



Greene Tract Frequently Asked Questions (FAQ) May 2022

1. Background

1.1 Where is the Greene Tract located?

The Greene Tract is located in the Town of Chapel Hill's Extraterritorial Jurisdiction (ETJ), approximately 3.4 miles northwest of downtown Chapel Hill in southeastern Orange County. The tract is approximately 1,740 feet (.35 miles) south of Eubanks Road, 1,439 feet (.27 miles) north of Homestead Road, and 1,775 feet (.34 miles) east of Rogers Road.

1.2 Who owns the Greene Tract?

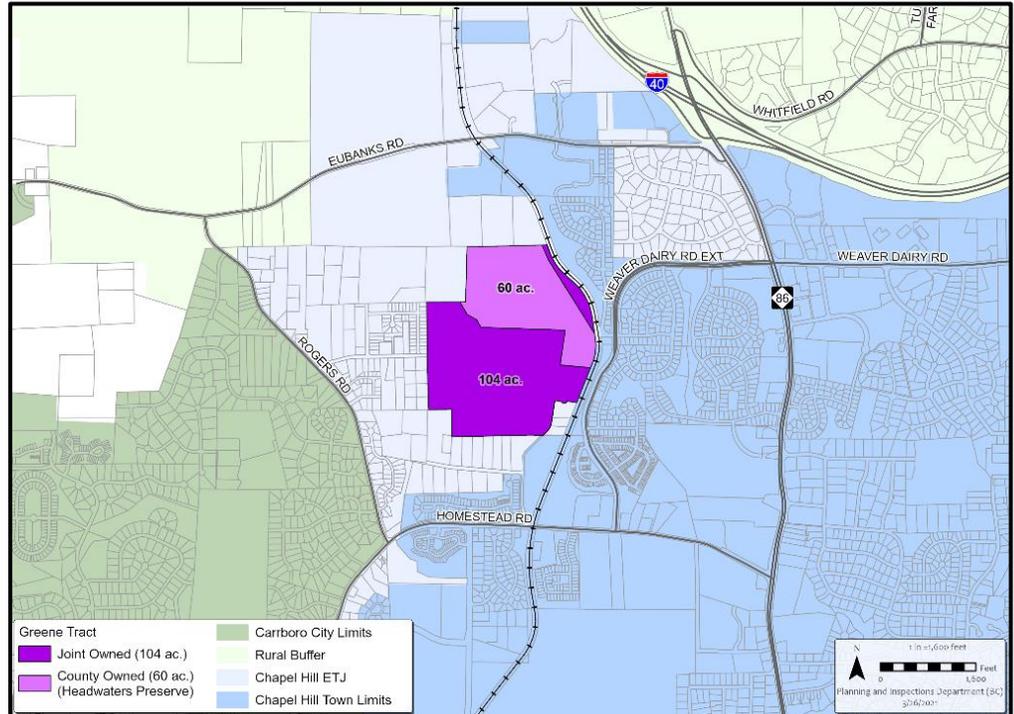
The Greene Tract is comprised of two parcels totaling approximately 164 acres. One parcel, totaling 104 acres, is jointly owned by Orange County, the Town of Chapel Hill, and the Town of Carrboro. The second parcel, totaling 60 acres, is owned by Orange County and is known as Headwaters Preserve.

1.3 Who is the development review authority for the Greene Tract?

The Greene Tract is located within the Town of Chapel Hill's Extraterritorial Jurisdiction (ETJ). As a result, any future development proposals will follow the Town's development review process.

1.4 What was the intended purpose of this property?

In 1984, the Greene Tract was purchased by the Town of Carrboro, the Town of Chapel Hill, and Orange County for a future landfill. The Greene Tract was identified along with several other locations as a possible landfill site by the Landfill Site Search Committee, but was not selected as one of the final sites. Following this decision, the future use of the Greene Tract generated many discussions amongst the community throughout the mid to late 1990s. In 1999, the Solid Waste Management Interlocal Agreement outlined parameters to determine the disposition of the 104 acres of the Greene Tract to remain in joint ownership. This agreement also allowed for 60 acres of the Greene Tract to be deeded to Orange County, which became known as the Headwaters Preserve. In 2002, the three local governments adopted a Resolution Reporting the Recommended Concept Plan for the Portion of the Greene Tract that Remains in Joint Ownership. This resolution identified acreage for preservation and affordable



housing. Later, it was determined the Greene Tract would allow for a for a future elementary school site to accommodate Chapel Hill-Carrboro City Schools' capacity needs.

