



TOWN OF CHAPEL HILL

Town Council

Meeting Agenda

Town Hall
405 Martin Luther King Jr.
Boulevard
Chapel Hill, NC 27514

Mayor Pam Hemminger
Mayor pro tem Jessica Anderson
Council Member Donna Bell
Council Member Allen Buansi
Council Member Hongbin Gu

Council Member Nancy Oates
Council Member Michael Parker
Council Member Karen Stegman
Council Member Rachel Schaevitz

Wednesday, June 5, 2019

6:30 PM

Library Room B

AGENDA ITEMS

1. Update: FY 2019-20 Budget. (no attachment)

[19-0523]

PRESENTER: Maurice Jones, Town Manager
Amy Oland, Business Management Director

The purpose of this item is to provide the opportunity for Council to receive information and provide feedback on considering final Council member thoughts, concerns or adds in the FY 2019-20 budget that were shared with the Town Manager prior to the budget adoption on June 12, 2019.

([<<https://www.townofchapelhill.org/town-hall/departments-services/business-management/budget/2019-20-recommended-budget>>](https://www.townofchapelhill.org/town-hall/departments-services/business-management/budget/2019-20-recommended-budget))

2. Review Draft Strategic Plan.

[19-0524]

PRESENTER: Rae Buckley, Organizational & Strategic Initiatives Director
Dr. Monica Allen, Director of Strategic Planning and Evaluation, Mecklenburg County, NC

The Council will engage in a facilitated conversation with Dr. Monica Allen about strategic planning with a focus on gaining consensus on goals and objectives.

3. Update: Blue Hill Massing Study.

[19-0525]

PRESENTER: Corey Liles, Principal Planner
Tony Sease, Civitech, Inc

The purpose of this item is for staff and the design consultant to provide Council new information and options to explore regarding additional modifications to the existing Form Based Code in the Blue Hill District.



TOWN OF CHAPEL HILL

Town Hall
405 Martin Luther King Jr.
Boulevard
Chapel Hill, NC 27514

Item Overview

Item #: 2., **File #:** [19-0524], **Version:** 1

Meeting Date: 6/5/2019

Review Draft Strategic Plan.

Staff:

Rae Buckley, Organizational and Strategic
Initiatives Director
David Finley, Strategic Plan Manager

Department:

Town Manager's Office
Business Management and Town Manager's Office

Overview: The Town Council will engage in a facilitated discussion about a draft Strategic Plan with a focus on building consensus around the goals and objectives. If the Council finds consensus, staff will bring the draft Strategic Plan forward for adoption in a formal business meeting. Dr. Monica Allen will facilitate the discussion.



Recommendation(s):

That the Council work with Dr. Allen to review and revise the draft strategic plan objectives.

Key Issues:

- Council members were offered a survey and discussion opportunity with Dr. Allen prior to the meeting. Feedback from the survey and discussion will be incorporated into the material the Council reviews during the meeting.
- The Council has clearly stated their interest in developing Key Performance Indicators (KPIs) and quantifiable measures for the goal area. After the Council establishes consensus on the strategic plan objectives, staff will continue to work with Council to build out measurements and targets for each goal area following the model of Affordable Housing and Connected Community.
- Draft Key Performance Indicators (KPIs) and community indicators can be found in Draft Progress on the [Strategic Planning and Performance Management <https://www.townofchapelhill.org/town-hall/departments-services/draft-council-goals-reports>](https://www.townofchapelhill.org/town-hall/departments-services/draft-council-goals-reports) website.

Fiscal Impact/Resources: The Strategic Plan informs the development of the Town's budget and capital project plans.



Attachments:

- Draft Strategic Plan 6-5-2019
- Draft Consultant Presentation (This version does not have edits reflecting survey and interview results. A revised version will be sent to the Council next week after the interviews are complete)

The Agenda will reflect the text below and/or the motion text will be used during the meeting.

PRESENTER: Rae Buckley, Organizational & Strategic Initiatives Director
Dr. Monica Allen, Director of Strategic Planning and Evaluation, Mecklenburg County, NC

The Council will engage in a facilitated conversation with Dr. Monica Allen about strategic planning with a focus on gaining consensus on goals and objectives.

Draft Strategic Plan

June 5, 2019

The June 5, 2019 draft strategic plan includes **goal areas** and **strategic initiatives** that have been previously reviewed by the Council. Draft **objectives** are offered in this version to meet the Council interest in adding more specificity to the goals. Because adding quantifiable measures to the goal areas will involve data review and policy consideration, staff will continue to work with the Council to build out measurements and targets for each goal area one at a time.



TOWN OF CHAPEL HILL STRATEGIC PLAN



Connected Community

OBJECTIVES

1. Improve resident satisfaction with management of traffic flow

2. Increase connectivity between walking, bicycling, and multi-modal networks

INITIATIVES

1. Conduct Town-Wide Traffic Analysis

2. Influence Regional Transportation Planning

1. Establish Transit Financial Sustainability

2. Manage Downtown Parking

3. Plan Multi-modal Infrastructure

4. Construct Estes Drive Bike/Pedestrian Infrastructure

5. Construct Elliott Road Extension

6. Design and Fund North-South Bus Rapid Transit



TOWN OF CHAPEL HILL STRATEGIC PLAN



Economic & Financial Sustainability

OBJECTIVES

1. Attract and retain companies that create jobs in Chapel Hill

2. Make Downtown Chapel Hill a destination

3. Increase downtown parking capacity

4. Create a sustainable budget strategy

INITIATIVES

1. Strengthen UNC Town Gown Economic Development Partnerships

2. Conduct Recruitment and Marketing for Chapel Hill

3. Pursue Community Technology Solutions

1. Support Downtown Market Drivers

2. Invest in Downtown Infrastructure

3. Clean and Beautify Downtown

1. Conduct Downtown Parking Analysis and Policy Development

2. Construct Wallace Deck Expansion

1. Develop Five-year Budget Strategy Project

2. Implement Facility Maintenance Plan

3. Implement Capital Improvement Plan



TOWN OF CHAPEL HILL STRATEGIC PLAN



Safe Community

OBJECTIVES

1. Invest in public facilities and infrastructure

2. Keep Chapel Hill safe

INITIATIVES

1. Design and Construct Municipal Services Center

2. Develop Fire Department Facilities Plan

1. Grow Emergency Management Program

2. Pursue Data-driven Safety Initiatives

3. Create Road to Zero Plan (Pedestrian Safety)

4. Improve Permitting and Inspections Process



TOWN OF CHAPEL HILL STRATEGIC PLAN



Affordable Housing

OBJECTIVES

1. Increase availability of affordable housing for all incomes

2. Preserve existing affordable housing stock

3. Strengthen collaboration

INITIATIVES

1. Manage Bond and other local affordable housing funding resources

2. Develop affordable housing on Town-owned properties

3. Reduce regulatory barriers and create incentives for affordable housing

1. Implement Public Housing Master Plan

2. Consider options for Public Housing Redevelopment

3. Implement Manufactured Home Strategy

4. Implement Affordable Housing Preservation Strategy

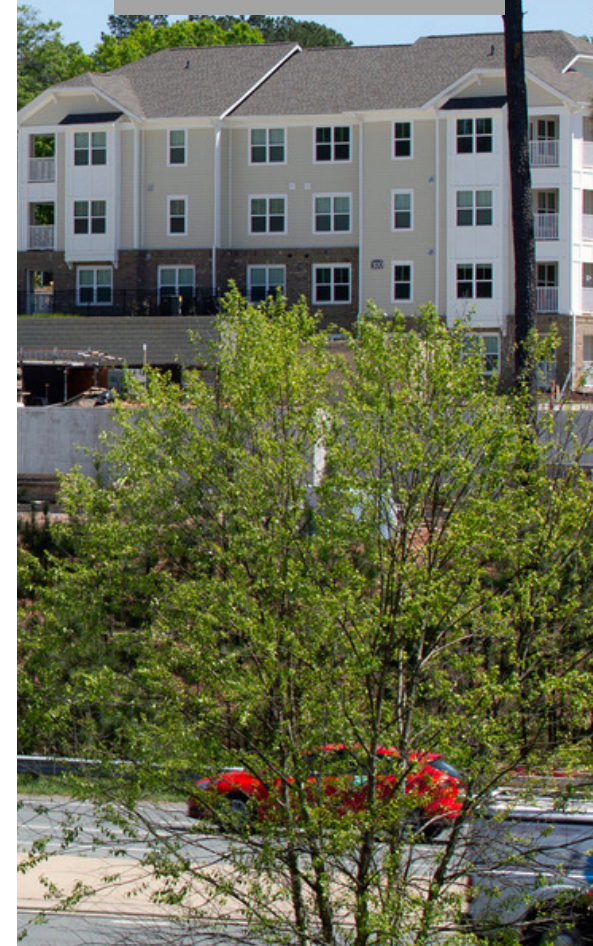
1. Continue Performance Measurement and Reporting System

