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Prepared by the Town of Chapel Hill

Planning Department

# CAROLINA NORTH DEVELOPMENT AGREEMENT AND TOWN OF CHAPEL HILL SUMMARY OF ADVISORY BOARD RECOMMENDATIONS

During the months of April and May, 2009, the Town's Advisory Boards and Commissions have received copies of the draft Development Agreement and have been asked to share feedback and make recommendations to the Town Council regarding the proposal and its various stipulations. This document seeks to summarize these various recommendations for ease of reference and to provide a reference to where the topic is addressed in the Development Agreement. This document includes recommendations and comments from the following Advisory Boards and meeting dates:

<b>Advisory Board</b>	<b>Meeting Date(s) &amp; Status of Comments</b>
Active Living by Design Partnership Advisory Committee	May 14, 2009 – Comments included
Bicycle & Pedestrian Advisory Board	April 28, 2009 – Comments included
Community Design Commission	April 22, 2009 & May 20, 2009 - Comments included
Greenways Commission	April 22, 2009 – Comments & Map included
Historic District Commission	May 5, 2009 – Comments included
Parks & Recreation Commission	April 22, 2009 – Comments included
Planning Board	April 21, 2009 & May 5, 2009 – Comments included May 12, 2009 & June 2, 2009 – Comments included <i>Awaiting additional comments on June 9, 2009</i>
Public Art Commission	April 23, 2009 – Comments included
Stormwater Management Utility Advisory Board	April 28, 2009 & May 26, 2009 – Comments included
Sustainability Committee	May 5, 2009 – Comments included
Transportation Board	April 23, 2009 & May 7, 2009 – Comments included May 28, 2009 – Comments Included

## How to Use This Document

In order to properly address many of these issues and concerns raised during the Carolina North planning process, the Development Agreement includes specific standards (known as Article 5) for the portion of the Carolina North development subject to the Development Agreement. This list of standards and mitigation measures was first generated from interests expressed in the Horace Williams Citizen Committee Report (January 28, 2004) and the January 2007 UNC Leadership Advisory Committee.

As part of organizing recommendations and key interests from Town Advisory Boards, we have categorized these issues as either being general and process-related, or as being specifically related to one of the 27 standards identified in Exhibit G of the draft Development Agreement. **The reference notes indicate where the topics are addressed in the Development Agreement, but do not attempt to evaluate whether a particular comment has been incorporated verbatim into the draft Agreement. While all the comments have been discussed, and some have been included, others comment have a level of detail that would not normally be incorporated in a Development Agreement but would fall into the follow-up monitoring and mitigation.**

The issues in this document that were identified as general and process-related in nature have been divided into the following three (3) sub-groups for organizational purposes:

- A) [Development Agreement – General](#);
- B) [Review Process, Schedule & Resources](#); and
- C) [Communication](#).

The recommendations and key interests that are specifically related to one of the standards or mitigation measures identified in Article 5, are organized into the following 27 categories:

- 1) [Scale of Development Approved](#);
- 2) [Uses Permitted](#);
- 3) [Mix of Uses](#);
- 4) [Housing](#);
- 5) [Preservation of Open Space and Natural Areas](#);
- 6) [Stormwater Management](#);
- 7) [Stormwater Utility](#);
- 8) [Transportation: Transit, Parking, Streets, Sidewalks](#);
- 9) [Fiscal Impacts](#);
- 10) [Energy Conservation and Carbon Credits](#);
- 11) [Water Use, Reuse, and Reclamation](#);
- 12) [Design Standards and Public Art](#);
- 13) [Police, Fire, and EMS Services and Facilities](#);
- 14) [Public Schools](#);
- 15) [Recreation Facilities](#);
- 16) [Greenways](#);
- 17) [Historic and Cultural Features](#);

- 18) [Solid Waste Management](#);
- 19) [Landfill Remediation](#);
- 20) [Stream Buffers](#);
- 21) [Trees & Landscaping](#);
- 22) [Sedimentation](#);
- 23) [Neighboring Lands, Compatibility, Buffers](#);
- 24) [Noise](#);
- 25) [Lighting](#);
- 26) [Existing Conditions](#); and
- 27) [Annual Report](#).

We have also added an [“Other” category](#) for questions/comments that do not fit in one of the above categories.

### Background

On June 25, 2008, the Chapel Hill Town Council adopted a resolution that authorized planning for a work session with the full Town Council and members of the UNC Board of Trustees, in order to better understand options for guiding development at Carolina North. The initial joint work session occurred on September 25, 2008, and initiated a dialogue as part of an ongoing planning process with regular meetings.

The Town Council and Board of Trustees have continued their dialogue regarding planning for Carolina North through the fall of 2008 and into the spring of 2009. During this time, a draft Development Agreement has been prepared in response to this dialogue, incorporating public comments that have been received at various Council-Trustee Work Sessions and several Public Information Meetings. No final decisions have been made at this time, although both parties continue to work towards a goal of approving a Development Agreement in June 2009.

### General and Process-Related Recommendations

The Town Advisory Board and Commission recommendations and key interests regarding general and process-related issues are summarized as follows:

#### **A. Development Agreement – General**

- The Planning Board recommends that the Development Agreement be for a term of no greater than 10 years with a provision for automatic renewal for an equal term unless either party notifies the other of their intent to not renew within 1 year of the termination date. The Planning Board believes that it is important to determine the impact of the first phase of development on Carolina North before Chapel Hill can commit to a much larger phase with the potential for much more serious impacts. *(Planning Board) [see Article 4.2 termination, 4.14 annual report, 4.16, periodic assessment sand 4.31 termination]*
- The Planning Board recommends that the Town Council approve the May 19, 2009 version of the Land Use Management Ordinance Text Amendment creating the University-1 (U-1) zoning district. The Board also recommends that the Council rezone 643 acres of the Horace Williams Tract (being that portion of the property located in Chapel Hill’s jurisdiction) from Residential-2 and Office/Institutional-2 to the proposed University-1 zoning district. *(Planning Board) [noted]*