1.5 What recent actions have been taken by the local governments regarding future development on the Greene Tract?

After years of planning studies, community involvement from the mid 2000's, and water and sewer infrastructure investments in the last decade, the three local governments began to move forward with addressing the future of the Greene Tract to address affordable housing needs and a joint preservation plan at the Assembly of Governments meeting in 2017. Below is a timeline detailing the most recent actions of the three local governments, which resulted in the adoption of the 2021 Greene Tract Resolution. A comprehensive history of the Greene Tract can be found at the following link:

<https://www.orangecountync.gov/DocumentCenter/View/15590/History-of-the-Greene-Tract>

- In 2017, elected officials of the three local governments tasked a staff work group to examine the preservation and development potential of the Greene Tract. This process included specific elements and goals including, but not limited to:
 - Incorporate a future elementary school and park site
 - Preserve valuable environmental features and corridors
 - Protect historical and cultural resources
 - Encourage cost effective infrastructure
 - Identify areas for future development

During this time, the Managers, Mayors, and Chair group (who have met over ten times) also recommended staff examine the reconfiguration of the Joint-owned and County-owned tracts.

- Following this request, staff drafted several conceptual alternatives for the Greene Tract. These alternatives identified preservation and development areas and incorporated the specific goals identified above.
- January 30, 2018 Assembly of Governments Meeting - The proposed modified headwaters preserve area and alternatives were presented to elected officials. Orange County Board of Commissioners requested input from the Chapel Hill Town Council and Carrboro Board of Alderman regarding the possible reconfiguration of the Headwaters Preserve area and input regarding the proposed Greene Tract alternatives. The alternatives can be viewed here (starting on page 73): <http://server3.co.orange.nc.us:8088/weblink/0/doc/49698/Page1.aspx>
- February – June 2018 – The three local governments stated support for the reconfiguration of the Headwaters Preserve Area.
- January 29, 2019 Assembly of Governments - The 2019 Greene Tract Resolution and Conceptual plan (*A Resolution Approving the Modifications to the 60-acre Portion of the Greene Tract in County Ownership and Conceptual Plan for the 104-acre Portion in Joint Ownership*) was presented for review and discussion. Elected officials stated support for the resolution and conceptual plan.
- February 2019 – *A Resolution Approving the Modifications to the 60-acre Portion of the Greene Tract in County Ownership and Conceptual Plan for the 104-acre Portion in Joint Ownership* was presented the three Board's for adoption consideration.
- January 2020 – *Greene Tract Resolution for a Path Forward* was adopted.
 - Initiated the environmental assessment (completed by SynTerra on July 29, 2020)
 - Initiated drafting of 2021 Interlocal Agreement between the three jurisdictions to provide a decision-making process for the three jurisdictions moving forward
 - Modifications to the Headwaters Preserve (County owned) and Joint owned tracts
 - Identified the following land use acreages for the Greene Tract:
 - Approximately 22 acres for joint preserve
 - A minimum of 16 acres for public school site and public recreational site
 - Approximately 66 acres for housing/mixed use

- April 2021 – *Interlocal Agreement Between Orange County and the Towns of Carrboro and Chapel Hill Regarding the Current and Future Use of the Jointly Owned Greene Tract* was adopted.
 - Required that the parties act jointly in selecting professional services, entering development agreements, engaging in public outreach, and receiving public input
 - Assigned the Mayors, Chair, and Managers to form a working group to negotiate ultimate uses of the Greene Tract before submitting their recommendations to the governing boards of the parties
 - Agreed that the initial intent of the parties is for the property to include mixed use and affordable housing, a school site with a public recreation component, a joint preserve area, and connectivity (pedestrian, vehicular, utility, transportation)
 - Provided a dispute resolution process
 - Provided a means by which the parties may partition their ownership interests and dispose of the property
- November 2021 – *Resolution Approving the Draft Recombination Plat and Conceptual Plan for the 60-acre Portion of the Greene Tract in County Ownership and the 107-acre Portion of the Greene Tract in Joint Ownership* was adopted.
 - Allowed for the drafting of the final recombination plat to modify the County-owned tract (60 acres) and Joint-owned tract (107 acres).
 - Approved the Greene Tract Conceptual Plan, which allowed for land uses and acreages, originally designated in the 2020 Greene Tract Resolution, to be identified and located on a 164-acre area plan.