2. Support Northside Neighborhood Initiative

3. Convene Local Government Affordable Housing Collaborative



TOWN OF CHAPEL HILL STRATEGIC PLAN



Vibrant & Inclusive Community

OBJECTIVES

1. Inspire creativity and celebrate community

2. Improve connections and partnerships with historically disengaged and marginalized populations

3. Preserve what we love and add what we need

INITIATIVES

1. Improve Festivals and Events

2. Build Community History and Enrichment

3. Build Public Art and Arts Programming

1. Advance Youth Initiatives

2. Conduct People's Academy

3. Implement Building Integrated Communities Action Plan

4. Implement Community Connections Strategy

5. Increase Recreation Programming Access

1. Strengthen Urban Design Focus

2. Advance Charting our Future

3. Implement Rogers Road Community First Plan

4. Conduct Blue Hill Code Refinements

5. Conduct Eastowne Master Planning



TOWN OF CHAPEL HILL STRATEGIC PLAN



Environmental Stewardship



TOWN OF CHAPEL HILL STRATEGIC PLAN

OBJECTIVES

1. Reduce carbon footprint

2. Improve local waterways and conserve biological ecosystems

3. Invest in green infrastructure and build community resiliency

INITIATIVES

1. Create Climate Action Plan

2. Conduct Carbon Reduction Outreach

3. Strengthen Tree Protection

1. Build Elliott Road Flood Storage

2. Conduct Eastwood Lake Subwatershed Study

3. Create a Stormwater Capital Improvement funding plan

1. Continue electric vehicle infrastructure investment

2. Begin Coal Ash Remediation

3. Increase Solar Infrastructure

4. Increase electric fleet investment

5. Increase community and operational resilience

6. Conduct Energy Efficiency upgrades in Town facilities

7. Update Council's Energy policy

8. Evaluate new regulations for green infrastructure



Collaborative and Innovative Organization

OBJECTIVES

1. Increase collaboration, innovation and learning

2. Attract and retain diverse and talented employees

3. Increase transparency and information sharing

INITIATIVES

1. Conduct Facilitation Training to improve outreach and internal efficiency

2. Conduct Capital Project Management Training to increase project management capacity

3. Utilize LEAN methodology and other process improvement tools to identify options for increasing effectiveness and efficiency

1. Conduct Compensation Study to improve recruitment and retention

2. Implement Town-wide Equity and Inclusion Program to create a diverse and welcoming workforce

3. Increase innovation and learning opportunities to build a nimble and adaptable workforce

1. Increase employee satisfaction with internal communication

2. Build Performance Management program to increase data-driven management and decision making

3. Increase the level of cyber security inside the Town's information systems

The Collaborative and Innovative Organization Goal Area includes initiatives authorized by the Town Manager to create a nimble and adaptable workforce. The Goal Area is presented to provide transparency to the Council about internal employee development initiatives.



TOWN OF CHAPEL HILL STRATEGIC PLAN



DRAFT



Town of Chapel Hill Strategic Planning Council Work Session

LED BY: INSIGHT PERFORMANCE MANAGEMENT GROUP, LLC
JUNE 5, 2019

DRAFT

Topic	Time
Expectations for our work session	2 mins
Consultant Background	2 mins
Recap: Winter 2018/2019 Town Council engagement	2 mins
Recap: April 3 Council work session	2 mins
Findings: Spring 2019 Town Council engagement	5 mins
Level Setting: Strategic Planning for Local Government vs. Others	7 mins
Review of goal areas and objectives (1. org. proposed and 2. modified w/Town Council feedback)	60 mins
Other Considerations by Town Council	5 mins
Next Steps	5 mins

Overview

Expectations for our work session

- Specifically focus on finalizing the Strategic Goal Areas and Objectives
 - Review each goal area and associated objective statements (includes previously provided edits)
 - Get consensus and agreement on the statements using the “thumbs up” model (thumbs up, thumbs down, thumbs sideways i.e., not sure and still have questions and/or edits)
 - Town staff will assist in modifying statements accordingly
- After today’s session, Town Council staff to provide specific measures of success for each objective
- Consultant will provide a report for Town Council that includes a summary of all Council engagement work to-date

DRAFT

Consultant Background

Company: Insight Performance Management Group, LLC

- Been in business since 2004, but formally here in Charlotte, NC since 20xx
- client focus primarily small businesses, local governments and non-profits
- services offered:
 - Strategic planning and strategy execution
 - Performance management and measurement
 - Program evaluation
 - Budget development

Mecklenburg County: County Manager's Office – Director of Strategic Planning & Evaluation

- Lead corporate and departmental strategic business planning efforts, manage the performance management and measurement work for the County, and lead service (program) evaluations to assess efficiency and effectiveness of government programs and services

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Recap: Winter 2018/2019 Town Council Engagement

Consultant work:

- Step 1: Sent survey to each councilmember requesting participation in survey to provide feedback on existing goal statements
- Step 2: Followed-up with each councilmember via phone to discuss further the individual submissions
- Step 3: Drafted report for Town staff to review. The report included several findings and recommendations

Council recommendations included, but were not limited to:

- Having goals and objectives that are more specific and measurable
- Allowing time for the Council to weigh in on the top-line strategic goals and objectives
- Requesting staff tracking information on a regular basis (ex: Affordable Housing dashboard)
- Newer councilmembers want to have greater voice in the goal setting process as the goals provided were determined prior to their election to the Council

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Recap: April 3 Council Work Session

Received demographic and economic data and information from the UNC

Rebecca Tippet Presentation Highlights:

- Chapel Hill is a growing community yet slightly slower than other areas of the State of NC
- Projected 364 more people here each year (potential demand for 149 new housing units/year)
- Majority of population is within the 20-24 age group (as of 2010)
- Increasing diversity across the Hispanic, Asian and other groups
- Increasing immigrant population from Latina America and Asia
- Slight decline in home ownership in Chapel Hill
- Town workers more likely to walk, use transit, and work at home (largest commute in from Durham)
- 26% of individuals are in or near poverty

