



GREENE TRACT CONSIDERATIONS

STAFF REPORT

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

BUSINESS MEETING DATE

May 9, 2018

STAFF'S RECOMMENDATION

That the Council consider adopting Resolution A, to proceed with a reconfiguration of the Headwaters Nature Preserve and provide input into future considerations for the Greene Tract.

PROCESS

The Board of County Commissioners have requested input from the Town of Chapel Hill Council and the Town of Carrboro Board of Alderman. The three jurisdictions jointly own the 104-acre Greene Tract and the County owns the adjoining 60-acre Headwaters Nature Preserve site.

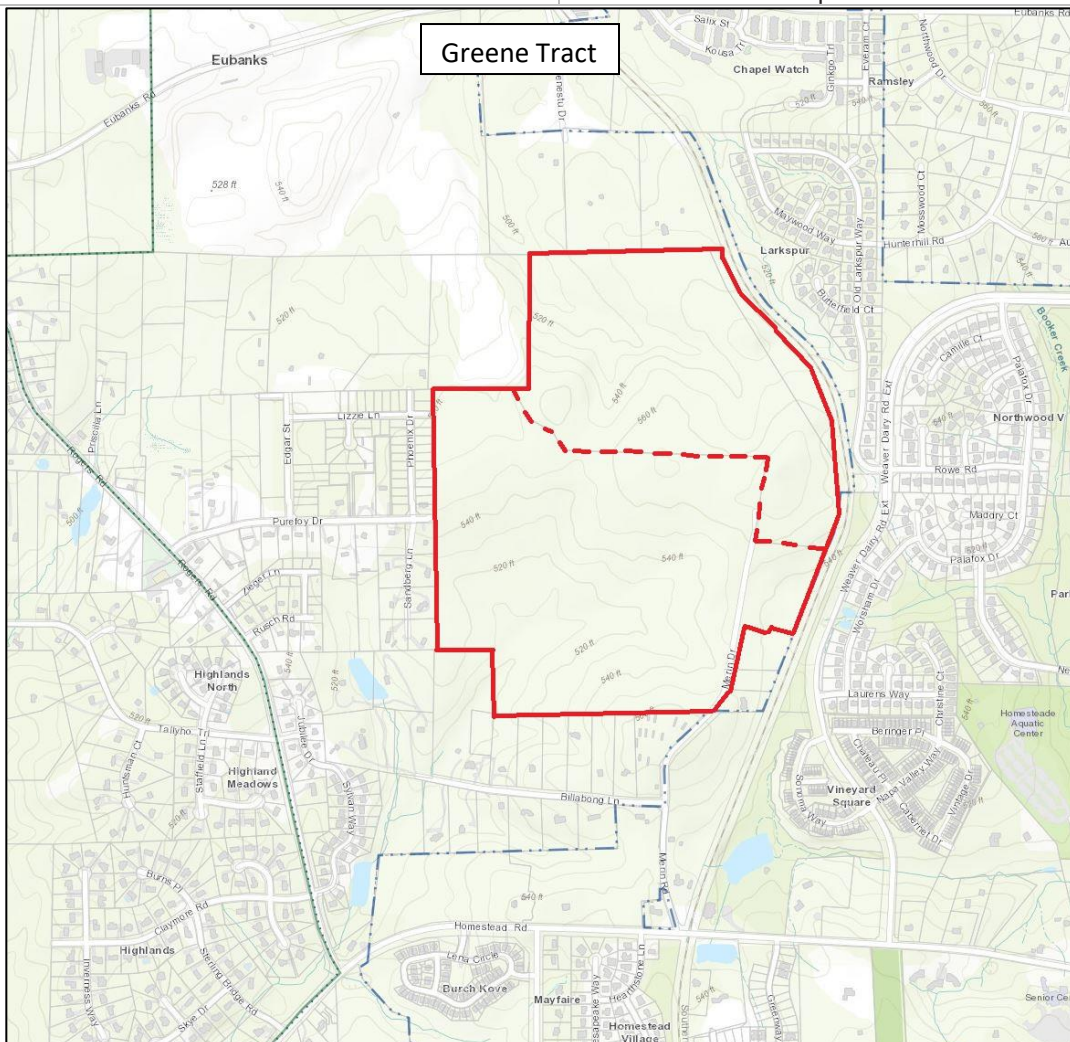
With agreement from all three governing boards, a revised resolution for the future of the Greene Tract could be developed. The 2002 resolution identified 18 acres for affordable housing and 86 acres as open space.

