

MEMORANDUM

TO: Roger L. Stancil, Town Manager

FROM: Gene Poveromo
Mary Jane Nirdlinger

SUBJECT: Carolina North Design Guidelines Evaluation

DATE: June 15, 2009

PURPOSE

This analysis evaluates the relationship between the Carolina North Design Guidelines and the Development Agreement and outlines three potential actions for consideration: maintain, omit or include selective references to the Guidelines. The current draft of the Development Agreement contains the references to the Design Guidelines as discussed in this report.

An electronic copy of the full Design Guidelines was provide to the Council on November 18, 2008 and a paper copy was distributed to the Council as part of the May 11, 2009 Public Hearing packet. An electronic copy of the Design Guidelines is located at:
http://townhall.townofchapelhill.org/agendas/2009/05/11/2/2-3d_carolina_north_guidelines_20090306.pdf

Summary

In response to questions about the relationship between the Carolina North Design Guidelines and the Development Agreement, this report includes: 1) a brief description of the main components of the Carolina North Guidelines; 2) a list of statements from the Development Agreement that reference the Design Guidelines; 3) a comparison based on language in the Development Agreement (5.12.1) requiring the Carolina North development to be “substantially consistent” with the Design Guidelines; 4) a comparison of the Guidelines and Development Agreement to other Carolina North topics; and 5) options for Council consideration.

1) Main components of the Guidelines

On November 19, 2008 the University Board of Trustees adopted the Carolina North Design Guidelines. The adopted guidelines are substantially similar to the draft which was provided to the Council on November 18, 2008. The copy provided to the Council on May 11, 2009 is the same as the document approved by the Board of Trustees.

The Guidelines provide guidance for the design process of the campus and future buildings at Carolina North. They also provide qualitative guidance for building design.

The Development Agreement includes the November 2008 Guidelines in an Appendix and in several references.

The Guidelines contain both campus-wide guidance and building design guidelines.

Campus Wide Guidelines

Landscape Districts : a) Campus Frontage on Martin Luther King Jr. Blvd.; b) Entry Drive; c) Central Green Way; and d) Working Landscapes. This section of the guidelines include some specific guidance on building height, setbacks, step backs and other concerns unique to a particular space such as bridges or landscape design elements and illustrative street sections.

Campus Identity : a) Open Space; b) Connectivity and Accessibility; c) Integration; d) Plat Parcels; and e) Land Use. This section contains general guidance for the open space network, connectivity, integration of systems and potential campus land use for the 50-year build out.

Building Design Guidelines

Building Design Guidelines a) Design and operations performance (sustainability); b) Building orientation; c) Height, massing, and composition; d) Materials and site furnishings. This section provides general guidance for designing buildings that meet the mission and campus-wide guidelines of Carolina North.

University Design Process This section clarifies the process that University designers use for internal review and approval. All buildings go through a multiple step review process, responding to input from various boards and committees.

2) Statements from the Development Agreement that contain the following specific references to the Design Guidelines:

5.11.4 Any reclaimed water facility or central cogeneration/utility plant shall be located within the interior of the Carolina North Project on sites identified for such uses in the long-range development plan (submitted April 29, 2009), site plan for the initial phase of Carolina North (Exhibit D), and the Design Guidelines.

5.12.1. Development at Carolina North shall be substantially consistent with the University design guidelines for Carolina North set forth as Exhibit L. These Guidelines address, among other provisions, building height, building setbacks, building stepbacks, entry and street level design, and building massing. The Guidelines have specific provisions relative to the main entry drive, the central green way, working landscapes, individual plat parcels within the developed area of the Carolina North Tract, the mix and location of land uses, and building design guidelines. **In the event of any conflict between the specific provisions of the Design Guidelines and the specific provisions of this Agreement (including any maps), the terms of this Agreement shall be controlling.**

5.12.7. Each individual site development permit application shall demonstrate how the project meets the design standards applicable to Carolina North in a form required by the Town Manager. The Manager shall use a U-1 Application Form substantially similar in content to the form set forth at the end of this Article. The Manager shall take appropriate steps to notify the Council and the public upon initiation of Town staff review of each individual site development permit application.

5.12.8. Any subsequent application for a development agreement on the Carolina North Tract shall include the Design Guidelines most recently approved by the University Board of Trustees.

5.12.9 The University is committed to making art, including public art, an integral part of the Carolina North campus. The Design Guidelines for Carolina North set forth as Exhibit L shall be updated to incorporate a specific section addressing provision of public art. This specific section shall include a comprehensive public arts program that contains the basic guidelines and procedures of implementation in a standard public art plan. These provisions shall broadly identify opportunities for integrating public art into the context of the built and natural environments of the Carolina North Project, including early involvement of artists in determining contextually appropriate public art locations overall and for individual project plans. The provisions shall also address options and sources of funding for implementation of the public art program.

5.21.2. The University shall design landscape areas to support the Carolina North Design Guidelines set forth in Exhibit L. Appropriate native and non-invasive species shall be used at Carolina North. The developed area at Carolina North shall be planned to support a low maintenance, low water use, low fertilizer use landscape with ‘best suited’ plant materials.