Questions about the data

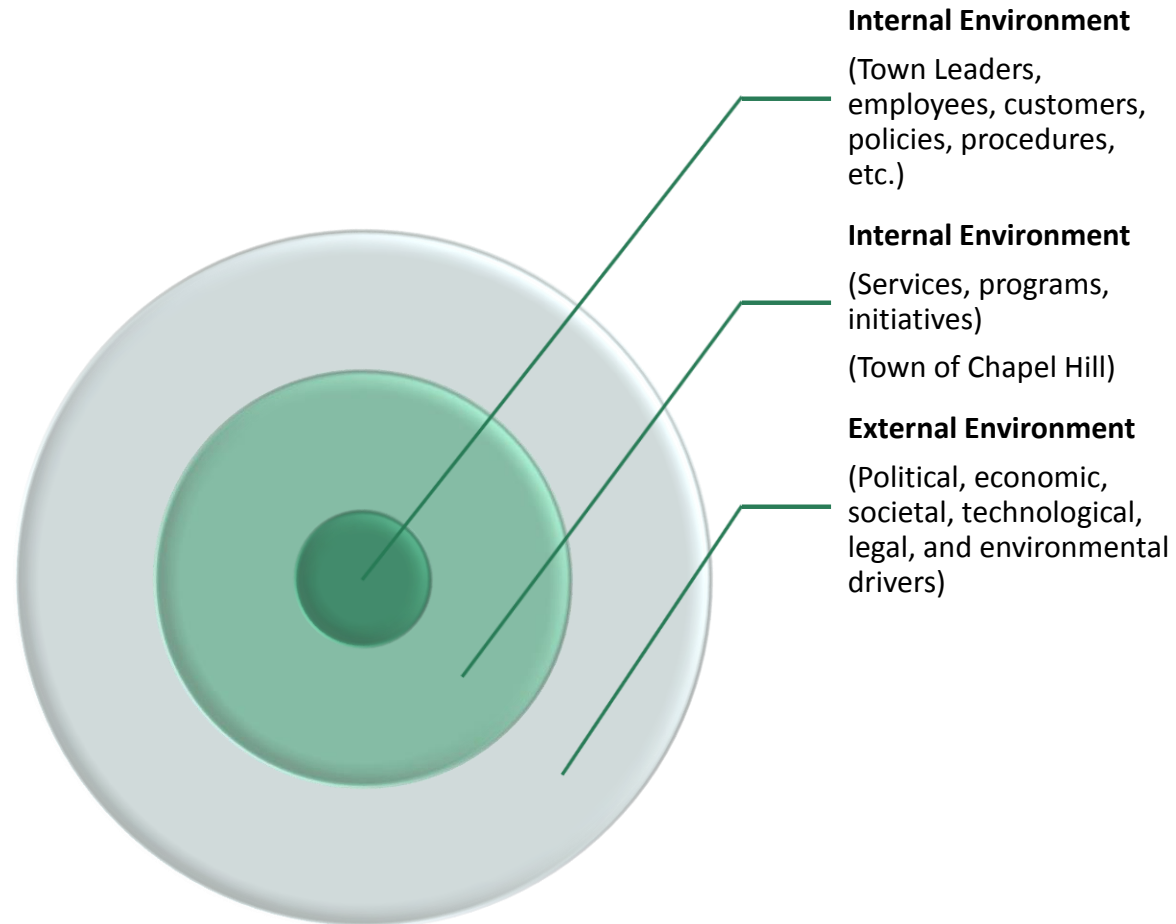
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Findings: Spring 2019 Council Engagement (surveys, interviews)

Will add more information here once the survey results come in and are paired with the information received from the interviews

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Strategic Planning for Local Governments



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Need for Strategic Planning?

Public Sector Compared to Private Sector

Public Sector	Private Sector
Multiple constraints to developing and executing strategy	Limited constraints to executing strategy. Can have greater control on executing strategy
Need to be more nimble than less compared to private sector given “stakeholder” responsibility	Need to also be nimble but usually to a lesser degree such as with “shareholders”
Apply both art and science philosophy	Apply more science than art to impact bottom line
More difficult to get “rid of” areas of interest because of shift in demands	Easier to dissolve a function or unit when shifts occur
Broad accountability is required yet based on voter, resident, customer and visitor preferences	Niched accountability is required and usually based on consumer preferences
Tends to be more reactive (not always) than proactive to voter, resident, customer and visitor preferences	Tends to be more proactive to consumer changes and demands

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Strategic Planning for Local Governments



Headline: Local governments more recently caught on to the notion of strategic planning.

- Traditional government structure has primarily focused on budget
- In the 1990's there was the introduction of performance management
- In early 2000's, strategic planning begin to come online although still limited in practice for many local governments
- Modern day practices now incorporate all four components in ensuring efficiency and effectiveness in government

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Strategic Planning for Local Governments

Recommended for the
Town of Chapel Hill to
develop a strategic plan



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Goal 1: Connected Community

Goal 2: Economic Financial Sustainability

Goal 3: Safe Community

Goal 4: Affordable Housing

Goal 5: Vibrant & Inclusive Community

Goal 6: Environmental Stewardship

Goal 7: Collaborative & Innovative Organization

Seven Goal Areas

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Goal 1: Connected Community (Org. Proposed)

Description: To create a highly connected community where bicycling, walking, and transit are convenient, everyday choices for our neighborhoods, businesses, and public spaces.

Objective 1: Improve resident satisfaction with management of traffic flow

Objective 2: Increase connectivity between walking, bicycling, and multi-modal networks

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Goal 1: Connected Community (Modified w/Council Feedback)

...information to be added later

DRAFT

Goal 2: Economic & Financial Sustainability (Org. Proposed)

Description: To steward public assets and support a vibrant economy where there is opportunity for jobs and entrepreneurship that positions Chapel Hill for the future.

Objective 1: Attract and retain companies that create jobs in Chapel Hill

Objective 2: Make Downtown Chapel Hill a destination

Objective 3: Increase Downtown parking capacity

Objective 4: Create a sustainable budget strategy

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Goal 2: Economic & Financial Sustainability (Modified w/Council Feedback)

...information to be added later

DRAFT

Goal 3: Safe Community (Org. Proposed)

Description: To preserve and protect life and property through the fair and effective delivery of Town services.

Objective 1: Invest in public facilities and infrastructure

Objective 2: Keep Chapel Hill Safe

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Goal 3: Safe Community (Modified w/Council Feedback)

...information to be added later

DRAFT

Goal 4: Affordable Housing (Org. Proposed)

Description: To increase access to housing for individuals across a range of incomes, and to constantly strive for more equitable outcomes and opportunities for historically underserved populations.

Objective 1: Increase availability of housing for all incomes

Objective 2: Preserve existing affordable housing stock

Objective 3: Strengthen transparency and collaboration

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Goal 4: Affordable Housing (Modified w/Council Feedback)

...information to be added later

DRAFT

Goal 5: Vibrant & Inclusive Community (Org. Proposed)

Description: To enrich the lives of those who live, work, and visit Chapel Hill by building community and creating a place for everyone.

Objective 1: Inspire creativity and celebrate community

Objective 2: Improve connections and partnerships with historically disengaged and marginalized populations

Objective 3: Preserve what we love and add what we need

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Goal 5: Vibrant & Inclusive Community (Modified w/Council Feedback)

...information to be added later

DRAFT

Goal 6: Environmental Stewardship (Org. Proposed)

Description: To strategically manage the Town's infrastructure and natural environment by promoting resiliency and sustainability.

Objective 1: Reduce carbon footprint

Objective 2: Heal local waterways and conserve biological ecosystems

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Goal 6: Environmental Stewardship (Modified w/Council Feedback)

...information to be added later

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Goal 7: Collaborative & Innovative Organization (Org. Proposed)

Description: To create an organization that works collaboratively from a mutual learning mindset, leads innovation, and produces effective outcomes for the betterment of the organization and community.

Objective 1: Increase collaboration, innovation, and learning

Objective 2: Attract and retain diverse and talented employees

Objective 3: Increase transparency and information sharing

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Goal 7: Collaborative & Innovative Organization (Modified w/Council Feedback)

...information to be added later

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Other Considerations by Council

Next Steps

- Staff and consultant refine the objectives and measures of success
- Staff share with the Town of Chapel Hill and then draft formal strategic plan for the Town
- Staff begin tracking information formally during FY2020 through FY2022 and will align to the five year budget strategy
- The Town Council receives a formal report from consultant.

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Town of Chapel Hill Strategic Planning Council Work Session

BY: INSIGHT PERFORMANCE MANAGEMENT GROUP, LLC
JUNE 5, 2019

DRAFT



TOWN OF CHAPEL HILL

Town Hall
405 Martin Luther King Jr.
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Chapel Hill, NC 27514

Item Overview

Item #: 3., File #: [19-0525], Version: 1

Meeting Date: 6/5/2019

Update: Blue Hill Massing Study.

Staff:

Ben Hitchings, Planning Director
Corey Liles, Principal Planner
Adam Nicholson, Senior Planner

Department:

Planning Department

Overview: In response to a Council request, staff and design consultant Tony Sease have conducted a more detailed review of the Blue Hill building massing standards as a follow-up to the text amendment adopted by Council in June of 2018. In this work session, Mr. Sease will present seven potential options for further addressing the massing issue, and focus on four recommended options for Council consideration.