1.6 What are the goals of the Greene Tract?

The 2020 Greene Tract Resolution for a Path Forward contained the following land use needs and goals:

- Promote mixed-income housing opportunities; development of housing that serves a range of incomes
- Preserve valuable environmental features including tree canopy, open space, stream and wetland buffers, and wildlife habitat and corridors
- Protect historical and cultural resources
- Promote cost effective infrastructure
- Incorporate school and recreation sites
- Earmark development areas for mixed income housing and mixed use potential

Focusing on these goals is essential in planning for the future development of the Greene Tract in order to balance all community needs (i.e. preservation, recreation, affordable housing, and elementary school).

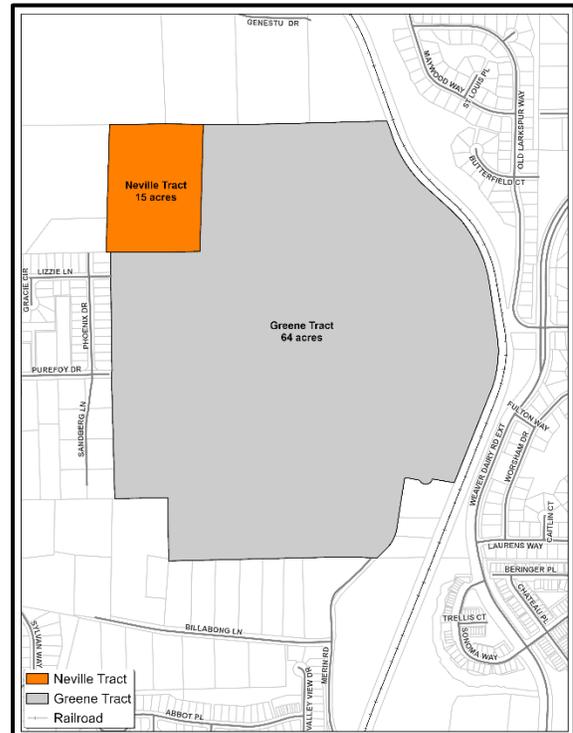
1.7 What is the purpose of the Joint Planning Agreement (JPA)? Is the area containing the Greene Tract identified in the JPA?

In response to urban growth pressures occurring on the fringes of Chapel Hill and Carrboro’s planning jurisdictions, Orange County and the Towns of Chapel Hill and Carrboro developed and adopted a Joint Planning Agreement (JPA). A Joint Planning Area Land Use Plan was adopted in 1986 which designated areas contained in the plan as urban transition, rural buffer, or watershed. Of key importance was the designation of the rural buffer (approximately 38,000 acres) around the Chapel Hill and Carrboro planning areas. This area is intended to remain rural in character and provide facilitated opportunities for large areas of open space, recreation, and agricultural uses. These areas do not require urban services (i.e. public water and sewer). To preserve such a large, rural area through zoning, complimentary areas were designated for urban development. Other land use designations contained in the JPA (urban and transition) or Extraterritorial Jurisdiction (ETJ), were identified as areas where future development would be most suitable and include minimum urban density thresholds. The purpose of this was to identify areas to focus development and higher density in the Town Jurisdictions while

keeping the Rural Buffer protected for open space, agricultural uses, and recreation. Based on the Joint Planning Agreement adopted by Orange County, the Town of Chapel Hill, and the Town of Carrboro, the Greene Tract was originally identified as Chapel Hill Transition Area where development would be expected to contain urban densities, which were envisioned to be 2-5 units per acre at a minimum. However, today the Greene Tract is no longer identified as Chapel Hill Transition since it became part of Chapel Hill's ETJ.

1.8 Where is the Neville Tract? Can development, including affordable housing or the elementary school, be built on the Neville Tract instead of the Greene Tract?

