



# West Rosemary Development Guide



DRAFT April 7, 2017

LORD  
AECK  
SARGENT

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Group



# Implementation Plan

To carry out the vision identified in the West Rosemary Street Development Guide, the following steps are recommended:

1. Create a Cultural Resources Plan
2. Conduct Additional Studies (Franklin Street Connectors, Pocket Parks, Utility Burial, Public Parking Study, Residential Permit Parking Study)
3. Consider Modifications to Existing Zoning Regulations (Northside NCD and TC-2 and TC-3)
  - Increased maximum primary height
  - Inclusion of Building Design standards into regulations
4. Draft a Community Benefits Agreement (Cultural Resources, Local Business, Affordable Housing, Homeownership)
5. Budget Additional Capital Improvements (Traffic/Safety, Streetscape, Lighting, Wayfinding)
6. Encourage Public/Private Development Projects

Implementation will be carried out by the Town as the primary agency, with additional resources coming from the private sector, other governmental and various non-profit agencies.



# Implementation Plan

## Community Benefits

Project	Description	Implementation Step
<b>Local Business</b>		
Provide commercial incentives through grants	Consider grant programs that are aimed at small business, such as those that assist with tenant improvements.	Look into additional grant programs
Create shared retail/office space	Providing incentives for the developer on the real estate side so that the developer is then able to create a larger "market hall" space or shared office space.	Further study incentive opportunities
Regulate for small-scale spaces	Encourage small scale retail spaces that can offer opportunities for smaller, local businesses. Typically 1,000 square feet or less.	Further study incentive opportunities
<b>Affordable Housing</b>		
Restrict student housing	<del>Deter student focused housing and students taking affordable housing options through means of age-restriction on leases (must be 21 years of age or older) or through not allowing co-signers on leases.</del>	Work with private developers
Set affordable housing minimums for developers	Continue to enforce affordable housing minimums that are already covered by the existing Inclusionary Zoning ordinances.	
Provide density bonuses	The Town has existing inclusionary zoning regulations which enable density bonuses to aid developers in supporting affordable housing requirements. The key will be in setting height limitations that give market value to additional height. This would need to be reviewed on a case by case basis.  A density bonus in the West Rosemary corridor could have real value if base height is limited to four stories or less on the north side of the street.	Further study inclusionary zoning with density bonuses as it applies to West Rosemary
Initiate a land write down	The Town could buy land and sell it below cost under the stipulation that the developer provide some type of community benefit - in this case designated locally-owned commercial space.	Look into opportunities for land write downs
Public financing of infrastructure	Possibly public financing of structured parking decks and/or public investment in streetscape, etc. that could serve to lower the overall development cost to the developer in exchange for community benefits.	Look into financing tools for structured parking

Project	Description	Implementation Step
<b>Affordable Housing, cont.</b>		
Encourage public/private development	Proactive assembly of a key development opportunity in partnership with a private or non-profit developer who would apply for tax credits and build an affordable housing development.	Work with a private developer
Establish tax incentive policies	Taxes on a multi-family apartment complex deal are running around \$2k/unit for the area, at an average of 10 years that equates to around a \$30-40k/unit. Exploring ways under North Carolina law to minimize these taxes could be a powerful incentive.	Further explore tax incentives
Consider establishing a fund for large development projects	Create a fund to help developments of a certain size achieve larger affordable housing percentages.	Establish a large development fund
Evaluate existing policies that could be barriers to affordable housing	Study development fees that can be reduced or eliminated to contribute to affordable housing.	Evaluate existing policies
<b>Homeownership</b>		
Encourage owner-occupancy through tax incentives	Maintain stability and affordability through grants to assist owner occupants with raising property taxes.	Create grants to assist with rising property taxes
Continue to use the community land trust model	A Community Land Trust (CLT) purchases property and holds it in perpetuity to be affordably sold to low-income families. If and when the time comes for the homeowner to sell, a buy-back clause allows for the CLT to repurchase the land at a reasonable price.	
Create down-payment assistance programs	Creation of a formalized program to assist potential qualified homeowners who may have the ability to make a monthly mortgage payment but not the means to have a substantial down-payment for the purchase of a home.	Assist in the creation of down-payment assistance program
Sponsor the creation of new homes	Sponsor new homes through Habitat for Humanity and the "Neighbors of Northside" initiative - using students, downtown residents, and business owners to help in the building process.	Support the creation of new homes by non-profits
Utilize Town-owned land to develop new homes	Consider the inventory of Town-owned property for potential new home development.	Further study opportunities to use town-owned land for home development