Recommendation(s):

That the Council receive the presentation and provide feedback on the options presented.

Decision Points:

- Do these standards meet the Council's interests for approved building massing?
- Is more information or study needed before initiating a text amendment process?

Fiscal Impact/Resources: Project involves limited staff time and a contract of up to \$21,090 for work by design consultant.

Where is this item in its process?



Council Goals:

<input 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 type="checkbox"/>		Grow Town and Gown Collaboration



Attachments:

- Draft Staff and Consultant Presentation
- Consultant's Report - Initial Massing Standards Assessment

Item #: 3., File #: [19-0525], Version: 1

Meeting Date: 6/5/2019

The Agenda will reflect the text below and/or the motion text will be used during the meeting.

PRESENTER: Corey Liles, Principal Planner
Tony Sease, Civitech, Inc

The purpose of this item is for staff and the design consultant to provide Council new information and options to explore regarding additional modifications to the existing Form Based Code in the Blue Hill District.



March 2018-Council Petition⁴⁴

Submitted by Council Members in March 2018

Interests

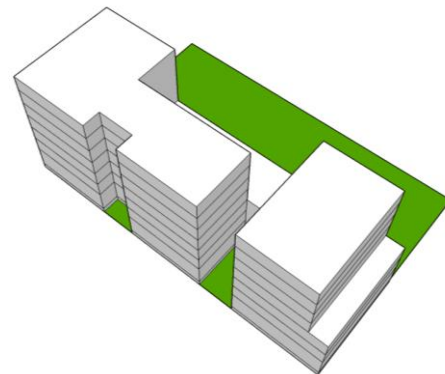
1. Encourage non-residential development
2. Achieve affordable housing goal
3. Address building size and massing concerns

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Action Taken for Interest 3⁴⁵

- Council adopted text amendments in June 2018
 - Recreation space must be outdoors, at-grade, connected to public realm
- Council direction to consider additional changes
- Key interest: 1) Soften *visual* impacts 2) Increase *pedestrian* permeability and 3) Avoid *unintentional consequences*



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Framing Potential Options

To Address Building Size and Massing

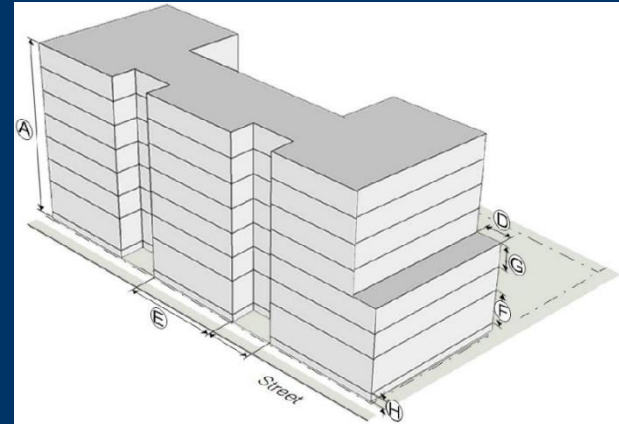
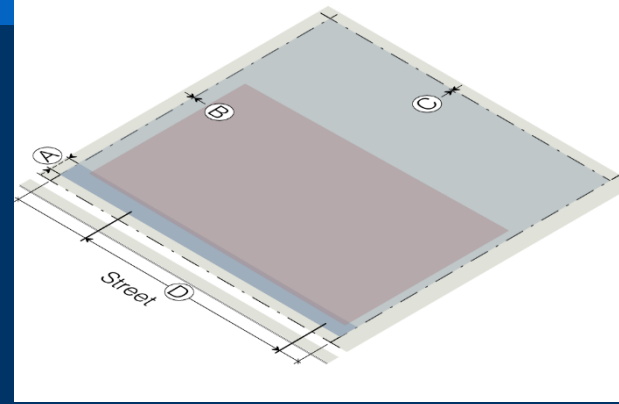
- 1) Increase pedestrian connections.
- 2) Increase view corridors, reduce obstructions of corridors by architecture.
- 3) Reduce architectural impact through upper floor reduction.

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Current Massing Standards in Blue Hill

LUMO Standards

- Block Standards
- Outdoor amenity space (6%)
- Building height (3, 5 or 7 stories)
- Recreation space (residential)
- Building step back -
(10' above 2nd or 3rd floor) or
module variation (6' offset/80')
- Upper story mass variation
(70% of floor plate of 3rd floor,
on average; 80% maximum)



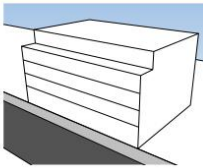
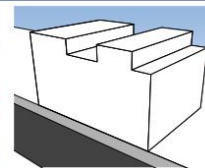
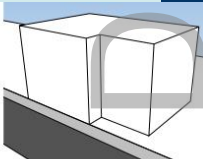
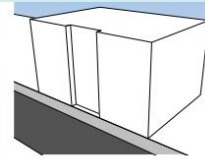
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Current Massing Standards in Blue Hill

LUMO Standards

Design Guidelines

- Variation in building massing
- Building articulation, including color and material changes, height variation, and step backs in the façade line.



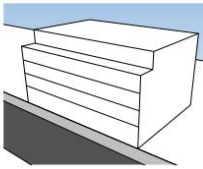
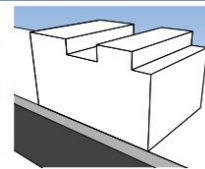
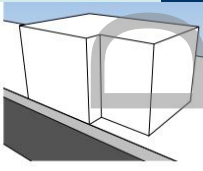
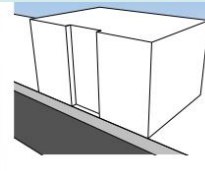
Current Massing Standards in Blue Hill

LUMO Standards

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- Building height (3, 5 or 7 stories)
- Recreation space (residential)
- Building step back -
(10' above 2nd or 3rd floor) or
module variation (6' offset/80')
- Upper story mass variation
(70% of floor plate of 3rd floor,
on average; 80% maximum)

Design Guidelines

- Variation in building massing
- Building articulation, including color and material changes, height variation, and step backs in the façade line.



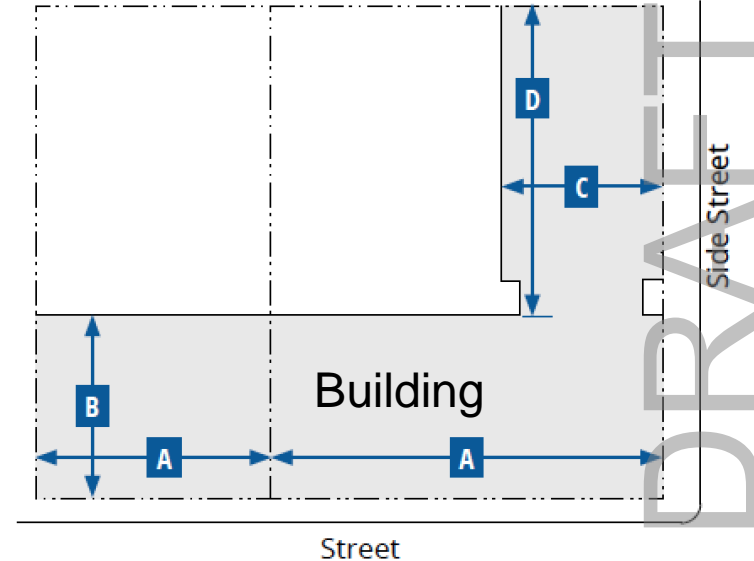
Additional Possible Standards to Address Building Mass

- 1) Maximum building width
- 2) Maximum building depth
- 3) Separate requirements for lined or internal buildings, such as parking garages
- 4) Maximum building footprint (total square feet)
- 5) Maximum building coverage (percentage of lot)
- 6) Maximum lot width
- 7) Finer grained upper-story footprint maximum percentages
- 8) Massing study began beginning of 2019

