

TECHNICAL REPORT

PROJECT OVERVIEW

March 23, 2003	Town Council approved a Special Use Permit for a three-story hotel building containing 108 lodging units, known as the Marriott Residence Inn Hotel.
September 12, 2018	Town Council reviewed a concept plan for 150,000 sq. ft. of floor area for two three-story buildings with 140 dwelling units.
December 29, 2020	Applicant submitted a Conditional Zoning District Permit Application for a hotel addition and development of a 52-unit townhouse condominium neighborhood, along with a request to revoke the 2003 Special Use Permit.
June 23, 2021	Town Council opened the Legislative Hearing for consideration of the Conditional Zoning Application.

The application proposes rezoning to a Mixed-Use Village–Conditional Zoning District (MU-V-CZD) for the site to accommodate a 52-unit townhouse condominium neighborhood development, as well as the addition of 54 hotel rooms to the existing Residence Inn Hotel. The project seeks to develop two (2) contiguous parcels on the west side of Erwin Road, north of Dobbins Drive and Fordham Boulevard. More details about the proposed development can be found in the applicant's narrative and statement of justification.

Information about the site and proposed zoning districts can be found below, as well as a list of proposed Modifications to Regulations, other important considerations that staff has identified, and an analysis of the project's consistency with the Comprehensive Plan and relevant Findings of Fact.

SITE CONTEXT

Staff have identified the following physical and regulatory characteristics of the land which are relevant to consideration of a Zoning Atlas Amendment:

- The site is adjacent to the following uses and zoning districts
 - The Residential-2 (R-2) zoning district to the north contains single-family homes.
 - The Residential-4 (R-4) zoning district to the east and west, including across Erwin Road, contains multifamily developments.
 - Dobbins Drive and Fordham Boulevard are located to the south, with Walkable Mixed-Use-5 (WX-5) and Walkable Mixed-Use-7 (WX-7) zoning districts, part of the Blue Hill Form District, located to the south of Fordham Boulevard, containing various commercial uses.
- The southern parcel is zoned Residential-3-Conditional Zoning District (R-3-CZD) and contains the existing Residence Inn Hotel.

- The northern parcel is zoned Residential-2 (R-2) and contains a farm pond that the applicant proposes to drain and remove. A new stormwater basin will be constructed to serve both the hotel and the townhome development, as well as stormwater from the Christ Community Church site to the north.
- Areas of manmade steep slopes have been identified around the pond. The applicant describes the site as "sloped away from Erwin Road in a fairly uniform 8-10 percent slope from the northeast corner to the southwest corner".
- The site fronts on Erwin Road, north of its intersection with Dobbins Drive and Fordham Boulevard, and various improvements are proposed in accordance with the Traffic Impact Assessment.

PROPOSED ZONING

The applicant has submitted a Conditional Zoning application, which allows review of the development proposal in conjunction with the rezoning, and which allows site-specific standards to be formulated and applied as conditions through a legislative process. The Conditional Zoning application provides an opportunity to establish conditions that modify use, intensity, and development standards in order to address impacts reasonably expected to be generated by development. Conditions can also address conformance of the development with town regulations and adopted plans. A –CZD suffix would be added to the zoning district designation to incorporate the approved conditions. The applicant has proposed a Conditional Zoning district for the site, as shown on the site plan: Mixed-Use Village–Conditional Zoning District (MU-V-CZD).

The intent of the Mixed-Use Village – Conditional Zoning District (MU-V-CZD) is "to provide for the coordinated development of office, commercial, and residential uses and their necessary support functions in the vicinity of key highway intersections and transit corridors in Chapel Hill. The district is designed to facilitate stated public policies to encourage design which emphasizes lively, people-oriented environments and compatible, visually interesting development. This district provides areas where moderate scale mixed use centers can locate with an emphasis on development of a balance of residential, office and commercial uses.

It is further intended that the mixed-use districts shall encourage development within which mutually supporting residential, commercial and office uses are scaled, balanced and located to reduce general traffic congestion by providing housing close to principal destinations, and convenient pedestrian and bicycle circulation systems and mass transit to further reduce the need for private automobile usage. Mixed-use districts are intended to encourage development that allows multiple destinations to be achieved with a single trip. These standards encourage a design such that uses within a mixed-use district are arranged in a manner that encourages internal vehicular trip capture and the development patterns that encourage walking, transit and bicycling as alternatives to automotive travel.

