

# TOD Planning & UDO Visioning SHAPING OUR FUTURE

DRAFT IMPLEMENTATION  
STRATEGIES

TOWN COUNCIL DISCUSSION

December 7, 2022



Draft Meeting Packet



# TOD: A NEW DIRECTION FOR CHAPEL HILL?

The TOD Plan & LUMO Rewrite:

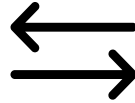
- Refines and affirms stated and/or adopted policy directions and community goals
- Responds to FTA feedback by explicitly supporting TOD in the NSBRT corridor
- **Contributes to Complete Community goals**
- Condenses and re-organizes already-adopted policies and regulations to clearly define them as TOD

TOD BEST PRACTICE	CHAPEL HILL GOAL/ POLICY
Context-sensitive land use policies	✓
Bicycle parking and transit amenity requirements	✓
Sidewalk requirements	✓
Complete Streets policy	✓
Walkable, high-quality public realm	✓
Parking maximums	✓
Direct future growth to transit corridors	✓
Thoughtful mix of uses	✓
Housing diversity	✓
Buffer/ transition area between station areas and lower density neighborhoods	✓
Height or density bonuses in exchange for affordable housing and/or job-generating uses	✓
Consider expedited review or entitlement	✓
Corridor or district wide approach to open space, parks, and stormwater management	✓
Green infrastructure	✓

# WHAT IS TRANSIT ORIENTED DEVELOPMENT (TOD)?

TOD **policies and regulatory tools** promote mixed uses, higher density development and a high-quality public realm in and near transit station areas making it easier, safer, and more comfortable to meet daily needs without a car.

TOD requires a **strategic and sustained policy commitment** to integrating land uses, development, and transit (service and infrastructure)



TOD requires **regulatory tools** promoting higher density, mixed use, and walkable development in locations with the best access to high-capacity public transit



# **Draft Implementation Strategies Discussion**

**Implementation Strategies Overview**

**LUMO Audit update – diagnosis**

**Emerging LUMO recommendations**

**N-S BRT TOD possible regulation strategies**

**LUMO rewrite options and next steps**

# Implementation Strategies Overview

For Discussion

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# CHAPEL HILL PLANNING: 2012-2020

2020  
CHAPEL HILL  
OUR TOWN. OUR VISION

## Town of Chapel Hill Land Use Management Ordinance

### Critique & Technical Report

LUMO REWRITE PROJECT INITIATION  
FINAL REPORT  
Provided by Tamara Osley, Project Initiation Consultant and Coordinator  
September 15, 2017

#### PROJECT INITIATION PROCESS

In April 2017, the Chapel Hill Town Council adopted a resolution to update the Land Use Management Ordinance (LUMO) so that users have a better understanding of the town's vision for growth and development. In response to this resolution, a project initiation effort focused on gathering input from stakeholders and identifying key priorities and outcomes for the project initiation process.

#### North-South BRT Transit-Oriented Development Framework

- 24 in-person interviews with current LUMO, the community, and community stakeholders
- Interviews were conducted in person and online
- Interviews were conducted in person and online
- An online survey was conducted

Stakeholder interviews were conducted with the current LUMO, the community, and community stakeholders. The online survey was conducted with the community and community stakeholders. The online survey was conducted with the community and community stakeholders.

Resident	= 87
Property owner	= 64
Town Advisory Board member	= 24
Local business employees	= 18
Local business owner	= 16



TOWN OF CHAPEL HILL  
Future Land Use Map  
Update to Chapel Hill 2020 (Phase 1)  
ADOPTED DECEMBER 9, 2020

