through the use of easements connecting dead-end streets and allowing public access on utility easements.

3. *Update the local Transportation Plan on a routine schedule to keep up to date with improvements and needs.*
  - a) Develop a transportation plan that will encourage through traffic to go around town well beyond the developed limits.
  - b) Work with NCDOT and the DCHC MPO to implement and fund the 1997 Transportation Plan in a timely manner.
  - c) Develop a map showing future major arterials that can and should be constructed.
  - d) Develop a road network that limits the use of I-85 and I-40 as local connector roads and for in-town commuting.
  
4. *Maintain the traditional grid pattern for development.*
  - a) Amend ordinances to prohibit cul-de-sacs and dead-end streets.
  - b) Amend develop regulations to ensure adequate access (entry and exit) for safety and traffic congestion.
  
- F. Provide a governmental system which is open, responsive, accountable, and regionally involved***
  1. *Strengthen Hillsborough's voice in issues of regional concern.*
    - a) Participate more fully in regional initiatives (e.g. Triangle Open Space committee, Metropolitan Planning Organization, Upper Neuse Basin Association, etc.)
    - b) Work with Orange County to establish an information sharing process so that the impacts of developments to the other jurisdiction can be considered during review.
  
  2. *Increase citizen participation.*
    - a) Create public feedback system to allow citizens to easily register their complaints, complements, and suggestions.
    - b) Encourage widespread citizen participation in planning for the future and provide the information necessary to make this possible.
    - c) Have staff and representatives from advisory boards report annually to Town Board about implementation of plan.
    - d) Make maximum use in public policy formation and implementation of private non-profit groups such as the member organizations of the Alliance for Historic Hillsborough (i.e. Chamber of Commerce, Hillsborough Historical Society, et al) and the various service clubs.
  
  3. *Hillsborough should be pro-active in addressing future needs of the community.*
    - a) Create a local community facilities plan and cooperate with other jurisdictions to seek out opportunities for joint locations.
    - b) Create emergency/disaster response plan to address natural disasters and other situations.
    - c) Begin preliminary investigations necessary to site a new wastewater treatment facility.
    - d) Conduct a comprehensive review of development regulations to update for current technologies, trends, and preferred types.
    - e) Create task forces or subcommittees of existing boards to address specialized topics in an effort to be more pro-active (e.g. transportation, housing, long range planning, ordinance review)
    - f) Continue the detailed financial plan method of budgeting and capital improvement planning.

4. *Create incentives for Hillsborough town staff to provide efficient and quality service.*
  - a) Establish benchmarks or levels of service to assist in assessing the impacts of new developments and determining the costs.
  - b) Establish evaluation system of employees that incorporates the accomplishment of goals.
  - c) Seek out grant opportunities to leverage local funds with outside sources.
  - d) Expand the staff to adequately implement this plan.

# Future Land Use Map

The Future Land Use Map component of the revised Vision 2010 Plan shows a general arrangement of land use on the map. The map reflects the Goals and Objectives of the Plan. The Future Land Use Categories were derived from the priorities of the Plan and are flexible in many cases. The success of the Plan relies on an integrated approach to future development with development standards in place to regulate aesthetics; control adverse impacts, and insure compatibility between specific developments. The Transportation Overlay category and the Transportation Node category address the concerns of managing congestion and providing for aesthetic development.

The Future Land Use Map should be viewed with a blurred approach rather than with razor sharp vision. The edges of categories are general locations rather than precise locations. Future roadway locations are schematic in nature designating point to be connected rather than specific future roadway alignments. Use the explanation of the future land use categories and the Goals and Objectives section of the revised Vision 2010 to better interpret and understand the map.

## *Future Land Use Categories*

*Conservation* This category includes park lands, the floodplain of the Eno River, the areas of local and statewide significance of Oconeechee Mountain as indicated in the *Inventory of Natural Areas and Wildlife Habitats of Orange County, NC*, by Dawson Sather and Stephen Hall, the creek leading from the Eno River to Central Elementary, the south side of the rail road from the Eno River east to Cates Creek, Cates Creek from the Eno River south to the ETJ boundary.

*Industrial Activity Area* This category designates existing industrial areas, including the mine on Oconeechee Mountain. It also indicates other areas well suited for future industrial expansion. Industrial uses can sometimes be the hardest to site within a community and it is in the Town's best interest to designate areas for these critical parts of our tax and employment base.

*Institutional Activity Area* This category designates existing and planned institutional uses, primarily schools and other government buildings. This designation does not recommend new locations beyond those already existing and specifically planned. This color designation on the map does not cover the extent of a facility, but indicates its general location.

*Retail Activity Area* This category indicates areas where retail trade currently exist and corridors or general areas where further development of this type is expected. The I-40/Old 86 Economic Development District was given this designation although the entire district is not expected to build out as retail only. Existing neighborhood-scale development in West Hillsborough, along Corbin Street, US 70, and NC 86 is expected to continue. The Cornelius Street and North Churton Street area is expected to improve and redevelop in the near future.

*Mixed Use, Non-residential* This category encompasses a significant portion of the existing development in town. The mixture of non-residential uses (retail, office, service, and industrial) is highly desirable and contrary to traditional strict zoning separation of uses. The mixing of uses adds to convenience and encourages multi-purpose trips.

*Mixed Use, Residential* This category is predominantly single-family, but also includes multi-family developments, home occupations, neighborhood businesses and services. All residential densities are captured with this designation.

