

Applicants Response – Special Use Permit

Concept Plan Review Summary Minutes – Community Design Commission
 UNC HOSPITALS Imaging and Outpatient Center – Chapel Hill, NC
 Parcel ID # 41819, Tax Map 7.65C5
 11-07-08

**CONCEPT PLAN REVIEW SUMMARY MINUTES
 COMMUNITY DESIGN COMMISSION
 WEDNESDAY, SEPTEMBER 28, 2005, 7:00 P.M.**

Chairperson Scott Radway called the meeting to order at 7:30 p.m. Commission members present were Mark Broadwell, Chris Culbert, Scott Nielson, Charlotte Newby, Amy Ryan, Jonathan Whitney, and Robin Whitsell. Staff members present were Acting Development Coordinator Gene Poveromo and Planning Technician Kay Tapp.

UNIVERSITY OF NORTH CAROLINA HOSPITALS CLINICAL FACILITY
(File 7.65.C.5)

A request for a Concept Plan Review to construct a clinical facility proposed to be located on the south side of NC Highway 54 East, at the intersection of Finley Golf Course Road and Raleigh Road (see area map on back). The development proposal includes the demolition of the Aurora Restaurant and McLean Building and the construction of 30,000 square feet of clinical floor area and 117 parking spaces. The 2.29 acre site is located in the Community Commercial (CC) zoning district and the Watershed Protection District and is identified as Chapel Hill Township Tax Map 65, Block C, Lot 5.

COMMENTS

Commissioner Jonathan Whitney did not support the applicant's proposal to locate the building in the northwest corner of the site. Commissioner Whitney expressed concern that the building was too close to the roadway. The Commissioner also was concerned that the proposed building location required the removal of several significant trees. Commissioner Whitney recommended that the applicant consider relocating the building and attempt to preserve the cluster of trees.

Commissioner Chris Culbert agreed with Commissioner Whitney's comments.

Response / SUP Position:

Building location adjusted in attempt to preserve the significant cluster of existing trees.

Commissioner Charlotte Newby asked the applicant how they planned to handle stormwater runoff. She noted that the adjoining property to the west is higher in elevation and that the proposed University Village Concept proposal will likely create additional stormwater runoff onto this site. Commissioner Newby recommended that the applicant remain sensitive to the visual appearance along NC 54. She also recommended that the applicant coordinate the architectural elements of their project with the University Village proposal. Commissioner Newby expressed concern with the impact this proposal would have on Finley Golf Course Road.

Response / SUP Position:

Storm water runoff will be handled within the limits of the existing site. The project planning and design has been developed in consultation with the developers of the adjacent University Village proposal.

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Commissioner Amy Ryan stated that the applicant's proposed building location may be appropriate because the west side building façade hides the parking bays used by the clinical mobile units.

Response / SUP Position:

Proposed building façade will still hide referenced parking bays.

Commissioner Robin Whitsell expressed concern with the proposed building setback on NC 54. The Commissioner stated that the proposed setback is much closer to the highway than any other structures along NC 54. Commissioner Whitney recommended that the applicant protect the significant trees previously mentioned. She also suggested that the applicant work with the University Village proposal to coordinate architectural features.

Response / SUP Position:

The applicant plans to provide a 22-foot Alternate Buffer along NC Hwy. 54. The width of this buffer is in response to: (a) the Town Council's request to provide more of a streetscape along Hwy. 54, and (b) to preserve the existing grove of trees along the western property line. (Also see reply to Dept. Head Review comment #2) The landscape plan preserves the four existing large trees at the northwest corner of the site. (Also see reply to Dept. Head Review comment #27)

Commissioner Scott Neilson recommended that the applicant work to secure a cross-access easement with the University Village site. He also stated that there may be an opportunity for the University Village project to use some of the applicant's parking spaces during the evening hours.

Response / SUP Position:

Cross – access easement previously agreed to in principal. Detailed discussions on-going.

Commissioner Mark Broadwell supported relocating the proposed building away from the significant trees. He stated that the applicant should anticipate some cut-through traffic from the proposed University Village project.

Response / SUP Position:

Proposed building moved away from significant trees. Cut through traffic anticipated and provided for by planned driveway connection. On-going discussions about potential cut-through controls.

Chairperson Scott Radway noted that the Commission's recommendation to save the cluster of tree near NC 54 may result in a design that replaces a building façade along NC 54 with a parking lot. Instead of moving the building back from the highway, Chairperson Radway suggested that the applicant consider a building design that incorporates the cluster of trees into the primary building entrance. He also added that part of the concept review process was the development of more than one alternative for development of a site and a good discussion of the different outcomes of these concepts with respect to appearance, function, and edge relationships

Alternate concept developed and discussed at subsequent 10-19-2005 Public Hearing.

