

one (1) emergency medical services (EMS) ambulance at the Orange Rural Fire Department (ORFD) station at 835 Phelps Road and authorize the Manager to sign.

Jim Groves, Emergency Services Director for Orange County, recognized Jeff Cabe, Chief of Orange Rural Fire Department and Jeff Borland, Chief of Cedar Grove Fire Department. He said the Allen Study on Emergency Services was very beneficial to Orange County in recommending work on improved response times in Orange County. He said Jeff Cabe has worked with Emergency Services to house Emergency Services ambulances, to store their drugs in a secure location and a to provide a place for their staff to rest when there is downtime. He said all of Emergency Services ambulances are located outside at this time and station 2 will provide a great place to house an ambulance in the northern part of Orange County. He discussed current response times, referring to a map of the district zones. He noted that having this station to co-locate their ambulance will help decrease response times in these northern areas. He said the only cost will be the difference in utility costs incurred with usage. He noted the key points of agreement as follows: it provides a bay area for ambulances, provides a work area for medics, and is a rent free facility - Emergency Services will only pay the difference in utilities.

Commissioner Dorosin asked where the ambulance to be sited at this area is currently being kept and Jim Groves said it is a roving ambulance.

Commissioner McKee said this is excellent opportunity and a new concept and he hoped to use this agreement as a template to approach other departments with staging opportunities.

Commissioner Price applauded all of these efforts and asked if there could be the addition of the word ethnicity to the agreement.

A motion was made by Commissioner Price seconded by Commissioner McKee to approve the recommendation from the Emergency Services Director to enter into an agreement, with a change to item 17 to add the word ethnicity, with the Orange Rural Fire Department in order to place one (1) emergency medical services (EMS) ambulance at the Orange Rural Fire Department (ORFD) station at 835 Phelps Road and authorize the Manager to sign the Use Agreement.

VOTE: UNANIMOUS

Commissioner McKee said the consent agenda mentioned the departments working collaboratively on the insurance district boundaries to bring people within the 6 mile limit. He expressed his appreciation of these efforts.

**b. Southern Branch Library Siting Criteria – Process Update**

The Board received an update on the Southern Branch Library site selection analysis, provided feedback to staff on next steps, and authorized staff to present this information and relevant BOCC comments to the Carrboro Board of Aldermen at its April 9, 2013 work session.

Chair Jacobs asked staff to address the letter from Carrboro on page 10 during their presentations

Lucinda Munger, Orange County Library Director, introduced the presentation and reviewed the PowerPoint Slides as follows:

***Southern Library Site Evaluation Update  
3/19/13***

- Area Locator: (map)
  
- Intended Outcome:

- *Background*
- *Summary of Carrboro Suggested Site Evaluation*
  - *301 West Main Street (Town Hall)*
  - *401 Fidelity Street*
  - *1128 Hillsborough Street*
- *BOCC Feedback and Guidance*
- *BOCC authorization to present to the Carrboro Board of Aldermen*

Jeff Thompson, Asset Management Services Director continued the presentation of slides as follows

- **Background:**
  - *Southern Library Intent*
    - *Full service library*
    - *Potential 20,000 square foot, single level facility*
    - *Serving residents in southern Orange County*
    - *2016-17 CIP*
  - *BOCC Establishment of Site Selection Criteria with Carrboro Input – 9/18/12*
  - *Carrboro Aldermen site suggestions – three sites – 12/6/12*
- **Preliminary Evaluation Summary:**
  - *Initial Staff Review:*
    - *Literature Review*
    - *Site Visits*
    - *No Technical Analysis*
      - *(Survey, Soils, Environmental, Appraisal, Title, etc.)*
  - *Town Hall not viable*
    - *Expense*
    - *Parking Displacement/Limits*
    - *Displacement of existing services (Market Shelters, Government Services, etc.)*
    - *Unknown and/or Limited Expansion Potential*
- **Town Hall: (map)**
- **Staff Opinion for Continued Technical Site Review & Assessment:**
  - *401 Fidelity & 1128 Hillsborough Sites are both viable and warrant technical analysis*
    - *Good access to public transportation*
    - *Utility Availability*
    - *Adequate land area*
    - *Similar zoning review process*
    - *Proximity to existing population*
    - *Reasonable acquisition cost*
- **Staff Opinion for Continued Technical Site Review & Assessment:**
  - *Staff prefers 1128 Hillsborough:*
    - *Reasonable existing site conditions*

