



UDO Code Diagnosis

Overview with Boards & Commissions



TOWN OF CARRBORO • NC

May 21, 2026
June 4, 2026

OVERVIEW



01

PROJECT BACKGROUND

Scope, work to date

02

CODE DIAGNOSIS

Purpose, Contents

03

KEY THEMES FOR IMPROVEMENT

8 sets of recommendations

04

NEXT STEPS

Where we go from here

MEETING OBJECTIVE:

Overview the Draft Code Diagnosis, Answer Questions, and Collect Input from Board and Commission Members

WORK TO DATE

Interested Party (23) Discussions	Late 2024 to early 2025
Development Interests Meeting	Late 2024
Town Council Project Introduction Meeting	Late 2024
Town Council Work Session 1	Feb 2025
Public Forum 1	March 2025
Earth Day/Open Streets Engagement	April 2025
Follow-Up Council Meetings	May 2025
July 4 Engagement	July 2025
Town Council Work Session 2	Sept 2025
Code Diagnosis Staff Review	Early 2026

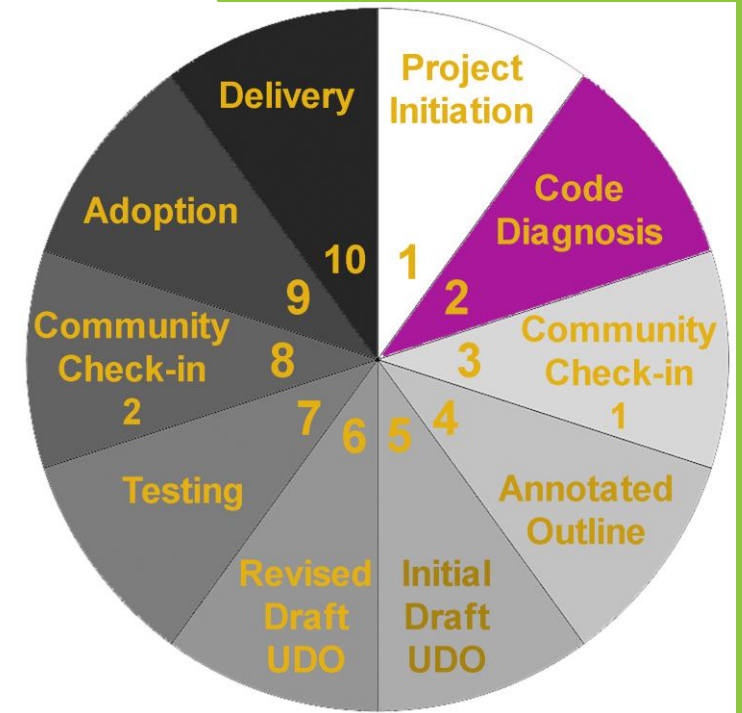


Image depicts the 10 project tasks

PROJECT GOALS

1. Address Climate Change
2. Promote Racial Equality & Equity
3. Enhance Housing Choices & Attainability
4. Increase Predictability
5. Add Clarity



