

STAFF MEMORANDUM

Charting Our Future Phase I – Resumption of Public Hearing – Adoption of Future Land Use Map (FLUM) - Update to *Chapel Hill 2020*

Background:

- On [April 5, 2017](#)¹, the Council initiated a project to rewrite the Town’s Land Use Management Ordinance (LUMO). The Town Council requested that the ordinance rewrite process begin with an effort to refine the Future Land Use Map (FLUM) to inform the LUMO Rewrite process.
- Since the beginning of 2019, the Council has reviewed the various components of the refined Future Land Use Map. This review included the [Guiding Statements on March 13, 2019](#)² and the [Blueprint](#)³ or “rough draft” of the Focus Area Maps and Principles on May 1, 2019. The Council Committee on Economic Sustainability also reviewed drafts of this Blueprint on [April 5, 2019](#)⁴ and June 7, 2019.
- On [June 26, 2019](#)⁵, the Council authorized staff to engage with the community on the draft Future Land Use Map.
- At a work session on [November 18, 2019](#)⁶, the Council discussed substantive changes to the Focus Area Maps and generalized findings from the engagement activities on the DRAFT Focus Area Maps and Principles on [November 20, 2019](#)⁷.
- On [December 13, 2019](#)⁸, the Council Committee of Economic Sustainability reviewed a “test” Focus Area Map to determine if this revised approach made the Focus Area Maps

¹ http://chapelhill.granicus.com/MetaViewer.php?view_id=7&clip_id=3077&meta_id=156700

² <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=3881199&GUID=00667D70-C56A-4704-BF59-DD4EB508470A&Options=&Search=DD4EB508470A&Options=&Search=>

³ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=3931189&GUID=BF305E95-EA99-4343-B43C-32279777CBB5&Options=&Search=32279777CBB5&Options=&Search=>

⁴ <https://www.townofchapelhill.org/businesses/council-economic-sustainability-committee>

⁵ <https://www.townofchapelhill.org/Home/Components/Calendar/Event/15075/15?curm=6&cury=2019>

⁶ <https://www.townofchapelhill.org/Home/Components/Calendar/Event/17071/15?curm=11&cury=2019>

⁷ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4244231&GUID=F49AEFE9-F8FF-4D5D-A5EC-A357EEE7729A>

⁸ <https://www.townofchapelhill.org/businesses/council-economic-sustainability-committee>

⁹ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4293231&GUID=105D7FAC-088E-4065-B7D0-BF40D1CB901E&Options=&Search=BF40D1CB901E&Options=&Search=>

¹⁰ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4346772&GUID=4266A74C-2773-4A95-91F4-0AD1D334A736&Options=&Search=0AD1D334A736&Options=&Search=>

¹¹ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4432411&GUID=CED9DB18-6538-46A9-8F94-D25A0A04383F>

¹² <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4633742&GUID=5D847BE6-4B5A-45E2-9B8C-E3EA18A8AA38&Options=&Search=E3EA18A8AA38&Options=&Search=>

¹³ <https://www.townofchapelhill.org/government/departments-services/economic-development/council-economic-sustainability-committee>

¹⁴ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4676922&GUID=9437E3CB-FAB3-4DEC-9586-5D755FFCF1EE>



less prescriptive while also meeting the Project goals of predictability, functionality, and intentionality.

- On [January 8, 2020](#)⁹, the Council formally endorsed the revised approach for the Focus Area Maps.
- On [March 4, 2020](#)¹⁰, the Council reviewed a complete set of revised Focus Area Maps.
- On [May 6, 2020](#)¹¹, Council received the complete draft of the FLUM and an outline of the revised Engagement & Communication Plan, which responded to COVID-19 conditions.
- On [September 9, 2020](#)¹², Council received an update on FLUM engagement and considered changes to the April 2020 draft of the FLUM-Update to *Chapel Hill 2020*.
- On [October 2, 2020](#)¹³, the Council Committee on Economic Sustainability reviewed additional changes to the April draft of the FLUM-Update to *Chapel Hill 2020*.
- On [October 28, 2020](#)¹⁴, The Council opened the Legislative Public Hearing on the Future Land Use Map and continued the Hearing until November 18, 2020.

What is the Future Land Use Map (FLUM) - Update to *Chapel Hill 2020*?

As the Charting Our Future Project has evolved, various elements have been added to the initial Project. After much community input and Council consideration, the Future Land Use Map is a more expansive update to *Chapel Hill 2020* than originally anticipated and includes the following elements:

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| Explanation of Future Land Use Map & Components | Explains: <ul style="list-style-type: none"> ○ FLUM elements ○ FLUM’s relationship to <i>Chapel Hill 2020</i> and Town’s Zoning Atlas ○ How to interpret/amend FLUM |
| Guiding Statements | <ul style="list-style-type: none"> • Provides overall policy guidance for complete FLUM and LUMO Rewrite |
| Future Land Use Map (2050) | <ul style="list-style-type: none"> • Designates land uses for areas of Town outside of the Focus Areas |
| Map Book | Includes: <ul style="list-style-type: none"> ○ Resiliency Assessment Maps for Extreme Heat & Flooding and maps that provide context for Resiliency Maps ○ Existing Habitat & Potential Connections Map ○ Long Term Network Facilities Map from the Mobility Plan that Council adopted in 2017 & amended in 2020 |
| Focus Area Maps | <ul style="list-style-type: none"> • Includes accompanying Focus Area Principles, Precedent Images, & Character Type Principles |

Future Land Use Map & Relationship to *Chapel Hill 2020*

The Future Land Use Map entitled “Future Land Use Map (2050)” and the Focus Area Maps will replace the Land Use Plan from *Chapel Hill 2020*. All other portions of *Chapel Hill 2020* remain unchanged, and all subsequent amendments are retained as well. The Future Land Use Map (FLUM) and all of its components are an update to *Chapel Hill 2020*.



