

STAFF MEMORANDUM

Charting Our Future Phase I – Resumption of Public Hearing – Adoption of Future Land Use Map (FLUM) - Update to *Chapel Hill 2020*

Background:

- On [April 5, 2017¹](#), 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) to 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, 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.
- On [June 26, 2019⁵](#), the Council authorized staff to engage with the community on the draft Future Land Use Map.
- At a work session on [November 18, 2019⁶](#), the Council discussed substantive changes to the Focus Area Maps and generalized findings from the engagement activities on the DRAFT Focus Area Maps and Principles on [November 20, 2019⁷](#).
- On [December 13, 2019⁸](#), 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, 2020⁹](#), the Council formally endorsed the revised approach for the 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=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=BF40D1CB901E&Options=&Search=>

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

¹¹ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4432411&GUID=CED9DB18-6538-46A9-8F94-D25A0A04383F>

¹² <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4633742&GUID=5D847BE6-4B5A-45E2-9B8C-E3EA18A8AA38&Options=&Search=E3EA18A8AA38&Options=&Search=>

¹³ <https://www.townofchapelhill.org/government/departments-services/economic-development/council-economic-sustainability-committee>

¹⁴ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4676922&GUID=9437E3CB-FAB3-4DEC-9586-5D755FFCF1EE>

¹⁵ <https://chapelhill.legistar.com/LegislationDetail.aspx?ID=4696370&GUID=262C7E93-394C-453F-B46F-7A4ABBA5E8ED>



- On [March 4, 2020](#)¹⁰, the Council reviewed a complete set of revised Focus Area Maps.
- On [May 6, 2020](#)¹¹, Council received the complete draft of the FLUM and an outline of the revised Engagement & Communication Plan, which responded to COVID-19 conditions.
- On [September 9, 2020](#)¹², Council received an update on FLUM engagement and considered changes to the April 2020 draft of the FLUM-Update to *Chapel Hill 2020*.
- On [October 2, 2020](#)¹³, the Council Committee on Economic Sustainability reviewed additional changes to the April draft of the FLUM-Update to *Chapel Hill 2020*.
- On [October 28, 2020](#)¹⁴, the Council opened the Legislative Public Hearing on the Future Land Use Map and continued the Hearing until November 18, 2020.
- On [November 18, 2020](#)¹⁵, the Council resumed and closed the Legislative Public Hearing on the Future Land Use Map and received public comment on the FLUM for 24 hours following the closure.

What is the Future Land Use Map (FLUM) - Update to *Chapel Hill 2020*?

As the Charting Our Future Project has evolved, various elements have been added to the initial 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:

- Executive Summary
- Guiding Statements
- Explanation of the Future Land Use Map & Components
- Future Land Use Map (2050)
- Focus Area Maps & Principles

Future Land Use Map & Relationship to *Chapel Hill 2020*

The Future Land Use Map entitled “Future Land Use Map (2050)” and the Focus Area Maps will replace the Land Use Plan from *Chapel Hill 2020*. All other portions of *Chapel Hill 2020* remain unchanged, and all subsequent amendments are retained as well. The Future Land Use Map (FLUM) and all of its components are an update to *Chapel Hill 2020*.

FLUM Comments: UNC – Chapel Hill/UNC Health

As a part of the public hearing on October 28, 2020 and November 18, 2020, Council received comments from both UNC-Chapel Hill and UNC Health. As directed, staff worked with both UNC-Chapel Hill and UNC Health.

UNC Health

UNC Health requested the following change to the FLUM – Update to *Chapel Hill 2020*, dated October 2020.

