

SUMMARY OF COMMUNITY DESIGN COMMISSION ACTION

Subject: Carolina North - Potential Rezoning and Development Agreement including Standards and Mitigation Measures

Meeting Date: April 22, 2009

Recommendation: That the Council endorse the potential rezoning and Development Agreement including Standards and Mitigation Measures with the following additions:

- Final Plan Review of building elevations and Lighting Plan: That buildings adjacent to existing public roads or adjacent to existing residential areas require Community Design Commission review of building elevations and Lighting Plan prior to Town approval.

That Concept Plan Review by the Community Design Commission and Town Council for buildings adjacent to existing public roads or adjacent to existing residential areas are encouraged.
- Transitional Height: That buildings constructed along existing public streets be no more than 4 stories with height transitioning to multiple stories toward the center of the site.
- Street Setbacks: That street setback be a minimum of 100 feet.
- Development Agreement Review: That the Development Agreement be reviewed and updated by the advisory boards and Town Council every eight years.
- Design Standards and Mitigation Measures: That Town staff “stiffen” the language of the design standards for development.
- Water Use: That Carolina North development have no negative impact on non-Carolina North property water rates and any increase in costs (either rates or capital expenditures) associated with increased water usage as a result of Carolina North be borne by the University.

Additional Concern: Commission members expressed concern with the vagueness of the University’s design standards for new development. They all agreed that the design standards should promote a campus that adds beauty to the community.

Vote: 8-0

Ayes: George Cianciolo (Chair), Mark Broadwell, Augustus Cho, Chris Culbreth, Frank Rodenburg, Amy Ryan, Geordie Selkirk, and Robin Whitsell

Nay: None

Prepared by: George Cianciolo, Chair
Kay Pearlstein, Staff

MEMORANDUM

TO: Mayor and Town Council

FROM: Greenways Commission
Glenn Parks, Chair

SUBJECT: Preliminary Recommendations for the Carolina North Development Agreement

DATE: April 22, 2009

The Greenways Commission voted unanimously (6-0) to make the following recommendations related to the proposed Carolina North Development Agreement. Commission members voting were:

Glenn Parks (Chair), Jim Earnhardt (Vice Chair), Christine S. Berndt, Mary Ann Freedman, Sherry Graham, and David Tuttle

Following are the Commission's preliminary recommendations. The Commission understands that changes to the Carolina North plans are ongoing and that changes may require additional or revised recommendations from the Commission.

We are in the process of developing a map showing our ideas for location of greenways at Carolina North. The map may be ready after initial distribution of this memorandum. The map is referenced in the following pages.

The Commission's recommendations are based almost entirely on the March 31, 2009 Development Agreement. In summary our recommendations deal with the following themes:

- The University should build a paved greenways system that would seamlessly merge into the Town's planned greenway system. The Town and University working together can provide a meaningful bicycle and pedestrian transportation system that can reduce the need for automobile transportation to the new campus.
- The University should build an internal paved greenway system to efficiently move people within various portions of the new campus.
- The central spine of this paved greenways system should be an extension of the Horace Williams Trail from Estes Drive Extension through the site to Homestead Road. This trail will eventually link to the Town's Bolin Creek Trail system to the south and the Town's Horace Williams Trail to the north. Part of this trail should include a safe crossing of Estes Drive Extension.
- An east to west pedestrian and bicycle facility should be built to allow non-motorized vehicle transportation between Martin Luther King Jr. Blvd. and Seawell School Road. This should be a part of the Green Mall concept.

- Paved greenway trails should be built along both sides of the University's frontage on Estes Drive Extension and along the University's frontage on the west side of Martin Luther King Jr. Blvd.
- The University should preserve and improve the existing natural trail system.
- All trails should be enhanced by providing connectors to nearby neighborhoods and other destinations. Some connectors may be paved while others may be natural surface.

The Commission notes that at times it has been difficult to receive the latest versions of documents. For example, at the time of our review we had only the March 31, 2009 version of the Development Agreement to use as a reference, even though a later version had been prepared. The Commission's recommendations are based primarily on the March 31, 2009 document.