*Transportation Nodes and Overlay* (not shown on the map)

The Zoning Ordinance contains an Entranceway Overlay Zone that can be applied to properties along the major routes into town. This district contains access management measures, sign height limitations, and use limitations aimed at improving the safety and appearance of the commercial development along the primary entrance routes to town.

The critical Transportation Nodes (listed below) are those for which detailed site-specific roadway design and parcel access plans should be created in conjunction with any further development. These small area plans should include NCDOT and the property owners. The objective of these plans is to improve the appearance of key intersections and to improve the functioning and safety of these areas. Implementation of these plans will reduce driveway clutter along Hillsborough's thoroughfares.

All intersections with I-40 or I-85  
Churton Street & Orange Grove Road  
US 70 Bypass & Churton Street  
NC 57 & NC 86  
US 70 & Revere Road  
US 70, NC 86, & Elizabeth Brady Road  
Corbin Street & Churton Street  
Churton Street, US 70 A & NC 86  
Churton Street & Oakdale Drive  
St. Mary's Road & US 70 Bypass

## Map

# Implementation Plan

Adoption of the revised Vision 2010 Plan shows that Hillsborough embraces its Goals and Objectives and plans to take the steps necessary to achieve them. Because the Plan is comprehensive with a large number of items in the Goals and Objectives that will require a great amount of thought and effort to complete, the task of implementation will be a challenge for the Town. It will be necessary for the Town to direct its energies in an organized manner to implement this Plan. It is imperative that those items essential to the initial implementation and success of the revised Vision 2010 Comprehensive Plan be completed as soon as possible. Other items, though very important, may be delayed until the essential goals are met. Others may be delayed for even a longer period. It is important that the Town continue to work on the second and third priority items in the future for the scope of the Plan to be achieved. There are other items of an on-going nature, which involve general policy and general procedures. These items should be implemented throughout the life of the Plan.

The time frame of the revised Vision 2010 Plan is ten years, culminating in the year 2010. Hopefully, many of the Goals and Objectives can be met in the initial five years, as was the case with the original plan. It is important to realize that this section of the Plan is a guide. If public support grows for an item in a second or third category during the early implementation phase, then the Town should absolutely support those efforts to proceed with implementation of that item. Similarly, if an item listed in this guide as a later priority becomes more critical with the evolution of events, then the Town should shift its priorities and address that item. All items are important and if the interest and/or need to work on an item grows before this guide recommends working on that item, then the Town should work to achieve that item.

Within the general categories for implementation purposes (Immediate Priority, Second Priority, Third Priority, and On-going), items are listed in the priority order assigned to them by committee members. However, the score range within each heading is one whole number (i.e. a score of between 1.01 and 1.99). For the purposes of implementation, all items within a category carry equal weight.

## IMMEDIATE PRIORITY

The items listed below are essential to the initial implementation and success of the revised Vision 2010 Comprehensive Land Use Plan. These immediate priorities include the first steps of new programs.

Limit the approval of utility extension agreements to control the location and timing of development. *Town Board*

Consider the full fiscal impact of annexations to the general and water funds and their capital components. *Town Board*

Investigate an adequate public facilities ordinance with Orange County to ensure infrastructure (such as schools, municipal services and facilities) keeps pace with development and development pays a fair share. *Town Board, Orange County, growth subcommittee*

Investigate the implementation of an urban growth boundary. *Town Board, growth subcommittee*

Develop a transportation plan that will encourage through traffic to go around town well beyond the developed limits. *Planning Board*

Do not seek growth on a scale that will overwhelm the special qualities of Hillsborough. *Town Board, Economic Development Commission, Chamber of Commerce*

Participate in a collaborative effort to prepare a countywide land use plan. *Town Board, Orange County*

Develop and implement a comprehensive fiscal assessment process for proposed developments. *Staff*

Develop and implement an impact fee schedule for new developments to provide methods for developments to compensate for anticipated impacts. *Town Board, staff*

Control subdivision of partially developed and undeveloped land to be consistent with the immediate vicinity. *Planning Board*

Investigate requiring rezonings to comply with the land use map. *Planning Board, Town Board*

Appoint Appearance Commission to address aesthetic concerns in Hillsborough. *Town Board*

Implement the Entranceway Overlay zone along the major corridors into town. *Town Board*

Conduct full environmental impact reviews of all proposed new developments. *Planning Board*

Encourage and provide the necessary infrastructure that will attract small-scale, low water using and non-polluting enterprises. *Town Board*

Research and develop incentives that encourage the location of retail uses in the 1<sup>st</sup> floor window locations downtown and discourage the use of those same spaces for office. *Town Board, Economic Development Commission, Alliance for Historic Hillsborough*

Create small area plans to provide a more detailed look at neighborhoods to address their individual needs and issues. *Planning Board, Design Review Board*

## SECOND PRIORITY

Expand the staff to adequately implement this plan. *Town Board*

Discourage the isolation of new or existing neighborhoods limiting the use of gates, cul-de-sacs and limited access. *Planning Board, Design Review Board*

Expand the pedestrian network through the use of easements connecting dead-end streets and allowing public access on utility easements. *Planning Board, Town Board, Parks & Recreation Board*

Strengthen the floodplain ordinance to go beyond the minimum requirements and prohibit development within floodplains. *Planning Board*

Consider the location of new non-residential development and its impact on the transportation network when reviewing zoning and development plans. *Planning Board, Town Board, transportation subcommittee*

