



CONSIDER AN APPLICATION FOR ZONING ATLAS AMENDMENT - 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, PINs 9789-24-7373 and 9789-03-3163</p>	<p>DATE March 27, 2018</p>	<p>APPLICANT Town of Chapel Hill, University of North Carolina-Chapel Hill</p>
<p>STAFF RECOMMENDATION That the Environmental Stewardship Advisory Board, Community Design Commission, Transportation and Connectivity Advisory Board, Stormwater Management Utility Advisory Board, and Planning Commission review, provide comments, and make a recommendations on the draft development agreement standards. That the Planning Commission make a recommendation on the rezoning to the Town Council.</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 The Town Council has asked that the Advisory Boards and Commissions make a recommendation to the Council on the Town and University Joint Operations Center Development Agreement. The rezoning application requires Planning Commission review and Town Council action, and the Council asked for Boards & Commissions to provide their feedback prior to review by Town Council. Six community work shops have been held to develop the project. Draft development agreement standards are provided as an attachment. Council will receive a full draft development agreement following advisory board and commission review.</p>	<p>DECISION POINTS</p> <ul style="list-style-type: none"> • Development Agreements allow for customized development standards. • This Development Agreement is between the Town and UNC Chapel Hill. • 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 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. 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. The property is zoned Office-Institutional-2 (OI-2) and would be rezoned 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. Project Summary Form 2. Application Form and Materials 3. Draft Development Agreement Standards 4. Proposed Permitted Land Uses 5. Submitted Plans 	

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 type="checkbox"/>		Nurture Our Community
<input type="checkbox"/>		Facilitate Getting Around	<input 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 public use facilities and university land uses.

Intensity:

The University-1 (U-1) zoning district does not regulate floor area, setbacks, building heights, or impervious surface.

DEVELOPMENT STANDARDS

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

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 are proposed to be removed from the list including adult day care, bank, barber shop/beauty salon, club, residential, hotel, and other uses. A list of permitted land uses is provided as an attachment.

Phasing: The project will be entitled through a Development Agreement, which allows for 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

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

² https://www.municode.com/library/#!/nc/chapel_hill/codes/code_of_ordinances?nodeId=CO_APXALAU5MA

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>

Town services including police, fire, housing, parks, technology solutions, and the ombudsman office.

The first phase of development will include necessary infrastructure for the Municipal Services Center including all parking necessary for the building; a driveway with two access points to Estes Drive; stormwater management facilities to treat the total impervious surface anticipated at buildout; pedestrian and bicycle connections, and transportation improvements including a bus stop.

TRANSPORTATION AND CIRCULATION

Vehicular Access & Parking Areas: The project will be accessed by Estes Drive at two points, necessary for emergency service access. Parking will be provided both in surface lots as well as in a parking decks. 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. This parking tabulation includes parking spaces necessary for storage of police vehicles that will not be used by employees or visitors to 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 that are directly required for left-turn access into the site from Estes Drive. 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 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 being considered, although this connection requires crossing the Resource Conservation District.

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

Transportation Management Plan: A transportation management plan shall be provided.

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% 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. 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 a 100 foot 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, whether Town or University-occupied, would be approved by the University's Development Review Committee and Board of Trustees with a courtesy review by the Community Design Commission.

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 use of timed or photocell lights is being evaluated

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.