RECOMMENDATIONS TO IMPROVE THE DEVELOPMENT AGREEMENT (MARCH 31, 2009 DRAFT)

Suggested changes to #5 Open Space (page 20)

Create a permanently preserved natural park of at least 100 acres, similar to Battle Park. This park should have trails and picnic facilities. This park could be used to preserve a significant natural area as well as to provide an area for relaxation once the entire Carolina North site is built out. If this idea is pursued the exact dimensions of the park should be determined in consultation with the University and Town Council.

The Commission is interested in achieving some level of protection for the remaining acreage.

Suggested changes to #15 Recreation Areas (page 30)

GENERAL ISSUES RELATED TO UNPAVED TRAILS G.15.1 and G.15.2

Keep existing natural trails in the portion of the site proposed not to be developed for 50 years, with such trails kept open to the public. The University should maintain a trail system that is of the approximate size of the trail system that existed prior to development. The University may eliminate trails that fall within the recognized development zone of the Carolina North campus. However, the University will continue to operate trails within the future development zone until such time as the underlying land is needed for construction.

The University should professionally manage the trail system in a manner that is similar or superior to the management system that existed in 2009. The University should maintain all natural surface trails built by the University and the University's volunteers.

The public should be permitted to use all natural surface trails on the Carolina North campus without charge.

The University may establish reasonable rules that govern the conduct of people using the trails. These rules may include a variety of restrictions including restraint of dogs, hours of operation, use while under the influence of controlled substances, and other rules.

The University may close or re-route sections of trails for reasonable amounts of time for reasons such as maintenance, weather related conditions, and special events.

The trail system should have signs that will direct trail users to destinations within Carolina North and the proper way to travel to pass through Carolina North.

All trails should be designed and located to avoid significant trees, steep slopes, wetlands, and other significant natural objects whenever feasible.

Use the stormwater management “working landscapes” within the 50 year development site to locate access trails connecting to the major greenway corridors.

Work with neighborhoods to determine if neighborhoods want paved connectors, non-paved connectors, or no direct trail connection to the University’s trail system. Neighborhoods that should be approached include Glen Heights, Ironwoods, North Haven, Elkin Hills, and Homestead Place. If neighborhoods prefer non-paved connector trails these should be provided.

The existing natural paved trails should be linked to new trails within the 50 year development

Suggested changes to #16 Greenways (page 30)

GENERAL ISSUES RELATED TO GREENWAY TRAILS G.15.1 through G.16.5

The Town of Chapel Hill plans on building a major paved greenway trail to the edges of the Carolina North Campus from both the south and the north. The University and the Town should cooperate to assure that the trail systems are built in a logical manner such that non-motorized vehicle transportation and recreation are enhanced in the most efficient manner possible. The Greenways Commission believes that both the University and the Town should work to link the north-south corridor to other trails in the Town and University system and to eventually provide continuous access south to the central campus and north to the Town Operations Center.

All paved trails should be built to AASHTO standards for multi-use pedestrian and bicycle trails.

All major greenway trails should be asphalt or concrete. Alternate surfaces might be used, but only if approved by both the Town and University. Any alternate surface must allow safe and efficient transportation by a variety of non-motorized vehicles such as bicycles, in line skates, scooters, strollers, and other similar devices.

Pavement and sub-base for major trails should be designed to handle the weight of heavy maintenance vehicles. For design purposes the trail should meet road standards for weight.

Greenway trails should be a minimum of 10 feet in width. Trails built in and adjacent to the main campus area should be a minimum of 12 feet in width. The trail section from Estes Drive Extension to the main campus should be 12 feet wide.

Greenway trails should be built to 5% grade or less if possible. Trails should exceed 5% only when doing so would result in extraordinary costs and/or clearing. The University should consult with the Town prior to building any paved trail in excess of 5%. Trails should never exceed an 8% slope.

Greenway trails should have 2-3 foot shoulders that are clear of obstructions.

The University should maintain all paved trails built by the University under the terms of this agreement.

Greenway trails should be designated for only the following uses:

- Pedestrian use
- Non-motorized vehicle use
- Motorized wheelchairs
- Maintenance vehicles

The public should be permitted to use all greenway trails on the Carolina North campus without charge.