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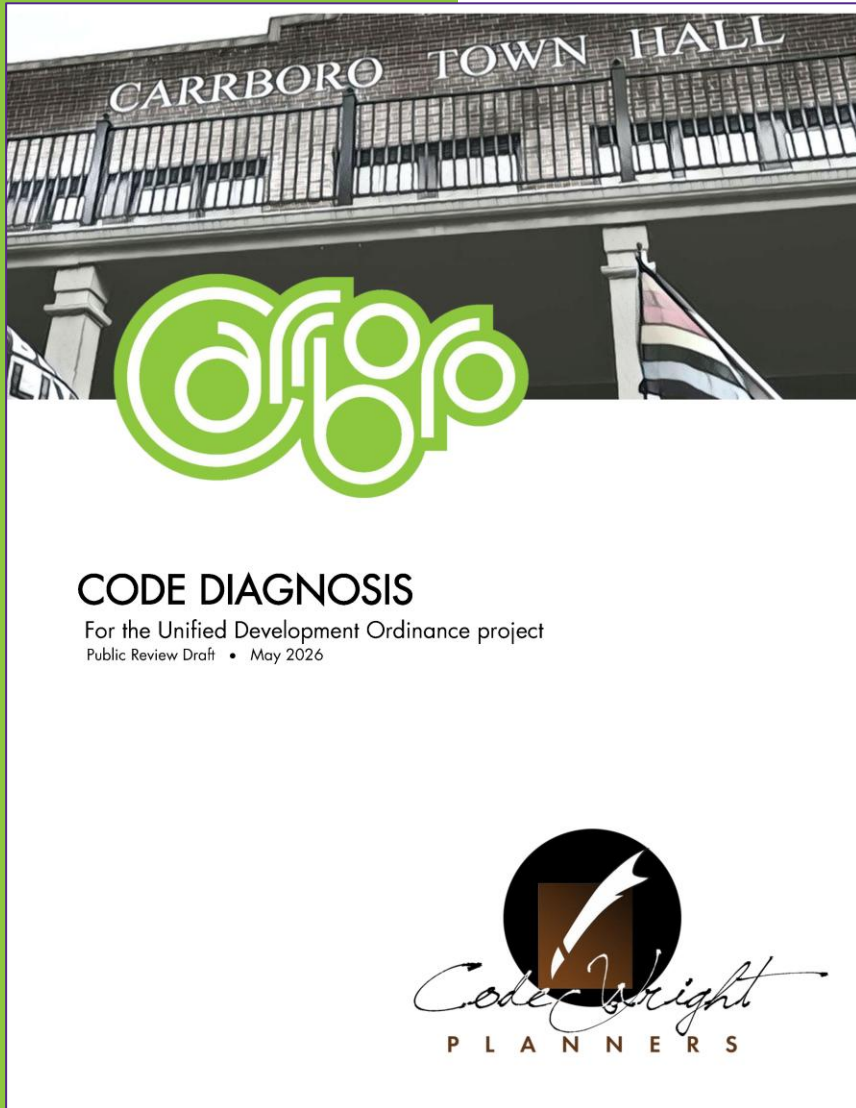
KEY THEMES FOR IMPROVEMENT

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NEXT STEPS

Where we go from here



CODE DIAGNOSIS

- ‘Road Map’ for the new UDO
- Framework for discussion about potential changes to the current UDO
- Explores gaps between policy guidance and development rules
- Provide recommendations for change

SUMMARY OF KEY THEMES FOR IMPROVEMENT

1

SIMPLIFY THE UDO

- 1.1 Restructure from 21 to 11 Chapters
- 1.2 Use More-Intuitive Chapter Names in Alphabetical Order
- 1.3 Place 'Like' Material Together in the Document
- 1.4 Update the Page Layout with More Navigational Aids for the Reader
- 1.5 Use Numbered Statements Instead of Prose
- 1.6 Increase Use of Summary Tables
- 1.7 Add More Illustrations and Flow Charts
- 1.8 Replace 'Legalese' with Plain English
- 1.9 Self-Codify the UDO

2

SAFEGUARD EQUITY

- 2.1 Where Possible, Reduce Application Review Times & Uncertainty to Ease Beneficial Development
- 2.2 Explore Differential AML Ranges for Rental (80%) Versus Ownership (60%)
- 2.3 Add Relevant Definitions (Diversity, Equity, etc.) to the UDO
- 2.4 Strengthen Standards on Short-Term Rentals
- 2.5 Review and Update Contextual Overlay District Protections
- 2.6 Explore Opportunities for Lower Application Fees
- 2.7 Ensure Required Notice is Multi-Lingual
- 2.8 Broaden Range of Districts Where Manufactured/ Mobile Homes/ Moveable Tiny Homes are Permitted
- 2.9 Soften Limitations on Home Occupations, Micro-Retail, and Some "Social Service" Uses
- 2.10 Explore Increased Use of Development Agreements for Larger Developments