Work with NCDOT and the DCHC MPO to implement and fund the 1997 Transportation Plan in a timely manner. *Town Board*

Introduce traffic calming design features. *Planning Board, transportation subcommittee*

Prepare small area plans for existing commercial areas with the goal of identifying redevelopment potential (70 Bypass, N. Churton St., S. Churton St., West Hillsborough) *Planning Board, Design Review Board*

Conduct a comprehensive review of development regulations to update for current technologies, trends, and preferred types. *Planning Board*

Require retrofitting and full compliance as part of expansions or redevelopments. *Planning Board, Design Review Board*

Promote and construct sidewalks and bikeways. *Town Board, Metropolitan Planning Organization, Planning Board*

Develop and implement an information-sharing process with Orange County so the full public impact of a development can be considered during the review process. *Staff*

Encourage development of non-residential facilities on the north side of town. *Town Board, Economic Development Commission, Chamber of Commerce*

Develop and adopt design guidelines to address design and neighborhood compatibility issues. *Design Review Board*

Work closely with the County government to provide for a vibrant and viable downtown through information sharing about facility planning and parking demands. *Staff*

Encourage the creation of mixed lot sizes in new developments. *Planning Board*

Extend the neighborhood park system throughout the community. *Parks & Recreation Board, Town Board*

Develop local definition of “affordable” housing to accurately reflect the local market. *Planning Board, housing subcommittee*

Consider reducing or waiving development and impact fees in return for providing affordable dwelling units. *Town Board, housing subcommittee*

Consider adjusting development requirements for affordable and/or low-income housing developments. *Town Board*

Work with Orange County to establish an information sharing process so that the impacts of developments to the other jurisdiction can be considered during review. *Staff*

Investigate Transfer of Development Rights programs to establish sending and receiving areas. Consider cooperation with Orange County if appropriate local areas can be found to receive county transfers. *Planning Board, Town Board, Orange County*

Develop flexible ordinance provisions to allow for variable lot widths in both new and existing residential areas to continue the diverse housing stock currently available. *Planning Board*

Create a local community facilities plan and cooperate with other jurisdictions to seek out opportunities for joint locations. *Staff*

Consider incentives for redevelopment of existing buildings as a source of affordable housing. *Town Board, housing subcommittee*

Create a preservation plan including an inventory of open spaces, historic resources, and other areas for acquisition and protection. Include a priority ranking based on endangerment and importance. *Parks & recreation Board*

Establish benchmarks or levels of service to assist in assessing the impacts of new developments and determining the costs. *Town Board*

Create emergency/disaster response plan to address natural disasters and other situations. *Staff*

Encourage widespread citizen participation in planning for the future and provide the information necessary to make this possible. *Town Board*

Designate appropriate staff or organization to solicit and pursue donations of land for preservation. *Town Board*

Make full use of the visitors' services program and the town improvements supported by the tourism board. *Tourism Board, Alliance for Historic Hillsborough*

Participate more fully in regional initiatives (e.g. Triangle Open Space committee, Metropolitan Planning Organization, Upper Neuse Basin Association, etc.) *Town Board, Staff*

Consider the use of annexation to regularize and clarify town limits, and possibly eliminate small islands of unincorporated areas. *Town Board, Staff*

Implement downtown streetscape improvement plan. *Town Board, Town Centre Group*

Establish a Design Review Board. *Town Board*

Change the development rules to provide adequate incentives for developers to build sidewalks. *Planning Board, Town Board*

Consider use of tax incentives (as is done by the county, state and federal governments) to encourage the responsible use and preservation of historically and naturally significant properties. *Town Board*

Begin preliminary investigations necessary to site a new wastewater treatment facility. *Staff*

Investigate zoning provisions to encourage developers to provide a variety of house sizes. *Planning Board, housing subcommittee*

Designate a permanent funding source for park activities. *Town Board*

Encourage compatible neighborhood business to reduce the need for cross-town travel. *Town Board, Economic Development Commission, Chamber of Commerce*

Promote the use of the Economic Development Commission, Small Business Technology Center, and other existing services for small or new businesses. *Economic Development Commission, Chamber of Commerce*

Create parks staff to oversee development and maintenance of facilities. *Town Board*

Develop a map showing future major arterials that can and should be constructed. *Planning Board, transportation subcommittee*

Contact owners of significant tracts of land to inform them about the financial benefits of dedications and conservation easements. *Parks & Recreation Board*

Make maximum use in public policy formation and implementation of private non-profit groups such as the member organizations of the Alliance for Historic Hillsborough (i.e. Chamber of Commerce, Hillsborough Historical Society, et al) and the various service clubs. *Town Board*

Adjust current development requirements to supplement local funding of initiatives. *Parks & Recreation Board*

Create task forces or subcommittees of existing boards to address specialized topics in an effort to be more pro-active (e.g. transportation, housing, long range planning, ordinance review) *Town Board*

### THIRD PRIORITY

Increase education and public awareness of the benefit and role of historic properties to Hillsborough. *Historic District Commission, Alliance for Historic Hillsborough*

Develop a road network that limits the use of I-85 and I-40 as local connector roads and for in-town commuting. *Planning Board*

Investigate changes to historic district boundaries. *Historic District Commission*

Implement the amortization of non-conforming signs. *Town Board, appearance commission*

Work with Orange Public Transportation (OPT) and Triangle Transit Authority (TTA) to bring expanded transit opportunities to Hillsborough. *Town Board, Metropolitan Planning Organization*