DECISION POINTS

- Town staff is recommending the Council consider:
- reconfiguration of the Headwaters Preserve Area;
 - preservation of environmentally sensitive areas within the jointly-owned Greene Tract; and
 - Protection of approximately 11 acres for a school site.

Staff is also recommending soliciting public input on the preferred mix of uses and amount of affordable housing on the remaining portion of the Greene Tract by:

- Developing goals for the amount of affordable housing.
- Discussing development needs and mixes of uses.
- Engaging with residents and interested stakeholders to solicit their input.



ATTACHMENT

1. Staff Presentation Greene Tract 4.29.18
2. 2002 Adopted Resolution on Greene Tract
3. Orange County Commissioners Meeting materials 02.20.2018

Greene Tract Background

- 1972 Landfill sited on Eubanks Road
- 1984 164-acre Greene Tract acquired for \$608,000 designated as a future landfill site.
- 1999 Interlocal agreement transferring 104 acres to joint ownership by the Towns of Chapel Hill Carrboro and Orange County. The remaining 60 acres retained as part of the Solid Waste Enterprise Fund.
- 2002 Adopted Resolution (attached) earmarking 85.9 acres for open space and 18.1 acres for affordable housing.
- 2015 The Jackson Center, under contract from the Towns of Chapel Hill and Carrboro and Orange County, worked with RENA (Rogers-Eubanks Neighborhood Association) to facilitate a community planning effort in the Rogers-Eubanks Neighborhood as the sewer design and implementation began. [The Rogers Road: Mapping our Community's Future](#)¹ was drafted.
- 2016 Orange County established Headwaters Nature Preserve site on the 60 acres. The County designated this site as open space and low-impact recreation and to reimburse the Solid Waste Enterprise Fund.
- 2017 Meetings with the Mayors and Commissioner Chair requesting staff to conduct an environmental assessment of the Greene Tract and the Headwaters Nature Preserve.

Next Steps

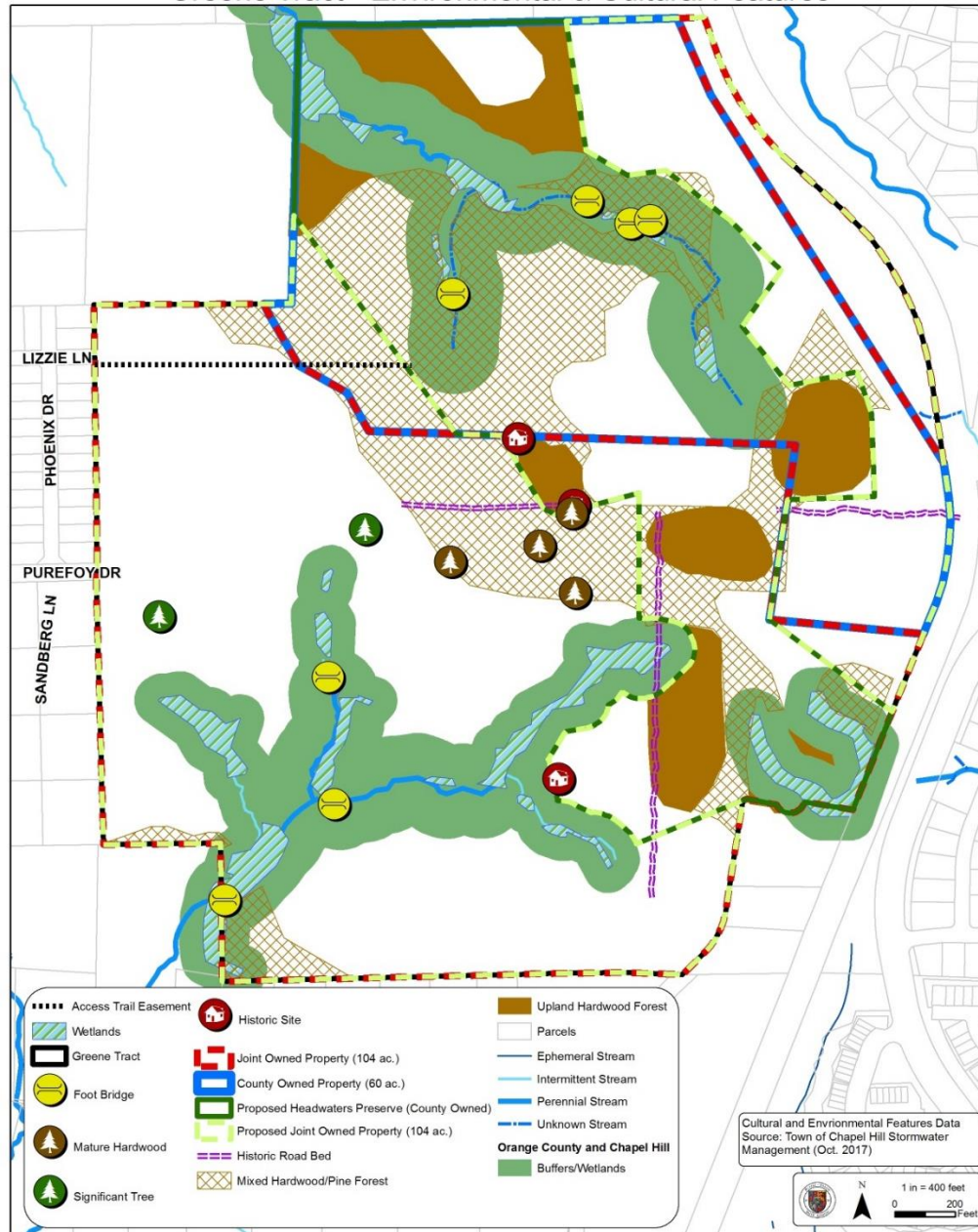
The Orange County Board of Commissioners have requested input from both Carrboro Board of Aldermen and the Chapel Hill Town Council on several items. These items are covered in the following sections of this report:

1. Headwaters Nature Preserve
2. Preservation within the jointly-owned Greene Tract
3. Greene Tract development considerations

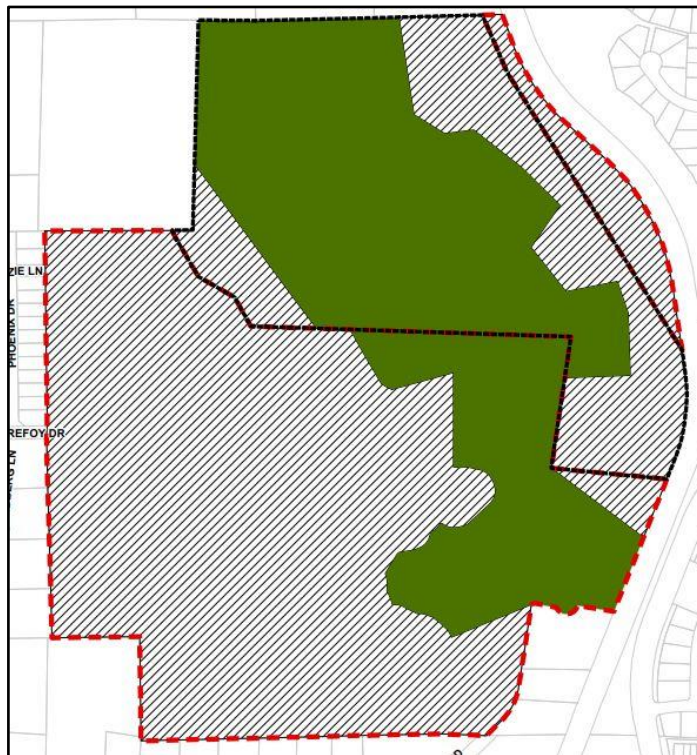
¹ <http://www.townofchapelhill.org/home/showdocument?id=34438>

Headwaters Nature Preserve Area


Environmental and planning staff from the three jurisdictions have conducted an environmental assessment of the 164 acres. The environmental assessment map below indicates the joint efforts of the staff from the three jurisdictions indicating the stream buffers, forest-types, and cultural amenities.



