



CONSIDER AN APPLICATION FOR A DEVELOPMENT AGREEMENT - TOWN AND UNIVERSITY JOINT OPERATIONS CENTER

STAFF REPORT

TOWN OF CHAPEL HILL PLANNING AND DEVELOPMENT SERVICES
 Ben Hitchings, Director
 Judy Johnson, Operations Manager

<p>PROPERTY ADDRESS 1050 Estes Drive Extension, PINs 9789-24-7373 and 9789-03-3163</p>	<p>PUBLIC HEARING DATE May 9, 2018</p>	<p>APPLICANT Town of Chapel Hill, University of North Carolina-Chapel Hill, and Endowment</p>
<p>STAFF RECOMMENDATION That the Council open the Public Hearing, receive public comment, and continue the public hearing to June 27, 2018. Please see the Planning Commission’s recommendation.</p>		
<p>STAFF ANALYSIS The applicant is proposing development standards suited for the context of this application. See staff analysis for additional detail.</p>		
<p>PROCESS</p> <p>The Town Council authorized staff to proceed with a development agreement on September 27, 2017. The applicant has since performed outreach with residents in the surrounding community, and coordinated with the University of North Carolina.</p> <p>The rezoning application and draft development agreement have been presented to each of the development review advisory boards, and the Stormwater Management Utility Advisory Board, and the Parks, Greenways, and Recreation Commission. The comments from each of these boards are provided as an attachment.</p>	<p>DECISION POINTS</p> <ul style="list-style-type: none"> • Development Agreements allow for customized development standards. • This Development Agreement is between the University of North Carolina at Chapel Hill, the Board of Trustees of the Endowment Fund of The University of North Carolina at Chapel Hill, and the Town of Chapel Hill; and the Town of Chapel Hill as regulator. • Full build-out contains 200,000 square feet; up to 50% may be occupied by the Town. • Stormwater management for the entire site will be provided with the first phase of development. • A 100'+ landscape buffer will be provided adjacent to residential properties. 	
<p>PROJECT OVERVIEW</p> <p>The Council authorized the Town Manager and Attorney to negotiate with the University of North Carolina to draft a development agreement that, if approved, would govern and regulate development of this property. This project will contain the Town’s future Municipal Services Center and future University uses on an approximately 20-acre site, owned by the University and Foundation. The Town is pursuing a 99-year lease and the first phase of development is expected to be the 72,000-square foot Municipal Services Center. There is no current timeline for the other buildings.</p> <p>The property is zoned Office-Institutional-2 (OI-2) and an accompanying rezoning application has been submitted to rezone the property to University-1 (U-1) to accommodate a development agreement.</p>	<p>PROJECT LOCATION</p>	
<p>ATTACHMENTS</p>	<ol style="list-style-type: none"> 1. Staff Presentation 2. Development Agreement 3. Development Agreement Exhibits and Materials 4. Resolution A Approval 5. Resolution B Denial 6. Development Agreement Abbreviated Standards 7. Guiding Principles Comparison with Development Agreement 8. Project Summary Table 9. Board & Commission Comments 	



TECHNICAL REPORT

Connections to other Documents:

Town staff has reviewed this application for compliance with the themes from the [2020 Comprehensive Plan](#)¹, the standards of the [Land Use Management Ordinance](#)², and the [Town of Chapel Hill, NC : Design Manual and Standard Details](#)³ and offers the following evaluation:

Comprehensive Plan Themes: The following are themes from the 2020 Comprehensive Plan, adopted June 25, 2012:

Council Goals:

<input checked="" type="checkbox"/>		Create a Place for Everyone	<input checked="" type="checkbox"/>		Develop Good Places, New Spaces
<input checked="" type="checkbox"/>		Support Community Prosperity	<input checked="" type="checkbox"/>		Nurture Our Community
<input checked="" type="checkbox"/>		Facilitate Getting Around	<input checked="" type="checkbox"/>		Grow Town and Gown Collaboration

Staff believes the Development Agreement proposal complies with the above themes of the 2020 Comprehensive Plan.