Allow flexibility in street widths. *Planning Board, transportation subcommittee*

Revise Master Parks & Recreation Plan to address new areas and include more specific recommendations. *Parks & Recreation Board*

Introduce incentives to assist with compliance projects (redevelopment of existing non-residential site to meet new requirements). *Town Board, Design Review Board*

Establish evaluation system of employees that creates accountability for reaching goals. *Town Board*

Develop requirements for interconnectivity between developments to strongly discourage/prohibit neighborhoods with gates and numerous cul-de-sacs. *Planning Board*

Amend develop regulations to ensure adequate access (entry and exit) for safety and traffic congestion. *Planning Board*

Encourage the creation of small business incubators, a revolving low interest loan pool, and a small business support group. *Town Board, Economic Development Commission, Chamber of Commerce*

Investigate the desirability of additional historic districts or conservation areas. *Historic District Commission*

Prioritize the purchase of vacant lots in existing neighborhoods. *Parks & Recreation Board*

Increase education and public awareness among historic property owners of their stewardship responsibility. *Historic District Commission, Alliance for Historic Hillsborough*

Support the continued presence of on-street parking in the downtown area. *Town Board, Alliance for Historic Hillsborough*

Amend ordinances to prohibit cul-de-sacs and any dead-end streets. *Planning Board, transportation subcommittee*

Have staff and representatives from advisory boards report annually to Town Board about implementation of plan. *Staff*

Create public feedback system to allow citizens to easily register their complaints, complements, and suggestions. *Town Board*

Adopt regulations of the Upper Neuse Basin Management Study to allow for local enforcement and protection of water quality. *Planning Board, Town Board*

Prepare for state-mandated storm water control measures. *Planning Board, staff*

Enhance and expand the Tree Board. *Town Board, Tree Board*

Inventory significant trees. *Tree Board*

#### ON-GOING

***While integrating all of the following items into the town's daily routine, the first two are critical and the specific endorsement of these policies by the Town Board will signal a significant shift.***

Encourage preservation of sensitive and aesthetically significant open land through public acquisition, conservation easements, and other devices. *Town Board*

Seek out grant opportunities to leverage local funds with outside sources. *Town Board*

Continue the detailed financial plan method of budgeting and capital improvement planning.

Continue acquiring land along the Eno River to preserve water quality & implement the River Walk plan.

Continue support for the Historic Overlay district and its commission.

Continue use of the prepared meals tax as a revenue source to sustain and improve the historic fabric and natural beauty of the town as an attractions for visitors.

Continue to protect neighborhoods from encroachment by large-scale commercial, industrial, or multi-family developments through the location of zoning districts and buffer requirements in the zoning regulations.

# Demographics

Year	Population
1910	857
1920	1180
1930	1232
1940	1311
1950	1329
1960	1329
1970	1444
1980	3019
1990	4263
1997	4967

## 1990 Census

Total Population	4263
Total Households	1783
Average household size	2.4

## 1997 Special Census

Total Population	4967
Total Households	2123
Average Household size	2.34

## 1990 Population by Race

	Number	Percent
White	2557	60.0
Black	1663	39.0
American Indian	13	.3
Asian	23	.5
Other	7	.2

## 1990 Population by Sex

	Number	Percent
Male	1988	46.6
Female	2275	53.4

## 1990 Population by Age

	Number	Percent
under 5	327	7.7
5-17	745	17.5
18-20	183	4.3
21-64	2410	56.5
65 and over	598	14
75 and over	268	6.3
85 and over	62	1.4

# Natural Features

The predominant natural feature of Hillsborough is the Eno River and its tributaries that have directly affected the development and circulation patterns of the Town. The steep slopes between these drainage divides reveal rolling vistas of Hillsborough's neighborhoods and the Eno's floodplain provides a natural green corridor that extends east and west through Town. The floodplain is broad east of Churton Street but to the west the river narrows. This area is currently slated for protection with the assistance of a grant from the Clean Water Management Trust Fund. The Town is implementing a buffer acquisition project along the length of the river and hopes to be able to combine the buffer acquisition with a River Walk. Four bridges cross these narrower sections at Dimmocks Mill Road, Eno Mountain Road/Allison Street, US 70 Bypass and Lawrence Road.

Another dominant natural feature is the Occoneechee Mountain area, south of the Eno Mountain Road/Allison Street Bridge, which contains the highest peak in Orange County as well as other unusual treasures. A large deposit of pyrophyllite is mined to the east of Eno Mountain Road. To the west are natural areas described in the Inventory of Natural Areas and Wildlife Habitats of Orange County, - N.C. by Dawson Sather and Stephen Hall, December 1988, as being of local and statewide significance. The State has acquired additional acreage on the Mountain and leases the 29 acres owned by the town to create the Occoneechee Natural Area as part of the Eno River State Park. Staff is currently stationed on the mountain to assist with site interpretation.

The Occoneechee Mesic Slopes hold statewide significance of prime integrity according to the above-mentioned document. These north-facing slopes of the mountain are the easternmost home in North Carolina to several plant species, including Bradley's spleenwort (*Asplenium bradleyi*) and sarsaparilla (*Aralia nudicaulis*). The Panther's Den area consists largely of a north-facing rock wall which does not receive direct sun and provides a uniquely cool, wet habitat for plants, including mountain spleenwort (*Asplenium montanum*), sweet pinesap (*Monotropis odorata*), witch alder (*Fothergilla major*), interrupted fern (*Osmunda claytoniana*), catawba rhododendron (*Rhododendron catawbiense*), mountain laurel (*Kalmia latifolia*), and galax (*Galax aphylla*). This is also an excellent wildlife habitat with its undeveloped status and location along the Eno River, a wildlife corridor. The Cooper's Hawk, which is classified as endangered in North Carolina, has been sighted on the mountain during nesting season. The sumo mite (*Allothrom bium*) lives on the northern slope of the mountain.