- Development Agreement Review: That the Development Agreement be reviewed and updated by the advisory boards and Town Council every eight years. (*Community Design Commission*) [see Article 4.2 termination, 4.14 annual report, 4.16, periodic assessment sand 4.31 termination]
- Add the following statement to Article 3 of the Development Agreement: “Development at Carolina North will incorporate specific agreements with the Town to ensure all three aspects of sustainability--economic, environmental, and social justice.” (*Sustainability Committee*) [see the Introduction to the Carolina North Plan, Carolina North Design Guidelines and Article 5.4 Housing, 5.5 Open Space, 5.9 Fiscal Impact, 5.10 Energy, 5.16 Greenways]
- Suggest that Section 3.23.d be eliminated or reworded to match Section 5.9.1 because it appears to be in conflict with this item. Section 5.9.1 reads, “The Carolina North Development shall be either revenue positive or revenue neutral for the Town,” while Section 3.23.d reads that “Assurance that the Project will be undertaken in a manner that does not cause undue adverse fiscal impacts for the Town.” (*Sustainability Committee*) [see Article 5.9 Fiscal Impact]
- Amend Section 3.25 to read as follows (new text in **bold**) “In exchange for providing these benefits to the town, the university desires to receive the assurance that it may proceed with the development of the Project in accordance with any and all existing Town development regulations and conditions of approval, as they exist on the Effective Date, subject to the terms, conditions, and exceptions contained herein **and subject to periodic potential amendments as contained in item 4.10.**” (*Sustainability Committee*) [see 4.10 and mechanisms in various specific topics for future amendments]
- On page 13, as part of the “Exhibits Incorporated by Reference,” a map of the entire site should be inserted that shows the locations of environmentally sensitive areas (e.5. steep slopes, riparian corridors, stream buffers, wetlands) and areas that pose a threat (e.5. floodplains, contaminated soils, groundwater pollution). The proposed boundary for future development projected for the first 50 years should be drawn on this map. This will help readers understand how the proposed development areas (228 acres) fit into the landscape ecological features of the site. (*Stormwater Management Utility Advisory Board*) [see the Carolina North Ecological Assessment, October 2007.]
- Regarding Exhibit E (Site Plan for the Portion of Carolina North with Building Development Subject to this Agreement) on page 19, this site plan reveals very little about location and types of proposed land uses/development types. It would be helpful to include a legend with colors linked to proposed uses that appear on this site (what do the green, red, and white zones represent on the above map?). The filter on top of this map should be eliminated since it constrains rather than clarifies spatial configurations of uses and types of development. (*Stormwater Management Utility Advisory Board*) [see Exhibit E, Carolina North Plan and Carolina North Design Guidelines]
- The development agreement should have very clear simple language that states the following: “New buildings will not be opened until transportation improvements required are in place.” (*Transportation Board*) [see 5.8 Transit and Transportation]

## B. Review Process, Schedule & Resources

- The Planning Board strongly recommends that the Council and Trustees complete the draft of the Carolina North Development Agreement prior to the Council’s summer recess but that the June 15, 2009 public hearing on the Development Agreement and the Land Use Management Ordinance text amendment be recessed until September. We believe that this action will allow

the citizens of Chapel Hill as well as the Council Members, Trustees, and staffs, to step back, catch their breath, and take a long, thorough look at these documents and fully understand the complexity and ramifications of the actions being considered. *[see detailed timeline on Town of Chapel Hill website]*

The Planning Board members appreciate the aggressive timeline which the Council and Trustees set for review of Carolina North and the efforts made to adhere to this timeline. Unfortunately, several documents have not been available until recently which has made thorough review by advisory boards and citizens much more difficult than what the Council and Trustees probably envisioned. The Planning Board members noted that the Council has recently recognized citizens' concerns over growth and its sustainability in Chapel Hill by its creation of a Sustainability Visioning Task Force. To approve a project of the magnitude of Carolina North before the Council's Task Force has even met would appear to diminish the very rationale for the Task Force's creation. *(Planning Board) [see detailed timeline on Town of Chapel Hill website]*

- Concept Plan Review: That Concept Plan Reviews by the Community Design Commission and Town Council for buildings adjacent to existing public roads or adjacent to existing residential areas are encouraged. *(Community Design Commission) [see 5.23, Perimeter Transition Area]*
- Development Agreement subject to Transportation Impact Analysis approval: That approval of the Development Agreement either follow the approval date of the Transportation Impact Analysis or approval of the Development Agreement be contingent upon the Transportation Impact Analysis being approved. *(Community Design Commission) [see 5.8 Transit and Transportation]*

### C. Communication

- The Planning Board recommends that the Town should appoint a Staff member to serve as the Neighborhood Liaison to Carolina North. This person would be responsible for posting public notices of site plans or amendments submitted to the Planning Department and for providing a contact for citizens to go to regarding concerns associated with development plans or construction associated with Carolina North, as well as cut-through traffic and on-street parking issues that may give rise to concerns in specific neighborhoods. *(Planning Board) [noted]*
- The Planning Board is concerned that the Town of Carrboro has not been more involved with the discussions of Carolina North. Although we recognize that the proposed development will occur entirely within Chapel Hill limits and that the Development Agreement is a legal agreement between Chapel Hill and the University, it is inconceivable that Carolina North will not have an impact upon Carrboro. Furthermore, much of the traffic (multi-modal) coming to Carolina North will come via Estes Drive Ext. and therefore will have an impact upon Chapel Hill as well. We encourage Chapel Hill leaders to at least share their information with Carrboro and ask for their comments and suggestions. *(Planning Board) [noted]*

### Recommendations Regarding Standards & Stipulations

The Town Advisory Board and Commission recommendations and key interests regarding the 27 standards identified in Exhibit G of the draft Development Agreement are summarized by topic as follows:

## 1. Scale of Development Approved

- Development Phasing - Clarify proposed development phasing and the square footage associated with each phase (800,000/1.5 million/3.0 million/8.0 million sq ft). (*Planning Board*) [See Article 3.30 and 3.5.5 permitted uses]
- The Planning Board recommends that the Development Agreement should cover the entire area of the Carolina North tract which is within the Town of Chapel Hill to insure that non-structure related development not occur in this area that is not covered by a Development Agreement. (*Planning Board*) [See Article 3.30 and 3.5.5 permitted uses]
- Members were pleased to see a compact site layout that will likely encourage unity, a sense of campus, and increased opportunities for transit use. (*Historic District Commission*) [See Carolina North Plan, Carolina North Design Guidelines, 5.1 Scale of Development Approved and 5.3 Mix of Uses]

## 2. Uses Permitted

- A Community Garden/Farmers Market shall be established on the site adjacent to the developed portion of the campus. A minimum of 5 acres shall be reserved for community gardens, parking, and a sale site. (*Parks & Recreation Commission*) [See 5.3 Mix of Uses and 3.5.5 f and g for permitted uses]

## 3. Mix of Uses

- Members applauded the proposed mix of uses, especially residential uses with academic facilities. (*Historic District Commission*) [noted]

## 4. Housing

- Section 4 **Housing** should require a portion of housing to be located on the Carolina North campus, rather than 100% satisfied by the University's Franklin Street site. (*Active Living by Design Committee*) [See 5.4 Housing]
- Recommend modifying Section 5.4.4 to read as follows " The housing provided within the Carolina North project shall have a full range of affordability. While the University may provide housing opportunities at Carolina North for the full income range of those employed on the Carolina North site, **the University shall provide and reserve 30% of housing that is affordable for those working on the site whose income is in the lower 33% of the income range of non-supervisory and professional (i.e. comparable to state non-exempt workers) employees and that is not otherwise available in the Chapel Hill housing market. The university shall subsidize this housing, if necessary, rather than rely completely on private developers.**" [Note: UNC is doing this already for the planned development near Carolina North designed to attract young professionals.] **Additional housing provided shall at least** meet the Town affordable housing goals as set forth in the Town's comprehensive plan and ordinances in effect as of the date of the Agreement **and any subsequent changes that may occur in the future while campus housing is being constructed.** Prior to the approval of the first individual site development plan under this Agreement that includes housing, the University shall secure the Manager's approval of the measures the University will use to maintain housing affordability over time. To secure the Manager's approval, the University shall submit a report of the measures it will undertake and the Manager shall approve those measures if they are reasonable designed to meet the

applicable permanent affordability goals. This section shall be applicable to all non-student housing within the Carolina North project, whether owner-occupied or rental and whether publicly or privately owned.” (*Sustainability Committee*) [See 5.4 Housing]