The Neville Tract, an asset owned by the Orange County Solid Waste Fund, is located immediately northwest of the Greene Tract and serves as an essential component for ongoing landfill operations. The Neville Tract is used as a soil bank to provide cover for the existing C&D landfill which is part of a state permit. Current expectation is that Orange County Solid Waste Department's borrow pit use of the Neville Tract will need to continue for several more decades. Due to landfill operations, soil contained on the existing site, specifically in the cleared areas along the southern and eastern property lines, is predominantly fill soil which is not suitable for structural applications, such as supporting roadway infrastructure or buildings. In order to allow for future development in the long term, the unsuitable soil would need to be removed and structural fill would need to be brought in. A portion of the Neville Tract is required to remain intact due to existing Special Use Permit issued by the Town of Chapel Hill in 1997. This includes a 100 foot buffer along the western property line, a 100 foot steam buffer, and a 100 foot buffer for an existing oak tree located on the northern portion of the property. These buffers limit development potential on the Neville Tract and would require a modification to the existing Special Use Permit.



2. Environmental and Cultural

2.1 Was the Greene Tract originally intended for preservation?

No. Since the mid-1990s, following the decision to not pursue solid waste operations (landfill) on the Greene Tract and the initiation of the Northwest Small Area Plan, several uses have been proposed for the Greene Tract including commercial retail space, affordable housing, a public park, a school, and preservation. With the adoption of the Solid Waste Management Interlocal Agreement in 1999, the three local governments have worked together to determine the best use of the Greene Tract to address and balance all the needs of the community. In 2002, the three local governments adopted a resolution, which identified acreage for preservation and affordable housing. More recently, community members have expressed interest and support in providing housing, retail, incubator space, community space, parks, and protected green space on the Greene Tract.

2.2 How does the 2020 Resolution and Conceptual plan relate to the 2016 Mapping Our Community's Future process?

In 2015, the three local governments asked the Jackson Center and the Rogers-Eubanks Neighborhood Association (RENA) to facilitate a community planning effort that would engage community members in expressing principles and goals for future planning. The report from this effort, Mapping Our

Community's Future, was completed in 2016. The report reflects diverse opinions and perspectives on the future of the Historic Rogers Road Neighborhood, including a recommendation to preserve 80% of the Greene Tract. The report also addresses development on the Greene Tract to serve and support the needs of the Historic Rogers Road Neighborhood and adjacent community (including mixed-use development, neighborhood commercial uses, senior housing, affordable housing, a public park, and community space). In addition, the report proposes for mixed-use development to occur on other parcels that were not part of the Greene Tract and were later determined to not be developable (such as the Neville Tract and properties located in the Rural Buffer). Mapping Our Community's Future has been used as a guiding and working reference in all planning-related work regarding the Historic Rogers Road Neighborhood, including the 2019 Rogers Road Market Analysis, the Historic Rogers Road Neighborhood Zoning Action Plan, and the drafting of the 2019, 2020, and 2021 Greene Tract Resolutions. Throughout this process, the local governments have strived to address the diverse needs and perspectives of the community represented in Mapping Our Community's Future.

2.3 Will the historic sites and large trees be preserved?

Yes. Areas of environmental, historical, and cultural significance may be protected and preserved from future development on the Greene Tract. The existing historic home site and significant trees are contained in the newly modified Headwaters Preserve area allowing for future preservation. Any future development plans will be required to meet Chapel Hill regulations.

2.4 Will existing streams and wetlands be protected from future development?

Yes. The Greene Tract Environmental Assessment included the identification, delineation, and mapping of all streams, wetlands, and buffers. The purpose of this was to identify areas of environmental concern on the Greene Tract in determining the areas for future preservation and protection from development. In addition, the three local governments have committed to enforcing the most restrictive stream and wetland buffer requirements of the three local governments for protection on the Greene Tract (intermittent stream - 80 feet, perennial stream - 150 feet, unknown stream -150 feet, wetlands - 80 feet).

2.5 What is the intended purpose of the acreage identified as Greene Tract Preserve?

In order to protect the headwaters of Bolin Creek, located on the southern portion of the Greene Tract, the three local governments have identified approximately 22 acres as for future preservation. The three local governments have explored protecting the area in perpetuity by executing a conservation easement. Another option may allow for a change from Joint Ownership to County Ownership, similar to the 60-acres Headwaters Preserve, in order to assure future preservation and maintenance for all areas of preserve on the Greene Tract.

3. Future Development

3.1 What development plans have been proposed at this time?

No development plans for the Greene Tract have been proposed or drafted. Decisions regarding any future development on the Greene Tract are still to be determined and will include community input.