## CHAPEL HILL Charting Our Future A Land Use

## Projected Housing Needs 2020-2040 Town of Chapel Hill

October 12, 2021



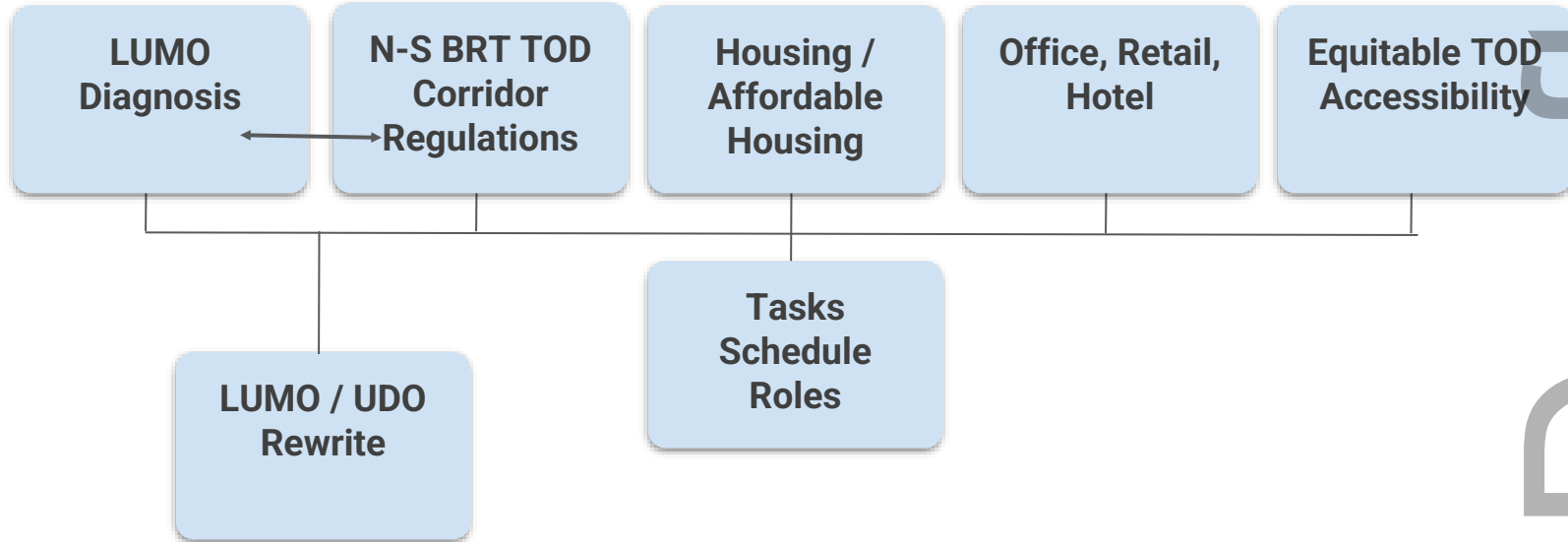
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# N-S BRT TOD Context

- Town has big picture values and goals
  - Equitable housing and development
  - Equitable mobility and accessibility
- Goal is to Raise FTA Project Rating Score
  - Land-use, Economic Development criteria
- FTA is seeking
  - **Implementation techniques and mechanisms**
  - **Appropriate transit supportive policies and regulatory mechanisms**



