

Charting Our Future – Informational Update on the Future Land Use Map (FLUM) – Update to *Chapel Hill 2020*

Background:

- On [April 5, 2017](#)¹, the 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) in order to have conversations about future planning that would inform the LUMO Rewrite process.
- Since the beginning of 2019, the Council has reviewed the various components of the refined Future Land Use Map. This review included the [Guiding Statements on March 13, 2019](#)² and the [Blueprint](#)³ 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, 2019](#)⁴ and June 7, 2019.
- On [June 26, 2019](#)⁵, the Council authorized staff to engage with the community on the draft Future Land Use Map.
- At a work session on [November 18, 2019](#)⁶, the Council discussed substantive changes to the Focus Area Maps in order to make the maps less prescriptive, and generalized findings from the engagement activities on the DRAFT Focus Area Maps and Principles on [November 20, 2019](#)⁷.
- On [December 13, 2019](#)⁸, the Council Committee of Economic Sustainability, reviewed a “test” Focus Area Map to determine if this revised approach made the Focus Area Maps less prescriptive while also meeting the Project goals of predictability, functionality, and intentionality.
- On [January 8, 2020](#)⁹, the Council formally endorsed the revised approach for the Focus Area Maps.
- On [March 4, 2020](#)¹⁰, the Council reviewed a complete set of revised Focus Area Maps.

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>

⁵ <https://www.townofchapelhill.org/Home/Components/Calendar/Event/15075/15?curm=6&cury=2019>

⁶ <https://www.townofchapelhill.org/Home/Components/Calendar/Event/17071/15?curm=11&cury=2019>

⁷ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4244231&GUID=F49AEFE9-F8FF-4D5D-A5EC-A357EEE7729A>

⁸ <https://www.townofchapelhill.org/businesses/council-economic-sustainability-committee>

⁹ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4293231&GUID=105D7FAC-088E-4065-B7D0-BF40D1CB901E&Options=&Search=>

¹⁰ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4346772&GUID=4266A74C-2773-4A95-91F4-0AD1D334A736&Options=&Search=>

Components of the Future Land Use Map (Update to *Chapel Hill 2020*):

As the Charting Our Future Project has evolved, 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 Future Land Use Map is a more expansive update to *Chapel Hill 2020* than originally anticipated and includes the following elements:

Explanation of Future Land Use Map and Components	Explains: <ul style="list-style-type: none">○ FLUM elements○ FLUM’s relationship to <i>Chapel Hill 2020</i> and Town’s Zoning Map○ How to interpret/amend FLUM
Guiding Statements	<ul style="list-style-type: none">● Provides overall policy guidance for complete FLUM and LUMO Rewrite
Future Land Use Map (2049)	<ul style="list-style-type: none">● For areas of Town outside of the Focus Areas
Map Book	Includes: <ul style="list-style-type: none">○ Resiliency Assessment Maps for Extreme Heat and Flooding and maps that provide context for Resiliency Maps○ Existing Habitat & Potential Connections Maps○ Long Term Network Facilities Map from the Mobility Plan that Council adopted in 2017
Focus Area Maps	<ul style="list-style-type: none">● Includes accompanying Focus Area Principles and Precedent Images

Town-wide Future Land Use Map

The Future Land Use Map entitled “Future Land Use Map (2049)” will replace the Land Use Plan from *Chapel Hill 2020*. The new Future Land Use Map (2049) differs from the Land Use Plan in the following ways:

1. Definitions for the Land Use Categories are included. The Land Use Categories indicate the future land use for each parcel and were not defined in *Chapel Hill 2020* or the 2000 Comprehensive Plan, “*Planning for Chapel Hill’s Future: The Comprehensive Plan.*” This lack of definition made the Land Use Plan difficult to interpret. Consequently, staff drafted definitions for the Land Use Categories to better describe the Town’s desired future and included representative images from around Town, except the image for the Mixed Use Land Use Category.
2. Only the areas of Town outside of the Focus Areas are shown on the Future Land Use Map (2049). The Focus Areas are grayed out, but labelled.
3. The Land Use Categories were changed as follows:
 - a. The following Land Use Categories were eliminated largely due to the treatment

of the Focus Areas:

- i. Mixed Use, Office/Commercial Emphasis;
 - ii. Mixed Use, Office Emphasis;
 - iii. Town Center; and,
 - iv. Light Industrial Opportunity Area.
- b. The Commercial and Office Land Use Categories were combined into one Land Use Category, Commercial/Office, since very little commercial and office land uses exist outside of the Focus Areas.
- c. Because of existing parcel sizes and zoning that is unlikely to change during the LUMO Rewrite, the Rural Residential 1 unit/2-5 acres Land Use Category was replaced by Rural Residential 1 unit/acre.

