

## **RECOMMENDED DEVELOPMENT OPTIONS**

Design Development Program for Lot #5, Lot #2,  
and the Extended Wallace Deck  
Town of Chapel Hill, North Carolina



## **ATTACHMENT 1**

### ***Introduction***

We are pleased to provide the following description of the process and recommended development options for the subject lots in Downtown Chapel Hill. This is the result of a collaborative effort with the Council Committee, the Town Council, the public, Town staff, Stainback Public/Private Real Estate (SPPRE) and HKS.

To get to this point, the consultants have made met with Town staff, the Council Committee, the Town Council, Town staff, and citizens on numerous occasions since early May 2004. Formal presentations were made on the following dates:

- **10 May 2004 (Monday)**  
Initial work session with the Council Committee where 5 options for Lot #2 and Lot #5 were considered;
- **12 May 2004 (Wednesday)**  
Follow-up work session with the Council Committee where preferences for the 5 options were made, in addition to directing HKS to also consider development above the Wallace Parking Deck;
- **24 May 2004 (Monday)**  
Presentation to both the Council Committee and the full Town Council of revised options for Lot #2, Lot #5, and the Wallace Parking Deck (3 options each); and,
- **26 May 2004 (Wednesday)**  
Follow-up work session with the Council Committee where preferences for each site were reduced to one each.

At the 26 May 2004 meeting, the Council Committee directed the consultants to incorporate several changes (summarized here for brevity):

- Lot #5 – Chose Option C-2 (2 buildings surrounding a central plaza) and a 3-level underground garage;
- Lot #2 – Chose to locate Transit Transfer Center under Lot #2 and selected Option B (T-shaped plaza);
- Lot #2 North (RBC) – Show a 6-level parking deck because 2-levels can be tucked into natural contours;
- Pursue Option A for the Wallace Deck (plazas face Rosemary) and extend garage to Henderson;
- Allow higher densities than currently indicated in Town standards (existing is 1.97 FAR plus bonus);
- Adopted revised parking ratios as recommended by HKS; and,
- Establish performance guidelines for provision of affordable housing.

The Council Committee also expressed interest in pursuing “green building” principles for these developments, as well as promoting improved connectivity within the lots and between Rosemary and Franklin Streets, and pedestrian access at varying levels, wherever possible. In this summary, each lot will be described individually. In addition, alternate approaches are presented for the Town’s consideration if certain presumptions are not realized.

***It is important to note that these remain schematic concept designs. Should the Town Council elect to proceed with issuing a developer “Request for Proposal”, the Town Council will have additional opportunities to review and approve design with the selected developer(s).***

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**Basic Physical Design Requirements**

**Development Program**

The Town Council adopted the following desired design program in April 2004, with respect to only Lot #5 and Lot #2. (Since that time, additional development above the Wallace Parking Deck was included as per the direction of the Council Committee). The goal of the Downtown development is to achieve these target ranges:

- Residential development ..... 190,000 to 226,500 sf
- Retail/dining/entertainment development ..... 57,000 to 90,500 sf
- Open space/plaza area ..... 4,500 sf and higher
- Floor Area Ratio (FAR) ..... 2.01 to 2.57 FAR
- Off-street parking spaces ..... 681 spaces

**Density and Floor Area Ratio**

At present, the Town requirement allows a 1.97 Floor Area Ratio (FAR) with additional density for achieving certain performance targets. The Council Committee directed the consultants to consider even higher densities as appropriate to the context of each site.

**Parking**

The Town Council required that the existing surface spaces in Lot #5 (173 spaces) and Lot #2 (101 spaces) be replaced as part of the new development. In other words, if no other development occurred a total of 274 off-street parking spaces would have to be provided.

As a means of acknowledging both downtown parking patterns and the realities of certain expectations for residential development, the consultants suggested slightly altered parking ratios to be applied in Downtown. These were recommended by Council Committee for consideration by the Town Council:

- Off-street parking requirement of 1.5 spaces per dwelling unit (DU). This is increased from the previous 1 parking space/DU requirement.
- Provide 1 off-street parking space for every 400 square feet of non-residential development on the subject lots (same as existing requirement). Then apply a 25% reduction to the total to account for shared parking utilization (recognizing the fact that customers will often park and walk to several locations). This is common in many urban communities and saves money by not over-building parking capacity.