Comments from Specific Stakeholders

As a part of the public hearing on October 28, 2020, Council received comments from both UNC-Chapel Hill and UNC Health. As directed, staff is providing the following analysis of those comments.

UNC Health

UNC Health requested the following changes to the FLUM – Update to *Chapel Hill 2020*, dated October 2020.

1. For the Commercial/Office Character Type, make the following revisions:

This Character Type includes small and large scale commercial and office buildings that includes commercial, retail, service, hospitality, medical/health services, hospitals, **research facilities** and office uses. Small scale commercial/office buildings will provide commercial nodes along transportation/transit corridors and may, in some instances, function as a transition between higher density uses and single family neighborhoods while also providing neighborhood shops and services for residential neighborhoods within a half mile radius. ~~Less intense laboratory facilities and maker spaces are also appropriate in this Character Type.~~ Larger scale commercial and office buildings near future/existing transit and I-40 may be appropriate for larger employment focused development and may not have a strong relationship to or serve nearby residential neighborhoods.

Staff Response: Staff has no concerns with adding research facilities but would prefer to retain maker spaces. Maker spaces are becoming a more common land use that add to the diversity of economic opportunities in a community with minimal, external impacts. During the LUMO Rewrite, we can more tightly define pertinent terms, like research facilities and maker spaces, as well as prescribe any necessary regulations to mitigate associated impacts. Staff recommends the following, revised definition for the Commercial/Office Character Type:

This Character Type includes small and large scale commercial and office buildings that includes commercial, retail, service, hospitality, medical/health services, hospitals, **research facilities** and office uses. Small scale commercial/office buildings will provide commercial nodes along transportation/transit corridors and may, in some instances, function as a transition between higher density uses and single family neighborhoods while also providing neighborhood shops and services for residential neighborhoods within a half mile radius. ~~Less intense laboratory facilities and~~ Maker spaces **and other similar non-industrial uses** are also appropriate in this Character Type. Larger scale commercial and office buildings near future/existing transit and I-40 may be appropriate for larger employment focused development and may not have a strong relationship to or serve nearby residential neighborhoods.

2. For the Commercial/Office Land Use Category, make the following revision:

These small scale commercial/office areas provide for a wide range of businesses, retail/restaurant establishments, institutions, services, medical/health services, **hospitals**, and offices. They



UNC-Chapel Hill

UNC-Chapel Hill requested the following changes to the FLUM – Update to *Chapel Hill 2020*, dated October 2020.

1. Depiction of UNC-Chapel Hill properties on the maps included in the Future Land Use Map – Update to *Chapel Hill 2020*

Staff Response:

- (a) On the Future Land Use Map (2050), all UNC-Chapel Hill parcels are shown and labeled with the University Land Use Category. The Future Land Use Map (2050) is the town-wide map that indicates the future land use for parcels outside of the Focus Areas.
- (b) Within the Focus Areas, UNC properties are not identified. Depicting individual parcels would not be appropriate given the less prescriptive nature of these maps. No individual parcels are shown on the Focus Area Maps. (A map of University owned properties within the Focus Areas is included in the agenda packet. Please note that when parcel boundaries extend beyond the Focus Areas the entire parcel is highlighted on this map.)

2. For the University Land Use Category, make the following revisions:

Those properties utilized by the University of North Carolina at Chapel Hill including, but are not limited to, academic buildings, residence halls, administrative offices, conference facilities, recreational facilities, retail establishments, **transportation and parking facilities**, medical/health services, hospitals, athletic facilities, research facilities, and any other land uses that support the mission of the University **as envisioned by the University's adopted Campus Master Plan**.

Staff Response: Staff has no concerns with this request.

3. Creation of a University Character Type for the North & South Martin Luther King Jr., Downtown, and NC 54 Corridor Focus Areas

Staff Response: The definitions of the Character Types are broad and would accommodate existing and future University uses within the Focus Areas. Future University land uses could be accommodated within the Commercial/Office Character Type as well as the Institutional/Civic Character Type, as appropriate to the desired land use. Consequently, there is no reason to create a separate University Character Type.

The University's parcels should support and align with the overall vision of these Focus Areas in staff's



opinion. That vision is property owner neutral, and staff does not feel that creating a University Character Type is appropriate. While staff understands that University parcels must support the University's mission, that support should not preclude University-owned parcels from redeveloping/developing consistent with the future vision for these areas. Therefore, staff does not support this request. Staff would support the following change to the Institutional/Civic Character Type:

This Character Type includes land utilized primarily for governmental, educational, and ~~university-related~~ **University** purposes as well as places of worship. Consequently, built forms vary by specific use and location. [Note: Some institutional uses may be appropriate within other Character Types.]

Next Steps – Adoption Process

Following the public hearing this evening, the FLUM-Update to *Chapel Hill 2020* will be revised, as necessary. If Council closes the public hearing this evening, Council may consider adopting the FLUM on December 9, 2020.