Another portion of Occoneechee Mountain, the dry slopes and summit, are of regional significance and of prime integrity. The "Inventory" rates the threat significance to tills area as extreme. This site includes the mountain's dramatic peak and ridgeline. The mountain contains a broad range of natural communities from the cool moist Panther's Den to the arid communities on the summit with a Virginia pine, heath, and braken fern community and a chestnut oak community. Many of the resident chestnut oaks are two (2) feet in diameter. Several butterfly species with restricted distribution are found on this summit contributing to its regional significance as a natural area.

The "Orange County Natural Areas Survey" also includes Cates Creek Montmorillonite Forest that is at the southern edge of Hillsborough's planning jurisdiction on the west side of Old NC 86 where Cates Creek crosses the road. It exemplifies a bottomland forest on impermeable Iredell clay soils and contains a wide range of representative species. The Poplar Ridge natural area is east of town, south of the Eno River's intersection with US 70 Bypass and is characterized by steep slopes and hardwood forests.

# Cultural Features

Hillsborough contains a wealth of historic structures and archaeologically significant sites. The banks of the Eno River contain several archaeological sites of Indian settlements dating to AD 1000. The Indian trading path crosses through Hillsborough along Saint Mary's Road and the Eno River. The Occaneechi Band of the Saponi Nation is currently reconstructing a Native American village based on nearby archeological digs in the floodplain behind the county courthouse.

The town, which was laid out in 1754, dates back to pre-Revolutionary times. It was a politically active town and the site of the Regulator Uprising of 1768. Since its founding, Hillsborough has been a county seat. The 1844-45 courthouse and many other historic homes and structures grace Hillsborough. The 1760 Alexander Dickson House has been restored and now houses the visitors center for Historic Hillsborough and northern Orange County. In 1973, the Town established the Hillsborough Historic District that encompasses the original square mile of the Town to recognize and protect these valuable cultural resources.

West Hillsborough contains a mill village with two mills, commercial structures, and traditional mill houses from another mill village formerly located on Occoneechee Mountain. This well-preserved example of a mill village is a viable community within Hillsborough. In the mid-1970's, Hillsborough annexed West Hillsborough including the mill village community.

Hillsborough, the county seat of Orange County, contains county offices, the courthouse, and other functions of county government. Most of these facilities are located in the Historic District east of Churton Street. The County Recreation Department occupies a former high school on Tryon Street. A branch of the County Library and the County Department of Social Services share this site with the Recreation Department. There is a partially developed county park on the north side of Town adjacent to the Fairview neighborhood. There are six (6) county schools in the Hillsborough area.

The Hillsborough Town Hall occupies the Ruffin-Roulhac House, a historic structure dating to 1821. Other Town facilities include the annex (finance), police station, a cemetery, public works facility, water plant, and sewer plant. The Town has acquired twenty-eight (28) acres on Occoneechee Mountain that it currently leases to the State as part of the Eno River Park system.

Hillsborough contains a rich heritage of churches with many congregations dating back to colonial times and many church buildings of historic significance.

# Land Use

The original town of Hillsborough was located north of the Eno River along Churton Street. The Churton Street central business area contains the original business and governmental district. Residences are located adjoining this business/institutional area. There is a pleasant mix of older historically significant homes and newer twentieth century homes as well as large stately homes on generous lots and smaller cottage-type homes within the original Town limits which is now a designated historic district. Streets in this area are generally narrow and tree-lined. This area encompasses the cultural town center of Hillsborough.

West Hillsborough was originally a mill village and contains manufacturing, residential, and corresponding business uses. The small frame mill house on a narrow lot predominates thus contributing to the tight interwoven character of this area. In the mid-1970's, West Hillsborough was annexed into Hillsborough. West of this developed part of West Hillsborough, land use is agricultural, low density residential, or undeveloped.

Highway 70, the Eno River, the railroad, and I-85 provide east-west barriers across Hillsborough thus defining neighborhoods and separating types of land use.

Along Highway 70, there are nodes of commercial and business land use. North of Highway 70, land use is mostly residential or institutional. Institutional uses include schools, parks, public works, and the town's yard waste facility.

East of Town along Saint Mary's Road close to the original Town limits there are several estates. Further east are single-family areas interspersed with undeveloped lands. South of the Eno River, east of Town, there are several existing industries with zoning for additional industries and commercial uses.

Along Churton Street between the Eno River and I-85, there is a mixed business and commercial use. This area includes several shopping centers, the Daniel Boone development, and strip commercial uses. This is the major commercial area of Hillsborough providing essential goods and services.

The pyrophyllite mine is located on Occonechee Mountain south of the Eno River. The remainder of the mountain is either undeveloped or at rural density residential. Hillsborough owns a portion of the mountain and leases it to the State as park of the Eno River State Park system.

South of I-85 near Churton Street/Old NC 86, there is a mixture of land uses with commercial and multi-family close to I-85. The State of North Carolina has its Department of Transportation (NCDOT) facility and correctional facility in this area. There are several residential subdivisions west of Old 86 south of I-85 and north of I-40. The undeveloped lands in this area are considered prime for development and were jointly designated as an Economic Development District by the Town and County in 1995.