- *Enhanced opportunities for synergy between a park and library facility (i.e. – shared programs & infrastructure)*
- *Service to existing and future regional populations*
- *Sufficient area for expansion for future Orange County need*
- 401 Fidelity: (map)
- 401 Fidelity: Conceptual Location (map)
- 1128 Hillsborough: (map)
- 1128 Hillsborough: Conceptual Location (map)

Jeff Thompson, referring to the map for 401 Fidelity, said one of the concerns with this property is the work needed to build so close to the adjoining cemetery. He referenced large rock outcroppings that necessitate more work to prepare the site and he reviewed the conceptual map. With regard to 1128 Hillsborough, he noted that the area outlined in red on the map (the Shetley property) is property currently for sale and the area outlined in blue is the Martin Luther King Junior Park site. Combining the two properties together offers the most promise in siting. The Shetley property has limitations such as limited road access but when combined with the park property there is road frontage and visibility if the library could be placed on the park property. He said that this will require partnership with Carrboro and will give plenty of area for synergy between the park and library. He said that there may be some difficulties with wet areas.

Chair Jacobs said he talked with Mayor Chilton today. He referred to the letter on page 10 of the abstract for item 7-b and read the following paragraph:

“the Carrboro Board would also like to continue discussions with the Orange County Board of Commissioners, regarding the County’s siting criteria. The purpose of this discussion would be to reevaluate the criteria in order for consideration of additional sites in planned and approved mixed-use projects in downtown Carrboro...”

Chair Jacobs said Mayor Chilton made some suggestions about some sites and made it clear he had some sense of what his board was interested in. Chair Jacobs said Mayor Chilton expressed desire for continued conversation regarding other potential sites. He suggested some receptivity on the idea of partnering with Carrboro on looking at other projects in the works.

Commissioner Rich said she had spoken to some Aldermen, who expressed the same sentiment as the Mayor. She also asked why there is an effort to build a 20,000 sq ft single level facility in the Town of Carrboro.

Frank Clifton said it is not a library for Carrboro but will provide library services throughout that portion of Orange County. He said the problem with Orange County property is that there are no adequate utilities, so the current plans look at the town’s area with utilities. He said the county currently operates a part time library at McDougle Elementary that is closed during the day and open on evenings and weekends. He said this limits the activities of the library. He said that there have been many locations looked at, including along Highway 54 and other areas. He said that the 20,000 square foot plan comes from past studies and allows for all basic library services as well as meeting space and area for children’s activities.

Commissioner Rich noted that, according to Frank Clifton, the library studies were done years ago. She said it is her opinion that the Board needs to think into the future and not build yesterday’s library. She noted that there is a there is a new expanded library opening in

Chapel Hill next month. She expressed concern about the plan and said that as Carrboro brings forth options for siting the library, the Board needs to consider not building yesterday's library.

Chair Jacobs said he was on all three library task forces, and Orange County created the Cybrary and Carrboro provided the space for this cybrary in the Century Center free of charge. He noted that this was a nationally award winning collaboration and one of the first places where people could come exclusively to use computers and magazines to access the library services. He said that the library services task force report that is referred to recommends a 43,000 square foot central library and a smaller 20,000 square foot branch library. He noted that the County has a 23,000 square foot central library, so a concomitantly sized branch library might be considerably smaller than 20,000 square feet. He said this board has never decided what size of branch library they would like to build and this is a concept based on a report relating to a standard in place ten years ago. He said the Board may want to wait on the results of the library strategic plan before deciding on size.

