



# Town of Chapel Hill

## UNC Health Care Development Agreement Negotiation

September 16, 2019, 9 a.m. – 11 a.m.  
Chapel Hill Public Library Room B, 100 Library Drive, Chapel Hill, NC

### Draft Agenda

#### 1. Opening at 9 am

- 1) Roll Call
- 2) Approval of Agenda

#### 2. Business

- 1) September 4, 2019 Committee Meeting Summary
- 2) September 9, 2019 Committee Meeting Summary
- 3) Council shares feedback from urban design meeting
- 4) Staff Updates
  - i. Stream appeal
  - ii. Pond drainage request
  - iii. Environmental review from BioHabitats (week of October 7)
  - iv. 15-501 Corridor draft road plan
  - v. Next steps – standards/metrics
- 5) Traffic Discussion (Craig Scheffler – HNTB)
- 6) Next Steps
  - i. Next Council Committee meeting
  - ii. Duke campus site visit
  - iii. September 25<sup>th</sup> Council update
  - iv. September 30<sup>th</sup> tentative Council Committee meeting
- 7) Public Comments

#### 3. Adjourn

### Agenda Packet Materials

1. September 4, 2019 Committee Meeting Minutes
2. September 9, 2019 Committee Meeting Minutes
3. 15-501 Corridor Draft Road Plan
4. Traffic Consultant Report - forthcoming
5. Updated Project Schedule
6. UNC Health Care Materials – forthcoming



**Town of Chapel Hill**  
**Eastowne Development Agreement**  
**Council Committee Draft Meeting Minutes**

Wednesday, September 4, 2019, 2:00 PM  
Chapel Hill Public Library Room B

**1. Opening at 2:00 PM**

**1) Roll Call**

Council Committee members: Mayor Pam Hemminger, Michael Parker, Hongbin Gu, Rachel Schaevitz

UNC Healthcare Team: Simon George, John Martin, Don Giard, Bill Derks, Jim Tully, Cameron Ebron, Karla Carson, Kristen Fritsch, Leigh Vancil

Town Staff: Maurice Jones, Ralph Karpinos, Judy Johnson, John Richardson, Becky McDonnell, Michael Sudol, Loryn Clark

**2. Business**

**1) Adoption of Negotiation Protocols**

The group approved the draft Negotiation Protocols.

**2) Staff Update**

Town Staff provided an update on recent walking tours of the Eastowne site, led by Jennifer Burdette with the McAdams team and Allison Weakley with the Town's Stormwater Department. Staff also provided an update on the signed Memorandum of Understanding and the status of contracts with various consultants. Additionally, the principal teams were updated on the Joint Advisory Board Meeting and Community Open House on September 3<sup>rd</sup>.

**3) Scenario Discussion**

The UNC Healthcare Team presented a summary of what was discussed at previous meetings and continued the discussion of the Natural Heritage Site, its topography, and its moderate state ranking. The group also discussed the gateway nature of the site, a possible hotel, and how future development would be taxed.



The group discussed the relationship of floor area ratios to walk and transit scores, and the necessary density on the Eastowne site to achieve a walkable environment as well as sufficient community benefits. Members also debated the amount of floor area and the resulting traffic impacts and impacts to the Natural Heritage Site.

The Council Committee members expressed concern over the most dense scenario presented by the UNC Health Care team, but were interested in continuing the discussion on maximum building heights towards the center of the site. Committee members were also concerned about the number of parking spaces proposed and discussed minimizing the land coverage devoted to parking.

#### **4) Public Comments**

Members of the public asked questions regarding the size of residential units, the ownership model for future development, the importance of the Natural Heritage Site, and plans for Bus Rapid Transit nearby.