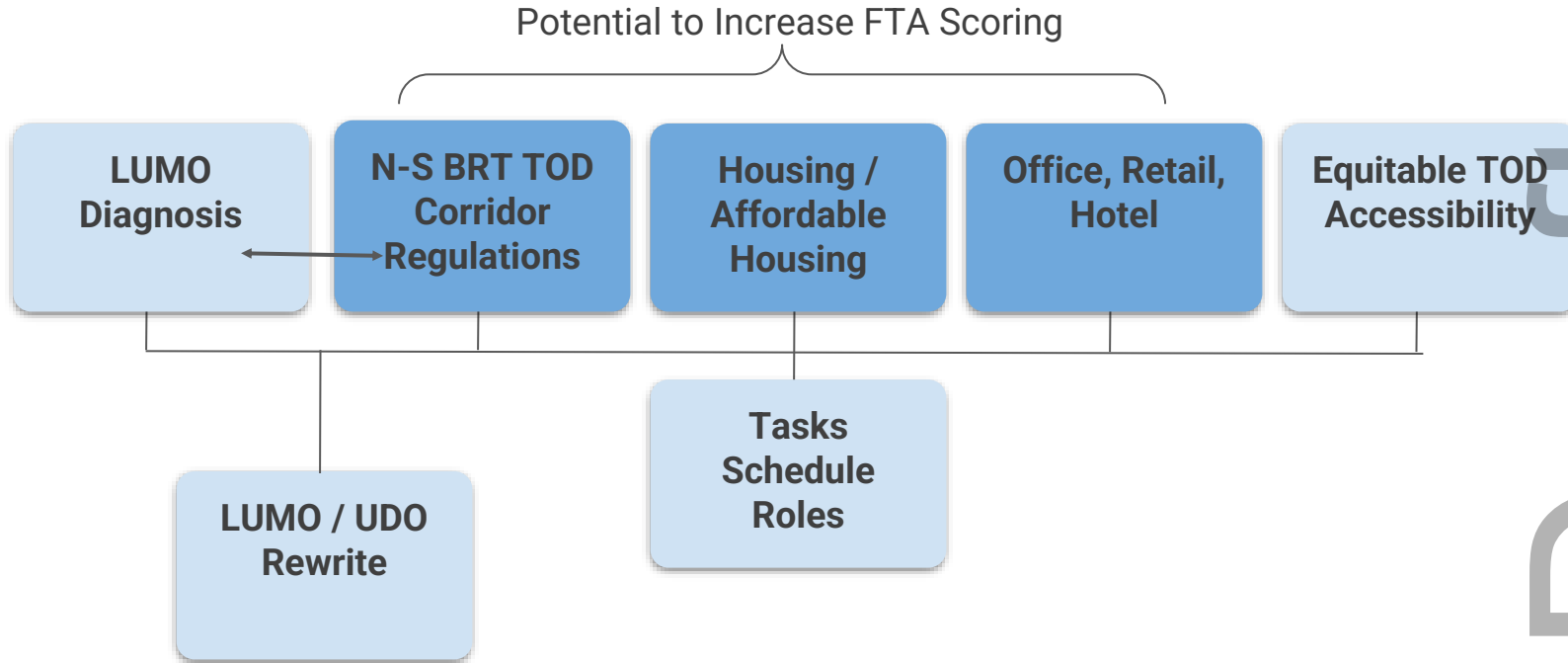
# Implementation Strategy: Key Components



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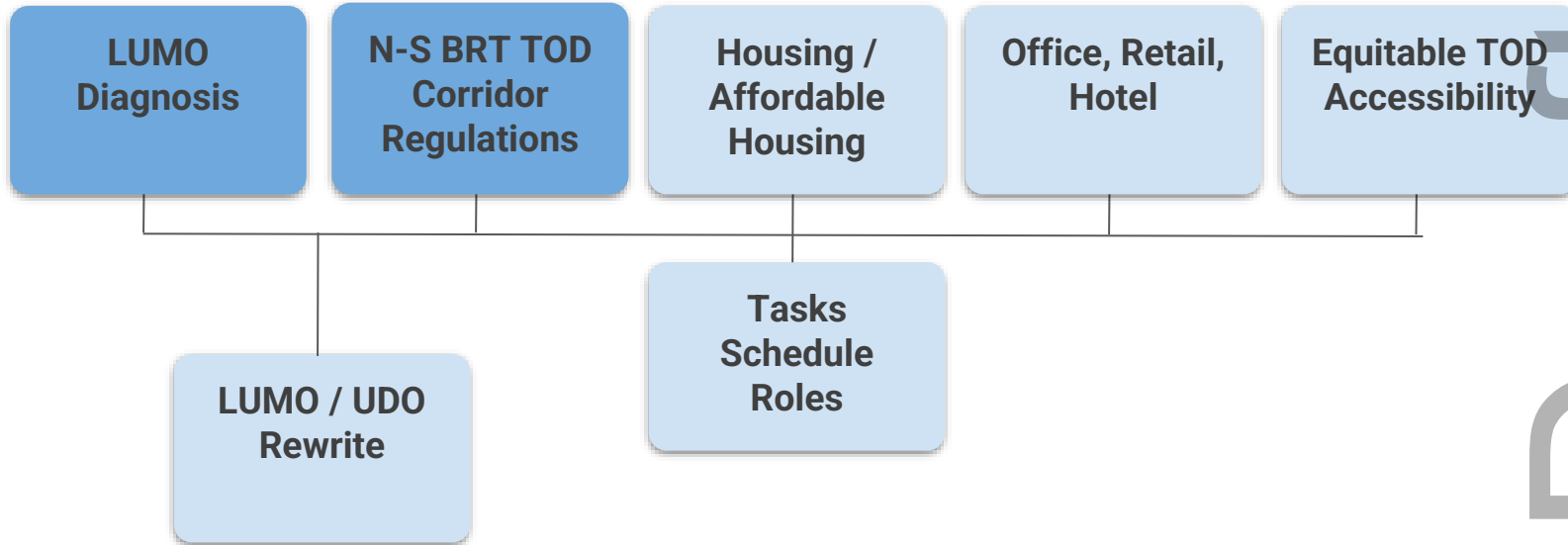