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ADAPT TO CLIMATE CHANGE

- 3.1 Replace Cluster Subdivisions with Conservation Subdivisions
- 3.2 Limit Plants to Native Species and Add Species Diversity Standards
- 3.3 Promote "Green" Stormwater Infrastructure
- 3.4 Ease Review Process for Renewable Energy Structures
- 3.5 Review and Update Open Space Provisions
- 3.6 Prohibit New Development in the Special Flood Hazard Area
- 3.7 Require Parking Provided Beyond Minimums to be Pervious
- 3.8 Disincentivize Mass Grading and Incentivize Contour Grading
- 3.9 Prioritize Greenways and Multi-Use Trails Over Sidewalks
- 3.10 Add Voluntary Sustainable Development Options and Incentives



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SUMMARY OF KEY THEMES FOR IMPROVEMENT

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ADDRESS HOUSING CHOICE

- 4.1 Remove SUP Requirements for Subdivisions Meeting Affordability Targets
- 4.2 Add Requirements for Maintaining Existing Affordable Units (NOAH)
- 4.3 Exempt Deed-Restricted Affordable Housing And "Micro" Units from Density Counts
- 4.4 Allow "Middle" Housing By-Right in All Districts
- 4.5 Establish Maximum Dwelling Unit Sizes and Minimum Densities
- 4.6 Simplify ADU Requirements Generally
- 4.7 Add More Small-Lot Options (like bungalow courts, tiny homes, pocket neighborhoods, and detached multi-family)
- 4.8 Clarify Single-Room Occupancy Development Standards

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INTEGRATE OTHER POLICY GUIDANCE

- 5.1 Explore Abolition of Minimum Off-Street Parking Standards
- 5.2 Explore Fee-In-Lieu Provisions for Pedestrian Infrastructure to Help Retrofit Existing Network Deficiencies
- 5.3 Reduce Open Space Set-Aside Amounts When Available to the Public
- 5.4 Explore Greater Use of Development Agreements for Expansion of For Sale Affordable Housing
- 5.5 Consider Converting some Residential Districts to Mixed-use Districts
- 5.6 Increase Public Participation for Certain Development Proposals

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INCREASE PREDICTABILITY

- 6.1 Reduce Application Review Times & Uncertainty to Ease Development Review
- 6.2 Add Clarity on Measurement Rules
- 6.3 Augment Definitions (to around 100 pages)
- 6.4 Identify Review Criteria for All Procedures and Decisions
- 6.5 Reduce Reliance on SUP in Favor of Codified Standards and Limit to One Review Authority
- 6.6 Use Pre-Application Conferences for Efficiency
- 6.7 Streamline/Delegate Advisory Body Reviews
- 6.8 Add Administrative Adjustment, Determination, and Alternative Plan Procedures
- 6.9 Remove the Ability to Convert By-Right Applications to Discretionary Reviews
- 6.10 Ensure All Districts List Dimensional Standards and Reduce Caveats



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SUMMARY OF KEY THEMES FOR IMPROVEMENT

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ENSURE LEGAL SUFFICIENCY

- 7.1 Address New Downzoning Limitations
- 7.2 Remove Criminal Penalties
- 7.3 Remove Content-Based Sign Regulations
- 7.4 Clarify that Unlisted Uses are not Prohibited
- 7.5 Clarify that Vested Rights may not be Withheld
- 7.6 Remove References to Obsolete Terms (special exceptions, conditional use permits, etc.)
- 7.7 Abolish the Construction Management Plan Process
- 7.8 Remove Design Controls Applied to Single-Family Residential
- 7.9 Clarify Authority for Schools Adequate Public Facility Standards

8

INCORPORATE INCENTIVES

- 8.1 Exclude Micro-, ADU, and some 'Middle' Housing Units from Density Counts
- 8.2 Allow By-Right Reviews for Developments Meeting Affordable Housing Targets
- 8.3 Allow Accelerated Landscaping Credit for Retained Trees
- 8.4 Exclude Structured Parking from Building Height Calculation
- 8.5 Include a Conservation Subdivision Option with Smaller Lots/ Setbacks for More Open Space
- 8.6 Add Density Bonuses for Voluntary Compliance with Single-Family Design Guidelines
- 8.7 Allow Some Mixed-Use Development by Right in Residential Districts
- 8.8 Credit Green Stormwater Features Towards Open Space
- 8.9 Add Incentives for Sustainable Development Features