**Transit**

The Transit Transfer Center concept was established by the Town, requiring whatever facility was selected have the ability to handle 8 to 10 buses during peak period. Numerous options were discussed with the Council Committee. Ultimately, a below-grade option (under Lot #2) was selected as the one to pursue. These were recommended by Council Committee for consideration by the Town Council:

**Affordable Housing**

The Town has desired goals for a percentage of affordable housing as part of these developments. These goals do not significantly influence the schematic design of the lots in question and will be more applicable to the Town’s negotiations with the selected developer(s). These were recommended by Council Committee for consideration by the Town Council:

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**Development Summary**

The combined development program is very close to the Council’s adopted program. Residential units are slightly above the Council’s range, with retail/dining/entertainment (R/D/E) slightly below. This is the result of achieving greater density while protecting public open space at the street level. FAR’s are within the Council’s program range.

**Combined Recommended Development Program**

	Lot #5	Lot #2	Lot #5 + Lot #2	Council Program	Extended Wallace	Grand Total
Residential (sf)	160,600 sf	84,800 sf	245,400 sf	190,900 to 226,500 sf	136,400 sf	381,800 sf
Residential (DU’s)	128 DU’s	68 DU’s	196 DU’s	152 to 182 DU’s	109 DU’s	305 DU’s
Retail/Dining/Entertainment (sf)	31,500 sf	20,199 sf	51,600 sf	57,000 to 90,500 sf	4,000 sf	55,600 sf
Open Space/Plaza (sf)	28,300 sf	14,600 sf	42,900 sf	4,500 sf and higher	12,200 sf	55,100 sf
FAR	2.55 FAR	2.19 FAR	2.41 FAR	2.01 to 2.57 FAR	2.66 FAR	2.48 FAR
Parking Demand (Residential)	193 spaces	102 spaces	295 spaces	---	164 spaces	459 spaces
Parking Demand (R/D/E)	59 spaces	38 spaces	97 spaces	---	8 spaces	105 spaces
Parking Spaces Replaced	173 spaces	101 spaces	274 spaces	274 spaces	320 spaces	594 spaces
Total Parking Demand	425 spaces	241 spaces	666 spaces	681 spaces	492 spaces	1,158 spaces

Based on the adopted Council program (Lot #5 + Lot #2), a total of 779 spaces are being provided (98 more spaces than the adopted program). These 779 spaces also account for areas for residential storage units in the garages. Overall, there are more parking spaces needed to account for more residential area (now incorporating the Extended Wallace Deck).

**Combined Parking Allocation By Use**

	Lot #5	Lot #2	Lot #5 + Lot #2	Council Program	Extended Wallace	Grand Total
Private Parking (Residential)	193 spaces	102 spaces	295 spaces	/	164 spaces	459 spaces
Spaces for Residential Storage	128 spaces	68 spaces	196 spaces		109 spaces	305 spaces
Public Parking (R/D/E)	59 spaces	38 spaces	97 spaces		8 spaces	105 spaces
Replace Existing Spaces	173 spaces	101 spaces	274 spaces		273 spaces	547 spaces
Additional Public Parking	62 spaces	51 spaces	113 spaces	(154 spaces)	(41 spaces)	
Total Parking Capacity	615 spaces	* 360 spaces	975 spaces	681 spaces	400 spaces	1,375 spaces
Total Parking (with Storage Space Subtracted)	487 spaces	* 292 spaces	779 spaces	681 spaces	291 spaces	1,070 spaces

(\* = provided on Lot #2 North)



## *Potential Phasing*

Project phasing is dependent upon two separate factors – financing and maintaining Downtown parking facilities during construction. It has become clear during the course of this project that maintaining the parking supply will be an important consideration. SPPRE will recommend phasing once project financing is factored in.

