

PROJECT NARRATIVE

APPLICATION: Special Use Permit-Modification:
Southern Orange County Government Services Campus

DATE: July 23, 2013

Orange County is submitting an application for a Special Use Permit Modification for the **Southern Orange County Government Services Campus** on Homestead Road. This application proposes combining the three Special Use Permits that currently exist on this site into one SUP, and describes plans for subsequent development of additional governmental facilities to join the existing Senior Center, Southern Human Services Center, and Project Homestart on the site.

OVERVIEW

The reason for this initiative is to plan thoughtfully for future development of this key County property on Homestead Road - - to allow Orange County the opportunity to provide services to residents and property owners in Southern Orange County, in a manner that fully aligns with the values and expectations of Chapel Hill and Orange County. It is the hope and objective of Orange County that this be a collaborative process, involving staff and elected leadership of the Town and the County. The intent is to work with Chapel Hill to increase the availability and convenience of County and Town services.

Orange County seeks an agreement for a long-term construction program for this site. The intent is to establish the infrastructure and framework for ultimate development of County facilities, over an extended period of time (25 years). Doing so will both allow Orange County a strong measure of predictability about what kinds and amounts of facilities can be provided here to facilitate efficient long-term planning for use of public resources; and also allow residents and leadership in the Town a high degree of certainty about the future of this key property.

Accordingly, this SUP-Modification application is aimed at achieving a high level of collaboration between the Town and County for the Special Use Permit process and subsequent building-by-building facilities that will follow over the life of this Special Use Permit. We are suggesting a process with features similar to some that are included in the existing Carolina North development agreement documents: specific procedures for building-by-building review and approval, established check-in times to report to the Town on development status, and thresholds of development levels that trigger specific infrastructure improvements. We also include in our application a set of Design Guidelines (not typically part of a Special Use Permit application) that call out standards that will have to be met for building-by-building construction.

Because of the long-term buildout of governmental facilities on this site, and because of the intergovernmental collaborative agreements that will follow, there is less certainty about specific building designs and footprints for this site than

would typically be the case for a shorter-term private development proposal. This application follows all of the Special Use Permit requirements set out in the Land Use Management Ordinance; but in lieu of building-by-building details (which will follow later over the life of the permit) this application includes maximum building square footage numbers, clear designation of areas on the site where development activity and land disturbance will and will not occur, and detailed design guidelines to inform the subsequent design of individual facilities. These ideas have been discussed with the Town Council during Concept Plan review for this site.

The site plans for this Special Use Permit application include an Area Map, Existing Conditions Map, a Site Analysis Plan, a Slope Analysis Plan, a Conceptual Site Plan, and suggested Building Concepts. These plans show areas where development activity will be permitted, areas to be protected from development, access and circulation patterns, and prototype building forms to be considered along with Design Guidelines in the subsequent design of individual buildings and facilities on the site. A review of the status of construction on the site and need for calibration of the Design Guidelines will be prepared and presented to the Town Council at five-year intervals following approval of this Special Use Permit application.

CONSISTENCY WITH PLANS

In constructing plans for this site, Orange County has paid keen attention not only to the County's policies and procedures to ensure sustainability and responsible land stewardship, but also to the Town's policies and plans: to the newly adopted 2020 Comprehensive Plan, to the Town's rules and expectations for land development and conservation, to the Town's design manuals and guidelines, and to the legacy of quality facilities built and provided within the Town's zoning jurisdiction. This proposed enhancement of the County's and Town's ability to provide governmental services to Chapel Hill and Southern Orange County directly promotes community goals.

LAND USE MANAGEMENT ORDINANCE REQUIREMENTS

Chapel Hill's Land Use Management Ordinance contains requirements for Special Use Permit applications, and this application complies with those requirements. Specifically:

- Uses: The governmental uses proposed for this property are consistent with the uses permitted in this zoning district, as listed in Section 3.7 of the LUMO.
- Findings of Fact: the following "Statement of Justification" describes how this application allows the Town Council to make the four findings required for approval of a Special Use Permit application, as described in Section 4.5.2.
- Procedural Requirements: This application follows the procedural requirements listed in the Land Use Management Ordinance. Following Council approval of a Special Use Permit, Section 4.5.3(m) of the LUMO calls for Final Plans for development approved in a Special Use Permit to be reviewed and approved by the Town Manager. Following such approval, and subsequent approvals of building elevations (by the Community