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Carrboro New Unified Development Ordinance

Land Use Policy Summary February, 2025

The Carrboro New Unified Development Ordinance (UDO) is an effort to rewrite the Town's Land Use Ordinance (or "LUO") to implement the 2022 *Carrboro Connects* Comprehensive Plan. *Carrboro Connects* is the result of a community-wide planning effort to articulate the Town's vision for its future and identify the actions needed to help that desired future become a reality.

The UDO is one of the Town's primary tools for implementing the policy guidance and desired actions in *Carrboro Connects*. It is the basic set of laws used by the Town to regulate land uses in order to protect public safety, support property values, protect the environment, and ensure adequate mobility. This UDO project is innovative in that it will address the basic elements included in most other development regulations while also maintaining a focus on:

- Creating greater climate resiliency;
- Promoting social justice;
- Ensuring attainable housing for current and future residents; and
- Protecting Carrboro's community character.

Carrboro Connects includes 11 chapters that provide land use policy guidance on a wide variety of factors, including: affordable housing, climate action, transportation, green stormwater infrastructure, economic sustainability, parks and recreation, and land use. The table on the following pages identifies the relevant land use policies and actions from *Carrboro Connects*, provides a brief summary of each, and includes a column with some ideas about how each strategy might be implemented in the updated UDO.

Policies in *Carrboro Connects* that are not directly related to the land use or the UDO are not included in the table. It is important to note that all potential implementation ideas depend on discussion and acceptance by Town staff, elected officials, the public, and that proposed solutions or changes must be permissible under North Carolina law. We note that approximately 43 of the plan's 106 strategies (about 40%) are beyond the scope of a regulatory document like the UDO. For example, requirements that address ownership style (rental versus fee simple ownership) are generally not permissible under State and federal laws. Interventions involving funding-related activities are very important components of Carrboro's goals but are not part the regulatory



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Carrboro New Unified Development Ordinance

Downtown Area Plan Summary May 2026

The table included on the following pages is a summary of the Policy and Regulatory Recommendations included in the Town's adopted Downtown Area Plan. The Downtown Plan is a direct result of implementing a priority project identified in through the Town's Comprehensive Plan, *Carrboro Connects*. The Downtown Area Plan was formatted in two volumes, the first containing the "analysis, assessment, and recommendations of the study area" and the second volume providing the background information. Because the Town had overlap in the timing of the Downtown Area Plan and the Unified Development Ordinance (UDO), the Plan contains specific recommendations to be implemented through UDO updates.



DOWNTOWN AREA PLAN RECOMMENDATIONS SUMMARY TABLE

Ref#	Recommendation/Description	Implementation Ideas in New UDO
PR-01	Establish Parking Lot Joint Agreements Promote joint agreement for adding green infrastructure and UUD stormwater techniques for existing and future parking lots and decks. Use joint agreements to ensure a sufficient amount of public parking in the downtown	- Require connectivity between commercial lots to reduce driveway turning movements and promote shared access - Creation of an Alternative Parking Plan to allow for shared, off-site, valet, and other non-traditional arrangements, or minor deviations with engineering report
PR-03	Activate the First Floor Require first floor commercial businesses and amenities for building residents on the first floor in all multi-family and mixed-use projects in the downtown area.	- Update use standards to include a requirement for commercial first floor uses for integrated vertical mixed-use buildings. - Creation of building design standards for new vertical mixed-use buildings that support pedestrian access on fronting sidewalks
PR-04	Addressing Building Heights Align building heights with the character areas discussed in the Downtown Area Plan. Should include incentives for affordable housing and commercial areas	- Provide incentives (such as density bonus, building heights, etc.) for the provision of affordable housing and affordable commercial space - Update dimensional standards to adjust minimum and maximum building heights for downtown districts.