The following table indicates the amount of land use in seven categories found in Hillsborough and in its Extraterritorial Jurisdiction Area during August 1990. This table indicates that thirty-seven percent (37%) of the Town limits and Extraterritorial Jurisdiction is vacant or agricultural. Portions of this percentage are flood plain, wetlands, or steep slopes unsuitable for development and most suited for conservation. Much of this undeveloped land will be prime for development before the year 2010.

## Existing Land Use

<b>City Limits</b>	<b>1990 acres</b>	<b>1999 acres</b>	<b>% change from 1990 - 1999</b>	<b>% of 1999 total</b>
Vacant	681.47	871.59	27.90%	28.14%
Commercial	166.33	234.99	41.28%	7.59%
Residential	667.9	816.28	22.22%	26.36%
Industrial	161.14	203.23	26.12%	6.56%
Utility	5.42	6.93	27.86%	0.22%
Institutional	48.42	114.64	136.76%	3.70%
Rights of Way	768	849.42	10.60%	27.43%
<i>Total</i>	<i>2498.68</i>	<i>3097.08</i>		<i>1.00</i>

<b>Extraterritorial Jurisdiction</b>	<b>1990 acres</b>	<b>1999 acres</b>	<b>% change from 1990 - 1999</b>	<b>% of 1999 total</b>
Vacant	1463	1334.53	-8.78%	42.31%
Commercial	10.48	18.27	74.33%	0.58%
Residential	755.77	802.05	6.12%	25.43%
Industrial	80.12	72.12	-9.99%	2.29%
Institutional	300.37	267.37	-10.99%	8.48%
Rights of Way	660	660.00	0.00%	20.92%
<i>Total</i>	<i>3269.74</i>	<i>3154.34</i>		<i>1.00</i>

<b>Combined</b>	<b>1990 acres</b>	<b>1999 acres</b>	<b>% change from 1990 - 1999</b>	<b>% of 1999 total</b>
Vacant	2144.47	2206.12	2.87%	35.29%
Commercial	176.81	253.26	43.24%	4.05%
Residential	1423.67	1618.33	13.67%	25.89%
Industrial	241.26	275.35	14.13%	4.40%
Utility	5.42	6.93	27.86%	0.11%
Institutional	348.79	382.01	9.52%	6.11%
Rights of Way	1428	1509.42	5.70%	24.15%
<i>Total</i>	<i>5768.42</i>	<i>6251.42</i>		<i>1.00</i>

The 1990 information is based on a windshield survey conducted in August 1990. The 1999 data reflects all the changes from that base information. Additionally, the town has annexed a total of 598.08 acres since 1990, 115.4 of the area annexed was within the Extraterritorial area. 191.48 acres are the two satellite areas annexed by the town in 1998. Areas are classified by their use, not zoning.

## Tax Base and Revenue

A quote from the *Budget: 1990-91 Town of Hillsborough* “The growth in our tax base has not increased in sufficient quantities to prevent our having to look toward this solution. (a tax rate increase of \$.04). Although Interstate 40 has improved our likelihood of being the place for development to occur, our continued water supply problems will not permit the type of steady, yet moderate growth in our tax base necessary to prevent future tax increase considerations.”

With a 1990 tax base of \$146,000,000, each penny of property tax brings in only \$14,600 at one hundred percent collection. In the 1990 budget, property tax revenues accounted for forty-four percent (44%) of the Town's revenues.

The FY00 assessed valuation is approximately \$311,500,000. This is a 213% increase from 1990. At one hundred percent collection, each penny of property tax generates \$ 31,150 at the FY00 tax level.

Although the tax base has doubled in the last nine years, the town’s financial picture has not dramatically improved. With changes on the state level in terms of revenues returned to the municipalities, the town’s funding split has shifted, placing more emphasis on property tax revenues and investment income. The Prepared Food and Beverage revenue is new, enabled by special legislation, its use is strictly limited to tourism efforts and not transferable to other activities.

Revenue source	<i>FY91</i>	<i>FY00</i>
Property taxes	44	49.9
State Shared Revenues	47	26.1
Local Fees	4	4.3
Interest & misc.	5	12.6
Food & Beverage Tax		4.1
Grants		3

In FY99 the Town of Hillsborough converted to a three-year financial plan method of budgeting to help the citizens and elected officials plan for significant expenditures and to understand the longer-term implications of budget decisions. The Three-Year Financial Plan consolidates the annual budget, capital improvements plan, and 3-year Financial Forecast into one document. The conversion to this format pointed out a significant hazard in the Town’s spending habits. From FY94 to FY98 the Town routinely used its fund balance or savings account to fund significant new expenditures rather than find additional revenue sources. The Town’s reserves are now at an uncomfortably low level, which has captured the attention of the bond rating agencies and could pose serious consequences to the town’s ability to borrow money if not corrected.

Beginning in FY99, the Town Board committed itself to increase to town’s reserves to a reasonable level. This has manifested itself in the form of tax increases, fee increases, limited hiring of new staff, and delaying purchases. Initiatives recommended in this plan will have to compete with scarce resources needed to maintain and continue out current services. The citizens and elected officials of Hillsborough will continue to be challenged to “do more with less.”

