

The Mebane City Council and the Orange County Commissioners met at 7:00 p.m., Tuesday, March 9, 2021 to discuss the Buckhorn Area Plan (BAP). Due to public health concerns related to COVID-19, the meeting was held virtually via Zoom.

Council Present via Zoom:

Mayor Ed Hooks
Mayor Pro-Tem Jill Auditori
Councilmember Tim Bradley
Councilmember Everette Greene
Councilmember Sean Ewing
Councilmember Patty Philipps

City Staff Present via Zoom
City Manager Chris Rollins
Assistant City Manager Preston Mitchell
Development Director Cy Stober
City Clerk Stephanie Shaw

County Commissioners Present via Zoom

Chair Renee Price
Vice Chair Jamezetta Bedford
Commissioner Amy Fowler
Commissioner Jean Hamilton
Commissioner Mark Dorosin
Commissioner Sally Greene
Commissioner Earl McKee

County Staff Present via Zoom:
Manager Bonnie Hammersley
Deputy County Manager Travis Myren
County Planner Craig Benedict
Clerk to the Board Laura Jensen

Chair Price called the Board of Commissioners meeting to order at 7:00pm. A roll call of the County Commissioners was called, all members were present. Mayor Hooks called City Council the meeting to order. A roll call of the Council was called, all members were present. Chair Price welcomed the City Council and requested that everyone briefly introduce themselves.

Mr. Stober presented the attached PowerPoint. He started the discussion with a brief history of the BAP project, stating that the project was a joint effort, jointly staffed and jointly funded by both the City and the County. The Piedmont Regional Council (PTRC) was selected as the consultant for the project. Mr. Stober stated that a website was dedicated to the project, providing more detail about the project and the process. The Buckhorn Area Plan is a technical study of future land use and potential utility services to identify properties that could be zoned for nonresidential purposes and best support economic development, while balancing the cost of utility service extensions. The recent annexation and rezoning of the Medline properties is what initially drove this process. These two properties are not addressed in the City's Land Use Plan, they are outside of the City's future growth area and comprehensive plan. Mr. Stober went on to explain that by State Law, the City is required to its plans into conformance with the actions of the Council. The Council acted to rezone and annex those Medline properties; those actions were the stimulus for staff to amend the City's plans. Staff saw the opportunity to address concerns for future land use in the area and potential other requests for municipal water and sewer access which would require annexations and possible rezoning.

Jesse Day, PTRC Planning Director, joined the meeting via Zoom. He continued with the PowerPoint presentation. Jesse Day explained the selection criteria listed in the PowerPoint. He said certain criteria added or took away points from the viability score. Findings of the study were presented in November, and sent to the City Council of Mebane in December. Growth Areas A and B were amended in the City of Mebane's Comprehensive Land Development Plan in December. Mr. Day said the Water Sewer Agreement needs to be looked at in a way that improves the ability to respond to development in this area.

Mr. Stober resumed the PowerPoint. He said no action was taken by the City of Mebane to adopt the Buckhorn Area Plan. Mr. Stober said the three properties brought into the City's Comprehensive Land Development Plan Future Growth area were the two Medline south properties and the 46 acres at the corner of West Ten Road and Buckhorn Rd, which were presented to the Mebane City Council for annexation and rezoning. He reiterated that state law required these changes.

The following discussion is an excerpt of the approved minutes of the Orange County Board of Commissioners as they were accurately prepared by a transcriptionist. Permission to use was given by the Orange County Clerk.

Councilmember Greene asked if the 40 acres at the corner of West Ten Road and Buckhorn Road were on the south or north side of the road.

Mr. Stober said it is the southeastern quadrant of the intersection, excluding the used car lot that has been present for many years.

Councilmember Greene asked if this area has water and sewer.

Mr. Stober said yes.

Councilmember Greene referred to the proposed new recreational area, and asked if the location of this area could be identified.

Mr. Stober said it is approximately 35 acres at the corner of West Ten Road and Bushy Cook Road. He said it was deeded to the Meridian Community Foundation, which intends to partner with Hillsborough Youth Athletics Association to develop new athletic fields.

Councilmember. Greene asked for clarification on the location for the recreational area.

Mr. Stober said it is the triangular parcel at the east of Gravelly Hill Middle School. C

Councilmember Greene asked if it is known what is going on in Area A.

Mr. Stober said it has not been rezoned, but it has been reclassified in the Comprehensive Development Plan.

Commissioner Dorosin referred to the two Medline South properties and the 36- acre parcel, and asked if the city has already annexed those.

Mr. Stober said yes, annexation was required, and the public hearing was held prior to rezoning.

Commissioner Dorosin asked if these changes are present on the maps.

Mr. Stober said the maps have not been updated, but the properties are not incorporated into the City of Mebane.

Commissioner Fowler referred to the green parcels, to the left of Preston Loop, on slide 10, and asked if there is a reason why they are not in the Economic Development District EDD).

Mr. Stober said the green areas are immediately actionable for economic development. He said the growth areas A-E are not immediately actionable, but have potential for growth.

Jesse Day said the areas west of A and B are already in the city's Comprehensive Land Development Plan.

Craig Benedict, Orange County Planning Director, said these areas are also in the county's economic development district (EDD). He said this is about 140 acres, and is where the Buckhorn flea market is located.

Commissioner Fowler said A-E are further in the future, as compared to the light green areas. She asked if there is a next step.