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Carrboro New Unified Development Ordinance

Land Use Ordinance Analysis September 2025

The following table is a section-by-section review of Carrboro's current Land Use Ordinance ("LUO"). The table identifies the current articles, section numbers, section titles, and includes a short description of the current section contents. Articles are identified with green rows. The column on the right "Implementation Ideas in the New UDO" details recommendations for how to revise the current section for greater consistency with the Town's adopted policy guidance, State law, regulatory best practice, or community input received to date. In some cases, there are questions or ideas that merit further discussion or consideration included in yellow cells. Some articles are supplemented with text in a grey row found at the end of the article's contents. These grey rows suggest new sections or information that could be added to the new UDO. The ideas and information in this table form the basis for the recommendations to be included in the Code Diagnosis, the "blueprint" for the Town's new Unified Development Ordinance.

CARRBORO LAND USE ORDINANCE (LUO) ANALYSIS TABLE

#	Title	Description	Implementation Ideas in New UDO
Yellow cells include topics for further discussion with Town staff and officials			
Article I. General Provisions			
15-1	Short Title	This ordinance is officially called the Carrboro Land Use Ordinance.	- Changing name to Unified Development Ordinance - Include reference to Official Zoning Map and any other applicable maps in addition to the Zoning Map
15-2	Authority	Ordinance derives authority from multiple North Carolina General Statutes and various Session Laws.	Carry forward with new references to Town Charter and include references to various NCGS statutes and special legislation
15-3	Jurisdiction	Ordinance applies within Carrboro's planning jurisdiction; jurisdictional adjustments allowed by mutual agreement per G.S. 160D-203.	- Clarify what constitutes the "planning jurisdiction" - Suggest adding additional clarity regarding the applicability of these standards to bona fide farms and agricultural uses - Clarify the standards in the UDO are minimum requirements unless subject to an authorized condition of approval, approved variance, vested right, or preferred development incentive
15-4	Effective Date	Ordinance originally enacted and effective November 25, 1980.	- Replace with new effective date - Suggest the UDO include both an adoption date and an effective date (It is not uncommon to delay the effective date for 60-90 days to allow the Town time to update its applications forms, conduct training, etc.)
15-5	Relationship To Existing Zoning, Subdivision, and Flood Control Ordinances	Substantively unchanged provisions are continuations of earlier ordinances; prior unlawful situations remain unlawful.	Delete. This language is from 1980. No need to carry forward. Prior approval, violations, continue as set down in a new Transitional Standards section in new Chapter 1, Administration



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Copies of Appendix 1, 2, & 3 Cover Pages from Code Diagnosis



Carrboro New Unified Development Ordinance

Initial Zoning District Translation Table May, 2026

The following table is an initial consideration of how base and overlay districts in Carrboro's current LDO might be translated under the new UDO. Base zoning districts are generally listed in order of intensity. Columns on the left side of the table denote current districts, and columns on the right side show how the districts might be structured under the new UDO. This table is based, in part, on the dimensional standards for the Town's current zoning districts.