Commissioner Price asked if the Cybrary would be part of the new library or would remain as is. She also questioned whether mixed use or multi-purpose library space had been discussed, since she this had been discussed among people in the community.

Frank Clifton said this issue has been pursued many times over the years. He said that there is an element that would like to see an urbanized library and coffee shop. He said that the difference is that Chapel Hill is a municipal library, built primarily for the citizens of Chapel Hill. He said that the County has a broader range of residents to reach and not everyone has bus service so most who would use the County facilities would have to travel there by automobile. He said that, with regard to one level, a multi-level requires more staffing. He said the County needs to build a facility that it can afford to operate.

Commissioner Dorosin referenced the Hillsborough Road site and asked if the three acre parcel would be purchased just for a driveway or if there could be additional uses for this property.

Jeff Thompson said there could be other uses. He said that there would be synergy with the park and possibly some outdoor library programs.

Commissioner Gordon asked where the pond on the Hillsborough site is located.

Jeff Thompson referenced the pond area on the map and said this area may not be suitable for development other than park development.

#### **PUBLIC COMMENT:**

James Carnahan expressed his excitement at seeing this project come to fruition and read from 2004 library services task force report indicating the support of the Town of Carrboro for a library in central Carrboro. He said he wanted to re-iterate the number of people who would be served by this library and he advocated for a location in the central business district. He stressed the benefit of a synergistic arrangement. He said that he respectfully disagrees with the dismissal of the Town Hall site. He referenced a feasibility report on this site and offered to share that report with the board.

Randee Haven O'Donnell, Board of Alderman member, said she served with Chair Jacobs on the last two task forces. She said she learned that a library is part of an economic engine and it generates community and other business. She noted that the discussion is about the southwest neighborhoods and communities that are already involved in downtown Carrboro and she advocated for a synergistic partnership. She said there have been several opportunities to site a smaller library in downtown Carrboro and encouraged the Board of County Commissioners to take a look at this potential. She referenced the Hillsborough Road map and said that they should hold off on having too much discussion about this property.

The Carrboro Board has not been looking at this potential property as one that would have the library on the park part of the property. She suggested that it be added onto the list of potential sites to be reviewed on April 9.

Patrick McDonough said he has been a resident of Orange County for 13 years and he is a parent and is speaking on his own behalf. He said there is room for improvement on the site selection process. He shared some highlights of an email he sent previously and said that the staff criteria are painfully biased against urban locations. He said that a minimum acreage standard is not needed, rather a minimum square foot to fulfill library functions. He said that the Board might look at whether the square footage can be allowed under the height requirements. He said that multiple uses in buildings can gain efficiencies that make up for larger staff needs. He said that if there is a fiscal issue, then it should be set forth as a money limit, but not a size limit. He noted that there are plenty of shared parking options at other libraries in the area. He referenced transit access and said that it is important that a spot with good access is used. He said that the library is more needed in a lower median income area and said that he would like to see more urban sites considered. He referenced his website, [www.citybeautiful21.com](http://www.citybeautiful21.com)

Gary Giles referenced the feasibility study mentioned by Patrick McDonough and said the study proved the site could work. He said he hoped the board would review the report. He said he appreciates the comments made about the changing nature of libraries and noted that the digital age is here and is shrinking the need for traditional libraries. He said he had just gotten back from the Hunt Library in Raleigh and it is a grand library but has not accounted for the digital age. He said that the library planning reports do not account for this new digital age. He said that the urban sites have the advantage of having Carrboro contribute the cost of the land, because it is a public site. He said there are several sites where no-rezoning will be required, there is existing infrastructure, and no trees need to be cut down. He said all of these things save money and the urban concept should be looked at.