Mr. Stober said the city may put municipal utilities in area A, or it can do the same as what Medline did. He said these areas are deficient in being immediately accessible, unlike the teal properties. He said the two properties east of the middle school are not in the city's future growth area, and would not be addressed in the Comprehensive Area Plan. He said the one in C is.

Commissioner Fowler asked if there is a plan to address recreational areas, walking trails, sidewalks, etc.

Jesse Day said a site plan would be necessary. He said the state would determine the best way for trails to go through to connect with other trails.

Commissioner McKee asked for the two properties to be noted on the map by staff. He said he wanted to highlight properties that are already built out or will be built out, in addition to Medline.

Mr. Stober said the Neyer property was annexed and rezoned by the city.

Commissioner Hamilton expressed appreciation for the City of Mebane holding off with its

approval process so that the Board of Orange County Commissioners (BOCC) could see the plan. She said the study was a technical study, showing which lands could be developed, but is missing the impacts to the community. She said she wants to consider the costs to the community, not just the benefits. She said she would like to see sustainability and the environment reflected in the Buckhorn Area Plan. She said residents have expressed concerns about the full costs and benefits of going forward. She said everyone wants the best for the city and the county.

Councilmember Bradley, said when he first heard the plan, he thought it was a joint study with Orange County and reflected the long- range plan for Orange County. He said when the city held its public hearing, it realized the county had not given input. He said the city wants to work together to make plans that align with each entity's needs.

Chair Price asked if Mebane is seeking to be involved in economic development in properties adjacent to the city. She asked if there are property owners in these areas interested in selling.

Councilmember Bradley said there is some interest in Area A. He said both Mebane and Orange County have extended utility infrastructure, which helps people plan for the future. He said the city is ready for the next person who comes forward with land they wish to develop in the area.

Chair Price asked if the boundaries in the Buckhorn Area Plan are consistent with the Buckhorn FDD

Craig Benedict said some parts of the B, C, D, and E are outside of the EDD. He said the process is to do a study, and then take action based on the study. He said Morinaga is one example of this happening in the past.

Commissioner Dorosin asked if the city desires to have the parcels be contiguous, and is that a factor for prioritizing certain parcels. He said the Orange County Comprehensive Plan will expire in 2030, and asked if there is a schedule for the next comprehensive plan.

Mayor Hooks said there is no intent to start at the city limits and move forward. He said the City was asked to provide water and sewer, and future growth will be hopscotched due to different needs and priorities of property owners. He said there is no intent to grow, and Mebane is responding to a development request.

Chris Rollins, Mebane City Manager, said there is some land in the back that would link to the City limits. He said the Buckhorn area is one of the hottest markets in the 1- 40/ 1- 85 corridor right now, and he would not be surprised to see site plans submitted in the next 3- 6 months. He said there is a rumor that Area B is already under contract for a housing development. He said the properties annexed in non- contiguous spots are due to requests by property owners.

Commissioner Dorosin said the utilities already run through the high priority areas, which makes sense why they are the focus.

Craig Benedict said the Comprehensive plan was completed in 2008, and is updated every 5-8 years. He said staff is waiting on 2020 census results, which will be used to create a new comprehensive plan by looking at trends, population and growth. He said this new plan will require a lot of public input, and took 2 years last time it was updated. He said staff will go around the County explaining the trends to residents. He said the process will likely start early 2022.

Councilmember Greene asked if there has been any engagement, thus far, with residents on the comprehensive plan. He said the area will be developed by the time the plan is updated.

Chair Price said there has not been a lot of public engagement on new development plans. She said there has not been an open meeting in Orange County.

Jesse Day said there were mailings in the area for the November public involvement meeting with the City of Mebane and the meeting with Mebane, PTRC, and County Planning Department.

Commissioner Greene referred to an area on the map at the corner of Bowman Road, which is a housing development. She clarified that this was an annexed after a developer requested it to be so. Staff indicated yes.

Commissioner Greene asked if Mebane could create a plan, where it would refuse to annex areas not covered by infrastructure, if the land is not in the future growth plan for Mebane.

Chris Rollins said the land area, to which Commissioner Greene referred, is in the future growth plan for Mebane, and was there before the housing developer requested annexation.

Commissioner Greene said she is hearing concerns from residents south of Bowman Road that more annexations could happen in areas that are not in the future growth plan. She asked if Mebane has a response to requests for development in area B.

Chris Rollins said the request just came in today, and the city would have to evaluate it.

Commissioner Greene asked if this area is in Mebane's future plan for growth.

Jesse Day showed a map of the area in question.

Mr. Stober said Area B is not addressed in the comprehensive plan, with the exception of the two Medline South properties, which were the stimulus for this entire study.

Commissioner Greene asked if there is a limit to Mebane's annexation plans: a line beyond which Mebane will not annex.

Councilmember Bradley said there is not a rule for this, and if there had been, Medline would not have been possible. He said requests are considered on an individual basis.

Commissioner Greene said Medline is right near the highway, and is already completed. She said area B does not have water and sewer, and is not in the EDD. She asked if those facts would make a difference to Mebane.

Chris Rollins said the proposal in question does have access to water and sewer, along west 10 road. He said the City has been considering including area B in its long- range plan. He said residents in C, D, and E expressed great concern, and the City removed those from consideration. He said there are many developers interested in area B.

Commissioner Greene asked if area E is not of interest due to the difficulty of installing water and sewer.

Chris Rollins said there are no active developers interested in Area E, thus there is not a reason to consider that area at this time.