## 5. Preservation of Open Space and Natural Areas

- Section 5 should specify the minimum size of the conservation easement. (*Active Living by Design Committee*) [See 5.5 conservation easement descriptions]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [See 5.5 conservation easement descriptions]
- The Commission is interested in achieving some level of protection for the remaining acreage that is not presently proposed for development. (*Greenway Commission & Parks and Recreation Commission*) [See 5.5 conservation easement descriptions]
- Members were pleased to see a compact site layout that will likely encourage unity, a sense of campus, and increased opportunities for transit use. (*Historic District Commission*) [noted]
- A Community Garden/Farmers Market shall be established on the site adjacent to the developed portion of the campus. A minimum of 5 acres shall be reserved for community gardens, parking, and a sale site. (*Parks & Recreation Commission*)
- Language should be included in pursuit of public art opportunities with regard to Open Space. (*Public Art Commission*) [see 5.12 Design Standards and Public Art]

## 6. Stormwater Management

- No specific performance criteria are identified. Instead, there is language that refers to “agreed upon performance criteria” and “requirements for stormwater submittals shall be as agreed upon.” What is the process for reaching agreement and when will it occur? (*Stormwater Management Utility Advisory Board*) [see 5.6 Stormwater Management and Site Development Permit Application Form for Projects in U-1 District]
- What about consistency with Chapel Hill’s Stormwater Management Plan that will be adopted soon? A consistency provision is critical as it would be for any other elements contained in the Town’s Comprehensive Plan, Greenways Master Plan, etc. (*Stormwater Management Utility Advisory Board*) [see LUMO 3.36 for consistency with adopted plans and ordinances]
- A stream monitoring and evaluation program should be established for the Carolina North site. An annual report should be produced for public review. The report should include information on how well Carolina North is achieving the goals established for the Cape Fear Basin/Jordan Lake, and should recommend changes needed in stormwater management performance on Carolina North in all cases when goals are not achieved. (*Stormwater Management Utility Advisory Board*) [see 5.6 Stormwater Management and Site Development Permit Application Form for Projects in U-1 District]
- The agreement does not cross reference stormwater management with transportation, open space and other elements of this agreement. Language indicating that future decisions about, for example, transportation and open space, should, to the extent possible, generate co-

benefits for stormwater quality and quantity and for the overall minimization of impervious surfaces. For example, since transportation decisions significantly influence the amount and location of impervious surface cover they should consider the interaction with stormwater; and since open spaces and conservation easements limit impervious surface, they should be encouraged. It should be a stated goal of the Carolina North plan that: “impervious surface should be minimized to the maximum extent practical.” (*Stormwater Management Utility Advisory Board*) [see *Carolina North Plan, Carolina North Design Standards, 5.6 Stormwater Management and Site Development Permit Application Form for Projects in U-1 District*]

## 7. Stormwater Utility

- The Stormwater Advisory Board supports the concept of the Carolina north development paying a stormwater fee as agreed with UNC. (*Stormwater Management Utility Advisory Board*) [noted]

## 8. Transportation: Transit, Parking, Streets, Sidewalks

### General

- Members were pleased to see a compact site layout that will likely encourage unity, a sense of campus, and increased opportunities for transit use. (*Historic District Commission*) [noted]
- Language should be included in pursuit of public art opportunities with regard to Transportation. (*Public Art Commission*) [see *5.12 Design Standards and Public Art*]
- The development agreement should have very clear simple language that states the following: “New buildings will not be opened until transportation improvements required are in place.” (*Transportation Board*) [see *5.8 Transit and Transportation*]
- The Transportation Board expresses concern about the increase of traffic in the areas of schools and the effects this will have on neighborhoods surrounding schools. (*Transportation Board*) [see *5.8 Transit and Transportation*]

### Transit

- Transit Transfer Station - Building the transfer station on Martin Luther King Jr. Blvd. should be a priority and occur in Phase I of Carolina North. Having this transfer station in place sends a clear message to both the University and Chapel Hill communities that this campus will be transit-oriented from the very beginning. (*Planning Board*) [see *5.8 Transit and Transportation*]
- The Planning Board recommends that, as expressed in one of the guiding principles of the Chancellor’s Leadership Advisory Committee report, Carolina North be transit oriented from the beginning. Given that it is situated on a major transit corridor, parking should be minimized from the outset and a transit transfer station should be incorporated into the first phase of development. The University should make a strong statement with their development plans that this will be designed to be served by transit, pedestrian, and bicycle modes of transportation first and by automobile last. (*Planning Board*) [see *Carolina North Plan, Carolina North Design Guidelines, 5.8 Transportation and 5.16 Greenways*]
- Section 8 of the Development Agreement should include a bus pull out on NC 86 in front of the campus or preferably an internal transit depot/stop-including accommodations for all types of transit. (*Active Living by Design Committee*) [see *5.8 Transportation*]



- Transit stops on Martin Luther King Jr. Blvd.: That all transit routes to Carolina North loop into the site and no transit stops be established on the east side of Martin Luther King Jr. Blvd. within close proximity to the site to mitigate pedestrian crossings of Martin Luther King Jr. Blvd. (*Community Design Commission*) [see 5.8 Transportation]
- Transit in Phase I: That additional provisions for mass transit be included in Phase I. (*Community Design Commission*) [see 5.8 Transportation]
- Add the following language as Section 5.8.2. (c) **“On-Site Transportation: Campus employees and students who reside on the site shall have shuttle service between their housing and places of work. The use of fossil fueled vehicles on the campus shall be regulated so that the vehicles increasingly consume less fossil fuel energy than average 2010 vehicles over time so that by 2030, all vehicles used on the campus only consume renewable energy fuels. Campus parking lots by this date will have renewable energy electricity charging facilities for plug-in electric vehicles. Non-fossil fueled vehicles and other people-movers will generally be used to transport people and materials around the campus by no later than 2020.”** (*Sustainability Committee*) [see 5.10.1-5.10.3 Energy/carbon reduction]
- The Transportation Advisory Board supports the need for short range transit plans to guide the development and implementation of transit service improvements for Carolina North. The short range transit plan should merge the Chapel Hill Transit planning with UNC related plans to Carolina North addressing issues of internal circulation, transit hubs and policies necessary to achieve the goal of maximizing transit use. (*Transportation Board*) [see 5.8 Transportation]
- The Town and University should consider development of exclusive transit right of way from UNC to Carolina North considering either rail or monorail. (*Transportation Board*) [see 5.8 Transportation]
- The short range transit plans should include analysis and expansion of regional express bus service to Carolina North. (*Transportation Board*) [see 5.8 Transportation]
- UNC should adopt policies beyond parking that encourage transit use. (*Transportation Board*) [see 5.8 Transportation]
- Regarding the design of transportation elements on Carolina North, transit routes should penetrate Carolina North providing more direct access for persons going onto campus. (*Transportation Board*) [see 5.8 Transportation]
- The TIA identifies a significant number of trips from Chatham and Alamance counties to Carolina North. Short Range Transit plans need to give consideration to how to design this service in such a way that maximizes ridership. (*Transportation Board*) [see 5.8 Transportation]

#### Parking

- Parking Space Ratio - In Table 10 of the Transportation Impact Analysis (TIA) Draft Executive Summary (page 4-9), the total number of parking spaces (bottom row) should be based on the constrained (-10%) ratio (or less) and should be  $\leq 1373$ . In Table 11 of the TIA Draft Executive Summary (page 4-10), the total number of parking spaces (bottom row) should be based on the constrained (-20%) ratio (or less) and should be  $\leq 4668$ . The University is encouraged to achieve these numbers (or fewer) by creative use of shared parking on site between activities with different peak time requirements. (*Planning Board*) [see 5.8 Transportation]
- The Planning Board recommends that parking should be strictly tied to development; i.e., parking should only serve development in place and should not be built prior to the building(s) it will serve. (*Planning Board*) [see 5.8 Transportation]