DRAFT

Examples measures

- 1) Maximum building width [D]
- 2) Maximum building depth [C]
- 3) Separate requirements for lined or internal buildings
- 4) Maximum building footprint
- 5) Maximum building coverage
- 6) Maximum lot width
- 7) Finer grained upper-story %

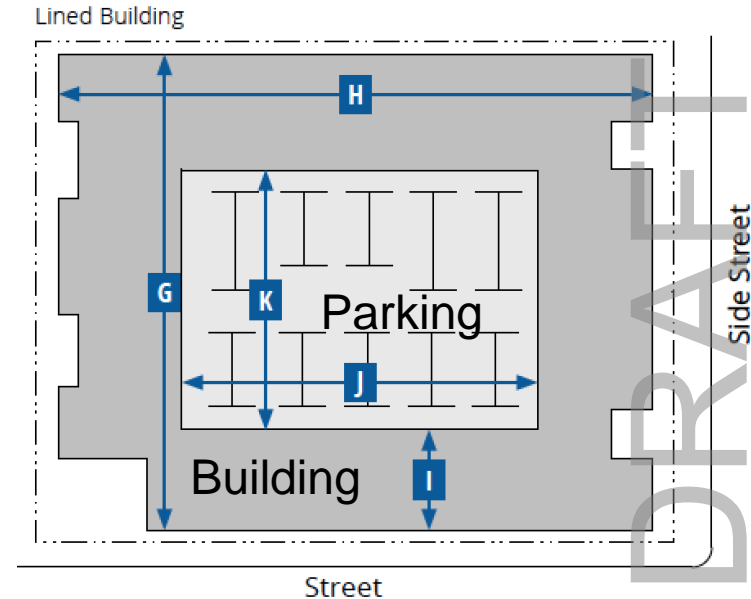


Key for Diagrams

- Lot Line
- Building Line
- Buildable Area

Examples measures

- 1) Maximum building width
- 2) Maximum building depth
- 3) Separate requirements for lined or internal buildings [G-K]
- 4) Maximum building footprint
- 5) Maximum building coverage
- 6) Maximum lot width
- 7) Finer grained upper-story %



Key for Diagram

----- Lot Line	—— Building Line
Interior Building	Exterior Building

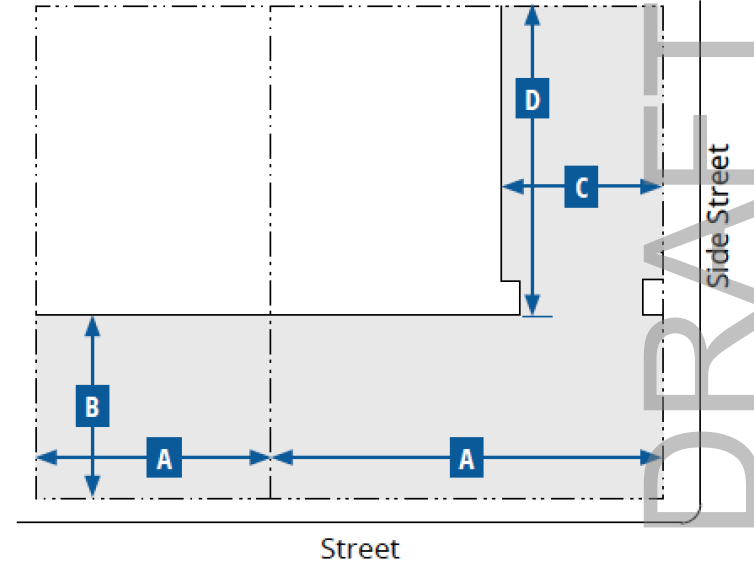
Examples measures

- 1) Maximum building width
- 2) Maximum building depth
- 3) Separate requirements for lined or internal buildings
- 4) Maximum building footprint (SF)
- 5) Maximum building coverage (%)
- 6) Maximum lot width
- 7) Finer grained upper-story %



Examples measures

- 1) Maximum building width
- 2) Maximum building depth
- 3) Separate requirements for lined or internal buildings
- 4) Maximum building footprint
- 5) Maximum building coverage
- 6) Maximum lot width [A]
- 7) Finer grained upper-story %



Key for Diagrams

- Lot Line
- Building Line
- Buildable Area

Examples measures

- 1) Maximum building width
- 2) Maximum building depth
- 3) Separate requirements for lined or internal buildings
- 4) Maximum footprint
- 5) Maximum coverage
- 6) Maximum lot width
- 7) Finer grained upper-story %

Sample Approach:

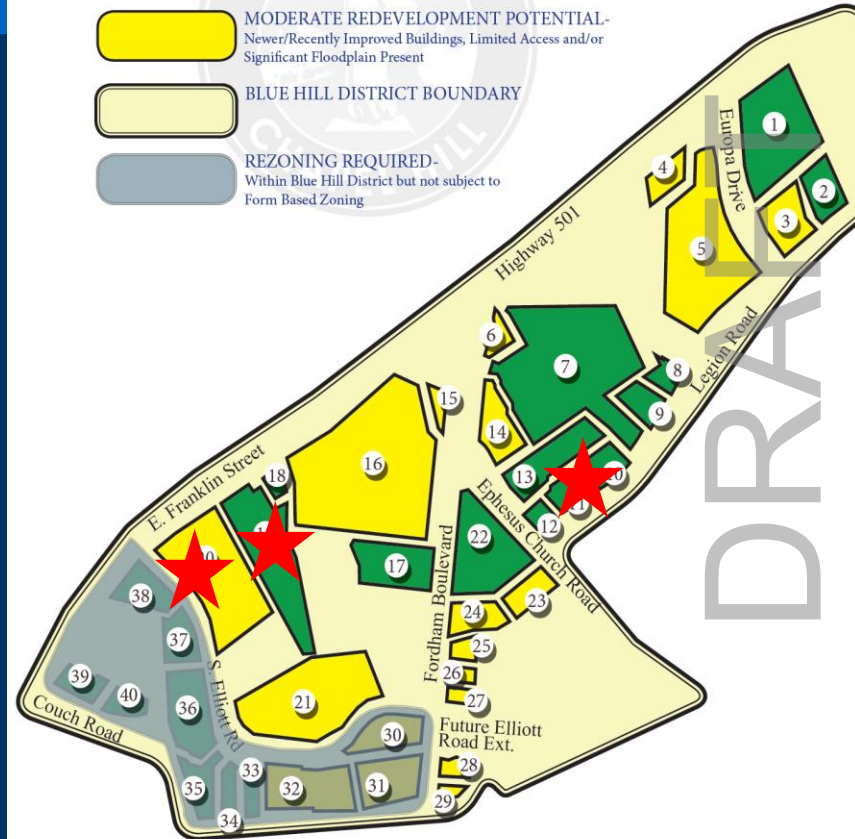
Allowable Massing By Story								
% allowed by story relative to ground floor								
Story	1	2	3	4	5	6	7	8
	100%	100%	100%	75-90%	50-80%	40-70%	25-50%	0%