Councilmember Philipps said she is glad this conversation is taking place. She said residents in this area cannot vote in the City of Mebane, but she is interested in their needs as they are neighbors. She said she supports healthy development that improves the quality of life. She said there are many details that need to be ironed out, but there is not a lot time to make decisions. She said some planning will need to be expedited.

Commissioner Bedford asked for clarification on Areas C and D.

Chris Rollins said the City is not actively talking to any developers for areas C and D.

Commissioner Bedford said there has not been a formal presentation to the BOCC, so it needs more time to consider the proposal. She said the more residential development that occurs; the more push back there will be against commercial development in areas C and D. She said she is concerned about the environmental concerns in Area D. She said areas B and C have more areas that are safer to develop. She said Area E already has sewer infrastructure, and a reserve of sewer capacity should be made in this area. She said given the middle school, maybe area C would be good for residential development. She said as residential growth continues, the County may ask the City to help identify an elementary school site.

Councilmember Ewing asked for the city and the county to have urgent dialogue to find a way forward. He said a comprehensive plan will take too long.

Commissioner McKee said he appreciates the discussion with the city, and said it is a bit overdue. He said the county went to Mebane for water and sewer for partnerships in order to secure Morinaga. He said several years ago, the county and city did not realize the development interest that would be coming. He said this interest has grown, and changed the perception of Orange County as being anti- business. He said the railroad and two major interstates are bound to attract attention.

Chair Price asked if Mebane would consider low-impact residential or mixed-use development in area C or D.

Chris Rollins said it is hard to answer and depends on sewer system. He said this area is on the far end of the sewer system, and housing uses much more sewer capacity than industry.

Commissioner Greene said she also greatly appreciated this conversation. She said she wants to

come to an agreement on overlapping lines, so residents have some certainty that areas beyond that line will not be considered for development.

Councilmember Bradley agreed with Commissioner Greene. He said things happen fast, and Mebane needs to have the plans in place soon, so it can respond.

Mayor Pro-Tem Auditori agreed with Councilmember Bradley, and wants to move forward together, recognizing the need for flexibility.

Mayor Hooks said the relationship between the city and the county has been a good one in previous partnerships. He said there is good communication between both planning departments.

Chair Price said she appreciated the conversation, and the two groups will meet again. She said staff will set up times for future meetings.

Mayor Hooks agreed, and thanked everyone for the meeting. A motion was made by Councilmember Greene, seconded by Councilmember Bradley, to adjourn the City Council meeting at 8:27 p. m. Motion carried unanimously per a roll call vote.

Attest:		
Stephanie W. Shaw, City Clerk	Ed Hooks, Mayor	



March 9, 2021 6pm

Joint Meeting of Mebane City Council
and Board of County Commissioners



PROJECT STAFF

City of Mebane

Cy Stober, AICP
Development Director
City of Mebane

Orange County

Craig Benedict, AICP
Planning and Inspections Director

Tom Altieri, AICPComprehensive Planning Supervisor

Tom Ten Eyck
Transportation/Land Use Planner II

Piedmont Triad Regional

Anna Hawryluk Regional Planner

Malinda Ford GIS Manager

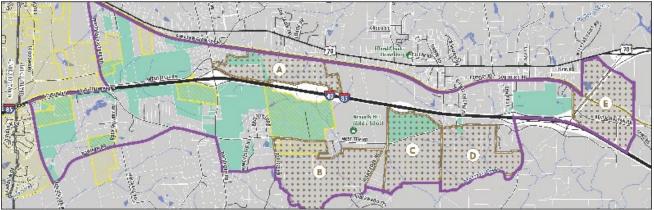
Jesse Day, AICP
Regional Planning Director











PROJECT BACKGROUND

- 6 PLAN NEED
- 8 HISTORY ON SEWER/WATER AGREEMENT
- 9 PREVIOUS RELEVANT PLANS
- 9 RELEVANT PLANS

11 AREA DESCRIPTION

- 11 STUDY AREA
- 11 LAND USE
- 11 ENVIRONMENT
- 15 WATERSHEDS
- 15 INFRASTRUCTURE

21 ECONOMIC DEVELOPMENT

- 21 LOCATION
- 21 INDUSTRIAL AND COMMERCIAL POTENTIAL
- 23 PERFORMANCE BASED INCENTIVES
- 24 SMALL BUSINESS GRANT PROGRAM

25 PUBLIC INPUT

27 PARCEL ANALYSIS

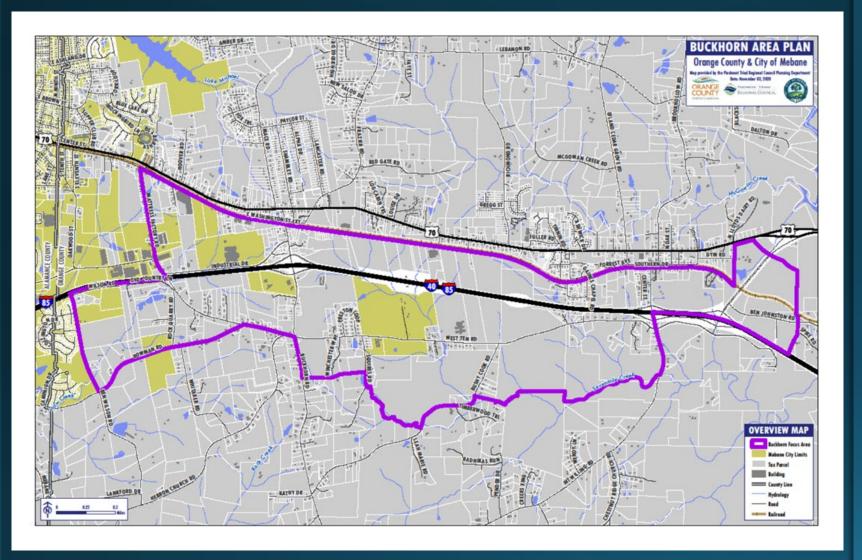
- 27 METHODOLOGY
- 27 PARCEL ANALYSIS LAYERS

