



**TOWN OF CARRBORO • NC**  
**OFFICE OF THE TOWN MANAGER**

May 19, 2023

**To:** Mayor and Town Council  
**From:** Richard J. White III, Town Manager  
**Subject:** Bolin Creek Greenway Community Engagement  
**CC:** Catherine Lazorko, Community and Engagement Director  
Trish McGuire, Planning Director

The purpose of this memorandum is to convey the Community Engagement Framework for the Bolin Creek Greenway Phases 3 and 4.

Some key points of this framework include:

- Staff is committed to conducting an equitable and inclusive engagement process that will seek to gather input from all segments of the Carrboro community.
- In addition to broad outreach, the Town's engagement will rely on strategies to ensure historically underrepresented communities are included in community participation. Toward its goal of equitable engagement, this effort will place an emphasis on reaching those who are most often marginalized in these conversations.
- Survey questions that were used in the 2009 engagement process will be repeated during the 2023 engagement process.
- Professionally prepared easy-to-read maps and graphics are essential to this engagement and public information effort.
- In addition to staff time, the total budget for this engagement effort is anticipated to be \$14,000 which will include maps, graphics, professional services, and printing.
- Town staff plan to begin outreach in early June. The engagement process will conclude in early October.

While engagement is occurring, a parallel effort will be underway to evaluate the alternative alignments for any technical or regulatory challenges.

Please let me know if you have questions or comments.



## **Community Engagement Framework for Bolin Creek Greenway**

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The purpose of this document is to provide a framework for community engagement for the Bolin Creek Greenway. Staff is committed to conducting an equitable and inclusive engagement process that will seek to gather input from all segments of the Carrboro community.

**Background** – At its Work Session on February 14, 2023, the Town Council discussed establishing a public input process for considering Bolin Creek Greenway Phases 3 and 4, outlining objectives for broad and inclusive outreach to ensure that all voices are heard.

The Council directed the need to include strategies to incorporate perspectives of renters, HOAs, neighborhoods, school communities and advisory boards; to use multilingual educational materials and outreach tools; online surveys, fact sheets and public comment cards; and to conduct outreach at different locations and different times of day. The Town will use include multilingual information materials and outreach tools; surveys, FAQs, fact sheets and public comment cards as part of this outreach effort.

At a Council Meeting on March 28, 2023, The Town Council voted 6 – 1 to direct staff “to conduct public engagement on the alternative alignments in the 2009 report between now and October 17 and to bring a report to the Town Council no later than October 31.”

The Bolin Creek Greenway Conceptual Master Plan includes three trail alignment “alternatives” that were prepared for an initial public workshop (May 20, 2009) for public comment ... to provide options to the public that were distinctly different from one another “so that user needs and preference, origins and destinations could be determined.” (Chapter 4, page 39). At a second workshop (September 21, 2009), the preferred greenway alignment was presented, and participants provided comment on the proposed alignment. See survey questions included in the 2009 workshops as Appendix A: Public Input Survey: <https://www.carrboronc.gov/DocumentCenter/View/1391/BCG-AppA-PublicInput?bidId=>

**Engagement Summary** – Using Town of Carrboro guiding plans and engagement tools/techniques, the engagement will be informed by the *2009 Bolin Creek Greenway Conceptual Master Plan (BCG Plan)*, *Inclusive Carrboro Communications and Community Engagement Plan* and the *One Orange Racial Equity Framework*.

Project outreach will consist of paper and online information and map materials; and an invitation to residents to take self-guided or virtual tours of the trail, participate in an online storymap, and have an option to use the WikiMapping survey where public input is collected on a map, take surveys (paper and online); and provide comments, questions and feedback on their use of trails and alternative alignments. The WikiMapping survey will be available for people who

wish to show the destinations they would use the trails to get to and note areas on a map for comment.

To broaden and diversify engagement, Town staff plan to “go where the people are” by direct engagement with community groups such as El Centro and Refugee Community Partnership, BIPOC neighborhoods; directed communication using signs, flyers and door hangers; as well as engagement with the broader community at some of our town’s favorite community events that draw lots of people. Staff will host public tables with greenway maps and interactive tools at the Carrboro Farmers Market, Freight Train Blues Concerts, Carrboro In Motion, July Fourth, the Latin American Festival, and the Carrboro Music Festival and various pop-ups, including engagement on other community initiatives (such as parking and transit). Information will be provided in various formats and languages.