Blue Hill Parcels

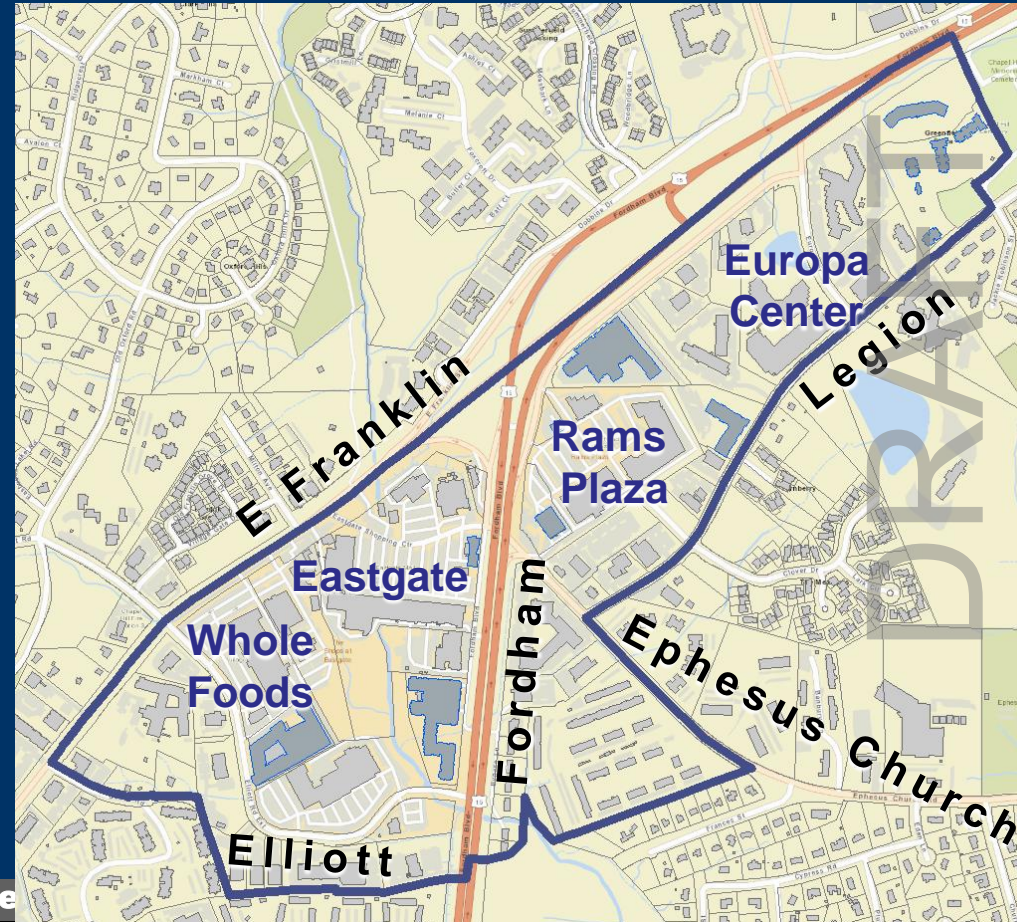
- Parcel size
- Parcel configuration
- Possibilities of combining parcels
- Redevelopment influences:
 - Site development constraints
 - Buildout differential
 - Market projections and demand
 - Owner decisions/financial capacity

PARCEL LEGEND

-  HIGHER REDEVELOPMENT POTENTIAL-
Older Buildings, Good Access
-  MODERATE REDEVELOPMENT POTENTIAL-
Newer/Recently Improved Buildings, Limited Access and/or
Significant Floodplain Present
-  BLUE HILL DISTRICT BOUNDARY
-  REZONING REQUIRED-
Within Blue Hill District but not subject to
Form Based Zoning



Blue Hill Parcels Reference Map



Summary: Standards for Additional Consideration

- 1) Maximum building width
- 2) Maximum building depth
- 3) Separate requirements for lined or internal buildings, such as parking garages
- 4) Maximum building footprint (total square feet)
- 5) Maximum building coverage (percentage of lot)
- 6) Maximum lot width
- 7) Finer grained upper-story footprint maximum percentages

DRAFT

Potential Maximum Building Dimensions

Zoning District: WX-5, WX-7, WR-7

- 1) 330' x 200' maximum; plus secondary wing allowed at 75' x 100'
- 2) Minimum 20' separation for multiple buildings exceeding #1
- 3) Maximum dimensions for an interior, lined building: 230' by 180'

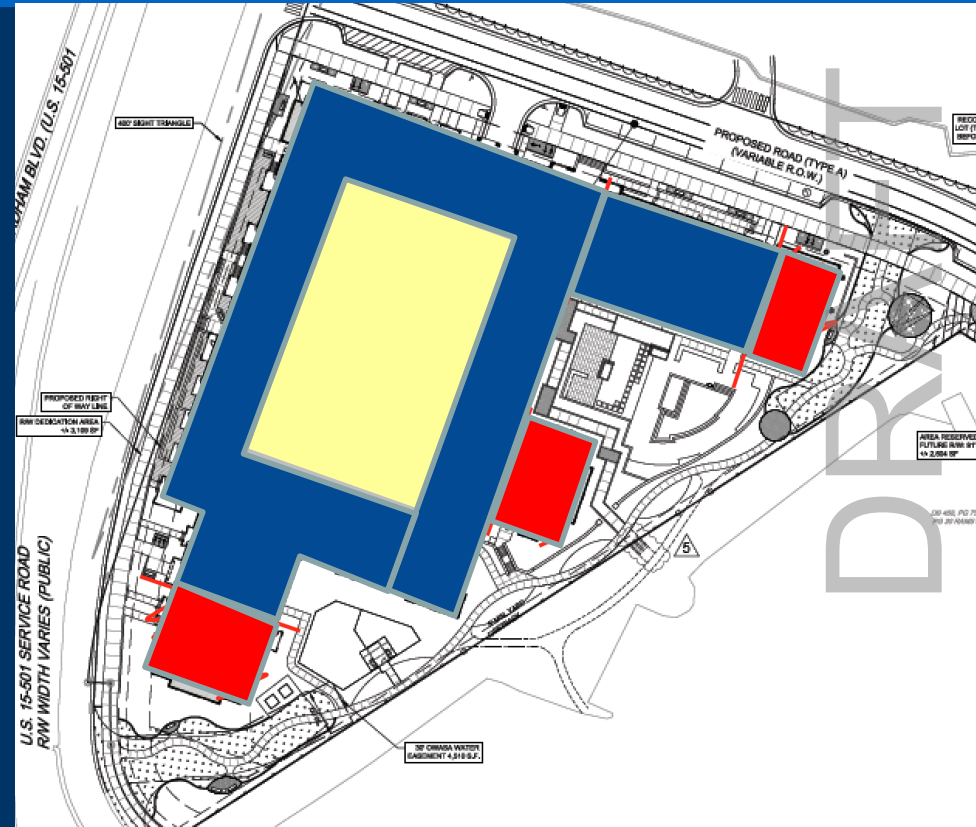
Zoning District: WR-3

- 1) 175' x 175' maximum, plus secondary wings allowed at 60' x 60'

Example Maximum Building Width and Depth

Zoning District: WX-5&7, WR-7

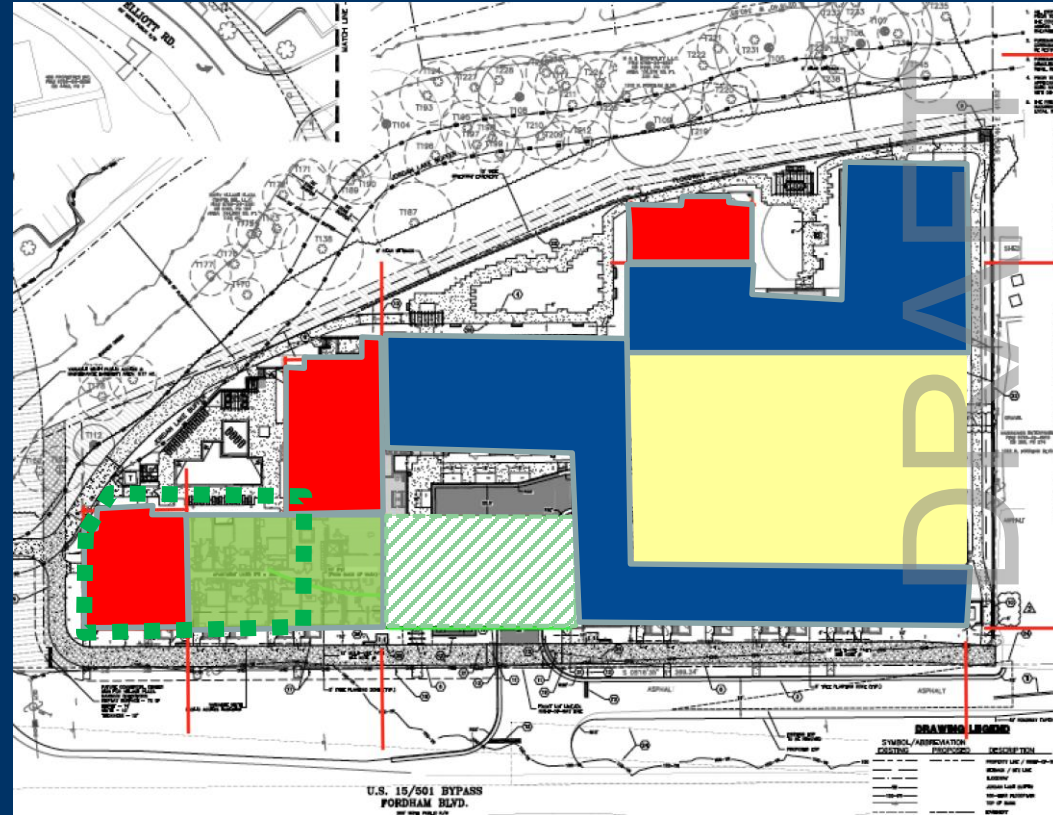
- 1) 330'x 200' maximum,
plus secondary wing 75' x 100'
- 2) Minimum 20' separation
- 3) Interior building: 230' by 180'