HKS offers the following phasing plan is recommended, subject to further review and consideration by SPPRE, the Town staff, the Council Committee, and the Town Council. This draft phasing is presented only for the Town Council's information and no action or adoption is required at this time:

- **Phase 1 – Lot #2 North Parking Garage (9 to 12 months)**
  - Acquire right to develop on RBC Centura Bank site and relocate bank to a temporary location.
  - Site demolition, excavation, and grading.
  - Construct 6-level parking garage on Lot #2 North and relocate parking from Lot #5 and Lot #2.
- **Phase 2 – Lot #5 and Lot #2 Development (18 to 24 months)**
  - Relocate parking at Lot #5 and Lot #2 temporarily to Lot #2 North garage.
  - Site demolition, excavation, and grading.
  - Construct Lot #5 garage (3-levels underground) and Lot #2 Transit Transfer Center.
  - Construct mixed-use buildings at Lot #5 and Lot #2.
  - Relocate RBC Centura Bank to new location.
- **Phase 3 – Rosemary Lot Development (12 to 18 months)**
  - Relocate a portion of parking at the Wallace Parking Deck during construction to Lot #2 North.
  - Site expansion, excavation, and grading.
  - Construct expanded Wallace Parking Deck.
  - Construct residential buildings above Wallace Parking Deck.

All designs and permits would be approved prior to beginning of the above timeline. It is expected there would be some overlap between Phases 2 and 3.

## *Alternative Options*

Projects large and small often come with unexpected and unanticipated situations. The following are potential alternatives that may be considered on an as-needed basis. These are provided for information purposes only and do not require Town Council action or adoption.

### **Scenario #1 – RBC Centura Bank Site Becomes Unavailable**

It is possible that conditions might change that make this site unavailable for development as a recommended parking garage. In that instance, the following changes would be recommended to the overall development approach:

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- The Transit Transfer Center relocates to the on-street option (not the preferred option by the Transportation Board but achievable nonetheless); and,
- Two levels of parking are constructed under Lot #2 where the Transit Transfer Center would have been (total of 210 spaces). This would replace the existing 101 spaces, plus accommodate almost the entire demand for residential and retail parking (we would be short about 30 spaces). However, since Lot #5 is adding an additional level of parking, that 30-space deficit could be easily accommodated at the new Lot #5, or even the expanded Wallace Parking Deck scenario.

Another option is to build 3 levels of parking under Lot #2, yielding 315 spaces, which would more than address the on-site needs at Lot #2.

This scenario does not affect the viability of the project from a design standpoint. Phasing would have to be re-worked to accommodate temporary parking in a different manner. For instance, it is more likely that Lot #5 would be built first, since it adds more Downtown parking capacity. Lot #2 construction could proceed shortly thereafter. Since there is no need to accommodate construction of the Lot #2 North garage, overall timing could conceivably be unchanged.

The successful development of the three lots is not dependent on the partnership of RBC Centura Bank. However, it is the consultant's perspective that this cooperation would benefit both parties.

### **Scenario #2 – Preserve Magnolia Tree at Henderson and Rosemary**

Comments were made during the 24 May and 26 May Council Committee meetings regarding the existing magnolia tree at Henderson and Rosemary. Before any designs are finalized, it is recommended that the Town consider engaging an arborist to assess the tree's overall health and to determine if it could be relocated (spaded). This process is possible with mature trees, although the attrition rate may be as much as 50%. The Town has several alternative approaches available to it:

- Relocate the tree elsewhere on the site or to another Downtown location (Henderson at Franklin?)
- Replace the tree with 4 to 6 mature trees (12-inch caliper minimum) at Henderson and Rosemary;
- Reduce/eliminate the building footprint at Henderson and Rosemary; or,
- Leave the corner as a "pocket park" surrounding the tree.

Reduction of the building program will have an accompanying reduction in parking demand and capacity (since the Wallace Parking Deck would not be expanded in that scenario).

