

Staff Memorandum



Overview: After extensive community engagement and many revisions over the past year, the “rough draft” version of the Future Land Use Map (FLUM) is before the Town Council for their feedback and to discuss the advisability of engaging with the community over the summer and early Fall on the Draft FLUM.

Recommendations



- *Staff Recommendation:* That the Council:
 - Provide feedback on the Blueprint (rough draft) version of the Focus Area Maps and Principles, the Explanation of the Future Land Use Map & its Components, and the Map Book and request changes to these documents, as needed; and,
 - Adopt the attached resolution authorizing the Town Manager to engage with the community on all FLUM elements during the summer and early fall of 2019 after the Blueprint has been revised into a Draft FLUM.
- **Key Issues:**
 - Should staff engage with the community on the DRAFT Future Land Use Map and its components during the summer and early fall of 2019?

Background:

- On [April 5, 2017¹](#), the Town 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), called the Land Use Plan in *Chapel Hill 2020*, to affirm what is not expected to change and to provide an opportunity to have conversations about future planning that would inform the LUMO Rewrite process.
- Since the beginning of 2019, the Town Council has been reviewing the various components of the refined Future Land Use Map. This review has included the [Guiding Statements on March 13, 2019²](#) and the [Blueprint³](#) 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, 2019⁴](#) and June 7, 2019.

¹ http://chapelhill.granicus.com/MetaViewer.php?view_id=7&clip_id=3077&meta_id=156700

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

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

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



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Components of the Future Land Use Map:

As the Charting Our Future Project has evolved over the past year, 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 following components now comprise the Future Land Use Map:

1. Explanation of the Future Land Use Map & its Components, which explains the various elements of the FLUM, the FLUM's relationship to *Chapel Hill 2020* and the Town's Zoning Map, as well as how to interpret and amend the FLUM;
2. Guiding Statements, which provide overall policy guidance for revisions to the FLUM and the LUMO as well as serving as a rubric for evaluating the proposed FLUM and proposed changes to the LUMO;
3. Map Book which includes:
 - a. An overall Future Land Use Map that includes Land Use Categories for most areas of Town;
 - b. Individual maps for designated Focus Areas with accompanying Focus Area Principles including Activated Street Frontage maps.
 - c. Map Series:
 - i. Resiliency Assessment Maps for Extreme Heat and Flooding
 - ii. Existing Habitat & Potential Connections Maps
 - iii. Long Term Network Facilities Map from the Mobility Plan that was adopted by the Town Council in 2017.

Modifications to Blueprint (Rough Draft) of the FLUM

Since the initial review of the Blueprint on April 5, 2019, the following modifications have been made:

1. Overall changes include:
 - a. Expanded the Vision Statement for each Focus Area;
 - b. 6 Story Character Types represent the tallest envisioned buildings instead of 8 Story Character Types;
 - c. Activated Frontages* are indicated by Focus Area;
 - d. More discussion of the desired streetscape for each Focus Area;
 - e. Added "in 2049" to the Focus Area Maps to reinforce that these maps are meant as a vision of the future; and,
 - f. Removed references to Durham-Orange Light Rail

(* Street frontages where there is an active visual engagement between those in the street and those on the ground floors of buildings, with no parking between the street frontage and the building, and lively internal uses visible from the outside.)

2. Changes to the **Downtown Focus Area**:



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- a. Expanded the Focus Area to include both sides of Franklin Street as well as along North Columbia Street to West Cameron Avenue;
 - b. Created new Character Types that vary in height at the front setback & the core (Core height is the height permitted on the interior of a site);
 - 4 story at the front setback /6 story core
 - 4 story at the front setback /8 story core
 - 4 story at the front setback /10 story core
 - c. Designated all of Downtown as multi-family, shops, & office
3. Other changes to the individual Focus Areas include:
- a. For both **North and South Martin Luther King Jr. Boulevard Focus Areas**:
 - i. Greater emphasis, in the text, on the influence of Bus Rapid Transit (BRT) on the corridor; and,
 - ii. Specific language regarding displacement mitigation strategies for existing manufactured housing parks was added.
 - b. For the **South Martin Luther King Jr. Boulevard Focus Area**, extend the character and feel of Downtown, along Martin Luther King Jr. Boulevard, from Rosemary Street to Hillsborough Street.
 - c. For the **North 15-501 Focus Area**, removed the Character Type designation for the UNC Health Care Eastowne site and replaced it with an indication that the “area [is] subject to [a] concurrent planning process.”
 - d. For the **NC 54 Focus Area**, revised the Vision Statement to reflect, over time, a less suburban streetscape.

Community Input on the Blueprint

We have received two requests for changes to the Focus Area Maps. Maps showing these two sites are attached.

- One requests a change to the Apartment Character Type (up to 6 stories) shown for the vacant parcel behind 111 Erwin Road to a less intense residential use.
- The second requested change is for the Courtyards of Homestead, which is currently depicted with the Apartment (up to 4 stories) Character Type. Since the Courtyards of Homestead is a new development, changing this to the Townhouse Character Type, which is defined as a medium intensity residential, seems reasonable

Since an outreach effort was not undertaken for the Blueprint phase due to the “rough draft” nature of the Blueprint, we have not received a great deal of community comments. (As noted



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below, extensive community engagement is planned for the draft FLUM). We did receive an e-mail stating a desire for generous setbacks, along streets, with large shade trees; buildings with less height; policies to prevent development from exceeding infrastructure capacity, which is also known as concurrency; and policies to prevent an intensification of development in flood plains.

Next Steps/Community Engagement

If Council feels that this draft of the Future Land Use Map and its components, after requested changes are made, is generally acceptable, we would like to spend the summer engaging with the community, which we envision would include the following:

1. Community meetings, including meetings in the individual Focus Areas;
2. Online engagement with a map component;
3. Meetings with stakeholders/Focus Groups including but not limited to NCDOT, UNC, UNC Healthcare, Chapel Hill-Carrboro City Schools;
4. Combined meetings of the Development Review Boards as well as all Town Boards and Commissions; and,
5. Strategies to reach underserved populations, so such populations may effectively engage during the review of the draft, revised Future Land Use Plan. Such tactics may include attendance at specific festivals as well as other tactics to raise awareness of the Charting Our Future Project among underserved populations.

In the fall, we will provide Council with the results of this community engagement and request direction on the appropriate path forward at that time.

Conclusion:

After fifteen months of working to revise the Town's Future Land Use Map, we are poised to take a draft version to the community for their input. By doing so, community members will have the opportunity to react to a specific vision, in terms of the maps and principles included as part of the FLUM. These reactions will help to further shape the revised Future Land Use Map.