Further review of the environmental assessment has led to this request before the Council and the other two jurisdictions to consider a reconfiguration of the 60-acre Headwaters Nature Preserve. This reconfiguration would ensure the headwaters of the three streams: Bolin Creek, Booker Creek, and Old Field Creek, and the most environmentally sensitive areas would be preserved into perpetuity. Staff are recommending the property lines be adjusted as shown below. All three jurisdictions would need to agree to the property line adjustments before proceeding. The attached resolution directs the Manager to proceed with the adjustments as shown.



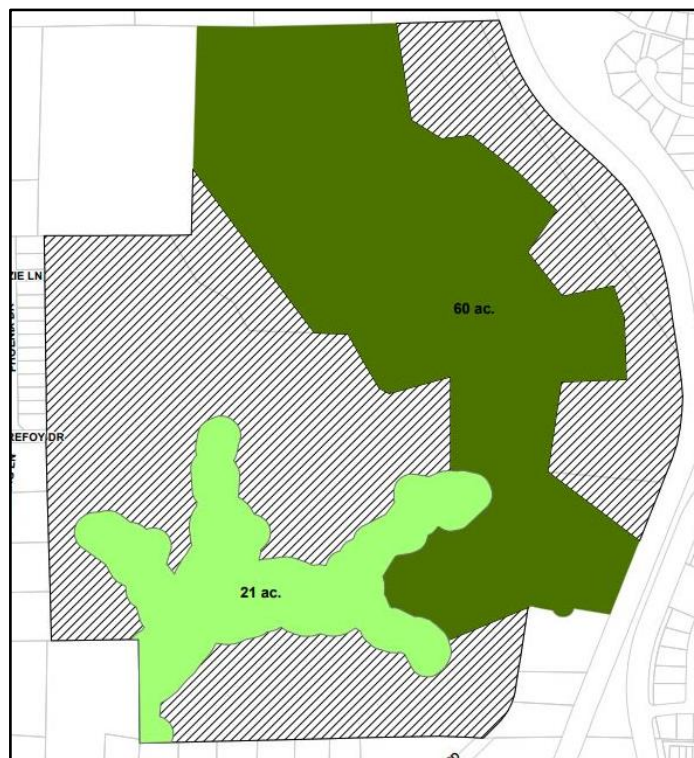
This map indicates the proposed boundary change to the Headwaters Nature Preserve.

-  Headwaters Preserve (County Owned)
-  Joint Owned Property (104 ac.)
-  Proposed Joint Owned Property (104 ac.)
-  Proposed Headwaters Preserve (County Owned)

The advantages of this reconfiguration would create a continuous hardwood forest corridor that protects the wildlife habitats as well as preserving the historic and cultural sites on the property. The disadvantages include limiting access to the eastern portion of the property and potentially creating separate development areas. We recommend language be used to allow limited disturbance of these areas to accommodate stream crossings by streets and pedestrian pathways.

Preservation within jointly-owned Greene Tract

In addition, staff is recommending the three jurisdictions consider a similar preservation of environmentally sensitive land on the 104 acre jointly owned property. Staff has identified approximately 21 acres associated with stream buffers and wetlands on the jointly-owned tract that would be restricted for any development. We believe preserving this land, along with the county-owned 60 acre tract, would help fulfill the interest of the community. Preserving these two areas would protect a total of approximately 50 percent of the entire property. The community has a stated goal in the Rogers Road: *Mapping our Community's Future* report of preservation of 80 percent of the land as open space. We recommend language be used to allow limited disturbance of these areas to accommodate stream crossings by streets and pedestrian pathways.