### **Scenario #3 – Alter Various Building Heights**

It is possible that the selected developer(s) might wish to alter the schematic building heights – either increased or decreased. Caution is advised if building heights are raised too high in that it will have a companion increase in parking demand. The Town Council will be given ample opportunities to review the future architectural drawings and should consider this scenario at the proper time.

It is also possible the developer(s) or the Town Council may elect to "swap" building locations within a Lot. That flexibility is built into the schematic approach and it is assumed that there will be some further modification of these conceptual designs.

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### Scenario #4 – Alter Various Building Uses

At the present time, based upon the Town's adopted program and market study, there appears to be a soft market for office space. However, given the unique location of the lots in question, it is not inconceivable that there may be some office demand associated with the new development.

Office footprints are generally compatible with residential and retail footprints, so there can be a certain amount of trading. However, it should be noted that buildings having fewer than 10 stories do not “mix” well with more than 2 uses (due to the need for separation of parking and entryways, hours of operation, separate HVAC systems, etc.). Some limited office can be accommodated in the development program as summarized. It is anticipated to be contained at the base-level that is – at present – identified for R/D/E uses. Should an office tenant desire “stacked space,” it must provide its own internal vertical circulation. Further design reviews with the future developer(s) will assure this is done with minimum impact.

There may be some uses that are desired by future tenants that may not be compatible with the residential nature of the upper floors. It is suggested that each use be considered on a case-by-case basis to determine the level of impact and compatibility.

### Lot #5

#### Existing Site Description

The current property is a 1.7-acre site located between West Franklin Street, West Rosemary Street, and Church Street. It presently contains a municipal surface parking lot with approximately 173 spaces. The lot is fairly level with some mild contour fall to the northeast. Trees on the property are mostly Bradford pears, some of which are near the end of the life-cycle. There is one large mature tree in the middle of the lot. There is generally low-scale development surrounding the lot, with the exception of the University Square complex (to the south), and new 2-to-4 level office/retail space immediately to the west. The Northside Neighborhood is immediately adjacent to the north.



#### Recommended Development Option

Lot #5 is proposed to be developed as a mixed-use block, with upper-level residential and street-level retail, dining, and entertainment (R/D/E) spaces. Two buildings are proposed which flank an internal public court that would have such amenities as landscaping, seating, public art, and/or water features that create a series of intimate and comfortable “outdoor rooms”. The internal court links West Franklin with both West Rosemary and Church Streets. The west building is envisioned as a 4-level structure that embraces the street. The east building would be similar, with a 6-story central module, keeping the 4-level portion at the street edge. Internal base-level spaces would house retail, galleries, and potentially office space. Sketches of various views (plan, elevation, and cross-section) are presented on the following pages.

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**Parking**

On-site parking is accommodated by a 3-level underground parking garage (bottom level is approximately 30 feet below street level). This is proposed to be constructed as part of the flanking buildings to achieve maximum cost efficiency. Each level will contain about 205 spaces, for a total of 615 space maximum capacity. It is estimated that at least 128 of those spaces would be “removed” from service to be used as private storage locker space for Lot #5 residents.

Access to the garage would be either from Church Street or from the eastern lot boundary on West Rosemary Street. Resident-only reserved parking could be zoned with a key control device (gated arm) for private areas.

**Lot #5 Program Summary**

The following summarizes the accompanying development program for Lot #5:

- Residential development ..... 160,600 sf (128 DU's)
- Retail/dining/entertainment development .....31,500 sf
- Open space/plaza area .....28,300 sf
- FAR..... 2.55 FAR
- Parking spaces supplied..... 615 spaces
- Parking demand (including 173 replacement spaces) ..... 425 spaces