CARRBORO UDO INITIAL ZONING DISTRICT TRANSLATION TABLE				
CURRENT ABBREV. & NAME		PROPOSED ABBREVIATION & NAME		COMMENTS
CONVENTIONAL BASE DISTRICTS				
C	Conservation	CON	Conservation	
Residential				
WR	Watershed Residential	WTR	Watershed Residential	This area should be flagged as subject to WSW-II-CA/PA rules in the Watershed Overlay
RR	Rural Residential	RUR	Rural Residential	
R-20	Residential -20	SUR	Suburban Residential	R-20 would experience a slight "upzoning" in terms of lot size
R-15	Residential -15			
HR-R	Historic Rogers Road Residential	ROR	Rogers Road Residential	Suggest dropping "historic" as that term has a different specialized meaning and there is already a historic district
R-10	Residential -10	NBR	Neighborhood Residential	The SIR districts have 100' max heights (R-10 = 35' height) Otherwise, these three districts are fairly comparable
R-S.I.R	Suitable for Intensive Residential			
R-S.I.R.2	Suitable for Intensive Residential -2			
R-7.5	Residential -7.5	MXR	Mixed Residential	
R-2	Residential -2	UBR	Urban Residential	
R-3	Residential -3	CMR	Compact Residential	
Commercial				
CT	Corporate Town	OFF	Office	These districts not used frequently
OR-MU	Office			
O	Office			These districts almost identical
O/A	Office/Assembly			
B-5	Watershed Commercial	WTC	Watershed Commercial	This area should be flagged as subject to WSW-II-CA/PA rules in the Watershed Overlay (looks like 10 lots have this district)
P-F	Public Facilities	PUB	Public Facilities	
HR-CC	Historic Rogers Road Community Commercial	ROC	Rogers Road Commercial	Suggest dropping "historic" as that term has a different specialized meaning and there is already a historic district



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Carrboro, NC UDO

Current LUO Dimensional Standards Table (based on standards in LDO Article 12)

The following summary table is assembled based on various standards in LUO Article 12. The district listing is based upon Section 15-181, but also includes seven unlisted districts (in purple text) not included in Article 12.

Yellow cells show districts that lack dimensional standards (perhaps Town staff can help us identify these standards?)

Red numbers in brackets are table notes listed at the end of the table.

Suggest the new UDO be supplemented with additional detail on:

- Maximum lot coverage (or impervious surfaces)
- Minimum spacing between buildings
- Perimeter setbacks for unified developments
- How setbacks differ between principal and accessory structures
- Minimum open space set-aside percentage (by district)

Abbrev	Name	Min. Lot Area [sf] [1]	Min. Lot Area/Unit [sf] [1] [2]	Min. Lot Width [ft]	Min. Bldg. Setback from ROW [ft] [1] [2]	Min. Side/Rear Setback [ft] [12]	Max. Bldg. Height [ft] [1] [3]
R-2	Residential -2	4,000 [4]	2,000	100	15	15	50
R-3	Residential -3	3,000	3,000	50	15	8	35
R-7.5	Residential -7.5	7,500	7,500; 5,625 [9]	75	25	10	35
R-10	Residential -10	10,000	10,000; 7,500 [9]	75	25	12	35
R-S.I.R	Suitable for Intensive Residential	10,000	10,000; 7,500 [9]	75	25	10	100
R-S.I.R.2	Suitable for Intensive Residential -2	10,000	10,000 [10]	75	25	10	100
R-15	Residential -15	15,000	15,000; 11,250 [9]	85	35	20	35
R-20	Residential -20	20,000	20,000; 15,000 [9]	100	40	20 [18]	15

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Carrboro, NC UDO
Current LUO Dimensional Standards Table (based on standards in LUO Article 12)



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Carrboro New Unified Development Ordinance

Interested Party Input Summary February, 2025

The Carrboro New Unified Development Ordinance Update (or "UDO") project is an effort to update the Town's development regulations, currently called the Land Use Ordinance (or "LUO"), to implement the 2022 *Carrboro Connects* Comprehensive Plan and bring the current LUO into better alignment with State planning law and best planning practice. The project has a special focus on increasing climate resiliency, promoting fairness for everyone, encouraging attainable housing, and ensuring the new UDO is clear and predictable.

Task 1, Project Initiation, of the UDO update effort includes a series of interviews with interested parties about their views on what is working or not working with the Town's current development regulations and review process, as well as discussion about what makes Carrboro great (and the areas where improvement is needed). This document summarizes the input collected through a series of nine interviews with the Town Council and Town-identified interested parties. Interviews were conducted by members of the consulting team with Town staff present and took place in-person and virtually over several days from mid-December 2024 to mid-January 2025. Great care was taken by Town staff to ensure a diverse blend of perspectives and points of view were included in the interviews.