Town staff plan to begin outreach in early June. The engagement process will conclude in early October. The engagement timeline is provided below.

## 2023 Bolin Creek Greenway Engagement Timeline

### May

Preparation of surveys, graphics and maps, and public information. Complete the website project at <https://www.carrboronc.gov/2762/Bolin-Creek-Greenway>

Community Event: Bike Month

### June

Invitation to participate in survey and the public process – self-guided tours of the greenway w/online and paper maps

Community Event: Carrboro Farmers Market  
Juneteenth  
Recreation & Parks Month

Freight Train Blues Concerts  
Pride Food Truck Rodeo & Dance Party  
Carrboro In Motion – June 9, Royal Park

### July

Community Event: July Fourth

### August

Community Events: Carrboro In Motion –  
Estes Park Apartments  
Latin American Festival

### September

End of month - collect engagement data to publish on website

Community Events: Car Free Day  
Carrboro Music Festival

### October

Oct. 17 – Publish all engagement data

Oct. 24 - Present the results of the engagement to the Town Council.



## Community Engagement Resources

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Bolin Creek Greenway community engagement will rely on strategies to ensure historically underrepresented communities are included in the Town’s planning and decision-making processes. Toward its goal of equitable engagement, this effort will place an emphasis on reaching those who are most often marginalized in these conversations.

Resource documents, including those listed below, will be tools used in this process. They will be made available on the project webpage at <https://www.carrboronc.gov/2762/Bolin-Creek-Greenway>

- *Carrboro Connects 2022-2042 Comprehensive Plan* – This comprehensive plan adopted by the Town Council in June 2022 has race and equity as one of its two foundational themes. Strategy 1.1 states: “Evaluate current community engagement opportunities for accessibility and cultural appropriateness. Engage community-based organizations and resident leaders that serve diverse populations to evaluate current community engagement activities. Develop and implement a plan to improve engagement practices in the areas identified by the evaluation findings.”
- *Carrboro Communication and Engagement Plan* – Adopted in August 2020, this plan is designed to improve engagement and inclusivity by building on successful strategies for generalized communications and engagement; connecting with minority communities and building relationships; adopting a grassroots approach; and ensuring culturally appropriate messaging and information.
- *One Orange Racial Equity Framework* – Town staff from across all departments are evaluating Town of Carrboro existing and new policies, practices, services and initiatives using a racial equity assessment lens. The findings can effectuate change that results in better community outcomes. The foundation of this work stems from the One Orange Racial Equity Framework which is designed with the commitment of uncovering and addressing implicit biases in our jurisdictions to ensure that race no longer can be used to predict life outcomes in the Orange County community.

## Engagement Budget

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In addition to staff time, the total budget for this engagement effort is anticipated to be \$15,000 which will include maps, graphics, professional services, and printing.

- Maps and Graphics – Professionally prepared easy-to-read maps and graphics are essential to this engagement and public information effort. Staff propose to work with Steve Spindler because of his unique knowledge of the community. He is cartographer who created the 2019 Chapel Hill Bike Map (which includes Carrboro) <https://www.townofchapelhill.org/home/showpublisheddocument/10099/636927530406630000> as well as many others. Learn more at <https://stevespindler.com/> An example of one of his Wikimapping projects is <https://wikimapping.com/moveeugene.html>
- Professional Services – Town staff anticipate requiring translators/interpreters for language access and for specialized engagement. In previous engagement for ARPA Funding questions, the Town employed the Refugee Community Partnership to assist with outreach of refugee and immigrant communities.

## Survey Questions for Bolin Creek Greenway

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*The following questions were presented during the initial 2009 engagement process and will be repeated during the 2023 engagement process. The survey will be made available in multiple languages online, in paper format, and delivered by staff and community partners on a one-on-one basis for residents who prefer this method due to time, interest or other barriers.*

1. How important to you is the goal of creating more trails in Carrboro?
  - Very important
  - Somewhat important
  - Not important
  
2. How often do you use trails in Carrboro?
  - Never
  - Few times per year
  - Few times per year
  - Few times per week
  