**Lot #5 – Plan View**

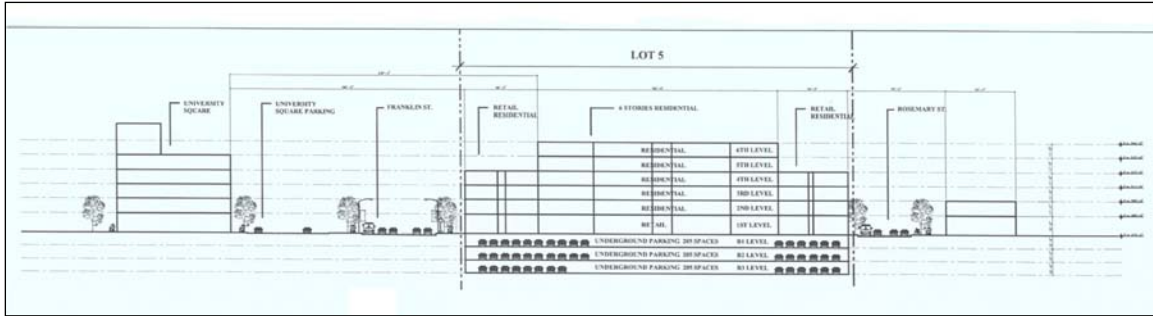


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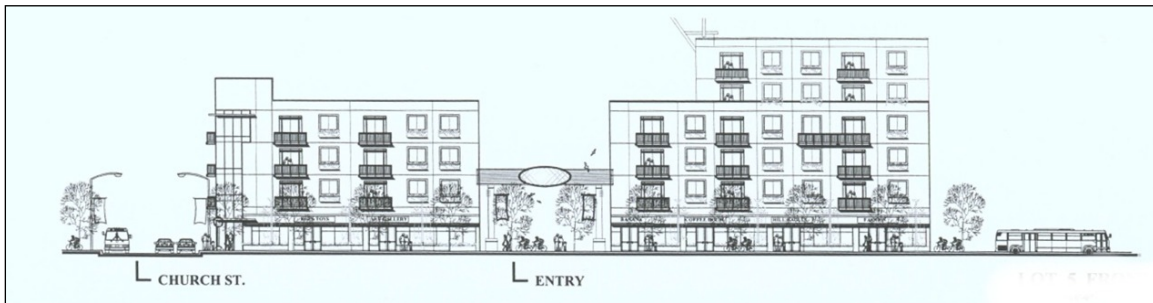
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**Lot #5 – Section**



**Lot #5 – Elevation from Franklin**



**Lot #5 – Elevation from Church**



**Lot #5 – Elevation from Interior Courtyard**



**Lot #5 – Perspective**



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**Lot #5 – Franklin Street Pedestrian View**



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**Lot #5 – Pedestrian View from Interior Looking Toward Franklin**



**Lot #2**

**Existing Site Description**

The current property is a 1.1-acre site located between East Franklin Street, East Rosemary Street, and North Columbia Street. It presently contains a municipal surface parking lot with approximately 101 spaces. The lot is terraced, with contouring falling generally towards the east. There are few trees on the lot and it is mostly paved. There is mixed development surrounding the property – 1-to-2 level buildings along Franklin, Rosemary, and Columbia, with a 7-story office tower (Bank of America) immediately to the east.



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**Recommended Development Option**

Lot #5 is proposed to be developed as a mixed-use block, with upper-level residential and street-level retail, dining, and entertainment (R/D/E) spaces. Three buildings are proposed to flank an internal public court that is promulgated with such amenities as landscaping, seating, public art, and/or water features that create a series of intimate and comfortable “outdoor rooms”. The plaza would be punctuated with large light wells to flood the Transit Transfer Center with natural daylight. The internal court also links Columbia, Franklin, and Rosemary (using either new plazas or existing alleyways). The north building is envisioned as a 6-level structure, with street-level retail. The remaining two buildings are similar, but are 4-levels. Street-level spaces would house retail, galleries, and limited potentially office space. Sketches of various views (plan, elevation, and cross-section) are presented on the following pages.

**Parking & Transit**

Lot #2 is constructed atop a Transit Transfer Center, occupying the space below Lot #2. By utilizing the natural topographic fall of the site, limited excavation and site preparation will be necessary. The site may also be eligible for transit and other funds to encourage “transit-oriented developments” (TOD’s). The Transit Transfer Center would contain stops for 9 buses, and may also house a Town “service center” that performs such functions as utility payments, various permits, etc.