50 RECOMMENDATIONS

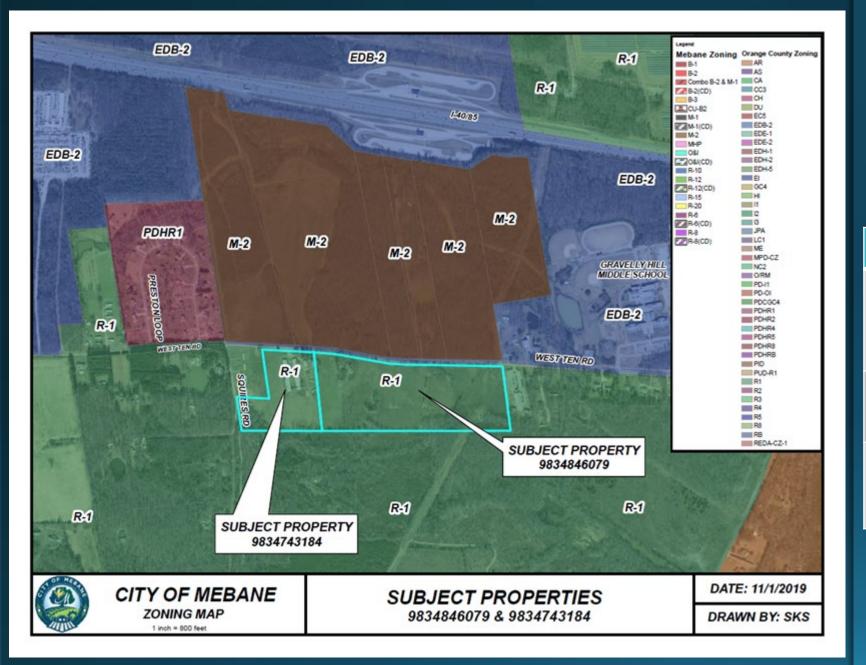
- 50 1. LAND USE
- 64 2. WATER SEWER AGREEMENT EXTENSION
- 64 3. FUTURE LAND USE DISTRICTS
- 4. ORANGE COUNTY PLANNING ASPECTS

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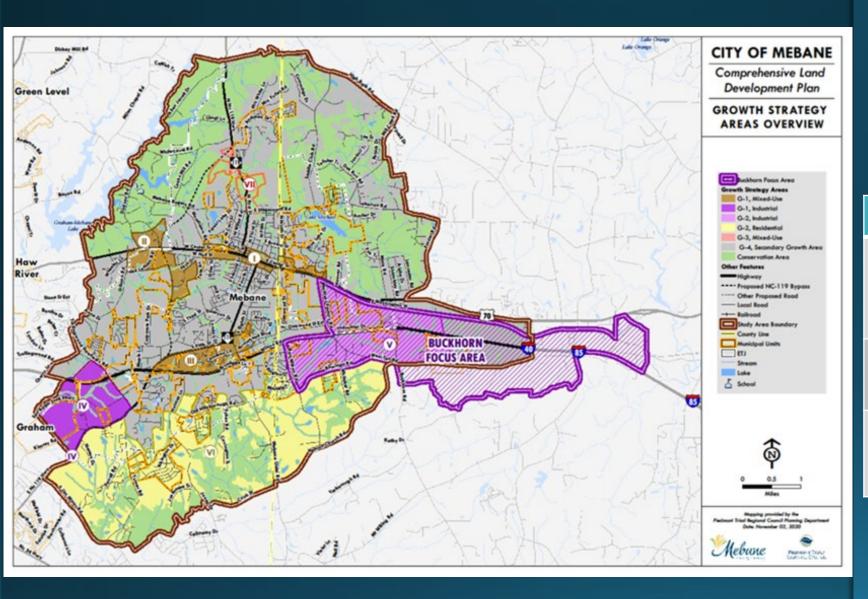




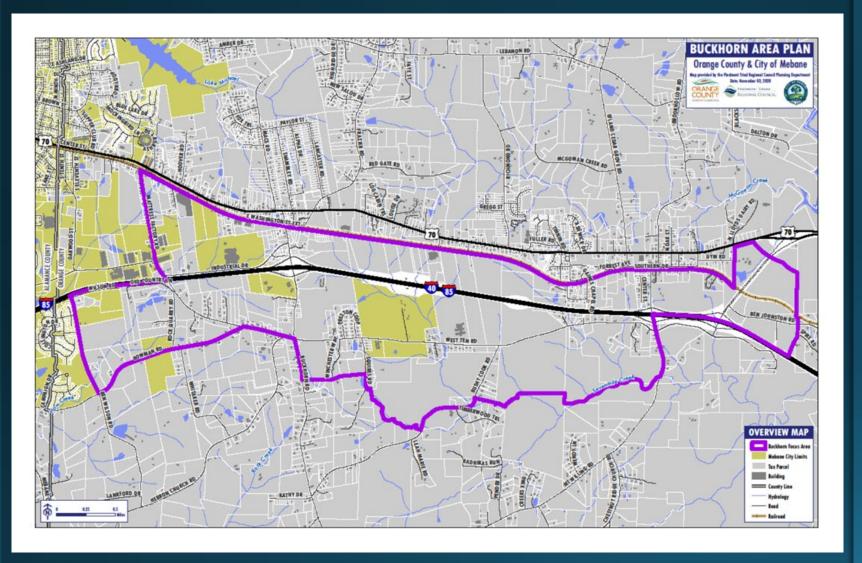
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An Analysis of a Potential Utility Service Area	A Rezoning Study
Action Required by State Law	A Study to Support Eminent Domain
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<u>History</u>