# Public Facilities

## *Water Supply*

The Town of Hillsborough obtains its water supply from the Eno River on the west side of Town. The Town's source of raw water, Lake Ben Johnston, on the Eno River, supplies the Town's water intake. Lake Ben Johnston has a yield of .43 million gallons per day (MGD). The Hillsborough water system operates at approximately 1.7 million gallons per day. During periods of drought, the Town's water supply does not adequately serve its needs. The supply at Lake Ben Johnston is adversely affected by upstream withdrawals from Corporation Lake. Lake Orange, which is upstream from Lake Ben Johnston and Corporation Lake, releases water which flows to Corporation Lake and into Lake Ben Johnston. The Orange County Water Conservation Ordinance allocates 1.8 MGD from Lake Orange to Hillsborough when Lake Orange is at normal level. During dry periods, the allocation to the Hillsborough system can drop to between 1.5 and .68 MGD, thus forcing the Town of Hillsborough to enforce conservation measures and to purchase more costly water elsewhere to supply its customers. During these periods of drought, the Town's water supply is inadequate. A sixteen-inch pipeline connecting Hillsborough to the Orange Water and Sewer Authority (OWASA), and a twelve inch pipeline and pump station connecting Hillsborough to the City of Durham, supplies Hillsborough during these periods of drought. The Town is able to obtain/purchase this emergency allocation from OWASA or Durham as necessary.

The North Carolina Division of Water Resources has allocated Hillsborough 5.5 MGD from Jordan Lake. No plans have been developed to use this allocation. In the future, this water supply allocation may prove to be a valuable resource to the Town.

Orange County and the Town of Hillsborough have discussed jointly developing a 6.3 MGD reservoir on Seven Mile Creek southwest of Town. The County has purchased property at the site of this proposed reservoir with the intent of constructing it in the future.

Hillsborough is currently completing construction of a reservoir on the West Fork of the Eno River to satisfy the Town's intermediate water supply needs. Hillsborough will have the reservoir (phase I) on line by 2001. It will provide water to serve Hillsborough's immediate needs and for some growth at an expense affordable to the Town. Additional water supply will be necessary to meet Hillsborough's medium to long-term needs. Phase I of the West Fork Reservoir will have a safe yield of 1.8 MGD. Phase II (to be constructed in approximately 5-10 years) will have a safe yield of 3.0 MGD.

The Town of Hillsborough's water supply service area includes the Town limits, Extraterritorial Area, and extends south and east of the Extraterritorial Area to serve subdivisions and schools in Orange County. In 1998, it served 2103 customers in Town and 2020 customers outside of Hillsborough's corporate limits. Some areas of town are inadequately served by either deteriorating water lines or lines with inadequate water pressure. The Town includes in its annual budget (\$25,000 in 1999-2000 budget) monies to repair and replace water lines to improve the delivery of water.

## *Wastewater Collection and Treatment*

The wastewater treatment plant for the Town of Hillsborough is located on the east side of Town on the east bank of the Eno River. It was constructed in 1974 and in 1999 was operating at fifty percent (50%) capacity (1.5 million gallons per day) and is rated at three million gallons per day (average day). The wastewater treatment service area includes most of the Town limits and extends outside the Town limits to serve portions of the Extraterritorial Area south of Town and some areas beyond. The system contains twenty-three (23) wastewater pump stations, many of which are small and inefficient.

In 1987, consultants wrote the "Master Plan for Sewer System Improvements" for Hillsborough. This plan charts the next fifty years of development of the wastewater collection and treatment system.

### **PROJECTED WASTEWATER FLOWS\***

<u>YEAR</u>	<u>POTENTIAL AVERAGE DAY FLOW (MGD)</u>
1990	1.6
2000	1.9
2010	2.3

A goal of this plan is to eliminate as many as possible of the small inefficient pump stations by installing a network of gravity interceptor lines. The plan calls for the construction of sewer lines to serve developing areas in an efficient manner.

The twenty-year plan recommends the installation of sewer lines and pump stations to serve the Cates Creek Basin south of Town where development is anticipated in the Old 86/1-40 area and the I-85/NC 86 area with a major pump station off Elizabeth Brady Road. A gravity line is proposed near Orange High School Road and Saint Mary's Road that will improve service in the downtown area where flows exceed sewer line capacity. Recommendations for the South Churton Street and Orange Grove Road area where continued growth is projected include installation of a gravity interceptor to replace existing pump stations and improve existing service and extension of a gravity line to Oakdale Drive to provide capacity for future growth. A gravity interceptor is recommended along Lakeshore Drive on the northwest side of Hillsborough that will eliminate two pump stations and expand service capacity in the area. The "Master Plan for Sewer System Improvements" includes improvements to better and more efficiently serve areas currently sewered and to expand services to areas likely to experience development.