- Section 8 of the Development Agreement should include dedicated motorcycle and scooter parking. (*Active Living by Design Committee*) [noted, also see 5.10 Energy and 5.8 Transportation]
- Transit Oriented Development Design: That proposed as a Transit Oriented Development, less parking should be provided. (*Community Design Commission*) [see 5.8 Transportation, Carolina North Plan and Carolina North Design Guidelines]
- That underground parking be used where possible to reduce the extent of above ground parking. (*Historic District Commission*) [see Carolina North Plan]
- That parking decks be of such scale so as to not dominate the streetscape, and be distributed throughout the site. (*Historic District Commission*) [see Carolina North Plan and Carolina North Design Guidelines]
- 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. (*Historic District Commission*) [see Carolina North Plan and Carolina North Design Guidelines]
- Above ground parking surfaces must incorporate landscaped areas for visual interest. (*Historic District Commission*) [see Carolina North Plan and Carolina North Design Guidelines]
- Add the following language as Section 5.8.2. (a) **“Every effort shall be made to minimize Carolina North parking in order to lessen the impact of vehicular traffic on the surrounding streets. For construction during the first three years of the project, the campus parking ratios shall be no more than 80% of the parking ratios on the present UNC campus exclusive of the UNC Medical Center. These parking ratios shall decline thereafter, as mass transit capability to the campus is increased, until a ratio of 30% of present parking ratios is achieved by the end of construction. Parking allowances for campus housing shall be agreed upon prior to construction of those units.”** (*Sustainability Committee*) [see 5.8 Transportation]
- Chapel Hill Transit should consider pursuing a parking structure at the current Eubanks park and ride in an effort to mitigate traffic on Martin Luther King Jr. Blvd. (*Transportation Board*) [noted]
- Less parking is a key to successfully mitigating transportation. As the Town and University focus on parking ratios, the parking should be placed at a minimum in an effort to encourage more transit use. (*Transportation Board*) [see 5.8 Transportation, Carolina North Plan and Carolina North Design Guidelines]
- UNC should adopt policies beyond parking that encourage transit use. (*Transportation Board*) [see 5.8 Transportation]

#### Park & Ride

- Structured Park and Ride Lots - The parking that will be required for Carolina North at outlying lots, such as the existing park-and-ride lots, should be built as structured parking on existing lots rather than building additional impervious surface on valuable and dwindling land. Such use of valuable resources, although more costly initially, shows a willingness to practice sustainable growth in developing this new campus. (*Planning Board*) [see 5.8 Transportation]
- Direct Access between Eubanks Rd Park and Ride and Interstate 40 - In expanding the Eubanks Road park-and-ride lot the University and Town should consider asking the North Carolina Department of Transportation to allow a direct access to this lot, and this lot only, from I-40. Such direct access would alleviate potential negative impacts upon Martin Luther King Jr. Blvd from Weaver Dairy Road north to I-40. (*Planning Board*) [noted]

- Financing of new Park and Ride Lot construction or expansion: That any new Park and Ride Lot construction or expansion to existing Park and Ride Lots resulting from Carolina North development be borne by the University. (*Community Design Commission*) [see 5.8 Transportation]
- Add the following language as Section 5.8.2. (b) **“The Town will progressively expand Park-and-Ride lots near I-40 and other entrance points to Chapel Hill with increasing mass transit service to accommodate students, employees, and visitors to the campus as needed over time.”** (*Sustainability Committee*) [see 5.8 Transportation]
- Serious consideration should be given to a parking structure at the current Eubanks Park/Ride Lot. (*Transportation Board*) [see 5.8 Transportation]
- Consideration should be given to small park/ride lots in neighborhoods to encourage more neighborhood use of transit. (*Transportation Board*) [see 5.8 Transportation]

#### Streets, Sidewalks, Bicycles & Pedestrians

- Pedestrian Improvements on Martin Luther King Jr. Blvd - Martin Luther King Jr Blvd. should be made more pedestrian friendly by creating more pedestrian islands, signalized crosswalks and, ideally, a pedestrian bridge at its more heavily trafficked (vehicular, bike, pedestrian) location. (*Planning Board*) [see 5.8 Transportation]
- Section 8 of the Development Agreement should include a sidewalk on both sides of the Entrance Drive instead of just the North side. (*Active Living by Design Committee*) [see Carolina North Plan and Carolina North Design Guidelines]
- Section 8 of the Development Agreement should include a pedestrian activated traffic signal for the required pedestrian refuge island on MLK. (*Active Living by Design Committee*) [see 5.8 Transportation]
- Section 8 of the Development Agreement should include Complete Streets language (i.e., in anticipation of a Complete Streets ordinance, we envision Carolina North as the state’s premier Complete Streets prototype). (*Active Living by Design Committee*) [see 5.8 Transportation]
- Section 8 of the Development Agreement should include extension of Bike and Pedestrian amenities on Estes Drive to North Greensboro. (*Active Living by Design Committee*) [see 5.8 Transportation]
- Section 8 of the Development Agreement should include Pedestrian Improvements at Piney Mountain Road and Martin Luther King Jr. Blvd Intersection. (*Active Living by Design Committee*) [see 5.8 Transportation]
- We applaud the Carolina North Development Agreement’s extensive commitment to active transportation and active lifestyle features; however, the bike, pedestrian and transit infrastructure leading to the main campus is a major concern; therefore for the safety of pedestrians and transit users, we highly recommend that the improvements identified in the NC-86 Bicycle and Pedestrian Plan be implemented from Homestead Road to Franklin Street (the current placement of transit stops along NC 86 requires crossing mid block by darting across five lanes of traffic and places transit users and pedestrians in very unsafe conditions). (*Active Living by Design Committee*) [see 5.8 Transportation]
- The development of Carolina North should be an opportunity to plan and begin building an infrastructure for dedicated bicycle lanes and off-road bicycle paths that will be essential to meeting the town’s transportation needs in the future. Approaching the problem piecemeal as is proposed in the current draft of the Development Agreement will not result in well thought

out bike improvements, nor will it increase the number of cyclists commuting in town and to Carolina North. To increase the number of cyclists and pedestrians the town and UNC must offer safe and easy to use facilities, including dedicated bike lanes on roads and off-road bike paths, ideally away from the busy traffic on the main corridors. (*Bicycle & Pedestrian Advisory Board*) [see 5.8 Transportation]