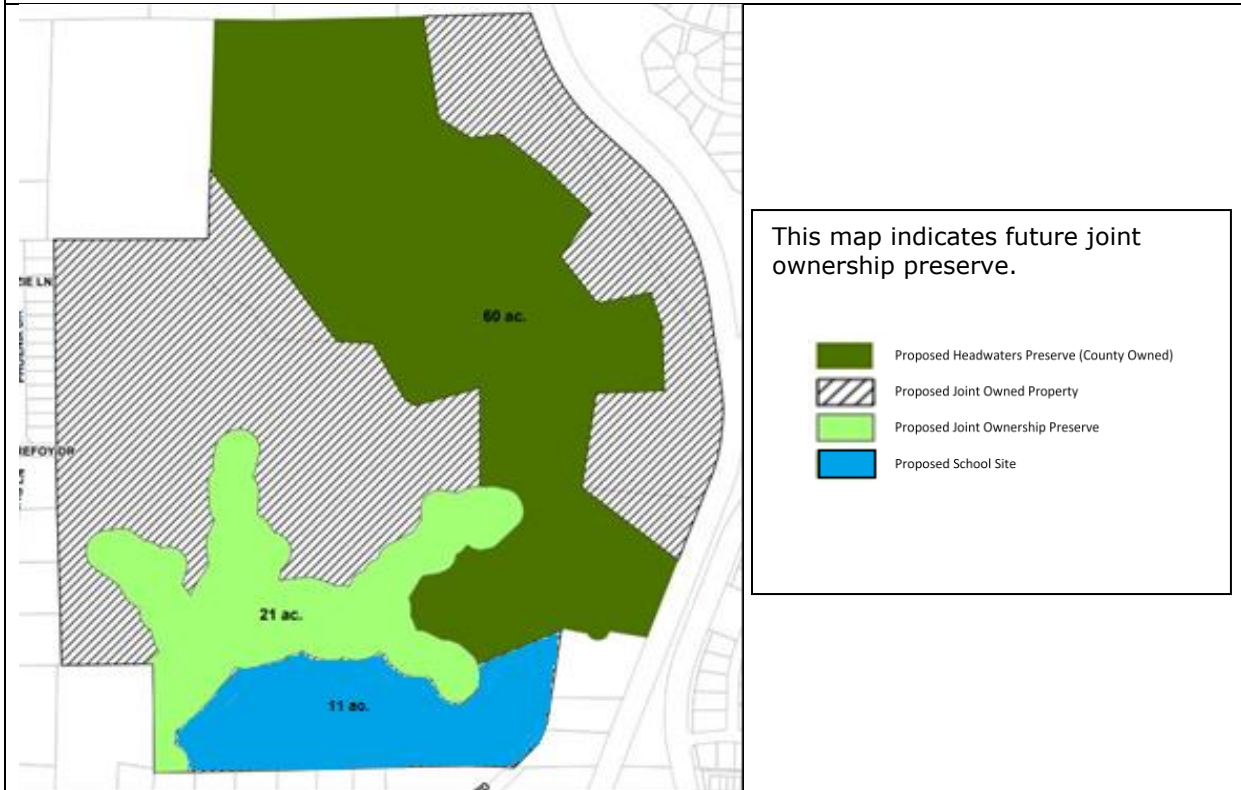
This map indicates future joint ownership preserve.

- Proposed Headwaters Preserve (County Owned)
- Proposed Joint Owned Property
- Proposed Joint Ownership Preserve

The advantages of this reconfiguration would create a continuous hardwood forest that protects the wildlife habitats as well as preserving historic and cultural sites on the property. The disadvantages include limiting access to the eastern portion of the property and potentially creating separate development areas.

Preservation of Future School Site

In addition, staff is recommending the three jurisdictions consider preserving approximately 11 acres as a future school site for the Chapel Hill-Carrboro City Schools. The school staff has reviewed the alternatives and has provided support for the proposed location.



The advantages of this reconfiguration would create a separate area for the school site with connections to the environmentally sensitive areas. The disadvantages include limiting access to the eastern portion of the property and potentially creating separate development areas.

Greene Tract Land Use Conceptual Plan

The community's strategies and goals include prioritizing the creation of a variety of housing types and quality affordable homes. Staff has been meeting regularly with the Mayors, Commission Chair, and Managers of the three jurisdictions to provide opportunities for guidance on the Greene Tract planning.

Rogers Road: *Mapping our Future*

In 2015, the Jackson Center, under contract from the Towns of Chapel Hill and Carrboro and Orange County, worked with RENA (Rogers-Eubanks Neighborhood Association) to facilitate a community planning effort in the Rogers-Eubanks Neighborhood as the sewer design and implementation began. This report led to four priorities for future development:

- Retain long-term residents;
- Connect us with each other and the larger community;
- Preserve diversity for the future; and
- Respect the natural environment.