When such districts adjoin residential development or residential zoning districts, it is intended that arrangement of buildings, uses, open space, and vehicular or

pedestrian and bicycle access shall be such as to provide appropriate transition and reduce potentially adverse effects. $^{\prime\prime}$

PROPOSED MODIFICATIONS TO REGULATIONS

1) Section 5.9 Parking and Loading: The applicant proposes modifying the maximum parking requirement for the Summit Place parcel. The maximum number of parking spaces, based on the number of units proposed, is 101 spaces. The applicant proposes 117 parking spaces.

Staff Comment: Staff believes the Council could find a public purpose for allowing additional parking as it will reduce the amount of spillover parking in adjacent residential neighborhoods and streets.

2) Section 5.3.2(f) – Steep Slopes – Disturbance limitations: The applicant proposes modifying the maximum disturbance area of steep slopes from 25 percent to 89 percent. The site contains 11,366 square feet of steep slopes that are subject to a disturbance limitation of 25 percent. The maximum disturbance allowed is 2,841 square feet. The applicant proposes to disturb 10,133 square feet, which is approximately 89 percent of this area, and exceeds the limit by 7,291 square feet.

Staff Comment: Staff believes the Council could find a public purpose for the increased disturbance of steep slopes, as some of the existing steep slopes are due to an existing stormwater control facility and a farm pond, and the intent is to provide additional residential dwelling units, including affordable dwelling units.

Council Findings and Public Purpose: The Council has the ability to modify the regulations according to Section 4.4.5 of the Land Use Management Ordinance. Staff believes that the Council could modify the regulations if it makes a finding in this particular case that public purposes are satisfied to an equivalent or greater degree. If the Council chooses to deny a request for modifications to regulations, the developer's alternative is to revise the proposal to comply with the regulations.

For additonal information on the proposed modifications, please refer to the applicant's attached materials.

KEY CONSIDERATIONS

Planning Commission: At their June 15, 2021 meeting, the Planning Commission recommended approval of the application with the following condition:

• That the modification to regulations related to parking spaces be removed from Ordinance A.

Staff Response: Section 3.4.6(e)(4) of the Land Use Management Ordinance states that Mixed Use Development "off-street parking requirements shall be fifty (50) percent of the minimum parking requirements listed in the parking and loading standards (section 5.9 of this appendix)." Typically, mixed use developments have varied uses with offset

¹ LUMO 3.4.6

⁽https://library.municode.com/nc/chapel_hill/codes/code_of_ordinances?nodeld=CO_APXALAUSMA_ART3ZODIU SDIST_3.4CODI)

parking demands and thus, lower overall parking demands. The applicant is proposing residential and hotel uses, of which peak parking demands coincide.

Applicant Response: The applicant believes that the proposed modification is reasonable and realistic. The design provides 1.9 parking spaces per dwelling unit for residents. It provides 1 visitor parking space for each 3 townhomes. Overall, this ratio is 2.25 spaces per unit, the maximum number for 3 BR dwelling units.

Eleven of the 16 spaces for which the modification is sought serve a dual purpose. They are used one day per week for Orange County recycling curbside pickup service – and we hope one other day per week for Town of Chapel Hill Solid Waste Curbside service

Transportation and Connectivity Advisory Board: At their May 25, 2021 meeting, the Transportation and Connectivity Advisory Board recommended approval of the application with the following condition:

• That the applicant and Town staff work to establish a 30-foot easement along the Dobbins Road frontage of the property to support a future sidepath.

Staff Response: Applicant has agreed to a "possible" 15-foot easement at this time, dependent on provision of additional information on the construction, landscaping, and final appearance of the sidepath from the Town.

Applicant Response: As written, the goal is to achieve a 30-foot wide easement on the applicant's property. The applicant does not intend to grant a 30-foot wide blanket easement that would permit the town to construct a multi-purpose paved path in lands protected by Town, State, and Federal environmental regulations.