- We recommend that the Development Agreement require a master plan for bicycle lanes connecting the Carolina North campus to the main campus and connecting the Carolina North campus to other parts of Chapel Hill and Carrboro. (*Bicycle & Pedestrian Advisory Board*) [see 5.8 Transportation]
- The current Development Agreement (4/28/2009) proposals for bicycle paths and lanes call only for “a 5-foot bike lane and curb and gutter along the University property frontage on western side of Martin Luther King Jr. Boulevard” (Section 8C.5.8.9(e)) and a pedestrian and bicycle path that “shall be provided from the new parking lot to the bus stop on the west side of Martin Luther King Jr. Boulevard, just south of the southern boundary of the Special Use Permit for the Innovation” (Section 8C.5.8.9(j)). There is no plan in the Agreement for providing bicycle paths and lanes between the main campus and Carolina North, nor is there any mention of bicycle paths and lanes connecting Carolina North to other parts of Chapel Hill. (*Bicycle & Pedestrian Advisory Board*) [see 5.8 Transportation]
- Specifically, the Agreement should include the following three items:
  - 1) A dedicated bicycle path will be constructed between the Carolina North campus and the main campus. This path should not run along Martin Luther King Jr. Boulevard or Columbia Street near Franklin Street. It should if possible be an off-road path, and it should avoid major streets and unnecessary hills. [see 5.8 Transportation]
  - 2) A plan should be in place before construction is begun to build dedicated bicycle paths connecting the Carolina North campus to the Bolin Creek bicycle/pedestrian path to the east, Homestead, Eubanks, and Weaver Dairy roads to the north, and Carrboro to the west. [see 5.8 Transportation]
  - 3) Bicycle and pedestrian pathways should be provided to and from existing and future schools [see 5.8 Transportation]

The bike path between the campuses must be put in place before 800,000 square feet on Carolina North have been occupied. The plan for an infrastructure of bicycle paths and lanes should be included in the transit plan and tied to G8.4.c in the development agreement. (*Bicycle & Pedestrian Advisory Board*) [see 5.8 Transportation]

- The Development Agreement does not sufficiently address issues of pedestrian safety that will be caused by additional traffic due both to normal growth and to the development of the Carolina North facility. Therefore we recommend that pedestrian facilities such as overpasses become a component of the Transit Impact Analysis and the short range transit plans that will be updated every 3 – 5 years. Integral to good transit planning is the public safety component that will allow pedestrians and bus riders to cross the street safely. These facilities are crosswalks with traffic signals provided at appropriate places and pedestrian overpasses built crossing Martin Luther King Jr. Boulevard between the campus and Weaver Dairy Road. (*Bicycle & Pedestrian Advisory Board*) [see 5.8 Transportation]
- Any roadway changes, such as widening, roundabouts, and signals, should be designed to promote safety, mobility, and connectivity for pedestrians and cyclists. (*Bicycle & Pedestrian Advisory Board*) [see 5.8 Transportation]

- 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. (*Greenway Commission & Parks and Recreation Commission*) [\[see 5.8 Transportation and 5.16 Greenways\]](#)
- Pedestrian safety on Martin Luther King Jr. Blvd. is already an issue and any plans developed for improvement of our transportation system should place a heavy emphasis on pedestrian safety. This would include safe crossings and the placement of bus stops in safe areas. (*Transportation Board*) [\[see 5.8 Transportation\]](#)
- Pedestrian Safety needs to be of utmost concern in the development of specific transportation plans for Carolina North. In addition, particular attention must be paid to pedestrian safety and other vehicular issues in areas of schools. Attached (please see Attachment 'A') is a column from the Sunday, May 24<sup>th</sup> Chapel Hill News that the Transportation Board feels adequately describes the significance of this issue. (*Transportation Board*) [\[see 5.8 Transportation\]](#)
- Regarding the design of transportation elements on Carolina North, in section 12.G, consideration should be given to making sure that brick sidewalks are safe sidewalks. Disabled persons can often have difficulty with brick sidewalks. These concerns and the ADA requirements for sidewalks should be included in the design guidelines. (*Transportation Board*) [\[see 5.8 Transportation and 5.16 Greenways\]](#)

#### Traffic Impact Analysis

- Planning Board members had concerns that some of the estimates for Level of Service (LOS) for the Transportation Impact Analysis (TIA) might be based on assumptions that might be invalid. For instance, the No-Build (NB) LOS calculations are based on the historical growth rate for Chapel Hill. If that rate is slowing down, then several of the intersections where the LOS were calculated to be unacceptable for both the NB and Build (B) scenarios might actually turn out to have acceptable LOS under the NB scenario which then becomes an unacceptable LOS under the build scenario. While we recognize that the consultants used assumptions provided to them and currently being used in our planning projections, we would like Council to be aware that such an undesirable scenario is entirely possible. (*Planning Board*) [\[noted\]](#)
- Development Agreement subject to Transportation Impact Analysis approval: That approval of the Development Agreement either follow the approval date of the Transportation Impact Analysis or approval of the Development Agreement be contingent upon the Transportation Impact Analysis being approved. (*Community Design Commission*) [\[see 5.8 Transportation\]](#)
- Impacts from Southern Commuter Traffic: That the Transportation Impact Analysis address traffic impacts of commuter traffic coming from Chatham County and Southern Orange County, particularly HWY. 15-501. (*Community Design Commission*) [\[see 5.8 Transportation\]](#)
- The Transportation Advisory Board believes that the TIA and short range transit plans need to be updated on a regular basis and also need to be tied to various levels of development. (*Transportation Board*) [\[see 5.8 Transportation\]](#)
- The TIA identifies a significant number of trips from Chatham and Alamance counties to Carolina North. Short Range Transit plans need to give consideration to how to design this service in such a way that maximizes ridership. (*Transportation Board*) [\[see 5.8 Transportation\]](#)

#### Other

- Section 8 of the Development Agreement should include additional electrical charging stations for hybrid types of vehicles and other alternative fuel sources. (*Active Living by Design Committee*)[\[noted, see 5.10 Energy\]](#)
- The Transportation Advisory Board believes that the rail corridor that parallels Martin Luther King Jr. Blvd. should be considered in the long term as a corridor that would mitigate traffic on Martin Luther King Jr. Blvd. (*Transportation Board*) [\[see 5.8 Transportation\]](#)

## 9. Fiscal Impacts

- Fiscal Impact Model - Allow Town staff the ability to input different variables into the Fiscal Impact model. (*Planning Board*) [\[see 5.9 Fiscal Impacts\]](#)
- Financing of new Park and Ride Lot construction or expansion: That any new Park and Ride Lot construction or expansion to existing Park and Ride Lots resulting from Carolina North development be borne by the University. (*Community Design Commission*) [\[see 5.8 Transportation\]](#)
- Suggest that Section 3.23.d be eliminated or reworded to match Section 5.9.1 because it appears to be in conflict with this item. Section 5.9.1 reads, “The Carolina North Development shall be either revenue positive or revenue neutral for the Town,” while Section 3.23.d reads that “Assurance that the Project will be undertaken in a manner that does not cause undue adverse fiscal impacts for the Town.” (*Sustainability Committee*) [\[see 5.9 Fiscal Impacts\]](#)

## 10. Energy Conservation and Carbon Credits

*No Advisory Board recommendations have been received regarding this topic.*

## 11. Water Use, Reuse, and Reclamation

- 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. (*Community Design Commission*) [\[see 5.9 Fiscal Impacts\]](#)

## 12. Design Standards and Public Art

### General

- Section 12 should require Stairwells inside buildings to be prominent and appealing features that encourage use, rather than unfinished, backdoor amenities that do not encourage use (this is an active lifestyle feature as well as an energy conservation feature). (*Active Living by Design Committee*) [\[see Carolina North Design Guidelines\]](#)
- 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. (*Community Design Commission*) [\[see 5.23, Perimeter Transition Area\]](#)
- 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. (*Historic District Commission*) [see *Carolina North Design Guidelines*]