Nerys Levy, with the Friends of the Carrboro Library, said she has been working on this project for 23 years and she commended the work being done to serve the underserved. She noted the population of 35,000 underserved citizens in southern and southwestern Orange County. She said there are plenty of librarians and experts to help with the planning to make this happen. She said the decision needs to be made soon because 15,000 people in Orange County cannot read or write. She said this is a serious situation and there are 7 generations of underserved people. She said that the Friends of Carrboro Library has lost 64 members as a result of this lengthy process. She said that a decision is needed now.

Marilee Teague, resident of Bingham Township, said that a full service library would be redundant to the Chapel Hill library. She noted that her measurement of the distance from one of the proposed sites in Carrboro to the Chapel Hill Library is only 3.4 miles. She said that she feels this idea needs to be reconceived and the \$8 million capital expenditure would be better invested in another way. She said that the expenses of a library of this size could be used for things such as bringing a dental clinic back to Carrboro and improving schools, rather than duplicating services.

Chair Jacobs asked Lucinda Munger to explain the Library Strategic plan and timeline.

Lucinda Munger said this will come before the board in May and will provide the Board of Commissioners a draft for discussion. She said this is the first one ever done and the purpose of the plan is to seek the input of the residents of Orange County on what they would like in a 21<sup>st</sup> century library. This will help create a better vision of what the residents of Orange

County want in a full service library, and will give a clear direction on which to go to serve the needs of the residents.

Chair Jacobs asked the Commissioners to frame comments with the thought of directing staff in how to move forward.

Commissioner Pelissier said it should be noted that the Board is interested in looking at other sites and considering multi-use facilities. She also expressed a desire to consider the long term needs of the library in the future.

Commissioner Dorosin said he favors the Fidelity Street site and feels that locating a library in a working class neighborhood is better than a locating it in a residential neighborhood. He also said he is open to considering other sites.

Commissioner McKee said, given the comments of the Town Board and the proposed strategic plan, he feels the Board needs to take time to look around more; and he feels that the Board also needs to consider what a 21<sup>st</sup> century library looks like. He said parking is a major issue to him when siting this library, considering there will be many people using it that will not use public transportation or be close enough to bike. He expressed concern with placing a library in downtown Carrboro, where there are already parking issues. He said another critical issue is that Chapel Hill Library is funded with a percentage of county funding for Library Services. He said that the expansion of that library will likely mean further demand for those funding needs. He questioned what level the Chapel Hill Library would be funded while building and operating another library within three or four miles.

Commissioner Rich said she would like to hear more options on building an urban library versus a suburban library. She would like to also look at other options for sites and feels this would clarify that a suburban library is not what needs to be built.

Chair Jacobs said it is critical to think of this library in relation to the Chapel Hill library. He said that a 20,000 square foot library is not necessary in Carrboro. He has always opposed a suburban style library in Carrboro and feels it is a misreading of the original recommendations and drives the size of the parcel that must be bought. He said the strategic plan needs to be considered before any decisions are made about a site. He said he is supportive of having a true partnership with Carrboro. He said that Carrboro has participated financially in the Cybrary and should be treated like a partner in this process. He said the Board should honor what is in the Carrboro letter and should invite Carrboro to the work session for the strategic plan for the library. He feels the work session should move from Hillsborough to Southern Human Services Center to make it easier.

Commissioner Gordon said one key thing for her is that the Board of Alderman (BOA) has worked with the Board of County Commissioners and wants to have a further discussion. She feels the Board should honor this request and look at criteria and additional sites.

Commissioner Price said the Board should look at a multi-use facility.

Commissioner Pelissier said it would be helpful to get some projections for urban versus rural usage.

Chair Jacobs summarized as follows: consider other sites; consider a multiple use facility; adopt a long term vision; consider neighborhood demographics; consider a working class site; coordinate timing with the strategic plan; consider parking needs; get a better projection of urban and rural usage; consider the relation of this library with Chapel Hill; examine an urban library versus a rural library; honor the partnership with Carrboro; consider moving the work session on May 14<sup>th</sup> from Link Government Services Center to Southern Human Services Center.

**c. Reappointment of Tax Administrator**