SUMMARY

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The Commission agreed that it supported the premise that the location of the proposed building closer to the street with parking in the rear of the site would be an improvement over the current situation and could work effectively with the proposed mixed-use development to its immediate west.

A majority of CDC members did not believe that the plan, which placed the building tightly in the northwest corner of the site and would remove a number of significant trees – and perhaps compromise those on the adjoining property - was the only or best solution.

- The Commission recommended to the applicant that it prepare at least one alternative plan that moved the building away from the northwest corner of the site for presentation to the Town Council during the Concept Plan Review.
- The Commission also suggested that the applicant describe to the Council how the functionality of the proposed clinic is a significant factor in the site design needs.
- The Commission encouraged the applicant to work closely with the adjacent University Village applicant to coordinate the architectural character and the preservation of the significant trees along the common border of the two sites. They also recommended that the applicant identify issues such as cross access easement and similar interconnected design elements that may tie this project to the proposed University Village development.

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**SUMMARY MINUTES OF A PUBLIC HEARING
 OF THE CHAPEL HILL TOWN COUNCIL
 WEDNESDAY, OCTOBER 19, 2005 AT 7:00 P.M.**

Mayor Kevin Foy called the meeting to order at 7:00 p.m.

Council members present were Ed Harrison, Cam Hill, Mark Kleinschmidt, Bill Strom, Dorothy Verkerk, Jim Ward, and Edith Wiggins.

Council Member Sally Greene was absent, excused.

Staff members present were Town Manager Cal Horton, Deputy Town Manager Florentine Miller, Assistant Town Manager Bruce Heflin, Town Attorney Ralph Karpinos, Acting Planning Director J.B. Culpepper, Senior Planner Phil Mason, Development Planning Coordinator Gene Poveromo, Traffic Engineer Kumar Neppalli, and Deputy Town Clerk Sandy Cook.

Item 6 – Concept Plan: UNC Hospitals Clinical Facility

Mr. Horton noted that Item 6 would be considered at this time to allow the applicant for Item 5 to arrive.

Acting Planning Director J.B. Culpepper noted that it was Concept Plan for the UNC Hospitals Clinical Facility, located at the southwest corner of the intersection of Raleigh Road and Finley Goal Course Road. She said it was a 2.3-acre parcel located at 1352 Raleigh Road, the current site of the Aurora Restaurant and the McLean Building Company. Ms. Culpepper said the proposal would involve demolishing the existing 10,281 square foot building and construction a two-story, 30,000 square-foot building with 117 parking spaces. Ms. Culpepper said the site is adjacent to the proposed University Village Mixed-Use Development which was another Concept Plan on the Council's agenda tonight.

Mary Beck, Senior Vice-President for Planning at UNC Hospitals, said they were very early in the planning process for the Clinical Facility and the current businesses would be able to continue operation for the next 18 months to two years. She said that Fred Wolters of Brown Jurkowski Architectural Collaborative (BJAC) was present to answer questions if necessary.

Ms. Beck displayed an area map and pointed out the location of the site. She noted the following:

- Clinical Service Facility would be designed to provide accessible, convenient health care services to Chapel Hill citizens and surrounding areas.
- The Facility would be a single building designed to meet the needs of patients requiring diagnostic testing and other clinical services.

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- UNC Hospitals was in the early stages of planning and the program to be developed on the site was still evolving.
- The Facility would be designed in conformance to all existing regulations.

Ms. Beck noted that the existing conditions on the 2.29-acre site consisted of the 250-seat Aurora Restaurant, that most of the site was void of vegetation except for the Finely Golf Course Road boundary and the western perimeter, and that the site was covered by a parking lot which was almost all impervious surface.

Ms. Beck said the site housed the one and a half story existing 8,600 square-foot Aurora Restaurant, which was built in 1975, along with some outbuildings. She said there was an easement granted to OWASA in the mid-1990s to extend a public sanitary force main across the site. Ms. Beck said this was a well drained site with adequate infrastructure. She noted that Mr. Wolters with BJAC would provide an overview of the site.

Mr. Wolters noted a concern expressed by the CDC regarding the slope of the site. He said that overall from a technical viewpoint, there was a two percent slope which meant there was about a three and a half foot differential from one end of the site to the other end. Mr. Wolters displayed a photo that demonstrated the slope of the site, noting it was almost flat. He stated the photo depicted how the site rose in relationship to the adjacent site, and it could be seen that the main grade difference started at the edge of the site at the rear of both of those properties.