### **3. Adjournment**



**Town of Chapel Hill**  
**Eastowne Development Agreement**  
**Council Committee Draft Meeting Minutes**

Monday, September 10, 2019, 2:00 PM  
Chapel Hill Public Library Room A

**1. Opening at 2:00 PM**

**1) Roll Call**

Council Committee members: Mayor Pam Hemminger, Michael Parker, Hongbin Gu, Rachel Schaevitz  
Town Staff: Maurice Jones, Ralph Karpinos, Judy Johnson, Dwight Bassett, Becky McDonnell, Michael Sudol  
Urban Design Consultant: Tony Sease

**2. Business**

**1) Discussion with Urban Design Consultant**

The Council Committee members had an informal discussion with Urban Design Consultant, Tony Sease. Mr. Sease discussed the need to understand how the build out of the Eastowne site will accomplish the established guiding principles, which is a separate exercise than the debate of varying density scenarios presented by the UNC Health Care team. In order to understand how the principles will be reached, the Council Committee would like to see proposed street network options and how the site will relate to surrounding developments, potential future development nearby, as well as existing infrastructure.

The group also discussed stream buffers in relation to water quality and amenity space, as well as the existing pond, noting the Stormwater Management Utility Advisory Board's acknowledgement that the pond does not currently serve a stormwater function. The Committee noted that performance standards are necessary for criteria such as stormwater runoff quality, percentage of dedicated green space, and more.

The Council Committee questioned the justification for a hotel, and also expressed concern over the amount of parking proposed. A mix of uses that would allow for shared parking could minimize the land area dedicated to parking. The group acknowledged that the revised Traffic Impact Assessment may have an impact on the proposal.



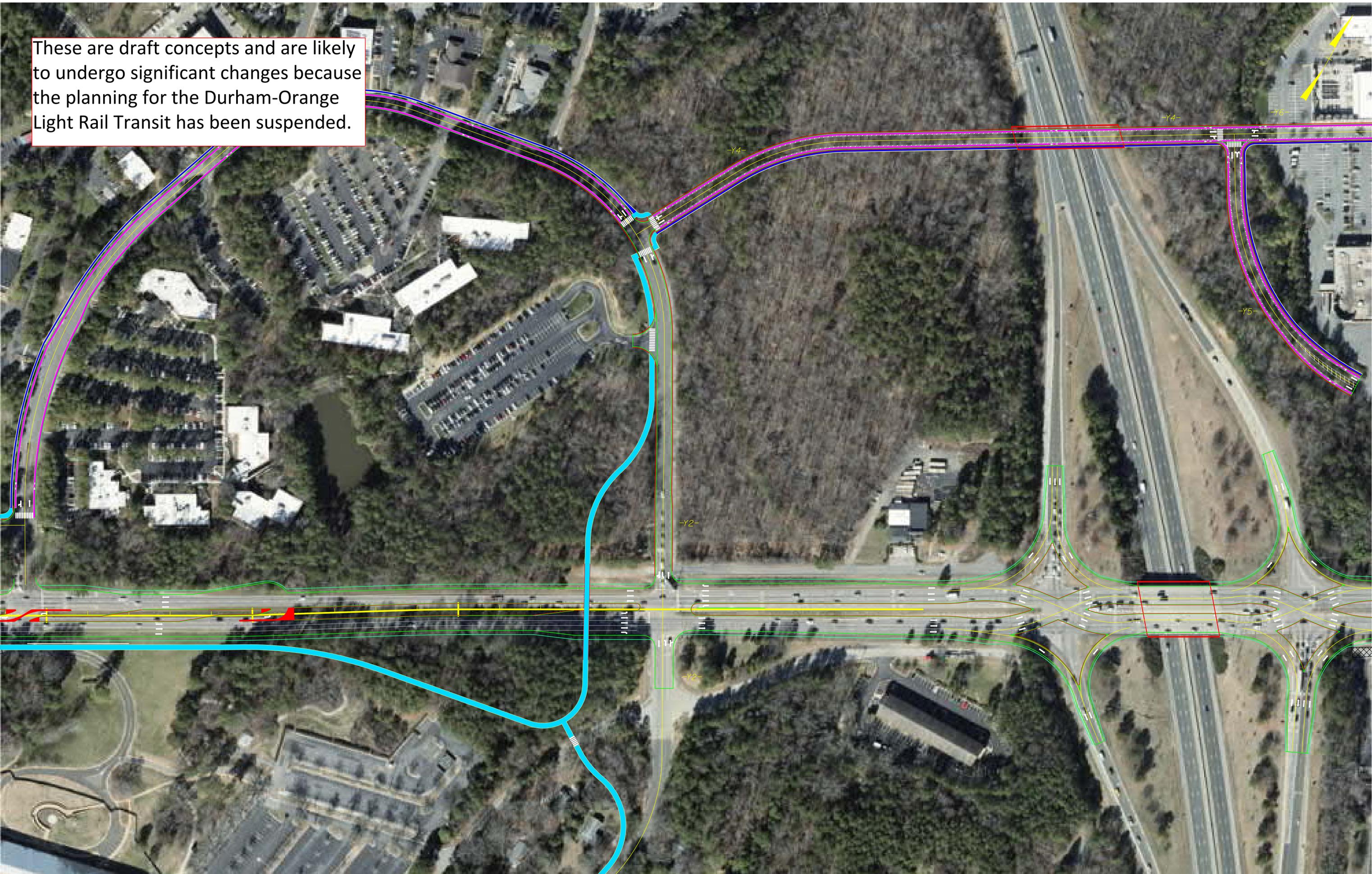
Finally, the Committee was concerned that the maximum density option proposed, at 2.8 million square feet of floor area, is too dense. The Committee and staff are continuing work to develop specific metrics and standards that will help to inform how the guiding principles will be accomplished.