Parking for Lot #2 is proposed to be provided by a new parking garage on the site of the current RBC Centura Bank. Taking advantage of that site’s natural contours, 2 levels could be build that are effectively underground at the Rosemary elevation. An additional 4 levels is proposed above grade. Each level will contain about 60 spaces, for a total of 360 space maximum capacity. It is estimated that at least 68 of those spaces might be “removed” from service to be used as private storage locker space for Lot #2 residents. Access to the garage would be either from Rosemary (east of Columbia) or Columbia (north of Rosemary). Resident-only reserved parking could be zoned with a key control device (gated arm) for private areas.

**Lot #2 Program Summary**

The following summarizes the accompanying development program for Lot #2:

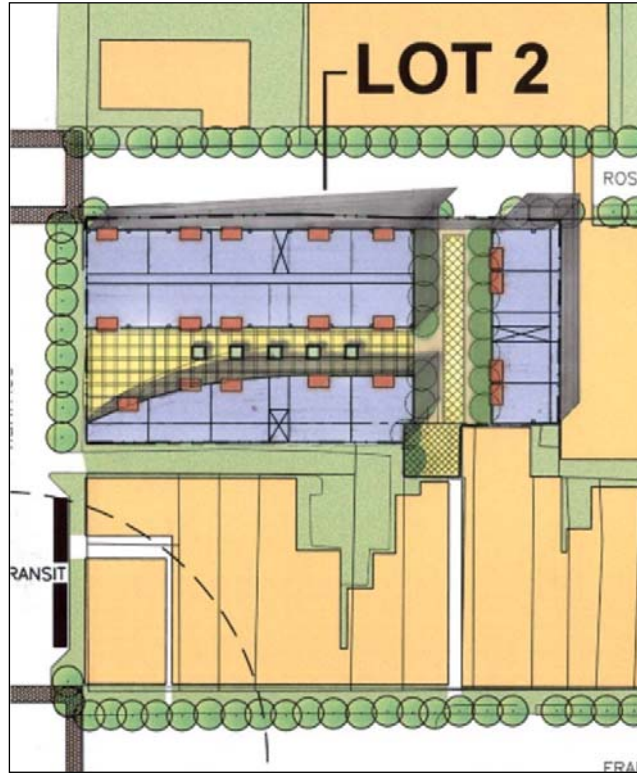
- Residential development ..... 84,800 sf (68 DU’s)
- Retail/dining/entertainment development .....20,100 sf
- Open space/plaza area .....14,600 sf
- FAR..... 2.19 FAR
- Parking spaces supplied..... 360 spaces
- Parking demand (including 101 replacement spaces) .....240 spaces

**RECOMMENDED DEVELOPMENT OPTIONS**

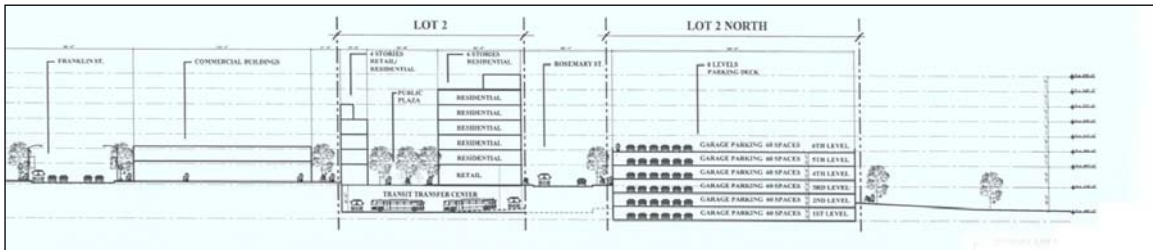
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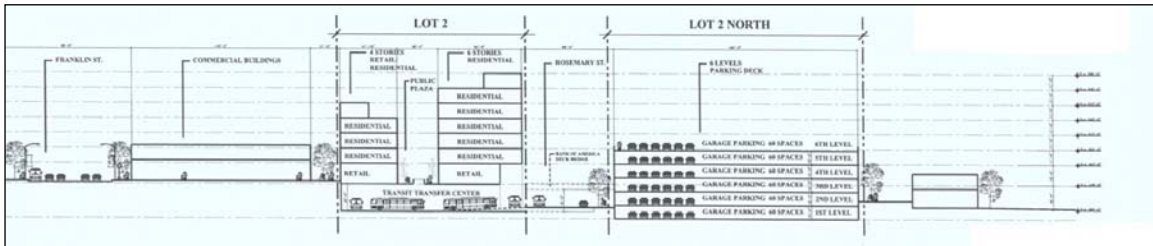
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**Lot #2 – Plan View**