# Implementation Strategy: Key Components



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# Implementation Strategy: December 7, 2022 Council Briefing



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# LUMO Audit Update

For Discussion

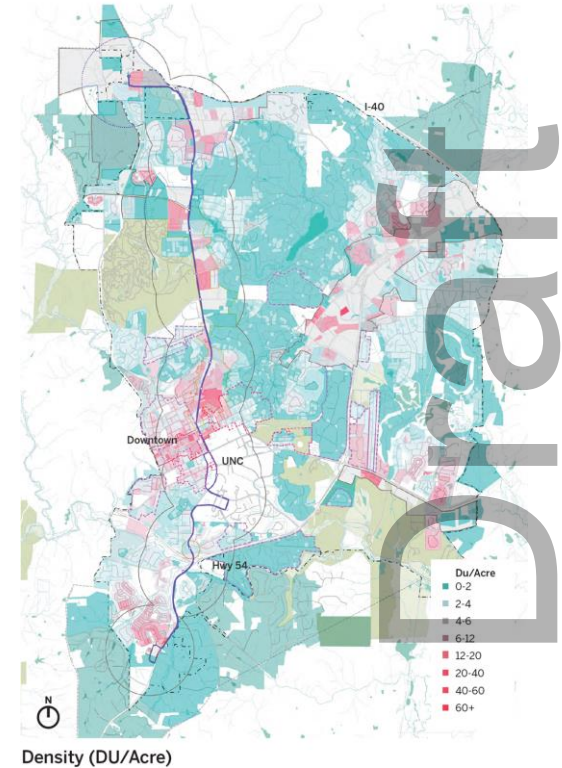
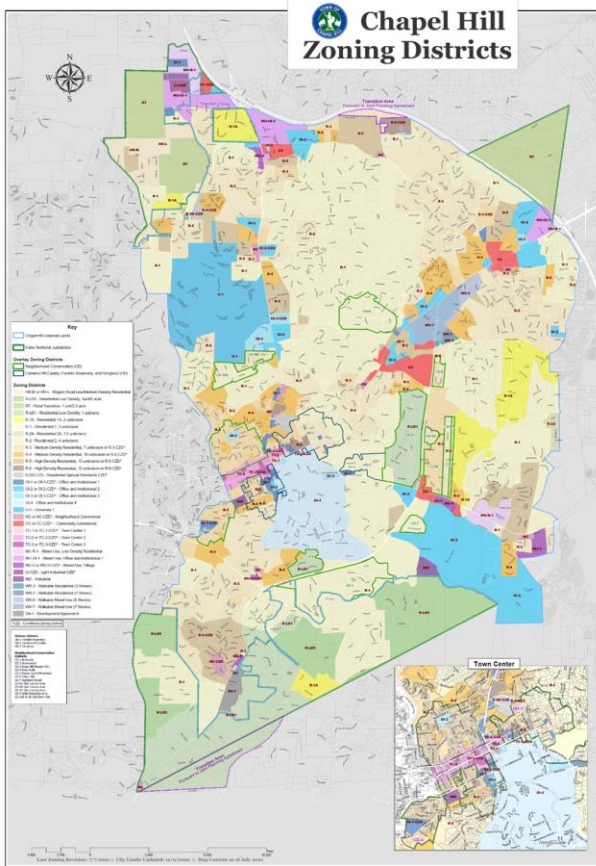
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# UDO Visioning-Code Diagnostic Memo: Purpose