From the list of items included in the Annual Report to the Town Manager: A copy of all University Board of Trustee updates to the Carolina North Design Guidelines. (5.12).

3) Comparison of Guidelines and Development Agreement based on language in 5.12.1 requiring development to be ‘substantially consistent’ with the Design Guidelines.

Topic	Contained in Design Guidelines	Contained in Development Agreement	Comment
1. building height	Ranges from two to eight stories in plat diagram (page 31) and height chart (page 41), lower heights at perimeters	Limited to 4-6 stories primary height along Martin Luther King Jr. Blvd.; up to 8 stories on campus/interior side. (5.12.2)	Height restriction in DA would apply to Site Development Permit applications
2. building setbacks	Cross section (p.11) shows 83’ setback from Martin Luther King Jr. Blvd right-of-way	100’ setback from Martin Luther King Jr. Blvd. right-of-way (5.12.3)	DA requirement would apply on Martin Luther King. Jr. Blvd. only.
3. building setbacks	Referenced in the Campus Frontage (p.12), Entry Drive (p.16) and Central Green Way (p. 20), no specific dimensions	Required to be generally appropriate from Martin Luther King Jr. Blvd. frontage (5.12.2)	Design Guidelines contain qualitative information for step backs to allow for sun, views, green roofs, and solar collectors.
4. main entry and street level design	Street diagrams in Design Guidelines show dimensions, users, lanes and plantings for Martin Luther King Jr. Blvd., the entry road, the Central Green Way, and a “typical campus intersection”	Improvements specified in 5.8.21 based on TIA analysis (facility design, timing of construction and additional lanes).	Development Agreement contains more specific requirements than the Design Guidelines for a limited portion of the entry road and the Estes Drive Ext. connection.

Topic	Contained in Design Guidelines	Contained in Development Agreement	Comment
5. building massing	Massing guidelines (p.42) address scale of buildings, roof forms	5.12.6 parking decks scaled so they don't dominate streetscape	Neither document contains specific requirements, Design Guidelines contain more qualitative requirements
6. central green way	Central green Way is described (p.19-21) and diagrammed (p.19)	Included in the Site Plan without dimensions.	Design Guidelines contain more qualitative and dimensional information.
7. working landscapes	Working Landscapes (p. 23) addresses rustic character, native plants, seasonal variety, scale of development and built structures in working landscapes.	(5.21.2) contains specific plant and maintenance requirements.	Design Guidelines contain more qualitative information. Development Agreement (5.21.2) contains specific plant and maintenance requirements.
8. individual plat parcels	acreage per plat, potential height range, potential land use (see 11), site features and challenges e.g. proximity to green space or neighborhoods	Development is limited to 133 acres which is a portion of the parcels identified in the Guidelines	Design Guidelines contain potential heights and uses. See Height and Land Use in this chart.
9. mix and location of land uses	Land use chart (p.35) shows potential uses per parcel, some mixed-use parcels, Transit oriented goal.	Specified various permitted uses; site plan provides approximate location of buildings.	Both documents contain general information about land use. Development Agreement contains specific permitted uses and intensities.
10. building design guidelines	Design and Operations, Orientation, Height, Massing, Composition, Materials, Site Furnishings	5.12.4. design includes variation in styles and maintenance of a campus identity	Design Guidelines contain more qualitative guidelines on topics not included in the Development Agreement.

Topic	Contained in Design Guidelines	Contained in Development Agreement	Comment
11. landscape area design	See 9. Also, Campus Identity (p.24) includes brick sidewalks and low stone walls.	5.12.5 low stone walls and brick sidewalks will be integrated into the landscape	Landscape districts in Design Guidelines contain more qualitative information. Both have similar requirements for brick sidewalks and low stone walls.

4) Comparison of Guidelines and Development Agreement for other topics

Topic	Contained in Design Guidelines	Contained in Development Agreement	Comment
12. Public Art	Campus Identity (p.24): sites will be identified over time	5.8.9 requires public art plan with additional information	Development Agreement contains more specific requirements
13. Roadway Connections	Campus connections diagram shows 50-year diagram with conceptual connections including N-S road	Development Agreement does not allow connections to other exterior roads including the N-S road.	Development Agreement limits the scope of roadway connections
14. Greenway Connections	Campus connections diagram shows 50-year diagram with conceptual connections.	Development Agreement contains specific greenway recommendations (5.16) with illustration of potential location and proposed joint planning process	Development Agreement contains more specific information about Greenways

5) Options for Council consideration

a) Maintain references to Design Guidelines as currently proposed in the current draft of the Development Agreement. The Development Agreement would control in the event of any conflicts (as stated in 5.12.1).

b) Omit the Design Guidelines as a requirement or standard. The specific references in the Development Agreement would apply. Although portions of the Development Agreement would

provide direction for some elements of the development (e.g. 5.21.2 without Design Guidelines reference still contains specific goals for landscape plantings), omitting the Design Guidelines eliminates useful information on the intent for the design of the campus.

c) Selectively Include references to portions of the design guidelines that support mutual goals. Certain qualitative descriptions contained in the Guidelines but not in the Development Agreement could be added to the Development Agreement if mutually desired (e.g. items 3, 5, 6, 7, 10, and 11).