The University may establish reasonable rules that govern the conduct of people using the trails. These rules may include a variety of restrictions including restraint of dogs, hours of operation, use while under the influence of controlled substances, and other rules.

The University may close sections of trails for reasonable amounts of time for reasons such as maintenance and special events.

The trail system should have signs that will direct trail users to destinations within Carolina North and the proper way to travel to pass through Carolina North.

All paved trails should be designed and located to avoid significant trees, steep slopes, wetlands, and other significant natural objects whenever feasible.

Paved trails should be built as independent facilities with as few interactions with motorized vehicles as possible. The trail should not disappear as a separate facility in the campus area by merging into bike lanes.

RECOMMENDATIONS RELATED TO SPECIFIC PAVED TRAILS:

The Commission has worked over the past several months to develop the recommended trail alignments described below. If adopted by the Council and Board of Trustees these alignments would replace the greenways plan described in the Town's current Greenways Master Plan for the Carolina North property.

The Commission has prepared the attached map showing recommended greenway alignments. We recommend that the map be incorporated in the final development agreement.

Horace Williams Trail (North-South Trail)

At the time of the Commission's April 22, 2009 meeting the Commission had access to only the March 31, 2009 version of the Draft Development Agreement. The staff reported verbally on changes that were made at an earlier meeting of the Town Council and Board of Trustees related to the use of the "panhandle" to access Homestead Road. The Commission felt that the use of the property for a greenway would emphasize its use for non-motorized vehicle use and would preclude its use as a road in the future.

The University should provide a major north-south greenway through the property that would connect Estes Drive Extension to Homestead Drive. The trail should be named the "Horace Williams Trail" to match the name of the trail that the Town will build to the north from Homestead Road. The trail should be at least 10 feet wide in the section from Homestead Road to the new campus. The trails should be 12 feet wide through the campus and south to Estes Drive Extension.

The Commission is aware that the Council had removed from the development agreement any use, such as a trail, from the University-owned "panhandle" corridor that connects the main Carolina North property to Homestead Road. The Commission understands that there may be reasons that require such an action, but continue to recommend that the University build a greenway trail through the "panhandle" property to Homestead Road. We believe that from a programmatic standpoint this is the best place to locate such a trail. However, if other issues cannot be resolved to allow the trail to be located in the panhandle we recommend that the University work closely with the Town to build the trail to a point to the west of the panhandle. We believe that at some future time it is likely that a development application will be submitted for one of the private properties to the west of the panhandle. If and when this happens an opportunity may occur that would allow this critical greenway connection to be located.

The Commission wants to emphasize the importance of this issue from a transportation and recreation standpoint. Refer to the map showing proposed greenways within the Carolina North campus. If a way to access Homestead Road is not found the concept would be severed and non-motorized vehicle and pedestrian transportation to Carolina North from the north would become more difficult and hazardous.

Heading south from Homestead Road the Horace Williams Trail should be located along the eastern portion of the property in order to avoid disturbing the large undeveloped natural area north of the new campus. The trail should then pass through the campus and then on to Estes Drive Extension.

The Greenways Commission has located a preferred route that can be seen on the attached map, although we are open to consideration of other locations that may better serve the campus and community. The only other viable option would be to locate the trail through properties to the west of the “panhandle” at the time of redevelopment. At this time we cannot recommend any specific route.

The Horace Williams Trail should be co-located with the University’s duct bank if that concept is used from Homestead Road to the campus. The reason for such co-location would be to minimize clearing and grading.

The University should provide a trail safe crossing of Estes Drive Extension in some manner acceptable to the Town and the NCDOT. Possible options for crossing Estes Drive Extension include a pedestrian/bicycle tunnel, an at-grade pedestrian crossing with a pedestrian refuge, a pedestrian crosswalk with a pedestrian activated light to stop traffic on Estes Drive extension, or some other solution that would be mutually agreeable to the Town, University, and NCDOT.