- Comprehensive analysis: plans, LUMO, codes, land use tools
- Staff, stakeholder, community engagement
- Identify best practices
- Explain how the LUMO can be improved overall
- TOD and Focus Area regulation options and recommendations
- Outline options for LUMO rewrite
- Set direction for re-write (2023-24)

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# LUMO Diagnosis: Zoning, TOD and Focus Areas, Current Densities



# LUMO Diagnosis: Comprehensive Plan and the LUMO

- Wide ranging and aspirational Comprehensive Plan
- Lacks prioritization needed to steer LUMO administration
- Multiple LUMO modifications over many years - losing clarity and direction
- **FLUM acting as site guidance, but LUMO does not provide compatible standards**
- LUMO **not** achieving desired **land use patterns, affordable housing, TOD, resiliency and equity**
- Update required to:
  - Reflect FLUM update (2020) Focus Area heights and building typologies
  - Achieve North-South BRT TOD objectives
  - Achieve Complete Communities objectives
  - Reflect best practices in land use guidance and regulations

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# LUMO Diagnosis: Decision-Making Process

- Survey respondent concerns:
  - Predictability, consistency, flexibility, clarity, and efficiency
- 20,000-sq.ft. land disturbance for design review is a low threshold
- Zoning and development review and engagement has lengthy process
- Multiple advisory boards, confusion over formal/legal vs. advisory status
- Review processes are linear, little concurrent review or coordination
- Conditional zoning used too often: absence of standards, conditions unpredictable
- Administration of concept plans has become onerous and expensive

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# LUMO Diagnosis: Content

- Antiquated uses and structure: missing contemporary range of uses and definitions
- Residential densities generally low across districts
- Suburban approach to dimensions: lot sizes, setbacks, frontages
- Disconnects between density and height regulations
- Absence of design standards to provide predictability and consistency
- Few incentives for desired development types or community benefits
- Environmental, sustainability standards to be updated
- Fragmented structure hinders user navigation

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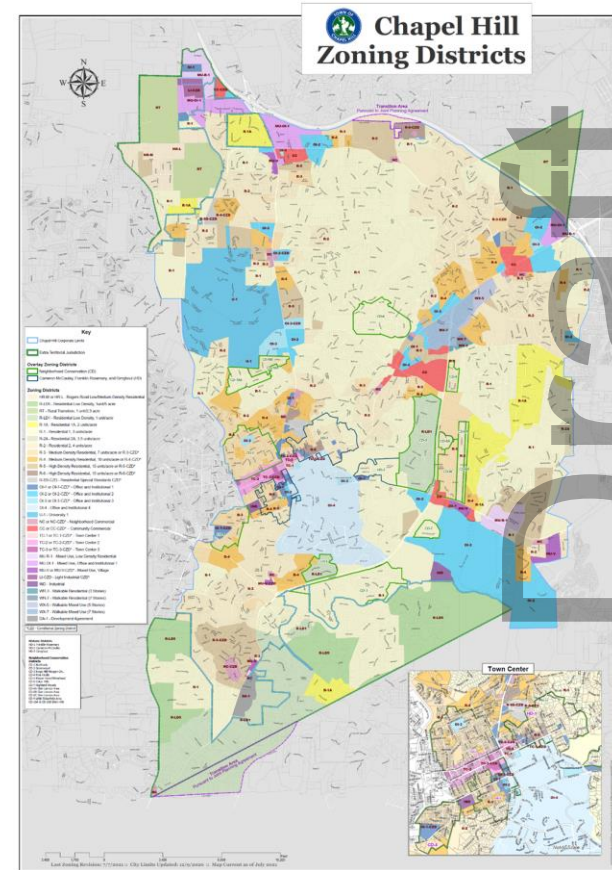
# Emerging LUMO Recommendations

For Discussion, Review, and Future Decision Making

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# LUMO Recommendations: Potential Content Changes

- Consolidate use districts - fewer, more relevant
- Up-date use district standards and regulations
  - Set minimum densities across districts
  - Min and max setbacks
  - Parking locations and requirements
  - Walkable, bikeable, transit oriented forms
- Incentivize affordable housing and community benefits
  - Density bonuses
  - Reduced parking standards in TOD areas
  - Fee reduction or waivers