Example Impacts – Building Dimensions

Zoning District: WX-5&7, WR-7

- 1) 330'x 200' maximum,
plus secondary wing 75' x 100'
- 2) Minimum 20' separation
- 3) Interior building: 230' by 180'



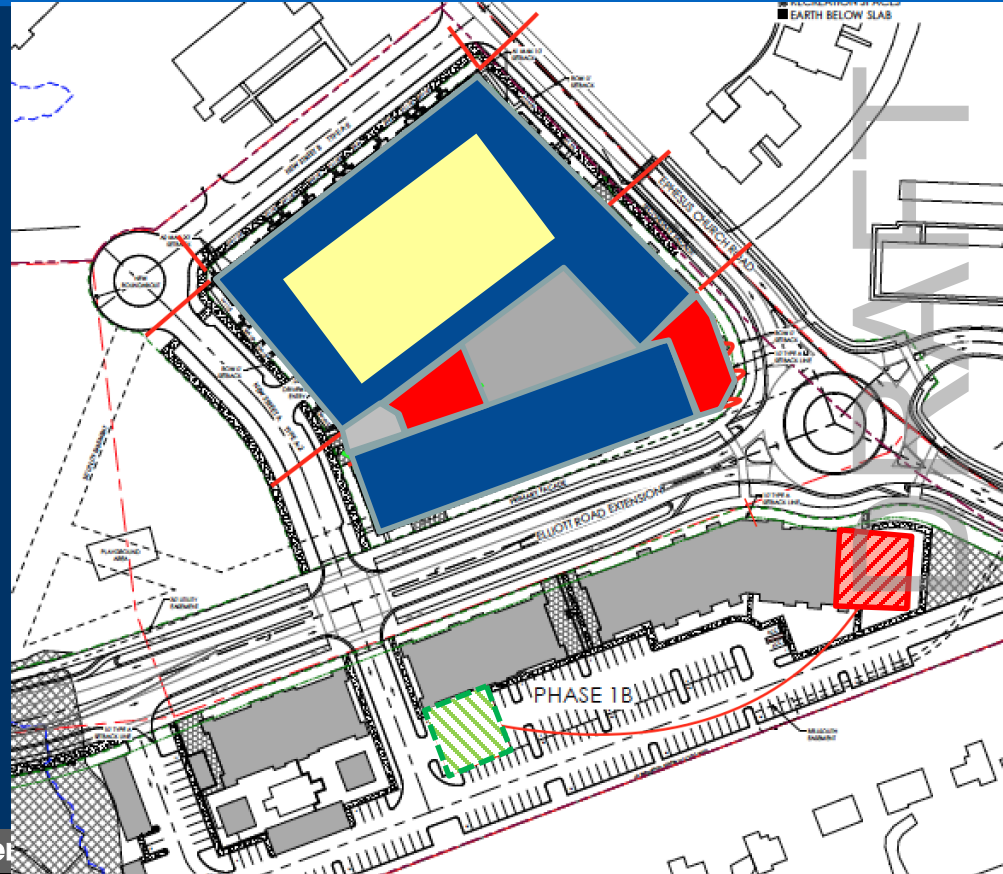
Example Impacts – Building Dimensions

Zoning District: WX-5&7, WR-7

- 1) 330' x 200' maximum, plus secondary wing 75' x 100'
- 2) Minimum 20' separation
- 3) Interior building: 230' by 180'

Zoning District: WR-3

- 1) 175' x 175' maximum, plus secondary wing, 60' x 60'



Potential Upper Story Floor Plate Percentages

Allowable Massing By Story							
% allowed by story relative to ground floor							
Zone/ Story	1	2	3	4	5	6	7
WX-5	100%	100%	100%	90%*	60%	n/a	n/a
WX-7	100%	100%	100%	90%	60%	50%	35%
WR-3	100%	100%	100%	n/a	n/a	n/a	n/a
WR-7	100%	100%	100%	90%	60%	50%	35%
Notes: a) * - WX-5 fourth floor may be 100% if 5th floor is 40% maximum b) LUMO stepback requirements apply, although possible incentivizing pathways could be implemented for combining simplified stepping with lower heights.							

Impacts - Upper Story Percentages

Small Parcel



Current Standard

- *70% floor plate reduction at 4th resulting in single step back*



Proposed Standard

- *Stepped floor plate reduction of 90%, 60% for floors 4/5*

Additional view will be provided at final presentation

Impacts - Upper Story Percentages

Large Parcel



Current Standard

- *70% floor plate reduction at 4th resulting in single step back*

Additional view will be provided at final presentation



Proposed Standard

- *Stepped floor plate reduction of 90%, 60%, 50% & 35%*
- *Max. building footprint of 330' x 200'.*
- *Max. interior building size of 230' x 180'*

Impacts - Upper Story Percentages

Small Parcel



Current Standard

- 70% floor plate reduction at 4th resulting in single step back

Additional view will be provided at final presentation

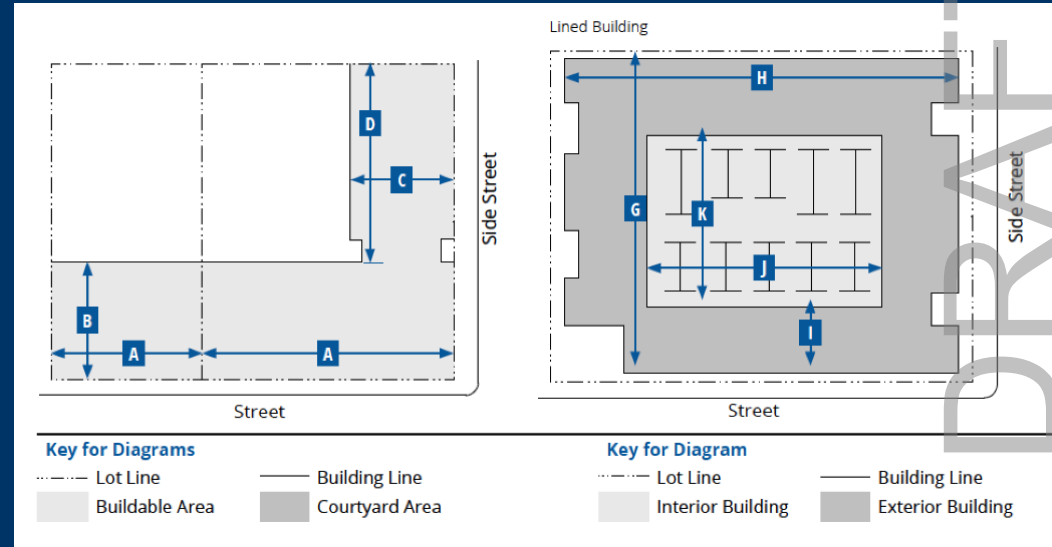


Proposed Standard

- Stepped floor plate reduction of 90%, 60%, 50% & 35%
- Max. building footprint of 330' x 200'.
- Max. interior building size of 230' x 180'