3. Do you or have you used the corridor along Bolin Creek?
  - Yes
  - No
  
4. What are the most significant factors that present obstacles for your ability to use trails in Carrboro?
  - Lack of information about local trails
  - Unsafe street crossings
  - Lack of interest
  - Lack of time
  - Personal safety concerns
  - Located on private property
  - Accessibility concerns
  - Lack of connections
  - Other

5. Would you use trails more often if you could easily bike to, walk to, or park at a trailhead?
- Yes
  - No
  - I can already access trails
6. For what purposes would you use the Bolin Creek Greenway in the future (Rank Top 3)
- Fitness or recreation
  - Getting to and from destinations in Carrboro/Chapel Hill
  - Socializing
  - Walking the dog
  - Environmental education
  - Other
7. What modes of activity would you use on the Bolin Creek Greenway?
- Bicycling
  - Walking
  - Running/Jogging
  - Using a stroller
  - Using a wheelchair
  - Roller-blading
  - Other (please specify)
8. What destinations would you most like to get to by trail?
- MLK Park
  - Wilson Park
  - Anderson Park
  - Other Carrboro Parks
  - Downtown Carrboro
  - UNC
  - Carolina North Forest
  - Chapel Hill-Carrboro schools
  - Chapel Hill

9. How would you rate the current environmental conditions along the Bolin Creek corridor?

- Good
- Fair
- Poor
- Do not know

10. What is your interest in improving environmental conditions along Bolin Creek?

- Very important
- Somewhat important
- Not Important

11. What is your preferred trail alignment?

- Creekside Trail Alignment
- Upland Forest Alignment
- Bolin Connector Alignment

12. Are there any additional connections along the Bolin Creek corridor you would like to see made that have not been shown?

- No, enough connections have been made
- There are too many connections

13. What is the primary reason you use the corridor along Bolin Creek?

- Exercise/Fitness
- Getting to and from destinations
- Socializing
- Walking the dog
- Environmental Education
- Meditation/Respite

14. If the trail was built as shown in the proposed conceptual plan, how would that affect your use of the corridor?

- I would use the trail more often
- I would use the trail less often
- I would not change my use of the corridor



15. Do you support the Bolin Creek Greenway Conceptual Plan?

- Yes
- No
- If you answered 'no' to the previous question, please specify your reason:

16. Trailheads provide ancillary features for greenways, such as parking, water fountains, trash receptacles and kiosks. Based on the proposed number and location of trailheads shown on the Plan, please select the following:

- I would like to see fewer trailheads
- I am happy with the amount of proposed trailheads
- I would like to see additional trailheads (please specify location)

17. The NCDOT defines specific standards for trail development, one of which includes providing approved surfacing on greenways that will accommodate all non-motorized users (including bicycles, wheelchairs and strollers). What type of surfacing do you prefer to the Bolin Creek Greenway? (select one)

- Asphalt
- Concrete
- Recycled Materials (such as scrap tires)
- Raised Boardwalk
- None of the above
- Other/Multiple (please specify)

18. Goals of the proposed Bolin Creek Greenway project are 1) to protect and improve water quality along Bolin and Jones Creeks; 2) to provide safe and accessible non-motorized connections to various uses along the corridor; and 3) to enhance and preserve the recreational resource that exists along Bolin Creek. Based on your understanding of the project, are these goals being met? (select one)

- Yes
- I don't know
- No (please explain)

19. Do you have any other comments?

20. How did you hear about this project?

- Word of mouth
- Town of Carrboro website
- Word of mouth
- Outdoor signage
- Traditional media
- Recreation and Parks brochure
- Town of Carrboro social media
- Neighborhood associations
- Nextdoor
- Town email subscription
- Community groups and blogs
- Outdoor information kiosks
- Local-government-produced brochures or pamphlets
- WCOM Radio
- Carrboro Cable Government Channel
- Other (please specify)

21. Zip code

- 27510
- 27516
- 27514

22. Where do you live?

- Carrboro
- Chapel Hill
- Downtown Carrboro
- Orange County
- Hillsborough
- Other (please specify)

23. What is the closest intersection to your home address?

*Note: The following demographic information is completely voluntary but requested to ensure representation from all points of diversity, racial and ethnic groups.*

Age –

- Under 18
- 18-34
- 35-44
- 45-54
- 55-64
- 65-74
- 75+

About Me –

- I live in Carrboro
- I work in Carrboro
- I own a business in Carrboro
- I am a student attending school in/near Carrboro
- I live in the Northern Transitional Extra-Territorial Jurisdiction or other

How long have you lived in the Carrboro area?