The applicant has agreed to a limited impact easement for construction, if the town can develop a plan to design, fund, and construct such a path without severely damaging these sensitive lands within the existing Dobbins Drive right-of-way. It is important to note that this portion of Dobbins Drive was deeded to NCDOT by this applicant twenty years ago for realignment of the intersection with Erwin Road prior to the application for the current Residence Inn Hotel. In addition, the applicant funded a significant portion of those improvements.

Community Design Commission: At their June 14, 2021 meeting, the Community Design Commission recommended approval of the application with the following conditions:

• That the proposed stipulations be modified to read that the Commission review *and approve* building elevations, site lighting plans, and the landscape plan.

Staff Response: The applicant has not agreed to this condition.

Applicant Response: The applicant fully appreciates and endorses the importance of a review of these items by the CDC. However, the applicant believes the stipulations/ conditions as presented in Ordinance A reflect the LUMO requirements and supports the Ordinance A conditions as written.

Environmental Stewardship Advisory Board: At their June 8, 2021 meeting, the Environmental Stewardship Advisory Board recommended approval of the application with the following conditions:

• That the applicant return to the Stormwater Management and Utility Advisory Board and review the currently proposed solutions, as well as the modifications proposed.

Staff Response: The application was reviewed at the Stormwater Management Utility Advisory Board's June 22, 2021 meeting.

Applicant Response: The applicant has agreed and the project was reviewed by the SMUAB on June 22, 2021. The May 25, 2021 Stormwater Management and Utility Advisory Board meeting was cancelled for lack of quorum.

• Regarding the stormwater management plan for the construction phase, ask Orange County to consider a storm event greater than 100 years for the erosion control permit.

Staff Response: Erosion control ponds used during construction are generally converted to the stormwater control devices at the completion of construction. Therefore, these erosion control devices are generally sized for the same storm events as the stormwater control measures. Designing an erosion control pond for a larger storm would be dependent on space constraints and may increase the amount of disturbed area for a project.

Applicant Response: The applicant will explore the feasibility of this request with Orange County and the Town of Chapel Hill during the development of the on-site construction plan.

• For analysis point #2, reduce stormwater peak flow rate to no less than 50 percent for all storm events <u>without</u> Christ Community Church and for no less than 85 percent <u>with</u> Christ Community Church's discharge.

Staff Response: This recommendation would require the applicant to exceed Ordinance standards. The LUMO requires an applicant to demonstrate that post-development flows do not exceed pre-development flows. This recommendation is requesting that post-development flows would be less than pre-development flows.

Applicant Response: The applicant's current plan exceeds the Town requirements for management of all storm events.

With Christ Community Church constructed, the current stormwater management plan provides for the reduction of peak flow rate at analysis point #2 by 83 percent for the 1-year storm and 83 percent for a 100-year storm. For the 2, 10, & 25-year storms the reduction is 82 percent.

Without Christ Community Church being constructed the applicant is receiving the full flow of water from Christ Community Church. For the 1, 2, 10 and 25-year storms the peak flow rate is reduced by 79–53 percent. For the 100-year storm the current design reduces the peak flow by 42 percent.

The peak stormwater flow reduction of 81-83 percent when both the Church and Townhomes are developed is the current design condition.

The peak stormwater flow reduction without construction of the Church is reduced by over 50 percent for all storm event periods up to the 100-year storm, which has a 42 percent reduction.

The applicant will analyze the stormwater management system to see what can be modified to achieve a 50 percent reduction in peak flow for the 100-year storm in the period before the Church is developed.

Housing Advisory Board: At their June 8, 2021 meeting, the Housing Advisory Board recommended approval of the application with the following condition:

• That four dwelling units be provided at 80 percent of the area median income (AMI) and three units at 65 percent AMI.

Staff Response: The applicant has agreed to the HAB's recommendation.

Applicant Response: The applicant agrees with these provisions for the development of affordable housing on site.