## **2) Public Comments**

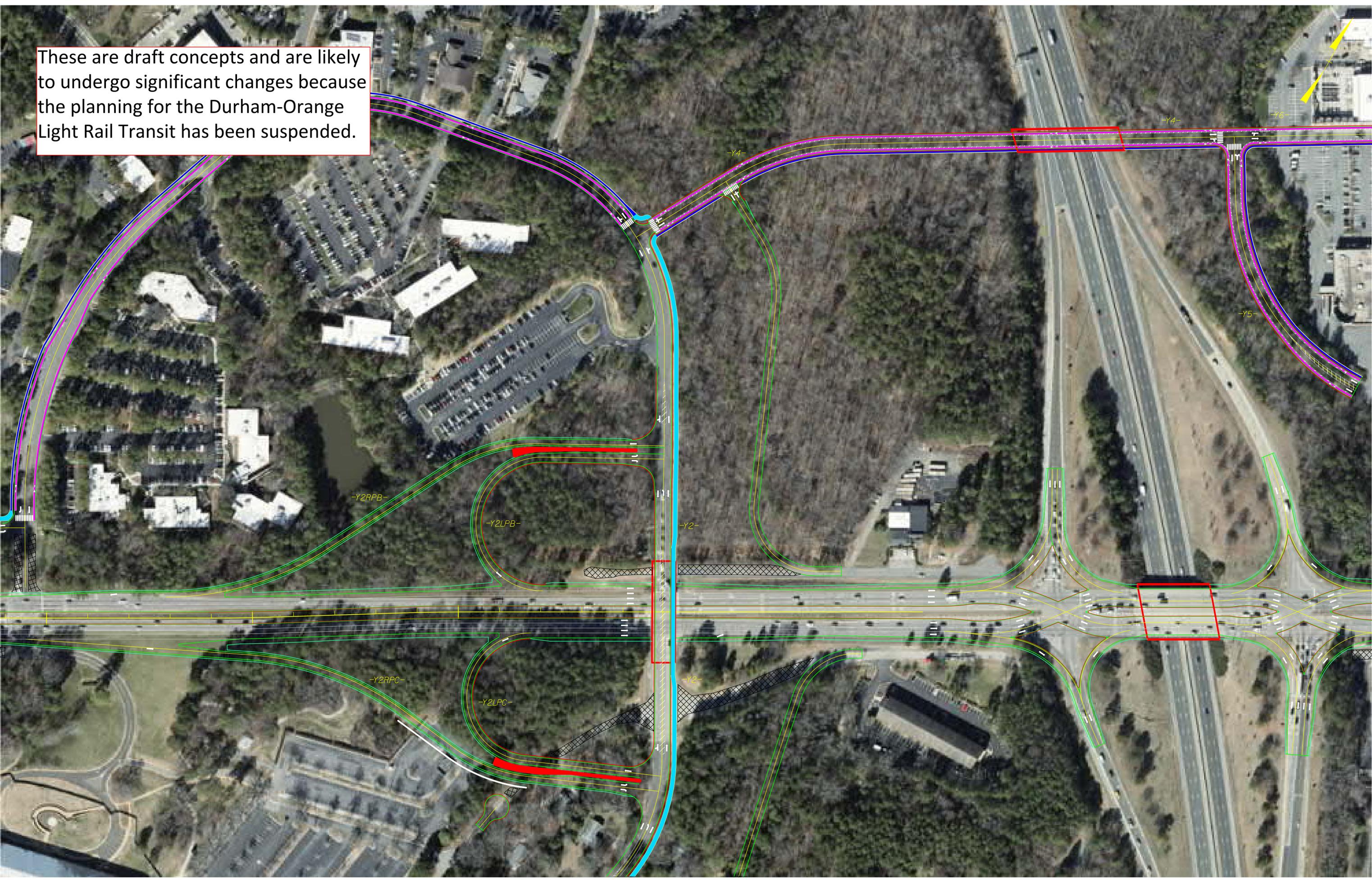
A member of the public provided comments on the importance of greenspace.