**Lot #2 – Section at Columbia**



**Lot #2 – Section at East Property Edge**



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**Lot #2 – Elevation**



**Lot #2 – Perspective**



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**Lot #2 – Pedestrian View from Columbia**



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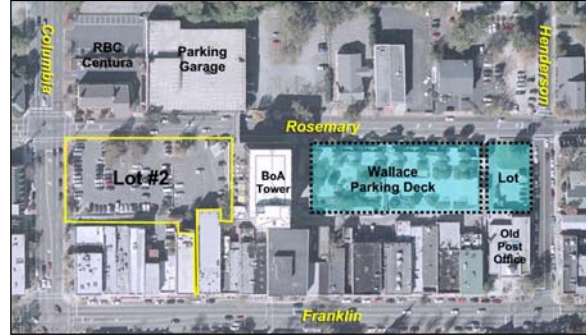
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**Extended Wallace Deck**

**Existing Site Description**

The current property is a 1.2-acre site located between West Franklin Street, West Rosemary Street, and Henderson Street. It presently contains a municipal parking garage (Rosemary Street Parking Facility and James C. Wallace Plaza, 320 spaces approximately). The Wallace Parking Deck has an under-used rooftop landscaped plaza. Also contained in this site consideration is a vacant lot behind the Old Post Office (Court House). Near the corner of Henderson and Rosemary is a mature magnolia tree. These two adjoining sites are collectively referred to as the Extended Wallace Deck.



The site is generally level, with a lower elevation than Franklin Street (by approximately 20 feet). A mixture of 1-to-2 story retail and office uses generally surround the property, with the exception of the adjacent 7-story Bank of America office tower located immediately to the west.

**Recommended Development Option**

The Extended Wallace Deck is proposed to be developed as a predominantly residential block. Three buildings are proposed to be built atop the existing Wallace Parking Deck, plus a proposed deck extension to Henderson. The existing rooftop plaza will be expanded to function as a residential amenity, with some public uses. If adjacent private landowners agree, this develop may connect with the Bank of America office plaza and the Old Post Office to provide pedestrian access both at the street level and a “plaza level”. All three buildings are proposed to be 4-level structures above the existing garage elevation. Some limited street-level retail is envisioned at the corner of Henderson and Rosemary (limited due to garage ramping and the structural column grid). Sketches of various views (plan, elevation, and cross-section) are presented on the following pages.

**Parking & Transit**

The Extended Wallace Deck will take advantage of the existing Wallace Parking Deck and increase its capacity to almost 400 spaces (an increase of 80 new spaces). No increase in elevation or deepening of the lower levels is proposed. It is estimated that at least 109 of these spaces might be “removed” from service to be used as private storage locker space for residents of the buildings above. Access to the garage would be either from Rosemary (west of Henderson) or Henderson (north of Rosemary). Resident-only reserved parking could be zoned with a key control device (gated arm) for private areas. Any reduction in current parking capacity will be absorbed by new capacity at Lot #2 North (RBC site) and Lot #5.