When revising the Land Use Plan for areas outside of the Focus Areas, staff sought to:

1. Retain the Land Use Category designations from the Land Use Plan in *Chapel Hill 2020*, as much as possible;
2. Simplify the Plan, as feasible;
3. Correct inconsistencies with the Land Use Management Ordinance Zoning Atlas, where appropriate;
4. Correct errors on the Land Use Plan; and,
5. Align Land Use Category designations with existing land uses likely to remain into the future.

Listed below are major changes to the Land Use Plan from *Chapel Hill 2020*, as depicted on the draft Future Land Use Map (2049) and illustrated on the map entitled, "Numbered Changes from the Land Use Plan."

1. On the eastern most portion of the Town's extraterritorial jurisdiction (ETJ) along the south side of Mt. Carmel Church Road, the area shown as Low Residential on the Future Land Use Map 2049 (FLUM 2049) was designated as Rural Residential 1 unit per 5 acres on the Land Use Plan from *Chapel Hill 2020*. This change was made to make the Future Land Use Map consistent with the underlying zoning, which is R-1A. The minimum lot size in R-1A is 25,000 square feet, which slightly more than 2 dwelling units per acre. Therefore, changing the FLUM to Low Residential 1-4 dwelling units per acre is appropriate.
2. In the Town's southern extraterritorial jurisdiction along South 15-501 and Smith Level Road, areas are designated on the FLUM 2049 as Rural Residential 1 unit/5 acres and Rural Residential 1 unit/acre. The Land Use Plan from *Chapel Hill 2020* designated the area along Smith Level Road, surrounding Dogwood Acres, as 1 unit/2-5 acres and the parcels on either side of S. 15-501 as 1 unit/ 5 acres. The FLUM 2049 designates the areas surrounding Dogwood Acres as Rural Residential 1 unit/ 5 acres and the areas along S. 15-501 as Rural Residential 1 unit/acre to align the Land Use Category

designations in these areas with the existing zoning for the area.

3. The Land Use Category for the Gimghoul Castle has been changed from Low Density Residential to Commercial/Office to reflect the current and expected use of the Castle by the Order of the Gimghoul, which is the club that utilizes the Castle for its activities.
4. The “cat ear” or the Town’s ETJ north of I-40 is designated as Rural Residential 1 unit/5 acres on the Land Use Plan in *Chapel Hill 2020*. On the FLUM 2049, this area is designated as Rural Residential 1 unit/acre. This change was made to align the designation with existing parcel size and to more closely align with the existing zoning, which requires a minimum lot size less than 5 acres.
5. An area that includes the eastern portion of Bayberry Drive and Madera Lane as well as Chimeneas Place is designated as Rural Residential, 1 unit/5 acres on the FLUM 2049 to align the FLUM designation with the existing zoning. The Land Use Plan from *Chapel Hill 2020* depicted this area as Rural Residential 1 unit/2-5 acres.
6. Removed the “H,” which stood for “Potential Affordable Housing Site,” from the FLUM 2049 since this designation only appeared in two locations in Town, along S. Columbia Street south of Mt. Carmel Church Road, on the Land Use Plan from *Chapel Hill 2020*.

Next Steps: Responding to COVID-19

Given the current COVID-19 situation, we have updated the Engagement Plan for community feedback on the FLUM. As more fully described in the attachments entitled “Plan...due to COVID-19,” staff proposes:

1. Council Input. Staff will individually e-mail the Phase I document using Adobe Cloud, which permits electronic comments on the draft document. Staff will provide hyperlinks to background presentations regarding the [precedent images](#), [urban design](#), and the FLUM 2049. Council’s individual comments will be posted on the Project website.
2. Development Review Boards/Commissions. The Phase I document would be e-mailed to each member of the board/commission as well as a link to the engagement platform being utilized for community input.
3. Community Input: Use the [Konveio](#) platform, which simulates public input at a public meeting. Please see the attached Communication Plan for information on proposed methods of notifying the community of the availability of this input opportunity.

Following this engagement effort, staff will analyze the input received and present this analysis to Council to determine if changes are necessary prior to adoption. Adoption will hopefully take place prior to Council’s summer break in the schedule of meetings.