## **3. Adjournment**

These are draft concepts and are likely to undergo significant changes because the planning for the Durham-Orange Light Rail Transit has been suspended.



These are draft concepts and are likely to undergo significant changes because the planning for the Durham-Orange Light Rail Transit has been suspended.



TECHNICAL  
MEMORANDUM – DRAFT



**To**  
Kumar Neppalli  
Traffic Engineering Manager  
Town of Chapel Hill

**From**  
Craig Scheffler, P.E., PTOE  
HNTB North Carolina, P.C.

**Cc**  
HNTB Project File: 74380

**Subject**  
UNC Health Care Eastowne Master  
Plan Transportation Impact Analysis  
– Initial Traffic Discussion

**Date**  
09/16/19

**Introduction**In the interest of providing information to help the Council Committee learn of the traffic impacts associated with the different Eastowne Master Plan development scenarios, Town staff engaged HNTB to provide an initial “high-level” analysis. As we explain in more detail below, HNTB views this work and the numbers provided as a starting point for discussion. It’s also the beginning of a process to narrow in on the local impacts and future conditions of the Eastowne Master Plan within the context of Chapel Hill and the larger region as a whole. More information and localized analysis is needed to understand the detailed impacts and possible mitigation strategies associated with the different development scenarios. Per discussions on the development of initial “high-level” transportation impacts/solutions related to UNC Health Care – Eastowne Area Master Planning scenarios, we offer the following discussion points, assumptions, and analysis for review and consideration by all project stakeholders:

- At this point in the master planning process, there are numerous transportation issues that HNTB has not discussed with Town staff, UNC Health Care representatives, Durham-Chapel Hill MPO staff, NCDOT and other project stakeholders. These discussions will allow a clearer picture of project impacts and potential solutions. The initial “high-level” assumptions, analyses, and results are presented in this technical memorandum are only to be considered “starting points” for these discussions, and further refinement will provide better information to all participants in the process.
- It is important at this juncture to spend some additional time and effort in gathering details and data related to the study – including the effects of moving existing UNC Health Care facilities to the Eastowne site, fully understanding the proposed improvements and changes to the transportation network included in NCDOT STIP projects, future MPO long-range projects, and Town plans related to transit, pedestrian and bicycle accommodations. All of these pieces of information will ultimately produce better inputs into analyses and, thus, better solutions to meet the transportation needs caused by the project.
- At this point, a cursory introduction is provided in this document, but a well-reasoned and holistic look at solutions – some of which may already be planned, some of which are being informally

discussed, and some of which are still unknown – merits extra time and effort and in open and transparent conjunction with all project stakeholders.

- To provide a structured framework and proper context for information on transportation impacts related to the project and to continue to move the project forward, in coordination with Town staff we have produced a detailed initial draft scope of services for the entire Eastowne Area Master Plan TIA. This includes further additions and refinements to the “high level” evaluation of initial concepts that is currently presented herein as well as a much more detailed analysis of a preferred concept that includes formal evaluation of impacts and solutions for all modes of transportation. We look forward to presenting this scope at an open community meeting where we will present the information, respond to questions, receive additional community input and ultimately provide a revised final scope based on feedback collected from the meeting.