Design Commission) and a landscaping plan by the Town Manager, the Manager may issue a Zoning Compliance Permit authorizing the start of construction. Accordingly, this application proposes that all subsequent development pursuant to approval of this Special Use Permit application be in the form of administrative reviews (except for the approval of building elevations by the Community Design Commission). In accordance with that process, a request is being made to the Town Manager (below) for acceptance and consideration of application materials for this site in a form consistent with the Town Council's discussion of a Concept Plan for this site: requiring construction details at the time of application for Final Plan Review, and focusing this Special Use Permit review on the overall plan for development, along with proposed uses, intensities, height limits, circulation patterns, pedestrian connections, protected areas, and design guidelines. These would be the proposed characteristics approved as part of this Special Use Permit, with required more detailed information to be provided along with each subsequent request for specific administrative Final Plan reviews on this site.

- Starting and Completion Time Limits: Starting time limits are specified in LUMO Section 4.5.5(b): Construction must be started within 24 months of the date of an approval, or within such further time stipulated in the approval, and completed by a date stipulated in the approval. Because of the long-term nature of providing government services on this site, this application requests a starting time limit of five years (i.e., construction must begin within five years) and a completion time limit of 25 years.
- Modification of Regulations: LUMO Section 4.5.6 states that where designs or solutions proposed by the applicant are not in accord with general regulations, but the Council makes a finding in the particular case that public purposes are satisfied to an equivalent or greater degree, the town council may make specific modification of the regulations in the particular case. For this site, the application requests consideration of a maximum height limit of 90 feet. Current zoning on the site sets a maximum height of 60 feet, which could accommodate a building with four floors of offices. Given the topography of the site, and given an objective of minimizing impervious surface on the site, and given the possibility that an interior office building of six floors may be a desirable building form for providing government services, this application requests that a 90-foot height be allowed as a possibility for consideration in subsequent building design and Final Plan approvals, in accordance with established Design Guidelines for this site.

EXISTING SPECIAL USE PERMITS ON SITE

There are three existing Special Use Permits in place for this site. Copies of the three permits follow, along with a summary of the conditions of approval that were placed on each approval. This application proposes combining those permits, along with proposed new development, into one Special Use Permit for the Site. All applicable and still-relevant conditions of the existing Special User Permits should be considered for carry-over as conditions of the new overall-site Permit.

TRAFFIC IMPACT ANALYSIS

The Town Manager typically requires a Traffic Impact Analysis to be completed (under direction of Town staff) and submitted as part of the application materials for a Special Use Permit Application. Given the timing and procedural considerations that were present as initial discussions were taking place about a Concept Plan for this property and about the possibility of a Development Agreement process, arrangements could not be made for required traffic counts prior to the summer. Accordingly, this application requests that the Town Manager accept this application and begin staff review, with arrangements being made during the summer for fresh traffic counts to be taken and a TIA prepared for this site, at the expense of the applicant, in early fall.

STORMWATER MANAGEMENT

A Stormwater Analysis has been prepared for this site, anticipating a maximum buildout scenario. Two copies of that analysis, along with accompanying maps, are being submitted with this application. More detailed, construction-specific stormwater impact statements and stormwater management plans will be prepared and submitted along with final plans for each subsequent building and facility.

APPLICATION FEE

This application is being submitted, accompanied by two checks. The first is for \$97,787.00 for the Town's standard application fee for a Special Use Permit, calculated as follows according to the Town's adopted Fee Schedule: \$7,787 plus \$30 per 100 square feet of proposed floor area (proposed new floor area maximum in this application is 300,000 square feet). The second check is for \$65.36 to cover the Town's cost of notification mailings (86 property owners to receive mailed notification, at \$.76 per notification).

SUMMARY

Orange County requests Chapel Hill Town Council review and approval of this Special Use Permit-Modification application.

Following are specific requests for consideration in the review this application:

- That a condition of approval of the SUP-M be that construction authorized by the permit begin within 5 years of the date of approval, and be completed within 25 years of the date of approval.
- That a condition of approval of the SUP-M be that all subsequent development on this site comply with a set of Design Guidelines to be approved by the Council as part of this Special Use Permit.
- That a condition of approval of the SUP-M be that all subsequent development on this site be subject to an administrative Final Plan Review process, followed by a Zoning Compliance Permit process that includes approval of building elevations by the Community Design Commission.

- That applicable and relevant conditions of approval from the three existing Special Use Permits on the site, to be combined and removed, be included into the new overall-site Special Use Permit.
- That a height limit of 90 feet be authorized as a condition of approval for this new Special Use Permit to allow options for interior building forms on the site, subject to consistency with Design Standards to be approved along with this Special Use Permit.