Proposed Land Uses

Proposed Joint Owned Preserve: Includes areas of existing wetlands and streams located on the Greene Tract. Wetland and stream information is based on information collected from the towns and county. Additional analysis and delineation is necessary. These areas would not be developed, but remain as natural preserve areas in the future.

Elementary School Site: Acreage allocated for future elementary school sites. The proposed site is located in the southern portion of the site. Chapel Hill-Carrboro City Schools staff has preliminarily reviewed the proposed site and provides support for the proposed location.

Development Alternatives: The proposed development alternatives could include market rate and affordable housing options, and potential institutional uses.

Development Alternatives

Council is being requested to provide input on the type and intensity of development. Development choices could include a variety of housing types (ranging from townhouses to apartment buildings) and institutional-type uses (possibly workers space).

With potentially up to 60 acres of jointly-owned land as developable, staff is recommending sample density choices for the Council's consideration. For comparison, these developments offer examples of land use types and densities around Chapel Hill:

Development	Number of Units	Acreage	Units/Acre
Berkshire	266	4.2	63.3
Burch Kove	74	22.5	3.3
Cosgrove	149	20.8	7.2
Courtyards at Homestead	63	18.2	3.5
Glen Lennox	440	71.2	6.2
Townhouse Apartments	111	12.7	8.7
Lux Apartments	194	9.13	21.2
Phoenix Place	51	19.3	2.6
Shortbread Lofts	85	1.4	62.0

In addition to the types of residential land uses, input from the Council on goals for affordable housing units and income thresholds are desired. Potential institutional land uses on the Greene

Tract may be of interest to the three jurisdictions. As the property owner of the land, there may be potential to develop a start-up/entrepreneurial/maker space.

Following tonight's meeting, staff is recommending the Mayors and Commission Chair, along with the managers, reconvene and compile the input from the three jurisdictions. The compiled and summarized data would return to the three boards for further input.

A RESOLUTION APPROVING CONSIDERATIONS FOR THE PORTION OF THE GREENE TRACT IN JOINT OWNERSHIP (2018-05-23/R-7)

WHEREAS, Orange County and the Towns of Carrboro and Chapel Hill acquired the property known as the Greene Tract in 1984 as an asset of the joint solid waste management system; and

WHEREAS, title to 60 acres of this property was deeded exclusively to Orange County in 2000 under the provisions of the 1999 Interlocal Agreement for Solid Waste Management; and

WHEREAS, Orange County, Carrboro and Chapel Hill agreed to pursue a process jointly to update the 2002 Resolution which called for approximately 86 acres for open space and 18 acres for affordable housing; and

WHEREAS, Mayors from Carrboro and Chapel Hill and the County Commissioner Chair have been meeting to determine next steps for the Greene Tract;

WHEREAS, the three jurisdictions have funded the Rogers Road: *Mapping Our Community* Report and recognize the strategies of that report;

WHEREAS, the three jurisdictions recognize the great need for affordable housing in the Chapel Hill-Carrboro City Schools district;

NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of Chapel Hill that the Council:

1. **Supports protection of the best 60 acres for the Headwaters Nature Preserve** by accepting the accompanying environmental map as shown in Attachment 3 of the Memorandum to Council on May 23, 2018, as the proposed recombination plan for that portion of the Greene Tract deeded exclusively to Orange County known as the Headwaters Nature Preserve. This recombination would create a continuous hardwood forest corridor to protect the wildlife habitats, as well as preserving historic and cultural sites on the property, with vehicle or pedestrian crossings as required by practical necessity;
2. **Supports protection of additional sensitive green space** by agreeing that the approximately 21 acres of riparian buffer and other sensitive natural area on the jointly-owned Greene Tract as shown in the attached map be placed in a natural preserve with appropriate protection and with vehicle or pedestrian crossings as required by practical necessity;
3. **Support the protection of a school site** of approximately 11 acres in the area shown on the attached map;
4. **Solicit public input on the preferred mix of uses and amount of affordable housing on the remaining portion of the Greene Tract** by:
 - a. Developing goals for the amount of affordable housing.
 - b. Discussing development needs and mixes of uses.
 - c. Engaging with residents and interested stakeholders to solicit their input.

This the 23rd day of May, 2018.