**Initial Trip Generation Analysis and Commentary**

As a starting point to understand the effects of the proposed UNC Health Care – Eastowne Property Master Plan scenarios with regards to trip-making activity, HNTB used the *ITE Trip Generation Manual, 10<sup>th</sup> Edition* as a data source to produce initial “raw” trip generation estimates that can be further refined during the actual TIA study process. Using methodologies and standards utilized by Town of Chapel Hill TIA Guidelines, the UNC Healthcare MOB – Phase 1 TIA, and the NCDOT Congestion Management Unit, the results for the Eastowne Property Option A and Option B are found in **Table 1**. The table provides a summary of raw daily and weekday peak hour trips based on the current square footage estimates for the various land use types expected in the development.

**Table 1. Initial Eastowne – UNC Health Care Property Trip Generation Information**

**Concept Scenarios - Option A (1.8 million SF)**

Daily			AM Peak Hour			Noon Peak Hour			PM Peak Hour		
Enter	Exit	Total	Enter	Exit	Total	Enter	Exit	Total	Enter	Exit	Total
11,254	11,254	22,508	1,785	463	2,248	949	783	1,731	743	1,619	2,362

**Concept Scenarios – Option B (2.3 million SF)**

Daily			AM Peak Hour			Noon Peak Hour			PM Peak Hour		
Enter	Exit	Total	Enter	Exit	Total	Enter	Exit	Total	Enter	Exit	Total
13,420	13,420	26,841	1,975	566	2,541	1,084	904	1,988	914	1,842	2,755

To provide proper context, it is vitally important for all stakeholders to realize these “raw” trip generation numbers will be refined by numerous factors to produce a more accurate determination of the ultimate additional number of vehicles added to the study area roadway system. These factors include:

- Removal of existing trips from the current facilities to be demolished
- Internally captured trips within the UNC Health Care Eastowne Property
- Transit Trips – standard bus or potential BRT
- Pedestrian/Bicycle off-site trips
- Pass-by Trips – for retail components, existing trips that enter/exit the site as part of a larger overall trip chain
- Diverted Linked Trips – for potential clinic visits that are part of a larger overall trip chain

- Redistributed trips from existing UNC Health Care clinics/office locations
- Adjustment of clinical trips to match existing patient arrival/departure patterns (similar to UNC Health Care MOB Phase 1 Study)

For general comparison to some larger developments in Chapel Hill that were previously studied with these type of trip reduction/adjustment factors, and their corresponding “net” vehicular trip impact to the transportation network, **Table 2** provides some general comparisons of the final “net” trip generation data.

**Table 2. Trip Generation Data From Previous Chapel Hill Development TIAs After Adjustments**

Development	Total Daily Trips	AM Peak Hour Trips	Noon Peak Hour Trips	PM Peak Hour Trips
Glen Lennox	16,000	1,450	1,200	1,550
Obey Creek	16,000	900	750	950
Blue Hill District	7,200	650	250	550
Wegmans	3,200	100	75	250
Wegmans (without subtracting Performance Motors)	6,700	350	400	575

It is also important to note that the effects of these future developments and the relationships of trips to and from each (to avoid double counting trips) will be examined in the regional model refinement process for the Eastowne TIA.

**Initial “High-Level” Traffic Analysis Assumptions and Results**

HNTB utilized the latest approved version of the Triangle Regional Travel Demand Model (TRM) to conduct a cursory evaluation of daily traffic impacts using a simple comparison of a No-Build Scenario and Build Scenario (for current Option B with 2.3 million square feet of development). Using the TRM model network for a 2045 future year, the following adjustments to the model were input into the model:

- For the 2045 No-Build Scenario, the current 2045 long range model was modified for the Traffic Analysis Zone (TAZ) containing the proposed UNC Health Care Eastowne redevelopment – TAZ 1237. Socio-Economic (S/E) data, which includes levels of employment, households and other factors within the TAZ was modified from the future assumptions to 2013 TRM model base year levels. Much of the TAZ area is (and was in 2013) developed, so this represents a case where no changes occur to trip making activity in this vicinity between now and 2045, though all other assumptions about growth in the Triangle Region, along with changes proposed in long-range transportation plans between now and that time do occur. The model was run with these assumptions and daily traffic assignment volumes were extracted.
- For the 2045 Build Scenario, the 2045 No-Build model developed as described above was modified to specifically account for the development densities suggested in Option B. Square footage estimates for each land use type were converted to the applicable S/E data classifications and added to the 2013 S/E data estimates for the TAZ that contains the Eastowne property. This process is similar to model development modifications completed for the Blue Hill District TIA. No other changes to the model were made. The model was run with these additional assumptions and daily traffic assignment values were extracted.
- Estimates of daily roadway link capacity were extracted from the 2045 model and kept constant between the two study scenarios.

Table 3 shows the TAZ Modifications described above and S/E data levels for the 2013 Base Year Model, the S/E data found for the Eastowne TAZ in the 2045 model currently, and the modifications made for the Eastowne Option B – Build Scenario.

Table 3. TRM Eastowne TAZ Socio/Economic Data

Model Year	Households	Population	Employment Type				Total Employment
			Industry	Office	Service	Retail	
2013 Base	445	978	34	1,058	1,143	305	2,540
2045 Official	1,359	2,850	34	1,908	2,339	480	4,761
2045 Build Scenario Modifications	1,692	3,548	34	5,152	2,466	786	8,438

After running the 2045 TRM for the No-Build and Build Scenario S/E changes, daily traffic assignments for roadway links in the Eastowne project study area were extracted and compared to 2013 Base Year data to develop growth ratios which were applied to recent Average Annual Daily Traffic (AADT) information compiled from the NCDOT Traffic Survey Unit or results from the Blue Hill District Transportation Impact Analysis. The resulting estimates of 2045 daily traffic volumes are shown in Table 4. Daily capacities for roadway links were also estimated from the TRM and volume-to-capacity (v/c) ratios were computed. Using industry standards for converting v/c ratios to a “daily Level-of-Service” (LOS), additional columns in Table 4 provide the cursory “planning-level” LOS results for the No-Build and Build Scenarios.

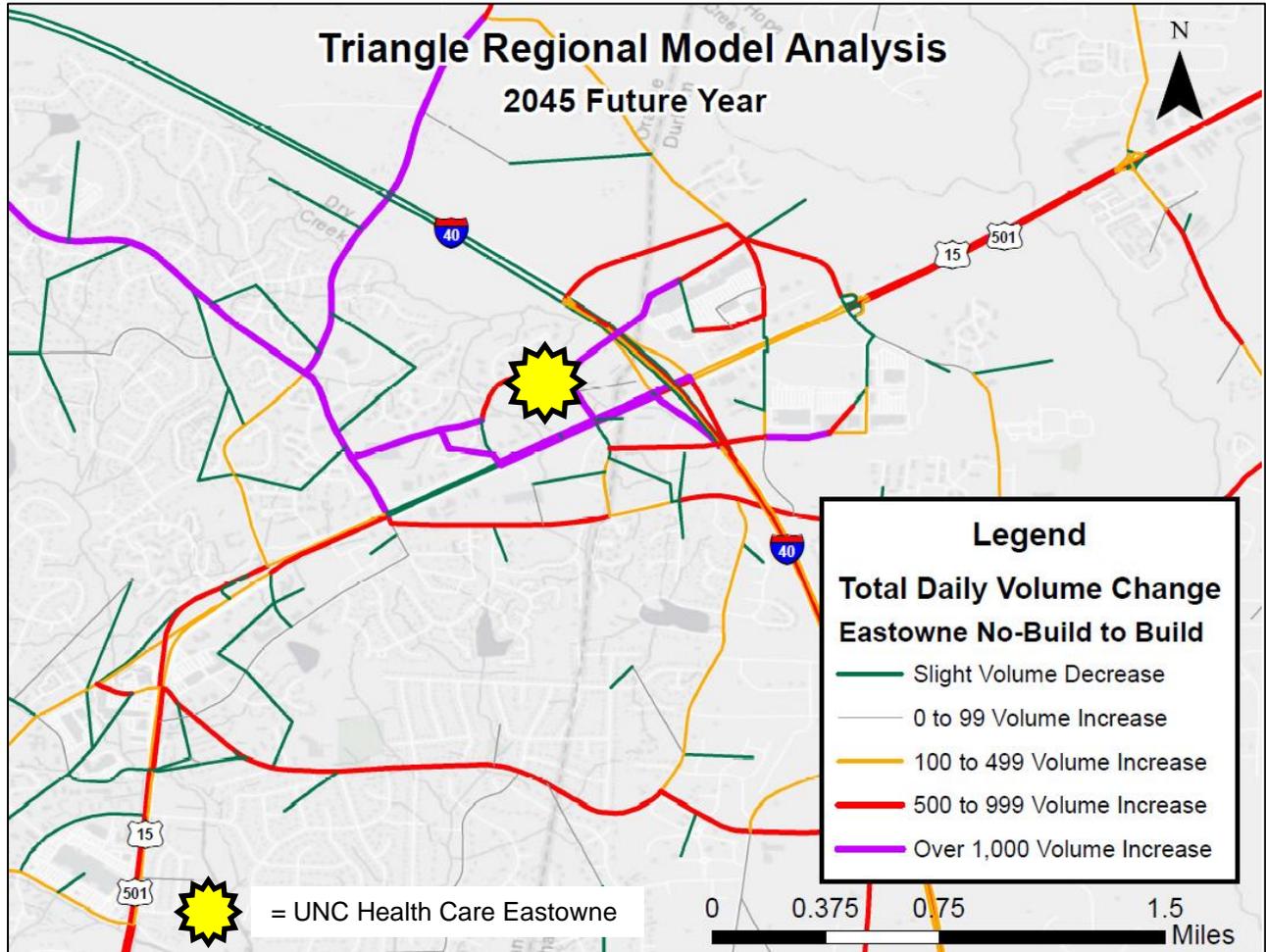
Table 4. Initial TRM Daily Link Impact Analysis