Summary

- 1) Impacts versus benefits
- 2) Steps going forward



-
- DRAFT**
- Town of
Chapel Hill
- Proposed POLICE STATION
P.S. and Sheriff's Office
Office of Planning and Sustainability
Town of Chapel Hill
Data source: Town of Chapel Hill
Examine GIS Database
- Scale 1:4,800

CONSULTANT'S REPORT – INITIAL MASSING STANDARDS ASSESSMENT (Draft, 5-31-19)
 Blue Hill Form Based Code
 Massing standards and regulatory approaches
 Prepared by Tony Sease, Principal, Civitech

[**The following report provides an initial assessment of potential standards to regulate massing in the Blue Hill District. For further detail on implications for the District and preliminary recommendations, please see the Staff and Consultant Presentation.](#)

I. Introduction

Following text changes to the Blue Hill Form Based Code District in 2018, this memorandum presents additional options for addressing massing considerations across the district, as discussed at that time. LUMO text changes made in the summer of 2018 included modifying recreation space requirements for residential uses. Additional options then identified for future consideration included maximum building footprint, maximum building length, and maximum lot coverage. The changes adopted at the time resulted in a slight increase in ground-level recreation space requirements for residential uses, which equated to an effective decrease in potential lot coverage for residential uses.

This current effort is intended to frame additional options to address building massing. These options include some identified a year ago and others identified from examples elsewhere. In addition to outlining potential regulatory measures, this current effort considers existing conditions in the Blue Hill District in terms of parcel size and parcel configuration, especially for those parcels not yet transformed through redevelopment since the first approval of the Ephesus Fordham Form Based Code. Some of these parcels are smaller than those already redeveloped or with redevelopment approved or underway. Some have challenges associated with floodplain conditions, access, or basic parcel configuration, making redevelopment more challenging. Accordingly, the consideration of additional regulatory measures regarding building massing may be aided by a general discussion of parcel characteristics for the subset of parcels with the most potential or likelihood for redevelopment. Included in these materials is information that categorizes parcels across the district based on size and, in general terms, their prospects for redevelopment.

Importantly, any discussion of redevelopment potential for individual properties, and for the potential impacts of changes in zoning requirements, should be prefaced by stating that zoning requirements are only one of at least three elements needed for redevelopment to occur. Market demand is a second needed element. The third requirement is financial capacity including capital sources and individual parcel owner and developer decisions to act. So, the regulatory framework is a necessary but insufficient mechanism in generating redevelopment.

II. Existing Town standards regarding building massing. Existing standards for building massing are located in the Land Use Management Ordinance and in the Design Guidelines.

a. Requirements in the LUMO include:

- Building height (3, 5 or 7 stories, maximum)
- Outdoor amenity space (six percent)
- Recreation space requirements (residential uses only)
- Building step back (10' above 2nd or 3rd floor) or module variation (6' offset each 80')
- Upper story mass variation (70% of floor plate of 3rd floor, on average; 80% maximum)

b. Elements addressed in the Design Guidelines include:

- Variation in building massing
- Building articulation, including color and material changes, height variation, and step backs in the façade line.

III. Potential additional zoning parameters for building massing

a. Some potential additional standards for building massing, described in more detail below, include:

- Maximum building width
- Maximum building depth
- Maximum building footprint (total square feet)
- Separate requirements for building dimension based on lined or internal buildings, such as parking garages
- Maximum building coverage (percentage)
- Maximum lot width
- Finer grained upper-story footprint maximum percentages

b. Maximum building width:

Maximum building width is often used in infill or transitional settings where compatibility with existing traditional or historic building stock is a goal. Design guidelines often attempt a similar effect by requiring architectural differentiation for buildings exceeding a certain width. Neither of these approaches necessarily requires visual separation between buildings as buildings could be party wall, although separation requirements could be introduced.

c. Maximum building depth:

Maximum building depth sometimes accompanies maximum building width in zoning regulations. Both maximum building depth and maximum building width are important tools in insuring infill development is compatible where the existing neighborhood context is a more traditional fabric of lots and buildings. Maximum building depth would be less uniformly impactful in the Blue Hill District given the widely varied parcel geometries and sizes.

d. Maximum building footprint:

Maximum building footprint has become more frequently used in municipal regulations as retail formats have expanded over the past two decades. It is often used in a suburban context to avoid or constrain the proliferation of large format, single-story retail in a given location, but also is used to provide finer grain urbanism in new or redevelopment settings. For maximum building footprint to be effective in addressing building massing beyond façade articulation, the requirements would need to be accompanied by building separation requirements.

e. Maximum building dimensions for 'internal' or 'lined' buildings:

Some codes differentiate requirements for internal or lined buildings as a way of addressing structured parking in neighborhoods where walkable streets are desired. Such an approach conveys the importance not only of limiting the size of such structures, but also of having liner buildings.

An example incorporating several of these standards:

- Zoning District: Main Street Zone (T5-MS) [2 to 7 stories]
- 1) Lined Buildings: 300' width, maximum, with buildings wider than 150' designed to read as a series of buildings no wider than 100' each (defer to Design Guidelines)
 - 2) Dimensions for an interior building (of a lined configuration, i.e. parking garages) 230' by 180' maximum
 - 3) For standard (non-lined buildings), 380'x 200' maximum main building footprint, with a secondary wing along a side street of 75' width max and 100' depth max.
- Zoning District: T5 Main Street Zone (T5-MS) [2 to 5 stories]
- 1) 175'x175' max, secondary wings allowed at 60'x60'

f. Maximum building coverage:

Maximum building coverage for buildings is similar to maximum impervious coverage but with different purposes. Maximum impervious limits are correlated to stormwater management objectives. Maximum building coverage would directly address building footprint as a percentage of the lot, an indirect way to limit building massing. For this measure to be compatible with the objectives of creating walkable streets, standards such as those within the design guidelines would need to be explicitly embraced for unbuilt portions of the lot near the street right-of-way.

g. Maximum lot width:

Maximum lot width is a mechanism for addressing maximum building width, but is more commonly used where large greenfield areas or being developed, or where a regular gridded street network, platted or built, is filling in with developed parcels.

h. Upper-story footprint maximum percentages:

The Blue Hill District already includes a maximum percentage floorplate for upper stories for buildings taller than four stories. Although upper floor percentages may be averaged, allowing for some massing variability, codes elsewhere have incorporated finer granularity to the upper story requirements to achieve diversity in building massing.

An example of upper story maximum percentages

ALLOWED MASSING BY STORY								
Ratio of Each Story in % of ground floor								
STORY	1	2	3	4	5	6	7	8
%	100	100	100	75	50	35	10	N/A

IV. Categorizing parcels potentially affected

With each of the above parameters, impacts may be disproportionate across the range of parcel sizes and parcel configurations in the district. Furthermore, impacts will be varied when coupled with economic and market considerations. Staff has prepared a graphic that begins to categorize parcels across the district and convey some of the key characteristics as follows:

- Small, medium, large parcels
- Environmental constraints, such as floodplains
- Economic/market viability including differential access & visibility
- Possibilities for aggregation of parcels
- Parcels within the District but not currently zoned as such

A subsequent evaluation of the potential regulatory measures should be attuned to these differing characteristics and the respective impacts across the district.

V. Summary

The Blue Hill District, with an underlying history reflected in the parcel patterns, thoroughfare network, infrastructure patterns, and topographical conditions, encompasses certain characteristics more conducive to a few of the potential standards identified above.

The standards which would seem to be more appropriate for the district include some combination of maximum building dimensions including for internal, lined buildings, and finer granularity for upper story footprint percentages.

Maximum building coverage has to be carefully tuned with accompanying standards regarding parking, the design of non-built space, and consideration of widely different parcel sizes in the district. Maximum lot width is more suitable for areas with a more regular or gridded platting pattern. Lastly, regarding upper story footprint percentages, additional differentiation will have a direct impact on building costs, something that should be considered in the further evaluation of options.

For further detail on implications for the District and preliminary recommendations, please see the [Staff Presentation](#).