The Horace Williams Trail should also include a paved 10 foot wide connection to the southern edge of the Orange County property containing the Southern Human Resources Center and Seymour Center. This would allow trail access to the Orange County Southern Human Services Center, the Senior Center, Homestead Park, and surrounding residential areas. This trail connection should only occur if the concept is approved by Orange County.

East-West Trail (Green Mall)

The University should provide an east-west greenway corridor through the center of the campus along the University’s Green Mall. This corridor should include facilities designed to allow both pedestrians and bicyclists to travel throughout the campus with minimal vehicular conflicts. This system should be anchored at Martin Luther King Jr. Blvd on the east and at Seawell School Road on the west. The Commission recognizes that bicycle and pedestrian transport in the Green Mall area may be addressed using some method other than a single 12 foot wide trail. The Commission supports the efforts of the University to create an inviting central landscape concept for the Green Mall. However, the final design should also provide in some manner for pedestrian and bicycle transportation that is free from unnecessary conflicts with traffic.

Estes Drive Trail

The University should provide 10 foot wide trails along both sides of Estes Drive from Martin Luther King Jr. Blvd to Seawell School Road. These trails would be similar to the greenway trails along NC 54 at the Meadowmont development.

Martin Luther King Jr. Blvd Trail

Provide a 10 foot wide trail along the Carolina North property frontage. This would be similar to the trails along NC 54 at the Meadowmont development. The University is already showing a 5 foot wide sidewalk in this same area. We recommend that it be widened to 10 feet.

Railroad Trail

Keep showing the rail corridor greenway trail as shown on the Master Greenways Plan as a long-range component of the greenway plan for Carolina North. This could be built at anytime with mutual agreement of the Town and the University. We are not recommending that it be part of this development agreement, which covers a 20 year period.

Other Trails

Additional paved trails could be provided upon mutual agreement of the Town and the University.

Recommended schedule for development of trails. Trail segments should be completed sooner than the schedule allows, but not later:

Trail Segment

Keystone Event/Schedule

Horace Williams Trail Phase 1
Natural surface trail from Estes
Drive Extension to the existing
Pumpkin Trail (existing natural
surface trail)

Within 1 year of closing of Airport

Horace Williams Trail Phase II
Build paved trail from Estes
Drive Extension to intersection of
East-West Trail (Green Mall)
completed

100,000 sf of floor area

Horace Williams Trail Phase III
From intersection of East-West
Trail to Homestead Road (including
spur to Orange County property)

800,000 sf of floor area completed

East-West Trail, Phase I
Paved trail from Martin Luther
King Jr Blvd to intersection with
Horace William Trail

100,000 sf of floor area completed

East-West Trail, from intersection with
Horace William Trail to Seawell School Road

Greenway should be extended as
development extends to the west.
Finished greenway should never be
east of the westernmost completed
and occupied building.

Estes Drive Trail including crossing of
Estes Drive Extension.

In conjunction with any road
improvements to Estes Drive
Extension.

Martin Luther King Jr Trail

In conjunction with any frontage
improvements related to the first
building that fronts Martin Luther
King Jr Blvd

TRAIL CONNECTIONS

Work with neighborhoods to determine if neighborhoods want paved connectors, non-paved connectors, or no direct trail connection to the University's trail system. Neighborhoods that should be approached include Glen Heights, Ironwoods, North Haven, Elkin Hills, and Homestead Place. If neighborhoods prefer paved connector trails these should be provided.

The University should work with Carrboro to determine its links to its proposed trail system, especially along Bolin Creek.

Link the Horace Williams Trail and East-West trail systems to the adjoining schools.

Link the trail system to where the University may plan future housing on the site, or off-site.

Link Estes Drive greenway/sidewalk, bikepath to internal roads within the site.

Differentiate greenways from sidewalks within the 50 year development site.

Use the stormwater management "working landscapes" within the 50 year development site to locate access trails connecting to the major greenway corridors.