**Rosemary Lot Program Summary**

The following summarizes the accompanying development program for the Extended Wallace Deck:

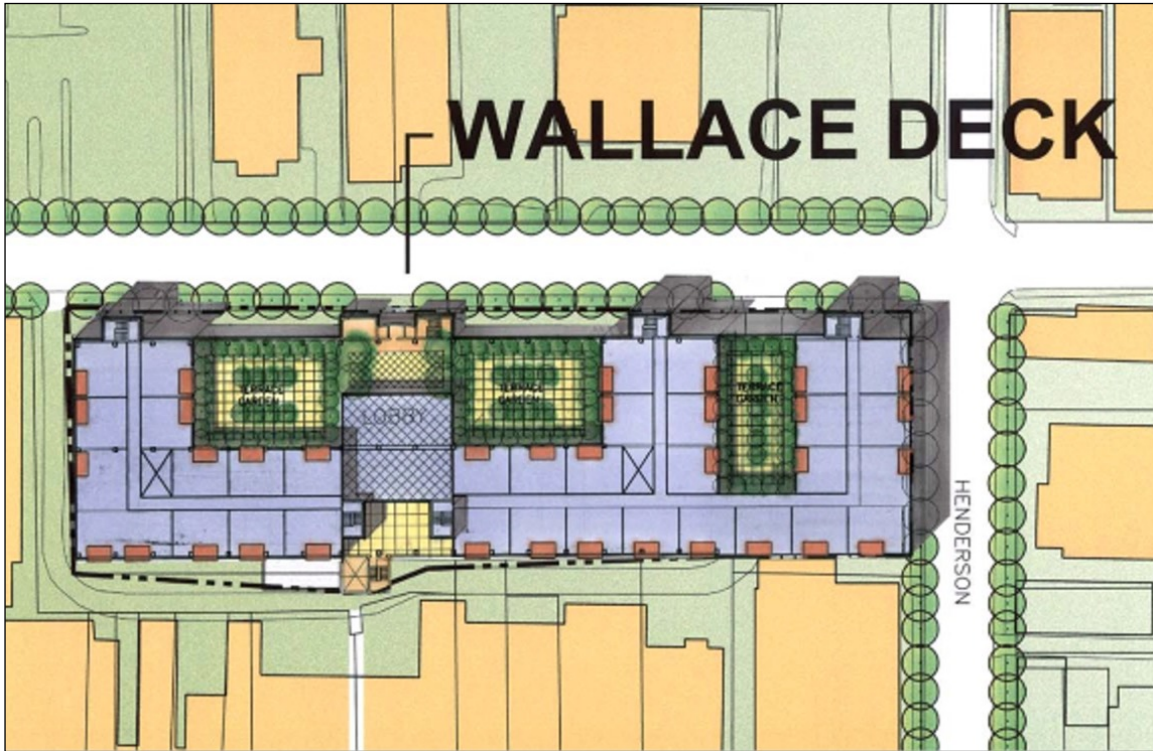
- Residential development ..... 136,400 sf (109 DU’s)
- Retail/dining/entertainment development .....4,000 sf
- Open space/plaza area .....12,200 sf
- FAR..... 2.66 FAR
- Parking spaces supplied..... 400 spaces
- Parking demand..... 171 spaces

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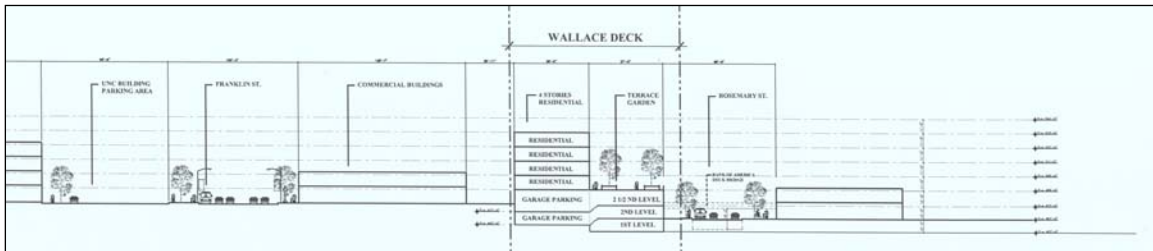
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**Extended Wallace Deck – Plan View**



**Extended Wallace Deck – Section**





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**Extended Wallace Deck – Elevation**



**Extended Wallace Deck – Perspective**



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**Extended Wallace Deck – Pedestrian View from Franklin**



**Extended Wallace Deck – Sketch View from Rosemary**