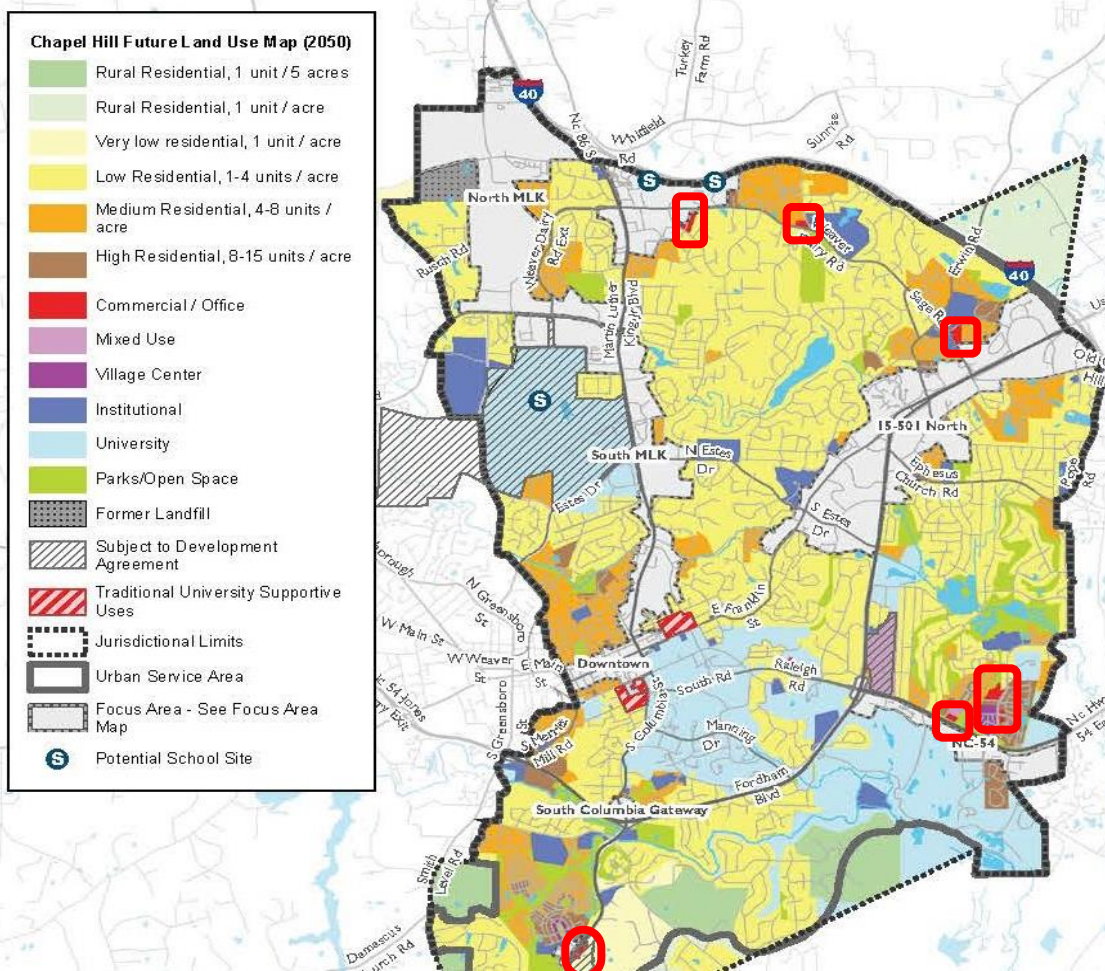


- For the Commercial/Office Land Use Category, make the following revision:

These small scale commercial/office areas provide for a wide range of businesses, retail/restaurant establishments, institutions, services, medical/health services, **auxiliary hospitals**, and offices. They are generally located near concentrations of existing or planned residences with access to major transportation/multi-modal corridors. Where possible, sidewalks and other pedestrian spaces should be activated as places to gather or otherwise spend time, such as sidewalk cafes and plazas. Off-street parking should be behind buildings.

Staff Response: The land use categories apply outside of the Focus Areas, and as a result, there are few parcels designated Commercial/Office on the Future Land Use Map (2050). These properties are generally smaller pockets of commercial/office uses, and for that reason, hospitals, as traditionally developed, would not be appropriate in these locations. The map below depicts where these parcels are located. However, UNC Health has indicated that their interest is in support or auxiliary hospitals, rather than a large-scale hospital campus. Smaller auxiliary hospitals could be appropriate on some of these smaller commercial/office sites, and for that reason, staff has no concerns with this request, if Council concurs.

Future Land Use Map (2050)



UNC-Chapel Hill

UNC-Chapel Hill requested the following changes to the FLUM – Update to *Chapel Hill 2020*, dated October 2020.

1. For the Institutional/Civic Character Type, make the following revisions:

Institutional/University/Civic Character Type

This Character Type includes land utilized primarily for governmental, **University, and** educational, ~~and university-related~~ purposes as well as places of worship. Consequently, built forms vary by specific use and location. [Note: Some institutional uses may be appropriate within other Character Types.]

Staff Response: UNC-Chapel Hill is requesting to elevate the inclusion of UNC in the Institutional/Civic Character Type by changing the title to include “University.” They are also requesting minor changes to the definition of this Character Type. Given UNC-Chapel Hill’s place in the community and the Guiding Statements which stress cooperation and collaboration with UNC-Chapel Hill, staff has no concerns with this request, if Council concurs.