Stormwater Management Utility Advisory Board: At the June 22, 2021 meeting the Stormwater Management Utility Advisory Board recommended approval of the application with the following conditions:

- Additional analysis of the applicant's proposal to add a swale or pipe in the 100-foot buffer. This solution could divert the runoff away from the ephemeral channels along the shared property line and alleviate some of the flooding issues experienced by Summerfield Crossing residents, while still maintaining a vegetative buffer that screens the hotel from the neighborhood.
- The board also recommends an analysis of additional volume reductions through appropriate plantings and other measures.

Staff Response: Town staff suggested a swale to alleviate runoff and flooding issues experienced downstream in Summerfield Crossing. Staff is working with the applicant to develop a condition that will be included in Ordinance A.

Applicant Response: Applicant to provide additional details at September 1, 2021 Town Council meeting.

CONSISTENCY WITH THE COMPREHENSIVE PLAN AND OTHER DOCUMENTS

Town staff has reviewed this application for compliance with the themes from the <u>2020</u> <u>Comprehensive Plan²</u>, the standards of the <u>Land Use Management Ordinance³</u>, and the <u>Town</u> <u>of Chapel Hill, NC : Design Manual and Standard Details⁴</u> and believes the proposal complies with several themes of the 2020 Comprehensive Plan:

Comprehensive Plan Themes: The applicant has indicated that this project meets the following themes from the 2020 Comprehensive Plan, adopted June 25, 2012:

\boxtimes	R	Create a Place for Everyone	\boxtimes		Develop Good Places, New Spaces
\boxtimes	<u></u>	Support Community Prosperity	\boxtimes	X	Nurture Our Community
\boxtimes	2	Facilitate Getting Around		The second second	Grow Town and Gown Collaboration

Future Land Use Map: The Future Land Use Map (FLUM) envisions the 15-501 North Focus Area as a dynamic mix of higher-intensity uses, including places to shop and reside. The FLUM indicates a range of appropriate Primary and Secondary uses for the Sub-Area C where this site is located. Townhouses and Residences is considered a Primary Use, with

⁴ <u>http://www.townofchapelhill.org/town-hall/departments-services/public-works/engineering/design-manual-and-standard-details</u>

² <u>http://www.townofchapelhill.org/home/showdocument?id=15001</u>

³ <u>https://www.municode.com/library/#!/nc/chapel_hill/codes/code_of_ordinances?nodeId=CO_APXALAUSMA</u>

Commercial/Office being a Secondary Use. The proposed townhouse community falls within the Townhouse and Residences category, and the existing hotel and proposed expansion falls within the Commercial/Office category, and the proposed rezoning aligns with the character envisioned by the FLUM. The FLUM also calls for:

- ACTIVATED STREET FRONTAGES. Activated street frontages are encouraged to create vibrancy and ensure pedestrian activity over time. The 15-501 North Focus Area calls for activated street frontages along 15-501. While the site does not front 15-501, the applicant proposes locating the townhouses close to Erwin Road with no off-street parking in between the street frontage and the townhouses.
- TRANSITIONAL AREA. Along the northern site boundary, the 15-501 North Focus Area strives for harmonious transitions to adjacent neighborhoods. Transitions can include less-intense uses, reduced height, landscape buffers, and other measures.

Staff Evaluation: North Carolina General Statute Section 160D-605 requires the Council to approve a statement describing whether its action is consistent with an adopted comprehensive plan and any other applicable officially adopted plan when adopting or rejecting any zoning amendment.

Staff provides the following evaluation of this application's consistency with the 2020 Comprehensive Plan and other adopted plans:

- The proposed rezoning aligns with the land use character envisioned by the FLUM. The MU-V-CZD district would allow all of the uses that the FLUM indicates are appropriate. The Conditional Zoning application proposes townhouses and a hotel expansion that would fall within the 'Townhouse and Residences' and 'Commercial/ Office' categories.
- Zoning conditions would be useful to ensure that development follows FLUM guidance for the Transitional Area. Current proposal indicates two-story townhouses in the Transitional Area.

FINDINGS OF FACT

In order to establish and maintain sound, stable, and desirable development within the planning jurisdiction of the Town, it is intended that the Land Use Management Ordinance (as stated in Section 4.4) shall not be amended except:

- **1)** To correct a manifest error in the chapter; or
- 2) Because of changed or changing conditions in a particular area or in the jurisdiction generally; or
- **3)** To achieve the purposes of the Comprehensive Plan.

