

## STAFF MEMORANDUM

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

#### Background:

- On [April 5, 2017<sup>1</sup>](#), 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<sup>2</sup>](#) and the [Blueprint<sup>3</sup>](#) 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<sup>4</sup>](#) and June 7, 2019.
- On [June 26, 2019<sup>5</sup>](#), the Council authorized staff to engage with the community on the draft Future Land Use Map.
- At a work session on [November 18, 2019<sup>6</sup>](#), 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<sup>7</sup>](#).
- On [December 13, 2019<sup>8</sup>](#), the Council Committee of Economic Sustainability

---

<sup>1</sup> [http://chapelhill.granicus.com/MetaViewer.php?view\\_id=7&clip\\_id=3077&meta\\_id=156700](http://chapelhill.granicus.com/MetaViewer.php?view_id=7&clip_id=3077&meta_id=156700)

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

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

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

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

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

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

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

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

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

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

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

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



reviewed a “test” Focus Area Map to determine if this revised approach made the Focus Area Maps less prescriptive while also meeting the Project goals of predictability, functionality, and intentionality.

- On [January 8, 2020](#)<sup>9</sup>, the Council formally endorsed the revised approach for the Focus Area Maps.
- On [March 4, 2020](#)<sup>10</sup>, the Council reviewed a complete set of revised Focus Area Maps.
- On [May 6, 2020](#)<sup>11</sup>, 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](#)<sup>12</sup>, 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](#)<sup>13</sup>, the Council Committee on Economic Sustainability reviewed additional changes to the April draft of the FLUM-Update to *Chapel Hill 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, which originally envisioned a revised version of the Land Use Plan in [Chapel Hill 2020](#) as the deliverable for Phase 1 of the 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:

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



## 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*. The new Future Land Use Map (2050) primarily differs from the Land Use Plan in the following ways:

1. Definitions for the Land Use Categories are included. The Land Use Categories indicate the future land use for each parcel and were not defined in *Chapel Hill 2020* or the 2000 Comprehensive Plan, “*Planning for Chapel Hill’s Future: The Comprehensive Plan.*” This lack of definition made the Land Use Plan difficult to interpret. Consequently, staff drafted definitions for the Land Use Categories to better describe the Town’s desired future and included representative images from around Town, except the image for the Mixed-Use Land Use Category.
2. Only the areas of Town outside of the Focus Areas are shown on the Future Land Use Map (2050). The Focus Areas are grayed out but labelled.

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*.

## Recent, Significant Changes to the proposed FLUM

1. At the Council meeting on September 9, 2020, Council considered and approved changes to the April draft of the FLUM. Subsequently, the Council Committee on Economic Sustainability (CCES) discussed three other changes, as outlined below. In addition, staff provided the Committee a memo that included additional, proposed changes, and that memo is included with the agenda materials. The Committee discussed the following changes and guided staff to make those changes indicated below:

| Proposed Change  | Incorporated into the Oct. 2020 draft of the FLUM  |
|--|--|
| Change the time horizon for the FLUM from 2049 to 2050   |   |
| North 15-501 Corridor Focus Area – In Sub Area C, designate the Multifamily Character Type Secondary |   |
| Downtown Focus Area - Decrease the core heights in Sub-Area B to 6 stories from 8 stories            | The Committee did not endorse this change, but guided staff to add text informing FLUM readers that additional direction on the vision for Downtown would be forthcoming in the next phase of Charting Our Future. |



2. Following Council/Committee direction in September and October, the April 2020 draft was revised, and this revised draft, dated October 2020, is included in your agenda materials. This draft also includes suggestions that were received during this latest round of engagement from Town Board/Commission members and other stakeholders. As discussed with Council on September 9, many of these stakeholder suggestions were wordsmithing without significant policy implications. Also included with your agenda materials is a pdf document which includes all changes made to the draft FLUM – Update to *Chapel Hill 2020* dated April 2020.
3. An Executive Summary has been added to the October draft of the FLUM-Update to *Chapel Hill 2020*. After adoption, to make the FLUM more interactive, the FLUM will be converted to an interactive PDF. This interactive PDF will link the sections of the Executive Summary to the relevant sections of the FLUM so that users may easily explore those portions of the FLUM that pique their interests. The Table of Contents will also contain direct links to each section to simplify use of the online document.

## **Additional Considerations for the FLUM – Update to *Chapel Hill 2020***

The FLUM includes Resiliency Maps for flooding and extreme heat. These maps are based on underlying data, such as tree canopy coverage and impervious surfaces, that will change over time. Consequently, the Resiliency Maps will change as the underlying data changes. Changing maps are an unusual element for a Comprehensive Plan update since Comprehensive Plans usually only contain static maps. The Resiliency Maps will be a valuable resource during development review and in the rewrite of the Land Use Management Ordinance (LUMO).

As noted in the FLUM-Update to *Chapel Hill 2020*, during the rewrite of the Town’s Land Use Management Ordinance, the Resiliency Assessment Maps will be the basis for developing standards and regulations tailored to making the Town more resilient, to the extent possible using zoning regulations, in the areas of extreme heat and flooding. As a result, zoning regulations may be tailored to specific areas of Town in order to begin addressing the resiliency issues depicted on the Resiliency Maps.

## **Next Steps – Adoption Process**

Following the public hearing this evening, the FLUM-Update to *Chapel Hill 2020* will be revised, as necessary. Council will consider adopting the FLUM on November 18, 2020.