This report summarizes the comments provided. It also identifies additional parties who interviewees thought the consulting team should speak with about the project. The information collected during the interviews in December and January is not attributed to any one individual. Thoughts and ideas are paraphrased, grouped by topic, and consolidated in cases where multiple people expressed the same or similar sentiments. The input is not prioritized or listed in any particular order.

Interviewees were encouraged to share their thoughts freely, but were asked the following five questions:

1. What aspects of the Town's current regulations are problematic?
2. What parts of the Town's current application review process are in need of improvement?
3. What parts of the Town's current regulations or review process should not be changed?
4. What makes Carrboro great?
5. Who else in Carrboro should we speak with?

The table on the following page identifies the 23 people interviewed. We note that meaningful and representative public engagement is a cornerstone of this new UDO project and the proposed work program includes numerous other opportunities for anyone to provide input and suggestions as the project progresses.



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Copies of Appendix 4, 5, & 6 Cover Pages from Code Diagnosis



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PROJECT BACKGROUND

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8 sets of recommendations

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NEXT STEPS

Where we go from here

1

SIMPLIFY THE UDO

- Restructure
- New page layout
- More tables & illustrations
- Remove “legalese”

Navigational Aids

Illustrations

High Visibility
Text

Simple Numbering

Dynamic
Cross-References

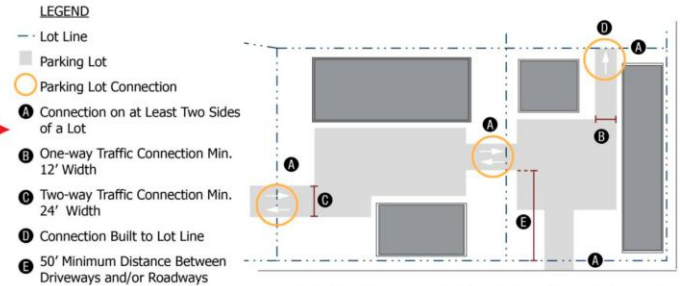
Summary Tables

Last Updated

Chapter 6 Standards

Section 6.1 Access and Circulation
Sub-section 6.1.7 Sight Distance Triangles

FIGURE 6.1.6: PARKING LOT CONNECTIONS



6.1.7 SIGHT DISTANCE TRIANGLES

A. SIGHT DISTANCE TRIANGLES ESTABLISHED

Corner lots and lots with driveways, alleys, or other methods of ingress/egress to a street shall include sight distance triangles to ensure visibility for drivers and pedestrians moving through or in an intersection. Required sight distance triangles shall be configured in accordance with Table 6.1.7: Sight Distance Triangle Requirements. Land within a required sight distance triangle shall comply with the standards in Section 6.1.7C, Limitations on Obstructions within Required Sight Distance Triangles.

TABLE 6.1.7: SIGHT DISTANCE TRIANGLE REQUIREMENTS

TYPE OF STREET, INTERSECTION, OR DRIVEWAY		MINIMUM SIGHT DISTANCE CONFIGURATION REQUIRED [1] [2]
Intersections of street [3]		10/70
Driveways serving parking lots		10/70
Driveways serving individual land uses without parking lots	Single-family detached, single-family attached, Duplex, Triplex, Quadplex	None
	All other uses of land	10/70, wherever possible

NOTES:

- [1] The NCDOT or the Town may require an alternative sight distance triangle configuration.
 [2] AASHTO requirements shall be applied to curved or curvilinear streets.
 [3] Includes all streets (State-maintained or Town-maintained).