\*Master Plan for Sewer System Improvements, Town of Hillsborough, NC, November 1987, Finkbeiner, Pettis & Stout, Limited, Consulting Engineers, Greensboro, NC 27407

# Glossary

- adequate public facilities ordinance A growth management tool used to control the timing of development to ensure that sufficient capacity exists in a variety of services to meet the needs of the new development. Common examples are for schools and roads.
- Alliance for Historic Hillsborough Non-profit umbrella organization in town that coordinates the activities of the historically-minded civic organizations and which provides tourism services to the Town via a contract paid through the prepared food and beverage tax.
- amortization A process of allowing owners to recapture the financial investment in non-conforming signs over a specific period of time before requiring removal. Seven years is a typical amortization period.
- Appearance Commission A volunteer board appointed by the elected officials to address beautification and nuisance issues. Examples of activities include a garden of the month program to recognize well-maintained and attractive yards and personal contact with owners of sites in disrepair to persuade clean up.
- Board of Adjustment A seven member volunteer board appointed by the Town Board with 3 members appointed by the County Commissioners who review and approval site plan and conditional use permits and decide on appeals and variances.
- conservation easements Legal device transferring development rights from an owner to a non-profit or governmental entity with the intent of limiting development or permanently protecting the area from development. These devices are added to the property deed and are generally considered permanent. Easements that are voluntarily given to qualifying non-profits can be taken as charitable tax deductions for the owner donating the easement.
- DCHC MPO Durham-Chapel Hill-Carrboro Metropolitan Planning Organization. Regional transportation planning organization covering all of Durham County, much of Orange County, and a small portion of northern Chatham County and the municipalities of Carrboro, Chapel Hill, Durham, and Hillsborough.
- Design Review Board A volunteer board appointed by the elected officials that reviews new development and recommends design changes to make proposal more appropriate to neighborhood.
- Economic Development Commission Orange County department that tracks development trends, provides information about vacancy, rents, and available land for business owners looking to locate within the county. The Town provides a small annual contribution to the County in return for the department also providing information about Hillsborough sites.

- Entranceway Overlay district Existing zoning district that has not been applied to any property which carries additional requirements and limitations for non-residential development along roadways leading into town.
- Historic District Commission A seven member volunteer board appointed by the Town Board who reviews all requests for exterior modifications to properties located within the local historic district. The commission members have either training or significant interest in history, architecture, preservation and related fields and employ design guidelines to assist in their deliberations.
- Historic Overlay district Existing zoning district that applies to the original city limits, roughly one square mile. Within this district exterior changes to buildings must be reviewed and approved by the Historic District Commission to ensure their compatibility with the character of the building and of the district in general.
- Master Parks and Recreation Plan Plan created by a volunteer task force and adopted by the Town Board in 1992. The plan divides Hillsborough and the surrounding area into small park districts, indicates opportunities for neighborhood parks and makes overall recommendations for the town.
- NCDOT North Carolina Department of Transportation. The state department responsible for construction and maintenance of primary and secondary roads across the state.
- Orange Public Transportation A division of the Orange County Department of Aging. Public transportation in vans and small buses exists between Prospect Hill and Chapel Hill with two routes in the morning and 2 in the afternoon. This service is available to the public, regardless of age or disability. This service will hopefully expand in the future to provide connections to other transit services and around town.
- Parks & Recreation Board A volunteer board made up of both town and county residents which recommends policy and park improvements to the Town Board. This board is responsible for the implementation of the Master Parks and Recreation Plan.
- Planning Board A volunteer board made up of both town (7) and county (3) residents which provides recommendations to the Town Board on subdivisions, rezonings, and ordinance text amendments.
- prepared meals tax Also called the meals tax or Prepared food and beverage tax. Authorized through special legislation, all prepared food and beverages sold within the city limits are subject to an additional \$0.01 tax that is ear-marked for tourism activities. These funds provide both tourism services and capital improvements. The fund is shown in the Town Budget, but the funds are kept in separate accounts.
- pyrophyllite Aluminum Silicate Hydroxide. Material found in Hillsborough and mined by Piedmont Minerals. Pure deposits are rare in the United States. This compound is used as a

refractory mineral, as filler for rubber, paints and insecticides, as an ornamental stone, as a component of ceramics and as mineral specimens.

**River Walk** Project proposed in the Master Parks and Recreation Plan to connect Occoneechee Mountain Park to the Eno River State Park in Durham along the Eno River.

**significant trees** This term would be defined before any inventory is created. Generally, this classification is based on the diameter of the tree trunk (6" or greater) but it can include other with unique character or history.

**Small Business Technology Center** Service offered by Orange County, which trains and assists potential new business owners with creating business plans and where to find other resources.

**strip shopping center** A grouping of retail office and services usually with parking out front and multiple access points to the street.

**Town Board of Commissioners** Elected governing body of the town. Contains five members elected at large for 4-year terms. Also referred to as the Town Board.

**traffic calming** Roadway design features that slow traffic. Methods can include vertical and horizontal shifts that require slower speeds or partial closings to limit through trips.

**Transfer of Development Rights** Growth management tool that creates a market for development rights of properties. Areas that are designated for preservation can sell their development rights (units per acre) to developments locating in areas where additional density is desired. Sending areas are those to be preserved and receiving areas are those to be developed more intensely.

**Transportation Plan** Document adopted by the town Board and NCDOT, which indicates road, pedestrian, bicycle, and transit improvements expected and needed over a twenty-year period.

**Tree Board** Volunteer board appointed by the Town Board to supervise maintenance and planting of trees on public property. This board selects new trees for planting and has other trees observed by arborists to ensure proper trimming and removal when necessary.

**Triangle Transit Authority** Regional public transportation authority currently providing bus and vanpool service throughout the Triangle. Efforts are also underway to establish regional rail connecting the urban areas. Some funding comes through a vehicle registration fee collected region-wide.

**Upper Neuse Basin Association** Voluntary membership organization of the jurisdictions upstream of the dam in Falls Lake. Members are cooperating on a basin-wide water quality management plan and discharging issues.

**urban growth boundary** Growth management tool used to limit the extension of urban services to a specific geographical area to preserve the open space beyond the boundary and limit "leapfrogging."