- Joint Planning Effort Between
 Mebane and Orange County
- Piedmont Triad Regional
 Council was consultant and
 project lead
- Staff Meetings: Spring & Summer 2020
- 11/09 Planning Board Meeting
- 11/10 Public Meeting
- 12/07 City Council Public
 Hearing



Parcel Analysis Criteria



Greater Buckhorn Economic Development District Proposed Analysis Layers

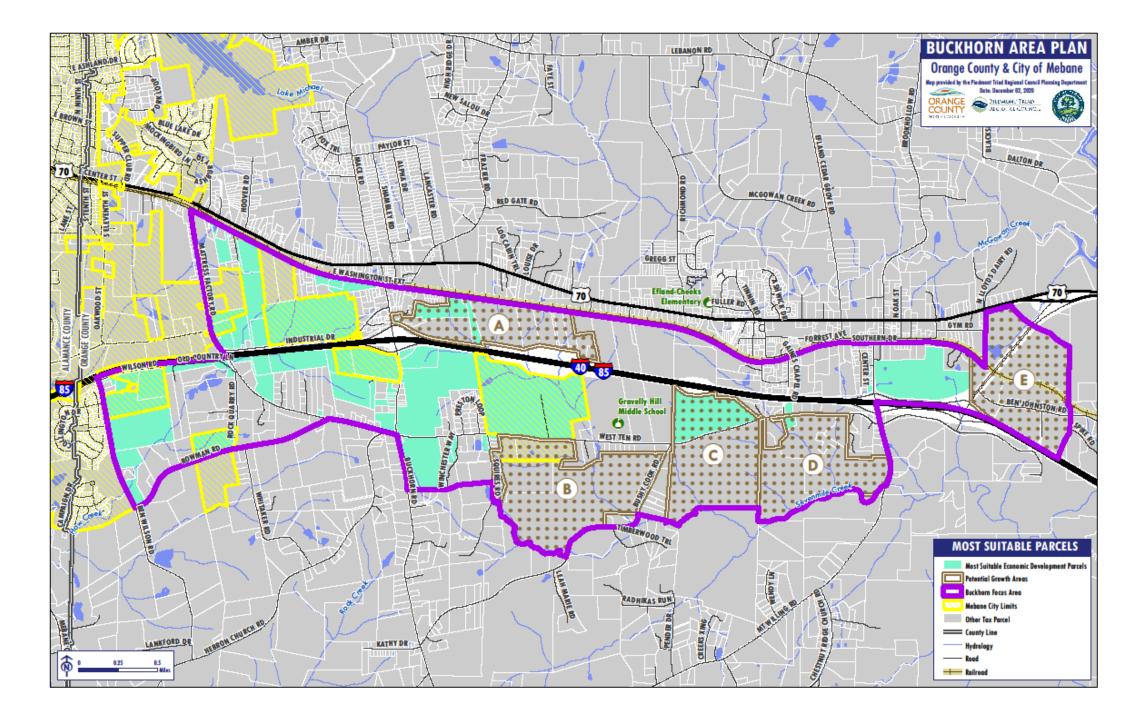
Constraint areas removed:	
Floodzones	
Wetlands	

Layer	GIS	Criteria	Points
·	DevAcres	Under 2 Acres	-1
Double all Access (Containt accessed		2 to 19	1
Developable Acres (Constraints removed,		20 to 49	2
merged owners considered)		50 to 99	3
		100 or More	4
	VAD	Voluntary Ag District (entire parcel)	-1
Preservation Areas	Consv	Conservation Easement or Managed Area (partial)	-2
	NHEO	Natural Heritage Element Occurrence or Significant Natural Heritage Area (partial)	-1
		< 6	1
Mean Slope (of parcels in study area,	Slope	6 to 10	0
Mean = 5.71, SD=3.88)		> 10	-1
Watershed (critical areas already removed from study area)	wsws	NSW II-P	-1
***	Sewer	Available	4
Sewer Infrastructure		Potential to serve	2
		Unlikely to serve	0
Water Infrastructure	Water	Available	2
		Potential to serve	1
		Unlikely to serve	0
Interstate Access (Using driving distance to Interchange)	Int_Access	Within 1.5 Miles Driving Distance	2
Interstate Visibility	Int_Vis	Yes (Adjacent)	1
Roadway Access	Road_Access	Access to 2+ public roadways	3
		Access to 1 public roadway	1
Access to Existing Rail	Rail_Access	Yes	1