Response / SUP Position:

All of the above noted technical aspects still Applicable.

Mr. Wolters noted another question that related to site drainage. He displayed a drawing that exhibited the site drainage and how this site would work with the neighboring site. Mr. Wolters said they were working on the premise that each site would drain within the confines of its own site so that one would not be dependent on the other. He said the closest point of site drainage from an adequate site was where some of the existing storm sewers were located.

Response /UP Position:

The basis of design remains that each site will drain within in the confines of its own site so that one would not be dependent on the other.

Mr. Wolters indicated the location of a swale which ran in line with the OWASA easement of a sanitary forced main, so that drainage would run in that direction in line with the natural swale. He said that any collective system would be developed underneath the parking lot before it drained into the sewer system.

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Response: Stormwater treatment will take place on site prior to discharge into the existing storm drainage system located in Finley Golf Course Road.

Ms. Beck reiterated that they planned to provide clinical services on this site and that the proposed building would be two stories with approximately 15,000 gross square feet per floor. She said the facility would allow for a mobile clinical unit to provide for MRIs or CT radiology to be accommodated adjacent to the building and tucked away from general view. Ms. Beck said that regarding entryway preservation:

- The project would respect the entryway character of Highway 54 into Chapel Hill.
- A portion of the oaks and pines would form a backdrop for the clinical structure.
- New screen planting, landscaping and the building setback would reinforce the desired streetscape and Town entryway character.

Ms. Beck stated that the building would be designed to fit Chapel Hill's vernacular and landmarks of the area, and the design would include levels of architectural detailing to maintain a sense of human scale and a welcoming environment. Regarding transportation, she noted that the site provides access for alternate transportation systems and parking to meet patient needs. Ms. Beck said the visual impact of the proposed parking area would be minimized by the building position on the site as well as the landscape screening.

Response / SUP Status:

All of the above remain applicable.

Ms. Beck said that the management of stormwater runoff would be an integral part of the proposed development. She said that management techniques under consideration included pervious pavement areas and subsurface retention/filtration for stormwater. Ms. Beck said that the existing stormwater management requirements would be met, and no variances would be requested.

Response / SUP Position:

Five Bio-retention areas are proposed throughout the parking lot in order to disconnect impervious services and to provide 85% TSS removal and nutrient reduction. The bio-retention areas are located and sized to treat approximately 15,116 square feet of impervious area. The required area to be treated for water quality (the net increase in impervious cover from pre-development to post-development conditions) is approximately 9,862 square feet. (See comment #35)

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Ms. Beck stated that the new facility was projected to have 117 patient parking spaces plus provisions for bicycle racks and storage. She said they would use landscaping around the new building to provide more green space than was currently present.

Ms. Beck said at the request of the CDC they had moved the building over somewhat in order to save some trees, although it made the building a little less useable for them. She said moving the building placed the edge of the building on one side directly adjacent to the impervious surface area of the parking lot. Ms. Beck stated when they moved the building they had lost some of the parking area, noting that parking was always a problem for clinic buildings. She said that placed them below the parking minimums, and they may revise the site somewhat to improve that situation.

Mayor Foy asked to see the slide that showed the site from NC 54. He asked which trees were targeted for saving. Ms. Beck pointed out the stand of trees to the right of the parking area. She said they had talked with the University Village developers and they were going to attempt to save the trees located on that property. Ms. Beck pointed out where their building edge was proposed to be.

Response / SUP Position:

Building location changes designed to maintain existing significant trees and related planning considerations decreased the applicants proposed parking spaces to 104. Modification to regulations requested for adjusted parking. Applicant deems number of proposed spaces adequate for the proposed development especially when viewed in context of public transit access to the site.

Mayor Foy asked how far back from Raleigh Road was the building set, and was it further back than the current parking lot. Mr. Wolters responded it was set back according to zoning requirements, which he believed was 35 or 40 feet. He said the current parking lot was only about six to eight feet from the road.

Mayor Foy asked if they were planning to provide access to the building from the front. Ms. Beck replied that pedestrian access would be from the parking area and into the back of the building, not from the front. She pointed out the drop-off loop. Mayor Foy said this site was on a transportation corridor and the proposal next door was for a relatively dense development. He said it would be preferable to put the building closer to the road and encourage pedestrian access from the road. Mayor Foy said he understood that patients may not do that, but certainly employees would. Ms. Beck stated they could provide a pedestrian access from the road for people who may ride public transportation.