3.2 Will the Greene Tract contain primarily commercial development?

No. Predominantly larger scale commercial development was never a development goal for the Greene Tract. The findings of the 2019 Rogers Road Market Analysis, as well as staff analysis, found that larger scale commercial development (i.e. supermarket, strip mall) would not be feasible or supported on the Greene Tract. The 2021 Conceptual Plan allows for mixed-uses including low intensity commercial, service uses, and maker/incubator space. These uses were identified in the plan based on needs and goals identified in Mapping Our Community's Future and conversations with the Historic Rogers Road Neighborhood.

3.3 What type of housing will be developed on the Greene Tract?

No decisions have been made about density, housing type, or number of units regarding the future housing program. The primary focus of the development area is to provide affordable housing opportunities and allow for land uses, which support and enhance the Rogers Road Community (based on discussions with residents and as identified in Mapping Our Community's Future). The local governments have been in contact with local non-profit, affordable housing providers and housing departments throughout this process to understand our preliminary opportunities and limitations in providing affordable housing on the Greene Tract. Following the adoption of the 2021 Resolution, the three local governments will be moving forward with the Implementation Strategy, which will include discussions with the community, housing departments, and non-profit, affordable housing providers to understand the current housing needs, opportunities, and start the process to determine housing goals for the Greene Tract.

3.4 Has Chapel Hill Carrboro-City Schools (CHCCS) been involved in this process?

Yes. The local governments and CHCCS have previously identified the need to land bank acreage on the Greene Tract for a future school. Prior to 2019, details regarding the school's location and acreage were not known. In May 2017, a joint staff work group was requested to examine the preservation and development potential of the Greene Tract, including the goal to incorporate a future elementary school and park site. Due to this request, staff reached out to CHCCS in order to include them in the locating of a future elementary school on the Greene Tract. Discussions at that time included preliminary acreage needs, location, future school capacity needs, transportation and access considerations, and site design elements. In 2018, CHCCS staff provided support for the proposed school site and recreational facility site proposed on the southern portion of the Greene Tract. In October 2019, Planning and School staff met to check-in on the status of the Greene Tract and to review the proposed elementary school site, determine final acreage needs, and determine next steps. In February 2021, staff met with CHCCS staff to review the Greene Tract Environmental Assessment. More recently, new staff members with CHCCS have reached out to meet and discuss the status of the Greene Tract and our next steps moving forward.

3.5 Is the school site needed? Is it large enough for a school?

Yes. The public school site is planned as a future location for an elementary school. Most recently certified Schools Adequate Public Facilities Ordinance (SAPFO) projections, do not identify a school capacity need in the next ten years. However, due to limited available land in the Towns and the need for future planning, CHCCS have consistently expressed interest on land banking a school site on the Greene Tract. Based on the Department of Public Instruction (DPI) and Orange County capacity standards, an elementary school would require approximately 12 acres. The goal for this site is to support a school design similar to Northside Elementary, which is located on approximately 9 acres.

4. Connectivity and Infrastructure

4.1 Have the roads been planned and designed?

No. Roads have not been determined. The Environmental Assessment evaluated on where to put infrastructure (roads, water and sewer) that would have the least effect on the environmental areas and what would be necessary to support the complimentary development areas. The purpose of this was to provide the three local governments additional information or analysis to consider in the future. Previously, the three local governments decided to not include roadways on the conceptual plans. The reasoning for this was due to the future unknowns related to the Neville Tract (not part of the Greene tract and part of Solid Waste Department operations) and private properties surrounding the Greene Tract. However, preliminary roadway designs have been discussed and analyzed (including environmental, planning, engineering, and school staff) which has assisted in siting the land uses.

4.2 Has a Traffic Impact Analysis (TIA) been completed on the Greene Tract?

No. A TIA is completed when a development plan or application has been proposed or submitted in order to analyze and report traffic impacts resulting from the proposed land uses and intensity. In addition, a TIA will analyze proposed roadway networks including access points and roadway improvements. Since a development plan, including land uses, intensities, or roadways, has not been drafted or proposed for the Greene Tract, analysis on traffic impacts would not be comprehensive or accurate at this time. In addition, once a development plan or application is proposed for the Greene Tract, another TIA would need to be completed to analyze proposed land uses, development intensity, and roadway plans.