- Architecture Heterogeneity: That there be some variation in architectural styles of the buildings as the project is developed over time. (*Historic District Commission*) [see *Carolina North Design Guidelines*]
- 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. (*Historic District Commission*) [see *Carolina North Design Guidelines*]
- 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. (*Historic District Commission*) [see *Carolina North Design Guidelines*]
- 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. (*Historic District Commission*) [see *Carolina North Design Guidelines*]
- Members suggested including several "anchor" buildings to provide focal points and scale variation for visual interest. (*Historic District Commission*) [see *Carolina North Design Guidelines*]

#### Design Standards

- 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. (*Community Design Commission*) [see *5.12 Design Standards and Carolina North Design Guidelines*]
- Street Setbacks: That street setbacks be a minimum of 100 feet. (*Community Design Commission*) [see *5.12 Design Standards and Carolina North Design Guidelines*]
- Design Standards and Mitigation Measures: That Town staff "stiffen" the language of the design standards for development. (*Community Design Commission*) [see *5.12 Design Standards and Carolina North Design Guidelines*]
- 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. (*Community Design Commission*) [see *5.12 Design Standards*]
- 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. (*Historic District Commission*) [see *Carolina North Design Guidelines*]

#### Public Art

- Section 12 should require a percentage of Public Art to include "active art," such as art inspired bus shelters and a Carolina North signature art inspired bike rack. (*Active Living by Design Committee*) [see *5.12 Design Standards and Public Art*]

- 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 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. *(Public Art Commission)* [see 5.12 Design Standards and Public Art]
- The Commission believes that a comprehensive public arts master plan should also recommend short and long term funding options/sources for implementation of the public art plan including provisions for:
  - 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, [see 5.12 Design Standards and Public Art]
  - 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. *(Public Art Commission)* [see 5.12 Design Standards and Public Art]
- 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). *(Public Art Commission)* [see 5.12 Design Standards and Public Art]
- 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. *(Public Art Commission)* [see 5.12 Design Standards and Public Art]

### 13. Police, Fire, and EMS Services and Facilities

*No Advisory Board recommendations have been received regarding this topic.*

### 14. Public Schools

- Minimize Elementary School Traffic Impact - Any elementary school built on the Carolina North site should be built in a way as to discourage parents driving their children to school. *(Planning Board)* [noted]
- Elementary School Review Process - Will an elementary school built on the Carolina North site subject to the Development Agreement undergo any review by Town Council or advisory boards? *(Planning Board)* [see 5.14 Public Schools]
- Add the following requirement to Section 5.14: **“The university shall provide affordable day care for employees at Carolina North. The university shall subsidize tuition and expenses for employees whose wages fall in the lower 33% of the income range of non-supervisory and professional (i.e. comparable to state non-exempt workers) employees.”** *(Sustainability Committee)* [noted]
- Pedestrian Safety needs to be of utmost concern in the development of specific transportation plans for Carolina North. In addition, particular attention must be paid to pedestrian safety and other vehicular issues in areas of schools. Attached (please see Attachment ‘A’) is a column from



the Sunday, May 24<sup>th</sup> Chapel Hill News that the Transportation Board feels adequately describes the significance of this issue. (*Transportation Board*) [see 5.8 Transportation]

- The Transportation Board expresses concern about the increase of traffic in the areas of schools and the effects this will have on neighborhoods surrounding schools. (*Transportation Board*) [see 5.8 Transportation]

## 15. Recreation Facilities

### General

- This section should require active recreation features accessible to the public, such as a volleyball court, basket ball court, and open space that encourages on site activity during lunch breaks and after work or school to be dispersed around the campus. (*Active Living by Design Committee*) [see 5.15 Recreation Areas]
- This section should require a lease agreement with the town that would provide adequate land for a public park for passive recreation and dedicated open space for events. (*Active Living by Design Committee*) [see 5.15 Recreation Areas]
- That the outdoor athletic facilities developed by the University be required to allow joint use by the public through a cooperative agreement with the Town's Parks and Recreation Department. (*Parks & Recreation Commission*) [see 5.15 Recreation Areas]
- That an area within Carolina North be set aside as a passive recreation area for the joint use of the University and the Town to include a large band shell or other outdoor amphitheatre / performance space replicating the Forest Theatre. (*Parks & Recreation Commission*) [see 5.15 Recreation Areas]
- The university shall build a minimum of two outdoor basketball courts. The courts shall meet dimension standards for high school play or higher. The university shall allow public use of the courts when not formally programmed for university use. (*Parks & Recreation Commission*) [see 5.15 Recreation Areas]
- The university shall construct a children's play area. The play area shall contain a minimum of 10,000 sf and be open to the public. (*Parks & Recreation Commission*) [see 5.15 Recreation Areas]
- The university shall construct a building containing recreational elements such as gymnasium/ courts/ dance rooms/exercise /climbing wall/etc. The university shall allow public membership of the facility. The university may charge a reasonable fee for public use of the facility. (*Parks & Recreation Commission*) [see 5.15 Recreation Areas]

### Natural-Surface Trails

- The University should preserve and improve the existing natural trail system. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]

- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- The public should be permitted to use all natural surface trails on the Carolina North campus without charge. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- The University may establish reasonable rules that govern the conduct of people using the trails. [noted]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- All trails should be designed and located to avoid significant trees, steep slopes, wetlands, and other significant natural objects whenever feasible. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- Use the stormwater management "working landscapes" within the 50 year development site to locate access trails connecting to the major greenway corridors. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- The existing natural paved trails should be linked to new trails within the 50 year development. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]

## 16. Greenways

Please note that several of the ideas and recommendations shared by the Greenways Commission and endorsed by the Parks and Recreation Commission are illustrated in Attachment 'B.'

### General

- 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. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]

- The University should build an internal paved greenway system to efficiently move people within various portions of the new campus. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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. 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. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- All paved trails should be built to AASHTO standards for multi-use pedestrian and bicycle trails. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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 Commission & Parks and Recreation Commission*) [*see 5.15 Recreation Areas and 5.16 Greenways*]
- 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 Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]

- 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 clearin5. 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 Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- Greenway trails should have 2-3 foot shoulders that are clear of obstructions. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- The University should maintain all paved trails built by the University under the terms of this agreement. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- Greenway trails should be designated for only the following uses: [see 5.15 Recreation Areas and 5.16 Greenways]
  - Pedestrian use
  - Non-motorized vehicle use
  - Motorized wheelchairs
  - Maintenance vehicles
 (*Greenway Commission & Parks and Recreation Commission*)
- The public should be permitted to use all greenway trails on the Carolina North campus without charge. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [noted]
- The University may close sections of trails for reasonable amounts of time for reasons such as maintenance and special events. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- All paved trails should be designed and located to avoid significant trees, steep slopes, wetlands, and other significant natural objects whenever feasible. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]
- 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. (*Greenway Commission & Parks and Recreation Commission*) [see 5.15 Recreation Areas and 5.16 Greenways]

- Language should be included in pursuit of public art opportunities with regard to Greenways. *[see 5.12 Design Standards and Public Art, 5.15 Recreation Areas and 5.16 Greenways]*