Response / SUP Position:

Building design provides a pedestrian access from the road for people who might ride public transportation. Main patient access will still be from the parking lot.

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Mayor Foy said as a general philosophy, any building that turned its back to the main road served to kill off any kind of pedestrian activity on the main road that might otherwise be encouraged. Ms. Beck said that the left side of the building was planned as a waiting area, and they could create sidewalks and access into that waiting area. She said their experience was that when people were sick they would most likely come to the facility using vehicles.

Mayor Foy said he understood the reasoning, but encouraged them to think about how the building actually presented itself and functioned. He said there were buildings in Town with false facades. Ms. Beck said they did not want it to appear that what faced NC 54 was the back of the building, but wanted it to be warm and inviting and a place that people would want to come to.

Response / SUP Position:

All of the above are still applicable.

Mayor Foy said he did not know what the setback requirements were, but he encouraged them to think about pulling the building closer to the road. Ms. Beck said they would be happy to do that, noting it would enable them to do some other things on the site. But, she pointed out, they did not want to do that and then later in the process be told that the Council did not like it. Mayor Foy said he did not know that the building was designed not to be accessible from the front, but if it was designed to be accessible from the front then he did not believe it needed to be set back from the front. He said that would say to people that they were not supposed to go in there. Mayor Foy said it if seemed you were suppose to enter the building from the sidewalk, then people would go in there.

Response / SUP Position:

The applicant plans to provide a 22-foot Alternate Buffer along NC Hwy. 54 The width of this buffer is in response to: (a) the Town Council's request to provide more of a streetscape along Hwy. 54, and (b) to preserve the existing grove of trees along the western property line. (See comment #2)

Council Member Hill said, to reinforce what Mayor Foy had said, if someone was leaving the building and wanted to go to a nearby location for lunch or whatever, they could come out onto the sidewalk and take the bus or walk down the street. He said having a real entrance from the street, even if it was not the main entrance, would assist in making that part of Town, as it transitioned from what it was now to a much denser area, more in line with what the Council wanted.

Council Member Harrison asked if the existing trees denoted as circles on the site map would be saved. Ms. Beck said they were working to do that. Council Member Harrison said the trees to the right of the existing parking lot provided the most shade to the Aurora Restaurant. He said

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he believed they could have a more energy efficient site if they were able to save those trees. Council Member Harrison said those trees were not only attractive but provided deep shade.

Response/ SUP Position:

The landscape plan preserves the four existing large trees at the northwest corner of the site. (See comment #27)

Council Member Harrison said this property was currently part of the tax base, and asked what arrangements had been made in the past in terms of mitigating the loss of a property from the tax base. Mayor Foy suggested that Council Member Harrison could get question addressed by the staff at some other time. Council Member Harrison agreed.

Council Member Ward said he supported the CDC's suggestion that the building be shifted to the east to save those mature trees on the western portion of the property. He echoed what Mayor Foy had said about how this building would relate to pedestrian traffic off NC 54. Council Member Ward said it was important that it have a functional, significant entrance either off NC 54 or off Finely Golf Course Road, and not off the parking lot. He stated if the entrance were located in the area Ms. Beck had indicated, then perhaps it could have an entrance on both sides. Council Member Ward said he hoped this project would not require people on foot or on a bicycle to travel to the back of the building. He said it would be preferable for people who may live in the area to enter the building from the sidewalk in the front of the building.

Council Member Ward said the significant item he believed they should work on over the next months was the auto and bicycle connectivity needed between their parking lot and that the project to the west. He said it was hard to know how well that would translate, but encouraged them to make sure that connectivity worked well. Council Member Ward said he hoped that this project would come back with improved bicycle and pedestrian crossing ability at NC 54 and Finely Golf Course, with pedestrian and bicycle activated signals to help people negotiate the heavily used NC 54.

Council Member Verkerk said to be clear, she agreed that they should move the building up on the site and provide a real pedestrian entrance from NC 54.

Council Member Verkerk said because they should anticipate transit riders, people would have to cross NC 54 at Burning Tree Drive. She said from experience she knew that unless a car pulled up to the intersection at Burning Tree or Finely Golf Course Road, a pedestrian would find it hard to get a light in order to cross. Council Member Verkerk said she would like to see that remedied if they were truly serious about transit riders using their facility.