All information submitted at the public hearing will be included in the record of the hearing.

1) Finding #1: The proposed zoning amendment is necessary to correct a manifest error.

Arguments in Support: To date, no arguments in support have been submitted or identified by staff.

Arguments in Opposition: To date, no arguments in opposition have been submitted or identified by staff.

Staff Response: We believe, based on the information entered into the record to date, that there is no manifest error in the Town's Zoning Atlas Amendment related to the project site.

2) Finding #2: The proposed zoning amendment is necessary because of changed or changing conditions in a particular area or in the jurisdiction generally.

Arguments in Support: The applicant states that the proposed townhouse and hotel expansion "and their relationship to the surrounding existing townhome development match precisely the adopted FLUM."

Arguments in Opposition: To date, no arguments in opposition have been submitted or identified by staff.

Staff Response: We believe, based on the information entered into the record to date, that the Council could make the finding that the proposed zoning amendment is necessary because of changing conditions in the 15-501 North Focus Area.

3) Finding #3: The proposed zoning amendment is necessary to achieve the purposes of the comprehensive plan.

Arguments in Support: The applicant's Statement of Consistency states that the application is in accordance with the following elements of the 2020 Comprehensive Plan:

- A range of housing options for current and future residents (A Place for Everyone.3)
- Promote a safe, vibrant, and connected (physical and in-person) community (Community Prosperity and Engagement.3)
- A connected community that links neighborhoods, businesses, and schools through the provision of greenways, sidewalks, bike facilities, and public transportation (Getting Around.2)
- Connect to a comprehensive regional transportation system (Getting Around.3)
- A transportation system that accommodates transportation needs and demands while mitigating congestion and promoting air quality, sustainability, and energy conservation (Getting Around.6)
- Low density, green Rural Buffers that exclude urban development and minimize sprawl (Good Places New Spaces.1)
- A range of neighborhood types that addresses residential, commercial, social, and cultural needs and uses while building and evolving Chapel Hill's character for residents, visitors, and students (Good Places New Spaces.5)
- Maintain and improve air quality and water quality, and manage stormwater to heal local waterways and conserve biological ecosystems within the town boundaries and the Extra Territorial Jurisdiction (Nurturing Our Community.2)
- Support the Parks and Recreation Master Plan and the Greenways Master Plan to provide recreation opportunities and ensure safe pedestrian and bicycle connections (Nurturing Our Community.4)
- Protect neighborhoods from the impact of development such as stormwater runoff, light and noise pollution, and traffic (Nurturing Our Community.8)

Arguments in Opposition: To date, no arguments in opposition have been submitted or identified by staff.

Staff Response: We believe, based on the information entered into the record to date, that the Council could make the finding that the proposed zoning amendment is necessary to achieve the purposes of the Comprehensive Plan.



PROJECT FACT SHEET

Overview

Site Description		
Project Name	Residence Inn – Summit Place Townhomes	
Address	101-111 Erwin Road	
Property Size (GLA)	770,566 sq. ft. (17.69 acres)	
Existing	Existing Residence Inn hotel on southern parcel, existing farm pond on northern parcel	
Orange County Parcel Identifier Numbers	9799-48-1814 and 9799-48-0252	
Existing Zoning	Residential-3-Conditional Zoning District (R-3-CZD) and Residential-2 (R-2)	
Proposed Zoning	Mixed-Use Village-Conditional Zoning District (MU-V-CZD)	