- Less than 6 months
- 6 months – 5 years
- 6-10 years
- 11-20 years
- 20+ years
- Not applicable

What is your primary language spoken at home?

- English
- Spanish
- Burmese
- Karen
- Chinese
- Other (please specify)

Which of the following best describes your race/ethnicity?

- Asian/Pacific Islander
- White
- American Indian/Eskimo
- Black/African American
- Hispanic/Latino
- Other

Preferred pronouns

- She/her/hers
- He/him/his
- They/them/theirs
- Other

Gender

- Male
- Female
- Other
- Prefer not to answer

## TOWN OF CARRBORO ENGAGEMENT TOOLBOX

Outreach will serve as an invitation to the public. Community members choose to receive information in different ways, and there is no one-size-fits-all. A variety of tools are needed. Staff will use as many avenues as possible to reach the most amount of people, as well as targeted strategies to reach those who are most often marginalized in these conversations. A project webpage has been established at <https://www.carrboronc.gov/2762/Bolin-Creek-Greenway>. The tables below describe the various engagement methods.

TOOL	DESCRIPTION	REACH	ENGAGEMENT LEVEL
Carrboro This Week	Weekly newsletter emailed to subscribers	1,200 subscribers currently	Inform
Town of Carrboro Website	<a href="http://www.CarrboroNC.gov">www.CarrboroNC.gov</a>	Can reach anyone who visits the site. We can create a dedicated URL that will go to a project page to simplify the path to information.	Inform
Social Media	<ul style="list-style-type: none"> <li>• Instagram</li> <li>• Facebook</li> <li>• Twitter</li> <li>• LinkedIn</li> <li>• Nextdoor</li> <li>• YouTube</li> </ul>	Various levels by social profile	<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> <li>• Involve</li> </ul>
Town Information Centers and Town Facilities	Flyers posted at outdoor kiosks located at 2 manufactured home communities, 2 neighborhoods, and 5 local parks	Reaches people in their communities and attractive to those who do not regularly access digital communications.	Inform
Variable Message Boards and other signage	Electronic signs and A-frames, yard signs	There are two VMBs owned by the town, and town regularly uses various signage types.	Inform
Area Media	Media may broadcast to the public	Depends on the media	Inform
Distribution Networks	Neighborhood liaisons, media, groups and community partners	Various levels	Inform

## TOWN OF CARRBORO ENGAGEMENT TECHNIQUES

TOOL	DESCRIPTION	REACH	ENGAGEMENT LEVEL
Council and Advisory Board ad Commission Meetings and Work Sessions	Local government meetings	Limited attendance, but depends on topic	<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> <li>• Involve</li> <li>• Collaborate</li> <li>• Empower</li> </ul>
Surveys and comment cards: Online, Interactive and Paper	Depending upon the tool used, Survey Monkey, WikiMapping or others		<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> </ul>
<ul style="list-style-type: none"> <li>• Postcards</li> <li>• Fact Sheets</li> <li>• Newsletters</li> <li>• Brochures</li> <li>• Recreation Catalog</li> <li>• Progress Reports</li> <li>• Direct Mail</li> </ul>		Depends on distribution.	<ul style="list-style-type: none"> <li>• Inform</li> </ul>
Walking Tours and Self-guided Walks	Tours of projects		<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> <li>• Involve</li> </ul>
Carrboro In Motion	Community block parties held at apartment complexes with nonprofits and partners.	50 – 100 residents per event	<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> <li>• Involve</li> </ul>
BIPOC Business Roundtables	Held throughout the year to hear the needs and challenges of Black, Indigenous, Latinx and People of Color businesses in Carrboro, and the role the Town can help businesses start and grow.	6-12	<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> <li>• Involve</li> <li>• Collaborate</li> </ul>
Live Open House / Virtual Open House / Drop-in Session			<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> <li>• Involve</li> </ul>
One-on-One Stakeholder Meetings and Listening Sessions			<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> <li>• Involve</li> </ul>
“While You Wait” and Pop-Ups Outreach	Various locations around town – shopping centers, bus stops, laundromats, hair and nail salons	Targeted	<ul style="list-style-type: none"> <li>• Inform</li> <li>• Consult</li> </ul>