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MEMORANDUM

To: Gene Poveromo,, Development Manager

From: Jeffrey J. York, Public Arts Administrator

Date: 05/05/09

Subject: Public Art Commission Recommendations for Carolina North Development Document

A ad hoc sub-committee of the Public Arts Commission, including Town Council Liaison, Mark Kleinschmidt met on 04/23/09 to discuss the Carolina North Development Agreement Appendix G, section 12, "Design Standards and Public Art" in order to craft language that appropriately addresses art and public art for Carolina North. The Committee felt that the current draft language of the Development Agreement did not adequately address the Town's nor the Horace William's Citizen Committee's recommendations. The following language for the Development Agreement is being recommended by the Public Arts Commission for the inclusion of the arts and public art at Carolina North. The committee and the Commission feel that the language below not only addresses the issue of public art, it also is in keeping with other sections of the Development Agreement that create benchmarks and a review process.

G.12.4. The University is committed to making ART, including public art, an integral part of the Carolina North campus. Prior to obtaining Town Council approval for the first individual site development permit application at Carolina North, a comprehensive public arts master plan shall be established. This plan, in addition to containing the basic guidelines and procedures of implementation in a standard public art plan, shall:

- a. broadly identify opportunities for integrating public art into the context of the built and natural environments of Carolina North including early involvement of artists in determining contextually appropriate public art locations overall and for individual project plans, and
- b. recommend short and long term funding options/sources for implementation of the public art plan including provisions for:
 - 1. the pooling of funds from construction projects that are below a certain threshold but designated for public art or if the project in question did not provide a suitable location for public art and,
 - 2. include provisions for in-lieu payments from corporate development partners/private developers for the funding of public art projects and cultural arts activities at Carolina North away from the site under development.

G.12.5 The Town of Chapel Hill will have the option to designate a professional staff liaison to the above mentioned University public art planning committee(s).

G.12.6 The annual report shall include a description of public art activities and document compliance with this Section. The report may include such other items as deemed relevant by the University. The Manager may also request inclusion of other specific information.

One further recommendation which the group is still working through is inserting language for considering public art opportunities with different section of Appendix G, such as Greenways, Open Space, Lighting, Transportation, etc.

SUMMARY OF HISTORIC DISTRICT COMMISSION RECOMMENDATIONS AND COMMENTS

Subject: Carolina North – Potential Rezoning and Development Agreement including Standards and Mitigation Measures

Meeting Date: May 5, 2009

Recommendation: That the Council incorporate the following design-related features into the development standards and vision statements.

- Lighting: – That the outdoor lighting fixtures be lamp style, similar to those on UNC's main campus, with LED, fluorescent, or other energy efficient light sources.
- Relating Architectural Styles between UNC's Main Campus and Carolina North Campus: That the architecture of the new buildings to some extent reflect the patterns, massing, proportion, and geometry of the earliest building architecture and layout of the main campus.
- Architecture Heterogeneity: That there be some variation in architectural styles of the buildings as the project is developed over time.
- Parking Facilities Size and Distribution:
 - a. That underground parking be used where possible to reduce the extent of above ground parking.
 - b. That parking decks be of such scale so as to not dominate the streetscape, and be distributed throughout the site.
 - c. Where possible, parking deck facades should be architecturally interesting, perhaps resembling building facades, and integrate with adjacent buildings. Include retail uses on ground level of parking decks to create pedestrian friendly uses.
 - d. Above ground parking surfaces must incorporate landscaped areas for visual interest.
- Hardscape Elements Relating to Main Campus: Low stone walls and brick sidewalks should be integrated into the landscape to repeat the outdoor visual theme of the main campus.

Other comments:

- Members applauded the proposed mix of uses, especially residential uses with academic facilities.
- Members were pleased to see a compact site layout that will likely encourage unity, a sense of campus, and increased opportunities for transit use.
- Members felt the architecture of the new buildings in the illustrations appeared to be of a single architectural style, creating a business park atmosphere. Members encouraged heterogeneity in styles over the coming decades, with new buildings incorporating some elements of previous buildings' architecture, to create some sense of evolution and continuity.

- To implement this vision of simultaneous architectural heterogeneity and linkage, and to encourage the best in design, members recommended the University hold architectural design competitions for main buildings to attract the most innovative and interesting designs of established architects.
- Members suggested including several “anchor” buildings to provide focal points and scale variation for visual interest.

Prepared by: Stephen Rich, Chair
Kendal Brown, Staff