Land Use Plan: The [2020 Land Use Plan](#)⁴, a component of the 2020 Comprehensive Plan, designates this site for University-other land use, which includes civic and university land uses.

Intensity:

Lot Size: A lot in the University-1 (U-1) zoning district must have a minimum gross land area of 2,000 square feet. The lot size is approximately 20.55 acres, or approximately 895,198 square feet.

The University-1 (U-1) zoning district does not regulate floor area, setbacks, building heights, or impervious surface. The Development Agreement provides permitted dimensional standards for future development of this site.

Permitted Land Uses: Land uses permitted within the University-1 (U-1) zoning district are similar to those permitted within the Office/Institutional-4 (OI-4) zoning district. Some of the land uses permitted within the Office/Institutional-4 (OI-4) zoning district are incompatible with this site program or the surrounding properties, and have been removed from the list of permitted land uses. One land use, *Research Activities, Light*, has been added to the list of permitted land uses. A list of proposed land uses is provided as an attachment to the Development Agreement.

DEVELOPMENT STANDARDS

¹ <http://www.townofchapelhill.org/home/showdocument?id=15001>

² https://www.municode.com/library/#!/nc/chapel_hill/codes/code_of_ordinances?nodeId=CO_APXALOUSMA

³ <http://www.townofchapelhill.org/town-hall/departments-services/public-works/engineering/design-manual-and-standard-details>

⁴ <http://www.townofchapelhill.org/home/showdocument?id=1215>

Accompanying this report as Attachment 5 is a draft list of development standards that will be incorporated into the Development Agreement.

DEVELOPMENT PROCESS

Phasing: A Development Agreement allows for the long-term implementation of the development program. The Town's Municipal Services Center, an approximately 72,000 sq. ft. building located in the center of the site, is the first phase of construction, as well as project infrastructure. This building will contain several Town services including police, fire, housing, parks, technology solutions, and the ombuds office.

The first phase of development will include necessary infrastructure for the Municipal Services Center including all parking necessary for the building; two vehicle access points to Estes Drive Extension; stormwater management facilities to treat the total impervious surface anticipated at buildout; pedestrian and bicycle connections, and transportation improvements including a bus stop. Subsequent phases of development will be reviewed and decided by staff provided that the proposed development conforms to the provisions of the development agreement, accompanying site plan, and additional exhibits.

Final Plan Architectural Review: The Community Design Commission shall have the opportunity to offer review and comment on the final architectural design of any proposed building. The final location and design of buildings is subject to the appropriate University review entities required for University-owned land, such as the UNC Development Review Committee, Chancellor's Building and Grounds, and the University Board of Trustees.

Community Engagement: Formation of a committee consisting of interested residents, Town, and University staff was discussed during the Development Agreement process to allow for future dialogue before and during construction efforts. The applicant of a Site Development Permit shall contact adjacent residents to structure such a committee upon submittal of a Site Development Permit application.

TRANSPORTATION AND CIRCULATION

Vehicular Access & Parking Areas: The project will be accessed by Estes Drive Extension at two points, necessary for emergency service access. Parking will be provided both in surface lots as well as in parking deck. The parking is located away from adjacent residential properties. The buildout of total parking capacity is not anticipated with the first phase of construction, but rather parking will be provided in the amount to serve each building as it's constructed.

A maximum of 615 parking spaces are proposed across the site, and 286 parking spaces are necessary to serve the Municipal Services Center. Shared parking between the University and the Town services would be encouraged.

Traffic Impact Study & Transportation Improvements: A Traffic Impact Study (TIS) was performed for this application and reviewed by the North Carolina Department of Transportation (NCDOT). The Town is committed to providing the recommended improvements to Estes Drive Extension that are directly required for left-turn access into the site from Estes Drive Extension. The Traffic Impact Study also recommends a second

left-turn lane on eastbound Estes Drive to northbound Martin Luther King Junior Boulevard, which will be provided.