2. In Sub-Area B of the NC 54 Corridor, UNC-Chapel Hill has asked that the Institutional/Civic Character Type be changed from Secondary to Primary.

Staff Response: The Friday Center Park and Ride is in Sub-Area B of the NC 54 Corridor Focus Area. The Friday Center Park and Ride is a significant parcel in the Corridor that may be redeveloped consistent with the Institutional/Civic Character Type. Therefore, staff has no concerns with this request, if Council concurs.

FLUM Comments: Community Concerns

At the public hearing on November 18, 2020 and during the 24-hour comment period following the closing of the public hearing, Council received comments from community members regarding the northern node of the South Columbia Street Gateway, which is Sub-Area A. These comments expressed concern about the proposed Activated Street Frontage Height, which is six stories, and associated traffic impacts that may result of increased development in this area, and potential changes to the character of this area.

Much of the area within Sub-Area A is currently zoned to permit development, potentially by-right or with Special Use Permit/Conditional Zoning approval, that is more intense than currently developed as the graphic below indicates. For the areas zoned R-4 and Neighborhood Commercial (NC), the permitted height at the setback is 34 feet, and the permitted core height is 60 feet. The graphic also roughly indicates the outer limits of this Sub-Area with the red circles approximating the transitional



areas. Sub-Area A is meant to convey the idea of entrance and not be parcel specific.

At the conclusion of the public hearing, Council voted to include this Sub-Area in the next phase of the LUMO Rewrite to further define the vision for this area. Staff would also recommend reducing the Activated Street Frontage and Typical Heights to four stories at this time. Other adjustments and refinements can be made during the next phase. In other Focus Areas, the Activated Street Height is six stories, but given the limited size of this Sub-Area and the surrounding context, reducing the Activated Street Height would be appropriate.



Changes from the October draft of the FLUM:

The following changes were made to the October draft of the FLUM and are incorporated into the Future Land Use Map – Update to *Chapel Hill 2020*, dated December 2020, which is included in the agenda materials for this meeting.

1. Pursuant to Council discussion on November 18, 2020, the following changes were made to the text:

(a) For the Commercial/Office Character Type:

This Character Type includes small and large scale commercial and office buildings that includes commercial, retail, service, hospitality, medical/health services, hospitals, **research facilities** and office uses. Small scale commercial/office buildings will provide commercial nodes along transportation/transit corridors and may, in some instances, function as a



transition between higher density uses and single family neighborhoods while also providing neighborhood shops and services for residential neighborhoods within a half mile radius. ~~Less intense laboratory facilities and~~ Maker spaces **and other similar non-industrial uses** are also appropriate in this Character Type. Larger scale commercial and office buildings near future/existing transit and I-40 may be appropriate for larger employment focused development and may not have a strong relationship to or serve nearby residential neighborhoods.

(b) For the University Land Use Category:

Those properties utilized by the University of North Carolina at Chapel Hill including, but are not limited to, academic buildings, residence halls, administrative offices, conference facilities, recreational facilities, retail establishments, **transportation and parking facilities**, medical/health services, hospitals, athletic facilities, research facilities, and any other land uses that support the mission of the University **as envisioned by the University's adopted Campus Master Plan.**

2. For the Focus Area Map that is shown on pages 5 and 26 of the October draft, the Corporate limits and the Urban Service Area boundary were added.
3. For 1604 Purefoy Drive, the Future Land Use Map (2050) was revised to reflect the approved Special Use Permit for this site. This is the location of St. Paul Village.
4. For 141 Erwin Road which is the location of the recently approved Christ Community Church, the Future Land Use Map (2050) was changed from the Low Residential Land Use Category to the Institutional Land Use Category to be consistent with this approval.
5. The boundary was updated to reflect the recently approved change to the Urban Service Area boundary at Bayberry Drive. If the other parties to the WASMPBA do not approve this change, the original boundary will be restored on the Future Land Use Map (2050).

Charting Our Future - Next Steps

The Future Land Use Map – Update to *Chapel Hill 2020* (FLUM) will be revised to reflect any changes directed by Council this evening. Once the FLUM is adopted, staff will begin the process of designing the next phase of the LUMO Rewrite. This phase will include the hiring of new Project consultants that will assist with the refinement of the visions for some Focus Areas as well as the more technical aspects of the LUMO Rewrite.