#### Trail Connections *[see 5.15 Recreation Areas and 5.16 Greenways]*

- Pedestrian Paths to North Haven - Plan for future pedestrian paths between the North Haven neighborhood and the Carolina North campus. (*Planning Board*)
- Section 16.3 should include “a means of crossing Homestead Drive” (i.e., the town owns park land on the North side of Homestead where a community garden is proposed). (*Active Living by Design Committee*)
- Section 16.3 should ensure Greenway connectivity to Town Greenways. (*Active Living by Design Committee*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)
- The University should work with Carrboro to determine its links to its proposed trail system, especially along Bolin Creek. (*Greenway Commission & Parks and Recreation Commission*)
- Link the Horace Williams Trail and East-West trail systems to the adjoining schools. (*Greenway Commission & Parks and Recreation Commission*)
- Link the trail system to where the University may plan future housing on the site, or off-site. (*Greenway Commission & Parks and Recreation Commission*)
- Link Estes Drive greenway/sidewalk, bikepath to internal roads within the site. (*Greenway Commission & Parks and Recreation Commission*)
- Differentiate greenways from sidewalks within the 50 year development site. (*Greenway Commission & Parks and Recreation Commission*)
- Use the stormwater management “working landscapes” within the 50 year development site to locate access trails connecting to the major greenway corridors. (*Greenway Commission & Parks and Recreation Commission*)

#### Specific Trail Recommendations *[see 5.15 Recreation Areas and 5.16 Greenways]*

- The Commission has worked over the past several months to develop the recommended trail alignments described in the following sections:
  - Horace Williams Trail {North-South Trail},
  - East-West Trail {Green Mall},
  - Estes Drive Trail,
  - Martin Luther King Jr. Boulevard Trail, and
  - Railroad Trail.

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 (please see Attachment ‘B’) showing recommended greenway alignments. We recommend that the map be incorporated in the final development agreement. (*Greenway Commission & Parks and Recreation Commission*)

- Additional paved trails could be provided upon mutual agreement of the Town and the University. (*Greenway Commission & Parks and Recreation Commission*)

Horace Williams Trail (North-South Trail) [see 5.15 Recreation Areas and 5.16 Greenways]

- 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. (*Greenway Commission & Parks and Recreation Commission*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)
- The 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. (*Greenway Commission & Parks and Recreation Commission*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)

- 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. (*Greenway Commission & Parks and Recreation Commission*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)

#### East-West Trail (Green Mall) [see 5.15 Recreation Areas and 5.16 Greenways]

- 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. (*Greenway Commission & Parks and Recreation Commission*)
- 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. (*Greenway Commission & Parks and Recreation Commission*)

#### Estes Drive Trail [see 5.15 Recreation Areas and 5.16 Greenways]

- 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. (*Greenway Commission & Parks and Recreation Commission*)

#### Martin Luther King Jr. Boulevard Trail [see 5.15 Recreation Areas and 5.16 Greenways]

- 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. (*Greenway Commission & Parks and Recreation Commission*)

#### Railroad Trail [see 5.15 Recreation Areas and 5.16 Greenways]

- 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. (*Greenway Commission & Parks and Recreation Commission*)

#### Schedule for Trail Development [see 5.15 Recreation Areas and 5.16 Greenways]

- 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)	100,000 sf of floor area completed
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 Boulevard Trail	In conjunction with any frontage improvements related to the first building that fronts Martin Luther King Jr Boulevard

*(Greenway Commission & Parks and Recreation Commission)*

## 17. Historic and Cultural Features

- Add the following requirement to Section 5.17.3: **“The University shall devote 15% of any funds spent on public art on the Carolina North Campus to commemorate the African American struggle for freedom in Chapel Hill, at UNC, and in North Carolina in equal proportion.”** *(Sustainability Committee)* [\[see 5.12 Design Standards and Public Art\]](#)

## 18. Solid Waste Management

- Modify Section G18.2 to read as follows: “Solid waste shall be managed by the University with appropriate reduction and recycling goals for construction and occupancy based on studies of “best practices.”* Waste management shall support sustainability goals by focusing on reduction and recycling of material at Carolina North and strive for innovative and flexible approaches to waste generation and disposal.” *(Sustainability Committee)* [\[see 5.18 Solid Waste Management\]](#)



- Add the following requirement to Section 5.18: **“Locate the temporary Orange County Waste Transfer Station on the Carolina North site, and make it a model facility and a focus of research into better solid waste disposal alternatives.”** (Sustainability Committee) **[noted]**

## 19. Landfill Remediation

*No Advisory Board recommendations have been received regarding this topic.*

## 20. Stream Buffers

*No Advisory Board recommendations have been received regarding this topic.*

## 21. Trees & Landscaping

- 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. (Historic District Commission) **[see Carolina North Design Guidelines]**
- Above ground parking surfaces must incorporate landscaped areas for visual interest. (Historic District Commission) **[see Carolina North Design Guidelines]**
- Add the following requirement to Section 5.21.1: **“The Carolina North project shall be developed in a manner that ensures that the existing amount of tree cover in the in the overall Carolina North Tract will not be reduced and if possible increased.”** (Sustainability Committee) **[see 5.21 Trees and Landscaping in Developed Areas]**

## 22. Sedimentation

*No Advisory Board recommendations have been received regarding this topic.*

## 23. Neighboring Lands, Compatibility, Buffers **[see 5.23 Neighboring Lands, Compatibility, Buffers]**

- Establishing Perimeter Transition Areas - In order to address a concern with development impact along public roadways and adjacent neighborhoods, standards/criteria for the establishment of Perimeter Transition Areas should be defined at this time. (Planning Board)
- Perimeter Transition Area Standards - Establish dimensional, height, landscaping, lighting and signage standards for Perimeter Transition Areas. (Planning Board)

## 24. Noise

*No Advisory Board recommendations have been received regarding this topic.*

## 25. Lighting

- 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. (Community Design Commission) **[see 5.23 Neighboring Lands, Compatibility, Buffers for PTA review]**

- 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. (*Historic District Commission*) [see *Carolina North Design Guidelines*]
- Language should be included in pursuit of public art opportunities with regard to Lightin5. (*Public Art Commission*) [see *5.12 Design Standards and Public Art*]

## 26. Existing Conditions

*No Advisory Board recommendations have been received regarding this topic.*

## 27. Annual Report

- 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. (*Public Art Commission*) [see *5.12 Design Standards and Public Art*]

## Other Recommendations

The Town Advisory Board and Commission recommendations and key interests that do not fit in one of the above categories are summarized as follows:

- On-Site Construction Activity - Construction traffic should be minimized by requiring that as much activity as possible (e.5., cement mixing) occur on site during the build-out phases. (*Planning Board*) [see *5.8 Transportation*]
- The Planning Board has made several suggested changes to the Land Use Management Ordinance text amendment and these will be provided as a redlined version of that document. (*Planning Board*) [noted]
- Concept Plan Review: That Concept Plan Reviews by the Community Design Commission and Town Council for buildings adjacent to existing public roads or adjacent to existing residential areas are encouraged. (*Community Design Commission*) [see *5.12 Design Standards and Public Art*]
- A Community Garden/Farmers Market shall be established on the site adjacent to the developed portion of the campus. A minimum of 5 acres shall be reserved for community gardens, parking, and a sale site. (*Parks & Recreation Commission*) [See *5.3 Mix of Uses and 3.5.5 f and g for permitted uses*]

**ATTACHMENT 'A'****The  
Chapel Hill News**

MY VIEW:

Published: May 24, 2009 12:30 AM  
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Risking a life to cross the street

AUGUSTUS CHO, Correspondent

The Town of Chapel Hill, UNC students and the residents who live in the apartments and homes on the northbound side of Martin Luther King Jr. Boulevard have been fortunate. Let's hope their luck will continue until the problem is eventually overcome. For the present, I keep my fingers crossed.