# LUMO Recommendations: Potential Use District Adjustments

- Existing zoning district palette is complex
- Many districts have similar standards - potential consolidation
- LUMO rewrite goal: identify where differentiation does not impact outcome, and consolidate

Zoning District	R-3	R-4	R-5	R-6	CC	N.C.	OI-1	OI-2
Lot Size (square feet min)	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500
Density (units per acre max)	7	10	15	15	15	10	10	15
Frontage (min feet)	40	40	40	40	40	40	40	40
Lot Width (min feet)	50	50	50	50	50	40	50	40
Building Height, Setback (max feet)	29	34	39	39	34	34	29	34
Building Height, Core (max feet)	60	60	60	60	60	60	60	60
Street Setback (min feet)	24	22	20	20	22	24	24	22
Interior Setback (min feet)	8	8	6	6	8	8	8	8
Solar Setback (min feet)	11	9	8	8	9	11	11	9
Impervious Surface Ratio (max)*	.5/.7	.5/.7	.5/.7	.5/.7	.5/.7	.5/.7	.5/.7	.5/.7
Floor Area Ratio (Max)	0.162	0.23	0.303	0.303	0.429	0.264	0.264	0.264
Street Setback (max feet)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

# N-S BRT TOD Possible Zoning strategies

For Discussion, Review and Future Decision Making

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# LUMO TOD Diagnosis: Achieving N-S BRT Transit Oriented Development

- Multiple use districts across the N-S BRT Corridor
- Multiple use districts within individual station areas
- Generally with densities below TOD best practices
- Most relevant zoning districts:
  - Mixed-Use Villages (arterial, connector)
  - R4, R-5, R-6
- Wider LUMO issues apply within N-S BRT Corridor
  - Densities, heights, lot sizes, setbacks, frontages
  - Incentives for affordable housing, community benefits



# LUMO TOD Options: Achieving N-S BRT Transit Oriented Development

## 1. Modify and Apply Existing LUMO Use Districts

- Mixed-Use Villages (arterial, connector)
- Town Center
- R4, R-5, R-6

## 2. Create New stand alone TOD Use District(s)

- Town Center / Downtown TOD
- Campus / Institution TOD
- TOD Hub (housing, retail, services, office, institution)
- Corridor (housing, local retail, local services)

## 3. Create TOD Overlay Incorporating Incentives

- Existing zoning limits near term applicability - integrate into LUMO rewrite.

### To Update

- Uses, use-mix
- Densities, heights
- Massing
- Setbacks
- Frontages
- Parking

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# LUMO rewrite options and next steps

For Discussion, Review and Future Decision Making

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# Possible Future LUMO Re-write: Approaches