4.3 Will a new road be built connecting the Greene Tract to Weaver Dairy Road Extension?

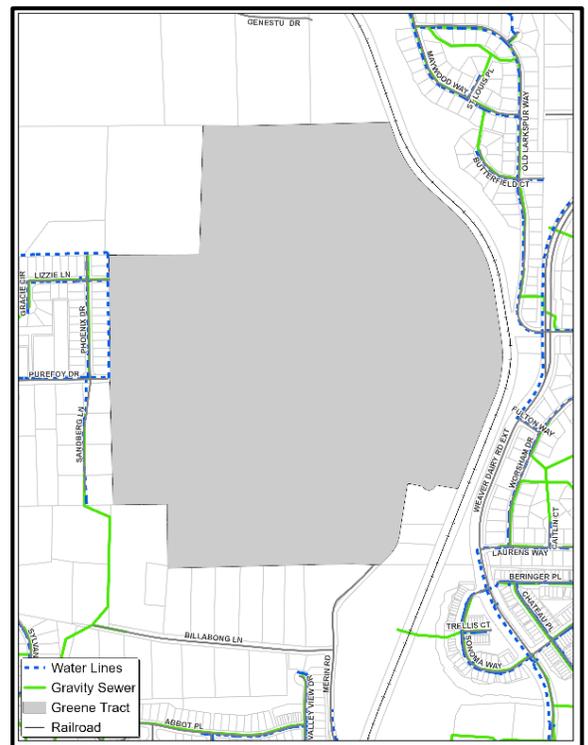
In 2017 staff from the three local governments met with Norfolk Southern Rail staff to discuss the possibility of constructing a new road on the Greene Tract, which would require an at-grade crossing at the existing rail line in order to connect to Weaver Dairy Road Extension to the east. Unfortunately, at that time it was determined that connection may not be feasible since a new crossing at Weaver Dairy Road Extension would require the closing of possibly two to three at-grade crossings in other locations along the rail line. The existing rail line is currently utilized to transport coal to the University of North Carolina's power plant. In the future, there may be an opportunity for this rail line and corridor to provide public transit to the community.

4.4 Will greenways, sidewalks, trails, and other pedestrian paths be provided on the Greene Tract?

Yes, future development on the Greene Tract will include sidewalks, greenways, trails, and pedestrian paths. These facilities will be planned, designed, and constructed based on the Town of Chapel Hill's standards in order to support and encourage connectivity within and around the Greene Tract. Future bike and pedestrian facilities will be connected to existing and proposed bike and pedestrian facilities and strive to provide connectivity to nearby parks, schools, community centers, and neighborhoods. In addition, future development will explore incorporating and locating safe access points or trail heads for bike and pedestrian trails and paths. Recent mapping efforts completed by staff have identified key facilities in the area surrounding the Greene Tract, which will assist in planning for future connectivity networks on and around the Greene Tract. Decisions regarding the location and design of greenways, sidewalks, trails, and access are to be determined and will include community input.

4.5 Will future development be served by a public water and sewer service?

Yes, future development will connect to public water and wastewater systems. The Towns and County have invested in a public water system and public sewer system to serve the Historic Rogers Neighborhood and adjacent community, including the Greene Tract. Future development on the Greene Tract may connect to these existing systems, which are served by Orange Water and Sewer Authority (OWASA). Existing public and sewer utilities are identified in the map to the right.



4.6 Will future development include stormwater measures to minimize impacts?

Yes, future development will include stormwater management systems, which will strive to minimize impacts on and offsite. These systems will be designed, reviewed, and constructed based on the Town of Chapel Hill's standards. Local governments have also expressed an interest in implementing low impact design technologies on the Greene Tract. Discussions regarding the Greene Tract include Chapel Hill, Carrboro, and Orange County stormwater staff in order for them to provide guidance related to the environment and stormwater.

4.7 How will flooding be mitigated on the Greene Tract?

Based on FEMA Flood Insurance Rate Map (FIRM) maps, the Greene Tract does not contain any floodplain. The Environmental Assessment notes the existing streams do not carry dangerously high stormflows and are not subject to federal or state regulation as flood hazard areas. All future development will be designed with stormwater measures in place to mitigate and minimize any impacts onsite and reduce runoff to adjacent properties. The local governments will also explore low impact design technologies to reduce runoff offsite.