Here are the reasons:

The students and residents endanger their lives (daily) by crossing the road to catch the southbound Chapel Hill Transit buses going to campus or downtown. Anywhere from one to several riders will do this at a time, frequently stranded in the median, looking fearfully in both directions. At times, there will be a cluster of them, seeking to find safety in numbers.

The concern for their life is evident in their eyes as they weigh the possibility of being struck by a vehicle. Those utilizing the free transit -- at the town's encouragement -- are forced to play Russian roulette in their desire to help reduce the carbon footprint of Chapel Hill. An even more dangerous scenario takes place on the 15-501 corridor as well as N.C. 54. How vulnerable they all must feel.

The paradox here is that in the Town's Comprehensive Plan, Chapter 10 (10.2: Goals, Objectives and Strategies), it states how public transportation is to "Maintain a ... system that enhances the mobility and the safety of Town residents, employees and students."

The Town's Transportation Board is cognizant of the issues and addressing them as best it can. As chairman, residents ask me why we do not place signs, crosswalks, and/or traffic lights at the aforementioned locations where a high degree of pedestrians and vehicles converge. Answer: the problem lies in the nature of the beast -- these roads are owned by the State of North Carolina (NC-DOT), hence out of our jurisdiction.

Thankfully, the relationship between the two governments is one of mutual respect and cooperation. For example, after the N.C. 86 Study, \$500,000 of funding was secured by the Town through the DCHC-MPO (Durham-Chapel Hill-Carrboro Metropolitan Planning Organization which, as stated by its Web page, is "the regional organization responsible for transportation planning for the western part of the Research Triangle").



Augustus Cho

This was earmarked for pedestrian safety improvements, such as crosswalks, targeting high traffic areas like Airport Road. According to David Bonk, the Town's Long Range and Transportation Planning Manager, Chapel Hill was one of the first communities in the state to get such an approval.

The university also does its share. When Carolina North's Innovation Center was being planned, UNC agreed to finance a pedestrian island on Airport Road near the Shadowood Apartments where students live and have to cross to catch the buses. That was the appropriate thing to do ... and a nice gesture.

The recent question of whether Chapel Hill is losing its mystic glitz is a moot point; the reality is that people are moving here. According to the Town's 2035 Plan, Chapel Hill's population was 52,394 in 2005. This figure increases by a whopping 55 percent to 81,297 by the year 2035. The challenges of navigating the finite roads of Chapel Hill by the increasing numbers of automobiles, buses, cyclists and pedestrians will escalate proportionally.

Presently, the exigent concern is whether pedestrian safety issues at the three major corridors in Chapel Hill are proceeding fast enough. Government agencies/bureaucracies move slowly -- for a number of reasons. Still, that is little comfort to students and residents who potentially risk all for bus transportation, free or otherwise.

In an ideal Republic form of government, the elected officials actually lead -- preferably with foresight -- and not just react to crisis after the fact, trying to damage-control their image. Ben Franklin's adage, "An ounce of prevention is worth a pound of cure" is apropos here. If we are fortunate, our three elected N.C. State Representatives\* and State Senator\* will address the needs of the community by assisting our local officials before a major tragedy occurs.

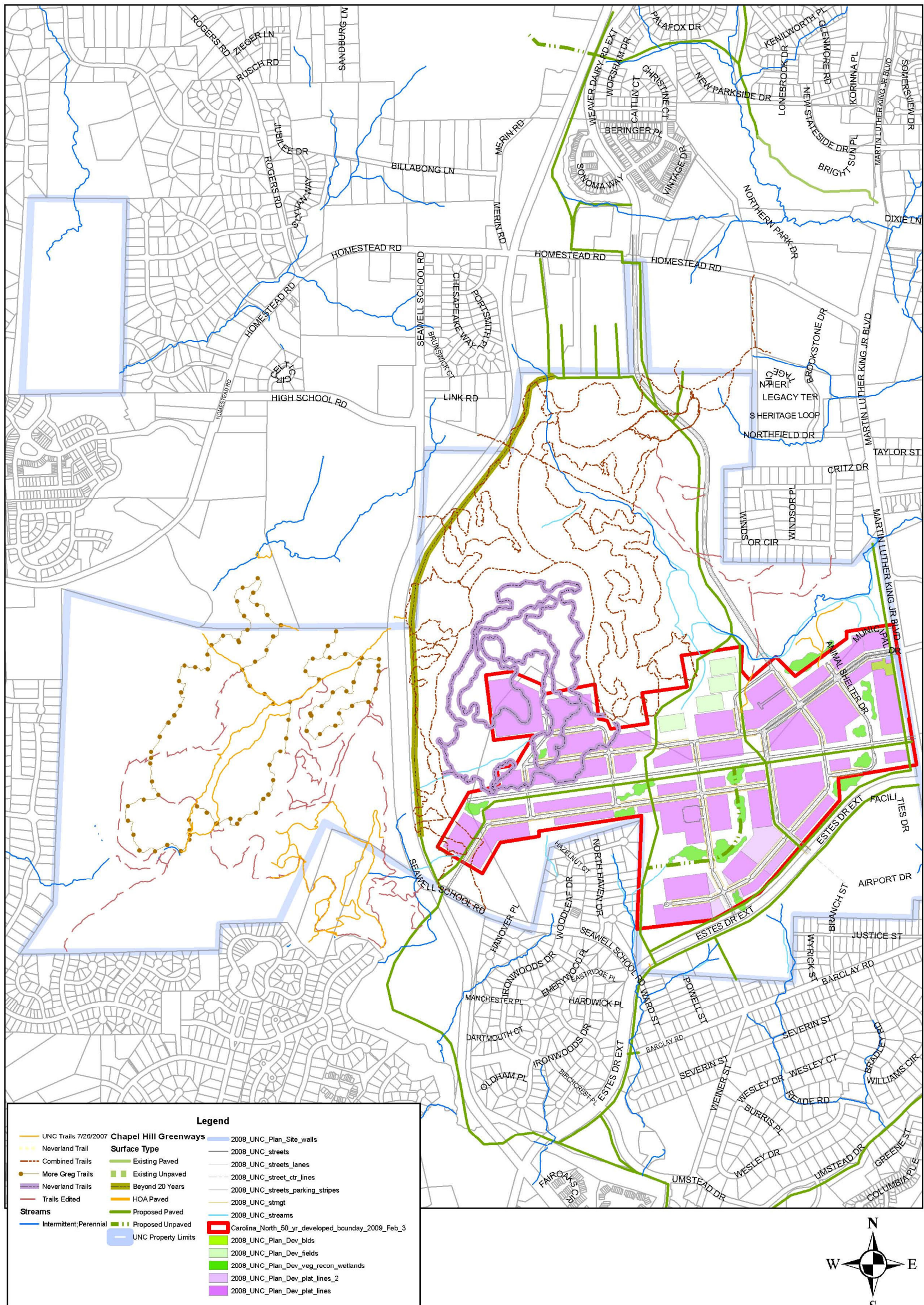
In the meantime, given the imminent danger ... so far, so good.

\*[www.co.orange.nc.us/elect/state.asp](http://www.co.orange.nc.us/elect/state.asp)

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# Carolina North Greenways



Map Prepared by UNC and Chapel Hill GIS February 2009  
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