Targeted

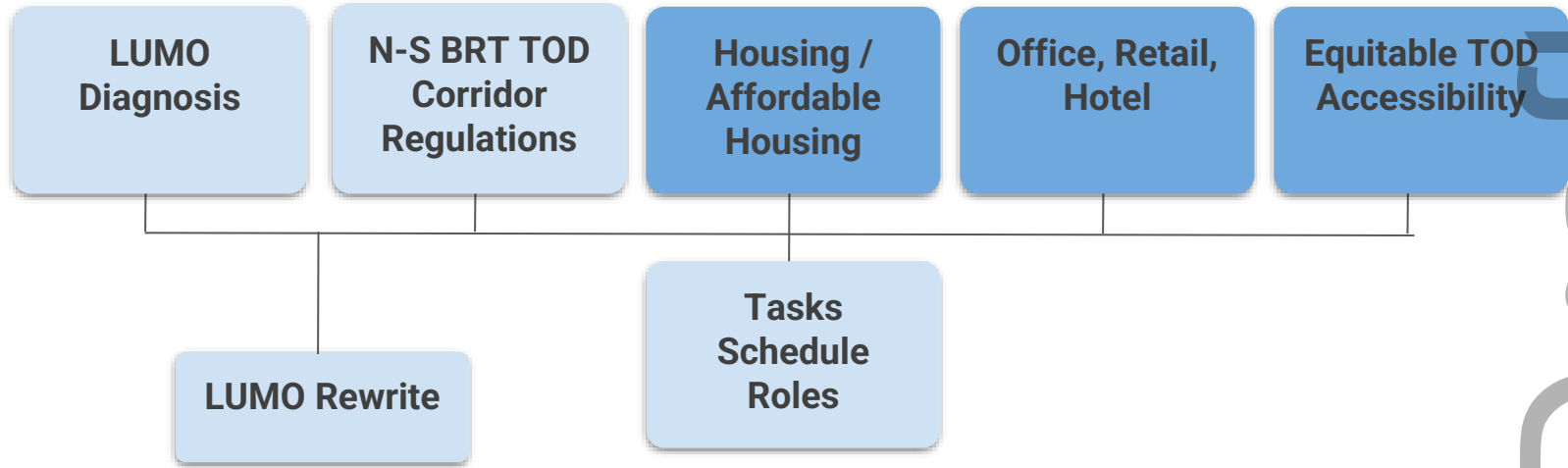
Sequential

Comprehensive

	Method	Pros	Cons	Examples
Targeted	Focus on priority content issues.	Focus and speed	Overall clarity / internal conflicts not unresolved	Works best where code is updated frequently
Sequential	Chapter by chapter, plus holistic view on overall organization.	Pre-established framework to work from, organized review and editing	Inefficiencies - updating shared content multiple times, lengthy process, limits flexibility	Oxford, Mississippi; Twin Falls, Idaho, and Hawaii County, Hawaii
Comprehensive	Complete overhaul: organization/structure, content, administration, review, and approval processes	Holistic review of land development standards, incentives, processes -, basis for unified development ordinance (UDO)	Lengthy process (two years), significant public engagement, support and training for staff, stakeholders, and elected officials	Raleigh, North Carolina Missoula, Montana.



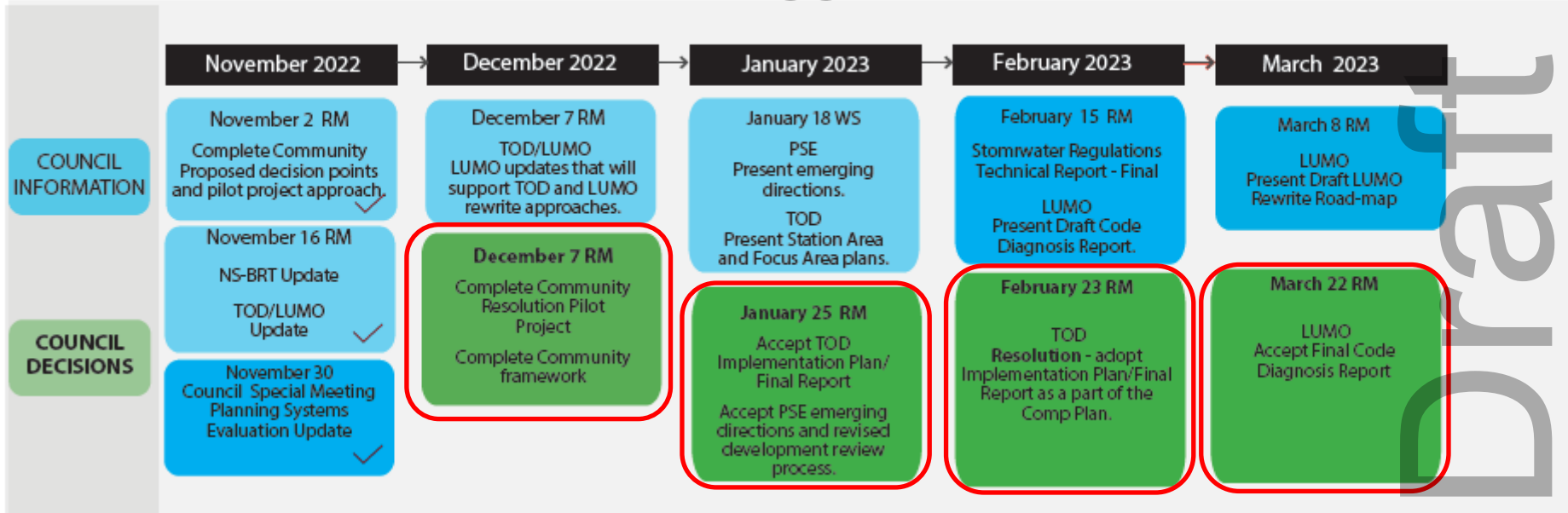
# Implementation Strategy: Future Council Briefings