Roadway	From	To	Recent AADT	2045 Daily Volume Estimate			LOS	
				No-Build	Build	Change	No-Build	Build
US 15-501	Franklin	Europa	49,000	73,000	74,300	1,300	E	F
US 15-501	Europa	Sage	43,000	68,800	69,700	900	E	E
US 15-501	Sage	Eastowne W	46,900	69,100	72,800	3,700	E	E
US 15-501	Eastowne W	Eastowne E	46,800	63,700	70,200	6,500	D	E
US 15-501	Eastowne E	I-40	45,000	65,600	69,300	3,700	D	E
US 15-501	I-40	Mt. Moriah	55,200	73,600	74,100	500	F	F
Europa	US 15-501	Legion	2,500	2,500	2,500	-	A-C	A-C
Erwin	US 15-501	Weaver Dairy	7,200	5,100	5,500	400	A-C	A-C
Scarlett	US 15-501	Old Durham	8,900	17,400	18,100	700	A-C	A-C
Sage	US 15-501	Erwin	14,500	27,200	31,300	4,100	A-C	A-C
Eastowne W	N of US 15-501		4,000	7,400	13,000	5,600	A-C	A-C
Lakeview	US 15-501	Old Chapel Hill	3,100	14,500	14,300	(200)	A-C	A-C
Eastowne E	US 15-501	New Hope Commons Ext	5,200	9,600	16,800	7,200	A-C	D
New Hope Commons Ext	Eastowne	Mt. Moriah	-	11,200	12,400	1,200	A-C	A-C
I-40	W of US 15-501		81,000	140,400	140,200	(200)	A-C	A-C
I-40	E of US 15-501		96,500	153,900	155,400	1,500	A-C	A-C

Roadway segments highlighted in yellow in Table 4 indicate links where Eastowne Property Option B development trips are directly loaded. The summation of the delta change between the No-Build and Build

Scenarios should have some correlation with the ITE Trip Generation data found in **Table 1**, after appropriate modifications are made to it. **Exhibit 1** provides a schematic map of where development-related trips are being loaded onto the regional transportation network in the model. Since no refinements have been made to the model network links at this point in the project process, some of the distributions of development traffic shown will need further calibration.