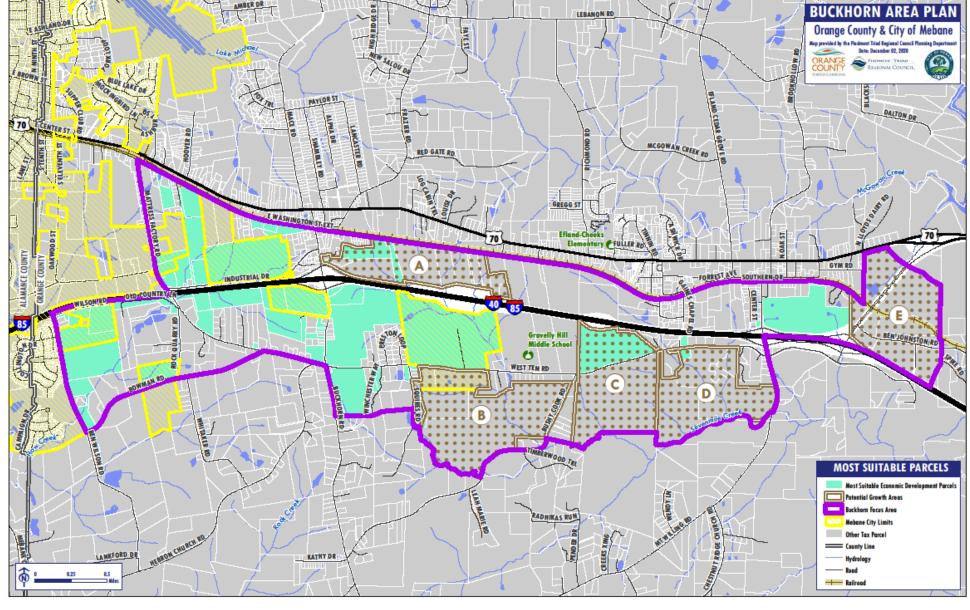
Selection Criteria

- Developable Acres
- Preservation Areas
- Mean Slope
- Watershed
- Sewer Infrastructure
- Water Infrastructure
- Interstate Access
- Interstate Visibility
- Roadway Access
- Access to Existing Rail





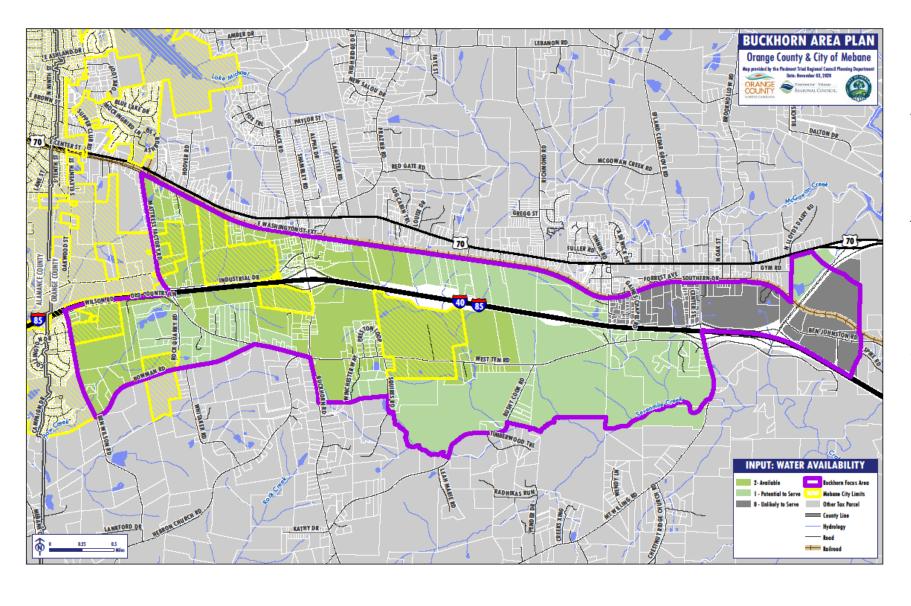




1. LAND USE

The areas defined as highly suitable parcels may be considered for manufacturing, wholesale distribution, and service uses. The other growth areas have elements in the plan to consider prior to development.

The Mebane Comprehensive
Land Development Plan, Mebane
By Design, is in the process of
being amended to include
priority growth area A and part
of B. The amendment should
refer directly to this plan, which
shall serve as an appendix to the
CLP and in revisions to the City's
Future Growth Area and G-2
Industrial (V) Primary Growth
Area.



2. WATER SEWER AGREEMENT EXTENSION

This area plan looks to update the Buckhorn Economic Development District (BEDD) plan, Efland Small Area plan, and the 2012 utility services agreement.

3. FUTURE LAND USE DISTRICT

Zoning Districts

It is recommended that the City of Mebane provide a development ordinance update to incorporate a new zoning district that encourages documented research, office and manufacturing facilities and also support walkability, mixing of uses and practical design that is compatible with the surrounding land uses.

- OFFICE AND RESEARCH (O-R)
 - Modeled after the 2020 Orange County UDO O/RM

New Recommended

- O-R
 - O-R USES: Allowable uses should include: Child Care Facilities, Schools, Libraries, Universities, Hotels, Motels, Offices and Personal Services, Warehouses, Wholesale Trade, Governmental Facilities, Winery, Light 65 Industrial (Assembly/Packaging), Parks, Botanical Gardens and Arboretums, Farmer's Markets, Hospitals, Health Services, Bus Shelter, Parcel Delivery Services, Clubs/Lodges, Community Center, Research and Manufacturing Facility, and Utilities.



Development Standards and Considerations

Lighting

 All lighting should be located, angled, shielded, or limited in intensity so as to cast no direct light upon adjacent properties. Light pollution should be limited to preserve the nighttime environment.