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# Future Council Decision Points

## Council Engagement



# Resource Appendix

## Possible Existing Use District TOD Modifications

# LUMO TOD Options: Possible Existing Use-Districts to Apply

- Mixed-use districts (MU-OI-1, MU-R-1, and MU-V/MU-V-CZD)
  - Policy restricting expansion of MU-OI-1, MU-R-1 districts [3.5.1(a)] may need to be revisited
- Selected Residential (R-5 and R-6), Residential Conditional R-SS-CZD
- Town Center (TC-1, TC-2, TC-3)

TOD Station/Focus Area	Existing Zoning Supporting TOD (with modifications)
MLK North	MU-OI-1, MU-V/MU-V-CZD (C, A, and L), R-5, R-6
MLK South	R-5, R-6
Downtown	R-5, R-6, R-SS-CZD, TC-1/TC-1-CZD, TC-2/TC-2-CZD, TC-3/TC-3-CZD
South Columbia	R-5, MU-V-CZD (C, A, and L)
15-501	MU-R-1, MU-V-CZD (C, A, and L)
NC-54	R-5, MU-OI-1, MU-R-1

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# Potential TOD Modifications: MU-V/MU-V-CZD; collector and arterial

- Increase density:
  - By-right, residential density - collector and arterial contexts
  - Increase FAR
  - Density bonus incentives for affordable units, parking reductions, connection to transit stop
- Reduce parking
  - Lowering parking space requirements (from current 50% of the standard )
  - Add parking maximum
- Frontages: set minimum build- to and max setbacks
- Reconcile impervious surface ratios and LID treatments
- Increase tree canopy retention
- Integrate TOD streetscape, connectivity, safety design standards

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## Potential TOD Modifications: Mixed-use Residential (MU-R-1)

- Adjust mixed-use ratios and minimum requirements for non-residential uses
- Address heights:
  - Set min and max heights
  - Address primary and secondary structure heights
- Reduce parking area setback requirements (from 75 feet)
- Reduce parking
  - Lowering parking space requirements (from current 80% of the standard )
  - Add parking maximum

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## Potential TOD Modifications: Mixed-use Office/Institution (MU-OI-1)

- Review Perimeter setbacks (50 feet from street, interior)
- Adjust mixed-use ratios, increase minimum requirements for non-residential uses
- Address heights:
  - Set min and max heights
  - Address primary and secondary structure heights
- Reduce parking area setback requirements (from 75 feet)
- Reduce parking
  - Lowering parking space requirements (from current 80% of the standard )
  - Add parking maximum

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## Potential TOD Modifications: Town Center 1, 2, and 3

- Consolidation – Town Center (TC) with additional individual height subdistricts
- Increase FAR - above 2 minimum for TC-1 and TC-2
- Consider adding density minimums
- Consider density bonus incentives when affordable units exceed existing minimum set-aside (10%)
- Integrate TOD streetscape, connectivity, safety design standards

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## Potential TOD Modifications: Residential (R) 5, 6

- Consider density increase to 15-20 DU/AC when district located along corridor
- Increase FAR (above 1 minimum)
- Increase core height allowance
- Reduce minimum street setbacks
- Add maximum setback

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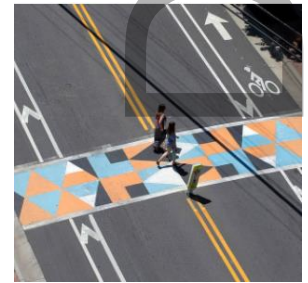
## DRAFT IMPLEMENTATION STRATEGIES

## TOWN COUNCIL DISCUSSION

December 7, 2022



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ORION  
PLANNING+DESIGN

neighboring  
concepts

SRF

SBFRIEDMAN