Exhibit 1. UNC Health Care Eastowne Option 2 General Network Traffic Assignment Schematic



## Eastowne Development Agreement Timeline

Date/Location	Description
<b>Phase I – Visioning (continuation)</b>	
<b>June 3, 2019</b>	Council Committee Meeting <i>Conclude Phase I and provide final feedback</i>
<b>June 19, 2019</b> 7:00pm <i>Council Chambers, Town Hall</i>	Town Council Meeting <i>Eastowne Team to provide a summary of Phase I and introduction to Phase II</i>
<b>Phase II – Plan Scenarios</b>	
<b>Tuesday, June 11, 2019</b> 7:00pm, 2 <sup>nd</sup> Floor Training Room	Environmental Stewardship Advisory Board <i>Provide feedback on Negotiation Framework</i>
<b>Tuesday, June 11, 2019</b> 6:30pm, 1 <sup>st</sup> Floor Conf. Room	Housing Advisory Board <i>Provide feedback on Negotiation Framework</i>
<b>Tuesday, June 18, 2019</b> 7:00pm, Council Chambers	Planning Commission <i>Provide feedback on Negotiation Framework</i>
<b>Tuesday, June 25, 2019</b> 6:30pm, Council Chambers	Community Design Commission <i>Provide feedback on Negotiation Framework</i>
<b>Tuesday, June 25, 2019</b> 6:00pm, Library Room B	Stormwater Management Utility Advisory Board <i>Provide feedback on Negotiation Framework</i>
<b>Tuesday, June 25, 2019</b> 7:00pm, 1 <sup>st</sup> Floor Conf. Room	Transportation and Connectivity Advisory Board <i>Provide feedback on Negotiation Framework</i>
<b>July 22, 2019</b> 2:30pm, Library Room B	Council Committee Meeting <i>Discuss scenario characteristics</i>
<b>August 16, 2019</b> 9:30am, Library Room B	Council Committee Meeting <i>Discuss possible scenarios with UNC Health Care</i>
<b>August 20, 2019</b> 2:00pm, 1 <sup>st</sup> Floor Conf. Room	Technical Review Team Meeting (Town Staff) <i>Provide initial feedback on possible scenarios</i>
<b>September 3, 2019</b> 5:00pm, Library Room B	Joint Advisory Board Meeting with UNC Health Care <i>Provide initial feedback on possible scenarios and framework</i>
<b>September 3, 2019</b> 6:30pm, Library Room B	Community Meeting / Open House
<b>September 4, 2019</b> 2:00pm, Library Room B	Council Committee Meeting <i>Continue discussion of possible scenarios with UNC Health Care</i>
<b>September 9, 2019</b> 2:00pm, Library Room A	Council Committee Meeting (without UNC Health Care) <i>Discuss scenarios with urban design consultant, Tony Sease</i>
<b>September 16, 2019</b> 9:00am, Library Room B	Council Committee Meeting <i>Eastowne Team to present preliminary scenario analysis</i>

<b>September 25, 2019</b> 7:00pm, Council Chambers	Town Council Meeting <i>Eastowne Team to present scenarios and preliminary analysis to Town Council</i>
<b>September 30, 2019</b> (tentative)	Council Committee Meeting <i>Discuss and describe preferred scenario</i>
<b>October 14, 2019</b> 6:00pm, Library Room B	Joint Advisory Board Meeting <i>Provide feedback on preferred scenario</i>
<b>Week of October 14, 2019</b> <b>(TBD)</b>	Council Committee Meeting <i>Provide final feedback on preferred scenario</i>
<b>October 15, 2019</b> 2:00pm, 1 <sup>st</sup> Floor Conf. Room	Technical Review Team Meeting (Town Staff) <i>Provide feedback on preferred scenario</i>
<b>October 21, 2019</b> 6:00pm, Library Room B	Community Meeting / Open House
<b>October 30, 2019</b>	Preferred Scenario Public Presentation <i>Eastowne Team to present preferred scenario</i>
<b>October 30, 2019</b> 7:00pm, Council Chambers	Town Council Meeting <i>Conclude Phase II and provide final feedback</i>
<b>Phase III – Plan Refinement</b>	
<b>TBD</b>	To be completed by March 2020
<b>Phase IV – Finalize Development Agreement</b>	
<b>TBD</b>	To be completed by June 2020