Mayor Foy asked if there would be any interaction among staffs at the Hospitals with this proposed facility and the facilities at Meadowmont. Ms. Beck replied most likely there would not be any, noting that what they had at Meadowmont was cardiology and GI clinics, and that staff would remain there. She said the staffs on the other side of NC 54 at the Hedrick Building

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primarily were administrative functions such as billing, collections, human resources, and purchasing, and they would stay at that site. Ms. Beck said the proposed building would be providing clinical services to the community and the region, and the medical staff would most likely move back and forth from here to the hospital. She said the other staff, such as radiology or whatever services were ultimately provided, would remain there.

Ms. Beck said this would be a specialty-oriented community-based clinic, so that people would not have to face the challenges of visiting the campus. She said they were outgrowing their capacity for providing some existing services such as these clinic services on the campus, resulting in the reason why they were looking for alternative locations.

Mayor pro tem Wiggins commented that the concept of taking clinics out into the community was a wonderful concept, because those who had to visit the Hospital for clinic appointments could attest that it was not a pleasant experience. She said she had recently taken a friend to an appointment at an eye clinic near Southpoint Mall, and it was very easy to access with plentiful parking. Mayor pro tem Wiggins added that she supported the feedback provided by other Council members this evening.

Council Member Ward asked if Ms. Beck had said that staffs would travel between this facility and the Hospitals. Ms. Beck responded that the nurses and other staff would not, but the doctors most likely would. She added that had not been decided so she could not say for sure. Council Member Ward said he had brought this up in an effort to encourage the University to enrich the transit service between this site and the Hospitals along Finely Golf Course and Old Mason Farm Roads. He said that it would help this facility, and would assist the Ronald McDonald House and the Family House as well. Council Member Ward said he was aware that a shuttle service was now provided. Ms. Beck responded that if warranted, the shuttle service could be expanded, although she did not believe the number of people would increase that much. Council Member Ward commented it might be a matter of revising the route rather than adding a new one. Ms. Beck agreed.

John Anderson, a resident of Rogerson Drive, asked about the vehicular traffic between this new development and what would be happening to the University Inn property. He asked if that road would carry a lot of traffic.

Mayor Foy asked if Ms. Beck knew what the traffic projections were between this property and the University Inn property. Ms. Beck said that no traffic projections had been made as yet because they did not know what the Inn property would be used for.

Mr. Anderson stated that he was concerned about the overall traffic flow around the entire area, and where cars would enter and leave the University Village property.

Scott Radway, a member of the CDC but speaking as a citizen, said the CDC had strongly encouraged the University to find a way to locate a building to the front of the site and still save

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the trees on the edge of the property. He thanked the applicant for responding to that concern, and said he hoped that a solution would be found that would save the trees.

Mr. Radway observed that in pulling the building forward ten feet, a lot of the objectives discussed by the Council could be met as well as regaining seven to nine parking spaces behind it. He said lastly as an observation this was the first chance to have two projects coordinatively going through, talking about a new edge to the roadways into and out of Town and new ways of looking at how that street edge worked with parking in the rear.

Mr. Radway said there were examples in the downtown where it worked well for buildings to be at the front of a site, and that Meadowmont also had good examples as well. He said this was an opportunity of how to coordinatively do something that would affect us for many years, which was going to be the redevelopment of these corridors over the next 20 to 50 years. Mr. Radway said this was a good first place with two good applicants to get it right, and the Town should focus on that as we move forward with these projects.

Council Member Ward asked what would be gained or lost if they flipped the orientation of the building so that the patient access point would be on the right edge of the building rather than the left, so that they could bring the flow of patients into the building right next to that grove of trees. He said that might be a beneficial aspect to how people viewed the building and they came and went. Ms. Beck said that the CDC had suggested that, and they would do it if that was what the Council wanted. But for them, she said, in order to create the access for the loading area and the mobile unit then that really had to flip to the other side. Ms. Beck said that was a more visible side, and that needed to be more of a solid wall. She said the flow was better for them clinically, but if the Council asked that they flip the building, it would mean that visitors would be directed along the roadway.

Council Member Ward said at this stage it was hard to visualize what people would see of the loading area. Ms. Beck said they were going to enclose it with a wall so you would not see trucks. She said above that area would be the second story of the building. Ms. Beck said flipping the building would mean a trade off for them in terms of their internal operations and the way it would look to the public.

Council Member Ward said not knowing what the visual impacts would be, flipping it may not be a good idea. Ms. Beck said they would study it. Council Member Ward said he did not want them to feel that they were required to do that.

COUNCIL MEMBER WARD MOVED, SECONDED BY COUNCIL MEMBER STROM, ADOPTION OF [RESOLUTION R-2](#). THE MOTION WAS ADOPTED UNANIMOUSLY (8-0).