Site Design

Торіс	Comment	Status
Use/Density (<u>Sec 3.7</u>)	52 condominiums and 54 hotel rooms	\odot
Dimensional Standards (<u>Sec. 3.8</u>)	Comply with LUMO Section 3.8	\bigcirc
Floor area (<u>Sec. 3.8</u>)	<i>Maximum:</i> 855,187 sq. ft. <i>Proposed:</i> 211,913 sq. ft.	\odot
Inclusionary Zoning (<u>Sec. 3.10</u>)	7 affordable dwelling units proposed (13% of total units)	\bigcirc
Landscape		
Buffer – North (<u>Sec. 5.6.2</u>)	<i>Required:</i> 20' Type "C" and 10' Type "B" <i>Proposed:</i> 35' Type "C" and shared 10' Type "C"	\odot
Buffer – East (<u>Sec. 5.6.2</u>)	Required: 30' Type "D" Proposed: 20' Type "C" (reduced intensity along street frontage) and 50' Type "D"	\odot
Buffer – South (<u>Sec. 5.6.2</u>)	Required: 30' Type "D" Proposed: 30' Type "D"	\odot
Buffer - West (<u>Sec. 5.6.2</u>)	Required: 20' Type "C" Proposed: 60' Type "B"	\odot
Tree Canopy (<u>Sec. 5.7</u>)	Required: 30% Proposed: 30%	\odot
Landscape Standards (<u>Sec. 5.9.6</u>)	Application must comply	\odot

Environment		
Resource Conservation District (<u>Sec. 3.6</u>)	Perennial stream located on southern portion of site; no disturbance proposed	\odot
Erosion Control (Sec. 5.3.1)	Orange County Erosion Control permit required	\odot
Steep Slopes (Sec. 5.3.2)	<i>Required:</i> Disturb < 25% of slopes greater than 25% slope <i>Proposed:</i> 26.7% (7,271 sq. ft. total)	м
Stormwater Management (<u>Sec. 5.4</u>)	1 acre stormwater management facility to treat both parcels, as well as runoff from Christ Community Church site to the north	\odot
Land Disturbance	363,425 sq. ft. (8.34 acres)	\odot
Impervious Surface (<u>Sec. 3.8</u>)	267,125 sq. ft. (34.7% of gross land area)	\bigcirc
Solid Waste & Recycling	Applicant requests curbside solid waste collection	\odot
Jordan Riparian Buffer (<u>Sec. 5.18</u>)	No disturbance proposed	\odot
Access and (Circulation	
Road Improvements (<u>Sec. 5.8</u>)	 Improvements in accordance with TIA findings including: New primary entrance between existing hotel entrance and McGregor Drive Existing hotel entrance to become right-in/right-out Internal vehicular and pedestrian connections 	\oslash
Vehicular Access (<u>Sec. 5.8</u>)	Primary access will be a new entrance on Erwin Road between the existing hotel entrance and McGregor Drive	\odot
Bicycle Improvements (<u>Sec.</u> <u>5.8</u>)	Bicycle lanes proposed along Erwin Road frontage	\bigcirc
Pedestrian Improvements (<u>Sec. 5.8</u>)	Internal sidewalk connections throughout the site, as well as along connection to Christ Community Church site to the north	\odot
Traffic Impact Analysis (<u>Sec. 5.9</u>)	TIA Executive Summary attached	\odot
Transit (<u>Sec. 5.8</u>)	Bus shelter pad to be installed for future bus shelter construction	\bigcirc
Bicycle Parking (<u>Sec. 5.9</u>)	<i>Required:</i> 26 spaces <i>Proposed:</i> 71 spaces	\odot
Parking Lot Standards (<u>Sec. 5.9</u>)	Applicant requests 117 parking spaces for Summit Place Townhomes and 139 parking spaces for Residence Inn Hotel	м
Technical		
Fire	Meet Town Standards	\odot
Site Improvements	54 hotel rooms and 52 townhomes with associated parking	\oslash

Recreation Area (<u>Sec. 5.5</u>)	<i>Required:</i> 12,224 sq. ft. <i>Proposed:</i> 13,089 sq. ft. (comprised of a payment-in-lieu, sports courts, and sports support area)	\odot
Lighting Plan (<u>Sec. 5.11</u>)	Maximum of 0.3 foot-candles at property line	\odot
Homeowners Association (<u>Sec. 4.6</u>)	Required at Final Plans	FP
Adequate Public Schools (<u>Sec. 5.16</u>)	Certificate of Adequacy of Public Schools (CAPS) required at Final Plans	FP

Project Summary Legend

Symbol	Meaning
\bigcirc	Meets Requirements
м	Seeking Modification
С	Requires Council Endorsement
FP	Required at Final Plan
NA	NA