Pedestrian Connectivity & Transit: A greenway will be constructed along the property's frontage on Estes Drive Extension and a connection into the site from the Elkin Hills neighborhood will be provided. These improvements are included in the Town's Mobility & Connectivity Plan. The greenway connection from Elkin Hills is anticipated to access via Hartig Street. A second greenway connection from Justice Street is not being pursued with the first phase because this connection requires crossing the Resource Conservation District. If development of a subsequent phase requires land disturbance near this area, a future connection may be explored.

Bicycle Access & Parking: Bicycle lanes are proposed for Estes Drive Extension, and the project will provide bicycle parking on-site in accordance with LUMO standards and University standards, as appropriate. Bicycle parking will be provided with each phase of development.

Transportation Management Plan: A transportation management plan shall be provided with each Site Development Permit.

ENVIRONMENTAL REPORT

This section includes information regarding stormwater management, streams, and environmental impact.

Resource Conservation District Encroachment: Two intermittent streams exist on the property and flow in a southerly direction. A 50-foot Resource Conservation District buffer is required for each of these streams, and the western stream will be have an internal drive aisle crossing.

Jordan Buffer: The project is required to meet Jordan Watershed Stormwater requirements for nitrogen and phosphorous removal as this project is located on State-owned property.

Stormwater Management: Stormwater management will be provided in bio-retention basins, and will exceed the minimum Town stormwater management requirements. Stormwater management will exceed the 25-year, 24-hour storm event. The project aims to provide maximum stormwater volume control using bio-retention basins located within the proposed development footprint. The first one inch of precipitation shall be treated to remove 85 percent of total suspended solids of all new impervious surfaces resulting from development anticipated at full build-out by the Town and the University.

Impervious Surface: The project effort will treat stormwater for all new impervious surface. The final amount of impervious surface will be determined in the Site Development Permit Application, in coordination with the proposed Development Agreement site plan. The University-1 (U-1) zoning district does not have a maximum permitted amount of impervious surface, although the project will not exceed 70 percent impervious surface, and the site design anticipates an impervious surface coverage well below this standard based upon the general site layout.

DESIGN REPORT

This section includes information on landscaping, trees, building elevations, and lighting.

Tree Canopy & Buffer: The project includes a minimum of 40 percent tree canopy, in accordance with Town standards for institutional land uses. A 100-foot buffer consisting of existing vegetation is proposed at the southern and eastern perimeters of the site, adjacent to the residential properties. This buffer may be enhanced with additional screening such as creation of a berm, or planting of evergreen trees and shrubs in the development area. The location of a berm or additional screening is anticipated to be closer to the Municipal Services Center to avoid land disturbance within the buffer area.

Tree Save Areas: A minimum of 100-feet of existing forested area will be maintained along the southern and eastern perimeters.

Parking Lot Landscaping: New parking areas shall be landscaped in accordance with Town standards and University standards.

Building Architecture: The buildings are proposed to be 3-4 stories tall, and buildings will use existing grades to the extent possible. Final building architectural design and materials selection shall be reviewed with a site development permit and all building architecture on University-owned land, whether Town or University-occupied, must be approved by the University's Development Review Committee and Board of Trustees. The Community Design Commission shall have the opportunity to offer review and comment on the final architectural design of any proposed building.

Lighting: Light fixtures must contain glare cut-off shields, and no greater than 0.3 foot-candles of illumination will be permitted to trespass the property line. A lighting plan will be reviewed with the site development permit. The project will be designed with glare control light fixtures, and the use of timed or photocell lights is being evaluated.

Energy: The Municipal Services Building is pursuing LEED Silver and will incorporate energy efficient design practices. An energy management plan shall be submitted with each Site Development Permit.

EMERGENCY SERVICES REPORT

This section of the report addresses public safety access.

Fire Access: The buildings are anticipated to be 3-4 stories tall, which will require aerial apparatus fire access. The central plaza area will be designed to accommodate emergency service vehicles and adequate fire access shall be provided.