Example page layout from a different code

- Reduce review time/uncertainty in development review process
- Add AMI targets (~60%) for ownership
- Enhance short-term rental regulations
- Review overlay protections
- Soften limits on “neighborhood-supporting uses”
- Explore community benefit agreements

SAFEGUARD EQUITY



Race & Equity

- More housing and lot size options
- Multi-generation housing
- Density impacts in historically Black neighborhoods and to BIPOC residents
- Micro / affordable commercial uses
- Review Conditions, Covenants, & Restrictions (CCR) for affordability
- Process improvements, clear language, office hours



Slide from 2.11.25 Work Session –
provided as a reminder of topics discussed



ADAPT TO CLIMATE CHANGE

- Conservation subdivisions (not cluster)
- Native species / species diversity requirements
- Promote green stormwater infrastructure
- Ease renewable energy uses
- Update open space standards, generally
- Update open space standards, generally
- Limit new development in the Special Flood Hazard Areas
- Overflow parking = pervious
- Disincentivize mass grading
- Prioritize greenways
- Sustainable development options

Questions
so far?



TOWN OF CARRBORO • NC

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ADDRESS HOUSING CHOICE

Attainable Housing

- Increase number of attainable units
- Increase densities, especially in infill areas
- Expand housing options
- Increase incentives for private sector supply of units
- Affordable Housing for whom?



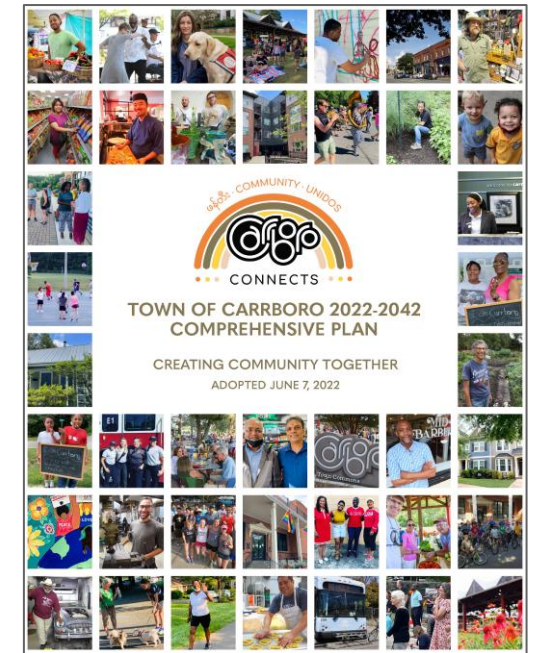
- Refine SUP requirements if development meets housing targets
- Protect “NOAH”
- Exempt affordable housing from density counts
- Allow “middle” housing by-right in most areas
- Establish max. sizes/min. densities for detached residential
- Simplify ADU standards

Slide from 2.11.25 Work Session – provided as a reminder of topics discussed

INTEGRATE POLICY GUIDANCE



- Abolish required parking space requirements?
- Utilize fee-in-lieu system for pedestrian features
- Incentives for publicly-accessible open space
- Explore increased use of development agreements for affordable housing
- Converting some residential districts to mixed use districts
- Increase public participation for
 - UDO text amendments
 - Applications seeking deviations from UDO standards





INCREASE PREDICTABILITY

- Reduce application times, where possible
- Clarify measurement
- Add definitions
- Establish criteria for all applications
- Streamline special use permits
- More pre-applications required
- Delegate more reviews to staff
- Add flexibility “safety valves”
- Limit conversion of application review types
- Clarify dimensional standards

Questions so far?



TOWN OF CARRBORO • NC



ENSURE LEGAL SUFFICIENCY

- Address downzoning limits (HB382)
- Remove criminal penalties
- Remove content-based sign rules
- Unlisted use ≠ prohibited use
- Vested rights may not be withheld (§15-148)
- Abolish construction management plan
- Remove single-family design controls
- Clarify authority for schools APF requirements

INCORPORATE INCENTIVES



- Exempt affordable housing from density counts
- By-right review for affordable and “middle” housing
- Accelerated credit for tree retention
- Exclude structure parking from height
- Conservation subdivisions
- Density bonuses for voluntary design compliance
- By-right mixed-use in some residential districts
- Credit GSI towards open space

Questions ?



TOWN OF CARRBORO • NC

NEXT STEPS...



1. Development Community Review
2. 2nd Board & Commission Review
3. Written Comments
4. Council Work Session
5. Engagement Opportunity?
6. Task 4: UDO Annotated Outline