Trails

 The addition of trails and greenways should be encouraged where possible and connected to the Mountains to Sea Trail and the Gravely Hill Middle School

Buffers

- At least 100' should be accommodated for property developed adjacent to existing residential land use or residential zoning districts
- Appropriately protect residential areas from noise, light or other nuisances created by the new development for the residential district

Transportation

- Should be minimized at Gravelly Hill Middle School, with attention to drop-off and pick-up hours
- Shared driveway requirement for contiguous non-residential land uses should be considered whenever feasible
- Freight and automobile traffic safety in the study area



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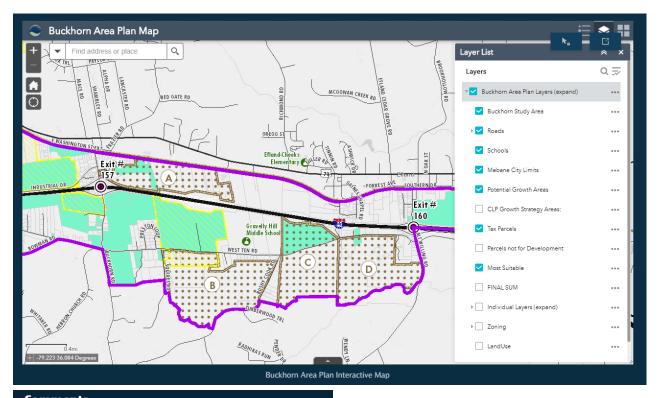


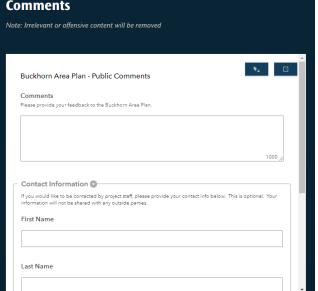
Overview

The Buckhorn Area Plan is a technical study of future land use and potential utility services to identify properties that could be zoned for nonresidential purposes and best support economic development, while balancing the cost of utility service extensions. Recommendations in this plan include the expansion of manufacturing, wholesale, distribution, and service uses in the Buckhorn Area. With this expansion of the Buckhorn Economic Development District, the plan also recommends additional land use districts to incorporate a new zoning district that encourages documented research, office and manufacturing facilities and also support walkability, mixing of uses and practical design that is compatible with the surrounding land uses. A primary factor in developing many sites rely on the availability of water and sewer systems. An extension of the Utility Service Agreement is needed to provide the necessary utilities. Finally, Orange County should use this plan to help inform possible future planning initiatives.

Area Description

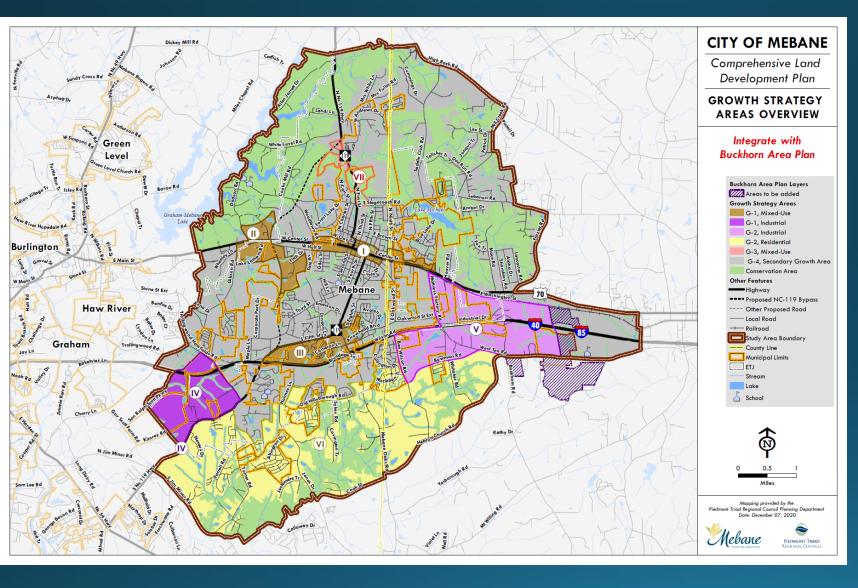
The study area for this plan was defined after significant consideration of existing land uses, environmental impacts, and economic potential. The City of Mebane and Orange County Planning, Administrative, Public Works, and Economic Development staff worked with PTRC to ensure parcels with the highest potential were included in the analysis. The boundaries for this plan focus area are the rail line to the North; Ben Wilson and Mattress Factory Road to the west, Mt Willing Road and parcels along the I-85 connector to the East; Bushy Cook Road and Seven Mile Creek to the South.





Buckhorn Story Map

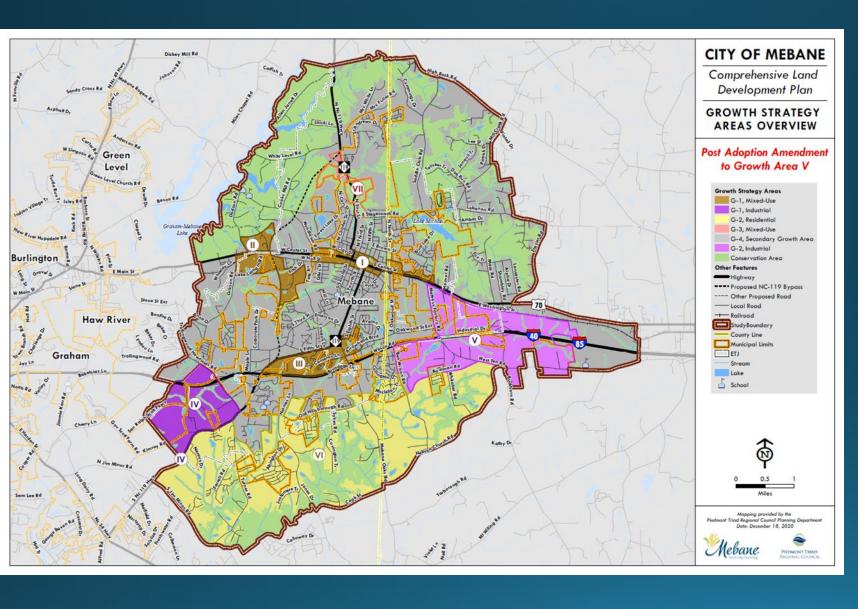




January 4, 2021:

Mebane City Council considered Buckhorn Area Plan





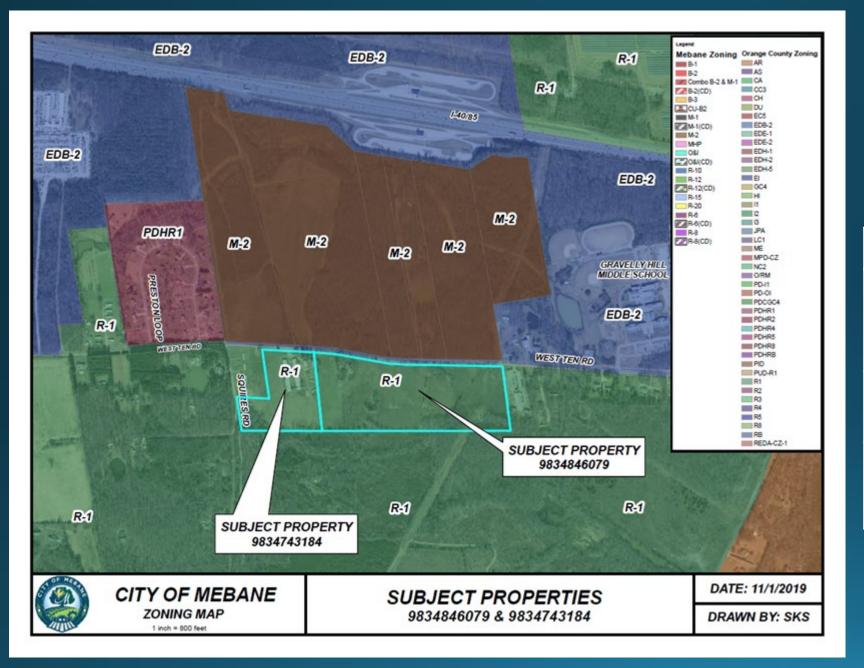
January 4, 2021:

Mebane City Council considered Buckhorn Area Plan

Buckhorn Area Plan <u>not</u> adopted

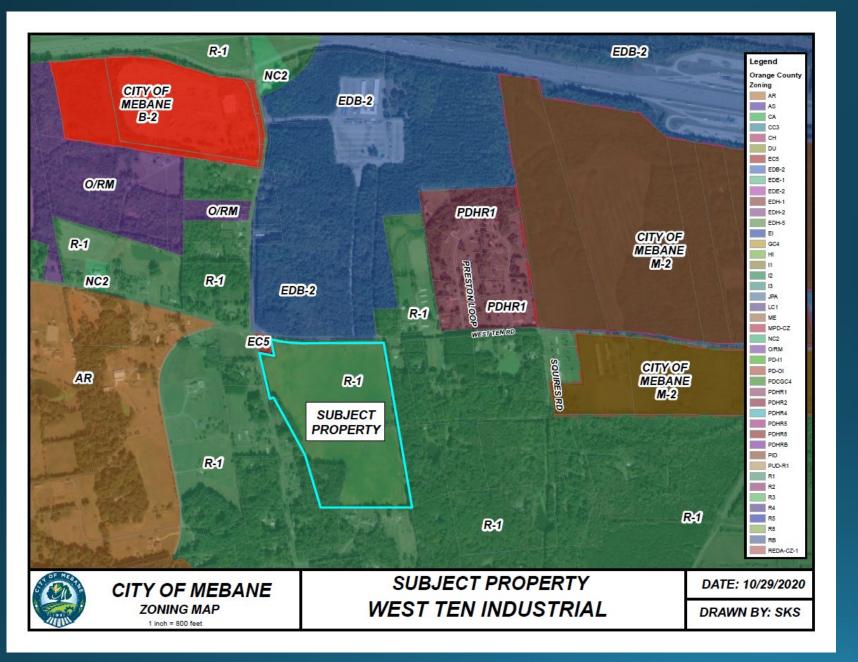
Mebane Comprehensive Land Development Plan amended





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Thank You

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Contact Information:

Cy Stober, Development Director

919-563-9990

planning@cityofmebane.com

BUCKHORN AREA PLAN Orange County & City of Mebane Map provided by the Piedmont Triad Regional Council Planning Departmen ORANGE PIEDMONT TRIAD REGIONAL COUNCIL **WATERSHED COMPARISON** LONESOME RD Buckhorn Focus Area State Critical Watershed Area Orange County Critical Watershed Area Mebane City Limits Tax Parcel County Line Hydrology KENION RD HALLS MILL RD LEBANON RD INDUSTRIAL DR WEST TEN RD Sevennile @ USHY COOK RD

WATERSHEDS IN STUDY AREA