# Implementation Plan

## Community Benefits, cont.

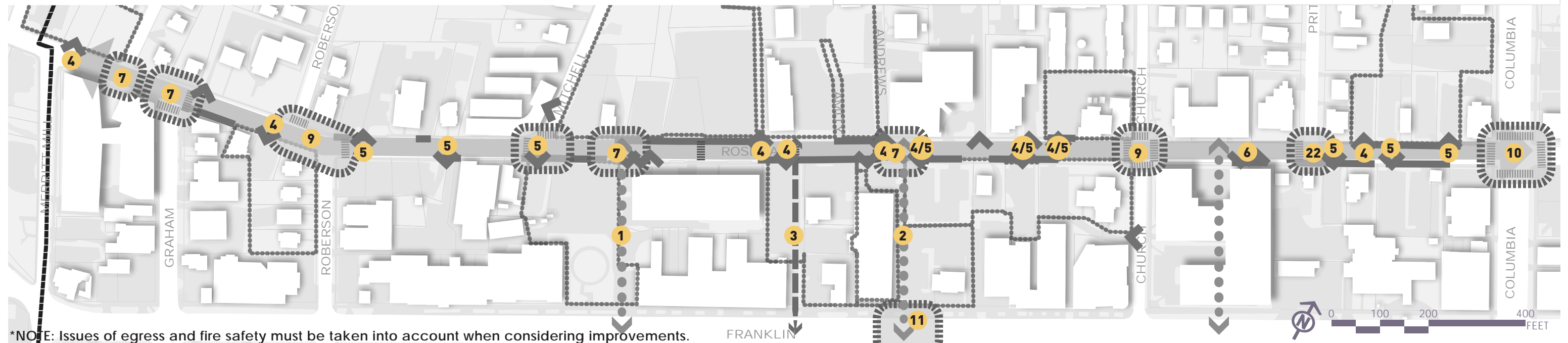
Project	Description	Implementation Step
<b>Cultural identity</b>		
Develop a community benefits agreement	<p>A written agreement could be developed that spells out how community benefits of local business, affordable housing, and/or priorities from the Cultural Resources Plan could be a requirement of new development approvals.</p> <p>A community task force or advisory group can be formed to help the Town craft the items to include within the CBA and act as an ongoing mechanism for community feedback.</p> <p>Formal structures for community-based oversight can also be put in place to ensure the CBA is being met to the community's needs. The community task force previously established can be used for this purpose as well.</p>	Develop a community benefits agreement
Perform a cultural resources plan	This could include identification of historic and cultural physical features, ideas for new public space and public art, new cultural programming, communication measures, and community cultural priorities.	Develop a Community Benefits Agreement to be used with private developers
Identify a location for a cultural center	Identify a location either within an existing building or in a new one that could become the repository for the existing cultural resources of the Northside and Potter's Field neighborhood, and those further identified through the Cultural Resources Plan.	Support the creation of a cultural center
Encourage community-based public art	Integrate community-based public art within new developments and streetscapes.	Include in the capital improvements plan
	Continue the recommendations outlined in the 2016 Cultural Arts Plan.	
Tie wayfinding with cultural identity	Use proposed wayfinding signage to also help highlight and celebrate the community character and identity. Tie this to both a future Cultural Resources Plan and the 2016 Cultural Arts Plan.	Include in the capital improvements plan

# Implementation Plan

## Development Framework, cont.

Project	Description	Implementation Step
<b>Preserve the vision of the Neighborhood Conservation District</b>		
Limit the height of buildings adjacent to neighborhoods	Consider a revision of the NCD and TC-2 to allow a maximum allowable building height of four floors, or 48 feet (assumed 15 feet for the ground floor and 11 feet for the remaining floors) on the north side of West Rosemary. The current standards only allow for 40' as the primary building height, which doesn't actually allow for a typical four stories in new construction.	Further evaluate regulatory review changes internally
Force buildings to setback above a certain height	Continue to adhere to the Town's zoning standards which set a maximum primary height and a different core height to force a setback of the upper stories of buildings. This helps to break up the feel of a continuous wall. The height regulations established are intended to ensure adequate solar access, privacy, and ventilation. <b>- In accordance with Town of Chapel Hill Zoning Code.</b>	
<b>Traffic and Safety Improvements</b>		
Enhanced pedestrian zone	See <i>Public Realm Section</i> of the Implementation Plan	
Pedestrian connections from West Rosemary to Franklin	<b>1</b> Improve and expand the existing pedestrian connection between UNC's ITS Building and Shortbread Lofts (e.g. larger pathway, more generous lighting and plantings, seating areas, etc.).	Undertake a further study with property owners

Project	Description	Implementation Step
Pedestrian connections from West Rosemary to Franklin	<b>2</b> Work with private property owner to create a more inviting pedestrian connection, that works with the adjacency to the Launch Building to enhance the space (e.g. added seating, lighting, plantings, art, etc.).	Undertake a further study with property owners
<b>Traffic and Safety Improvements, cont.</b>		
Vehicular connections from West Rosemary to Franklin	<b>3</b> Consider one of two potential vehicular connections from Franklin Street to West Rosemary Street. It would be considered <b>adventurous on many fronts to break up the megablock</b> . Additional study of impacts to traffic and property will be required. This potential road should include design elements that prioritize pedestrian and bicycle movements while also allowing slow vehicular through-movement.	Undertake a further study with property owners
Manage access (driveways and curb cuts) along West Rosemary*	<b>4</b> Limit the following to a single curb cut for any new development: <ul style="list-style-type: none"> <li>600 north block (between Graham and Sunset)</li> <li>500 south block (between Roberson and Graham)</li> <li>300 north block (between Church and Mitchell) - could also be a small side street or alley. If possible align this curb cut with one across the street. This alignment could warrant a potential traffic signal.</li> <li>Between 323-327 W. Rosemary Street's parking lots. If possible align this curb cut with one across the street. This alignment could warrant a potential traffic signal</li> <li>311-317 W. Rosemary Street</li> <li>Rear parking of 206-208 W. Franklin Street</li> <li>300 W. Rosemary Street</li> <li>100 north block (between Columbia and Pritchard) - no more than two curb cuts</li> </ul>	Consider regulating inclusion by potential developer



\*NOTE: Issues of egress and fire safety must be taken into account when considering improvements.



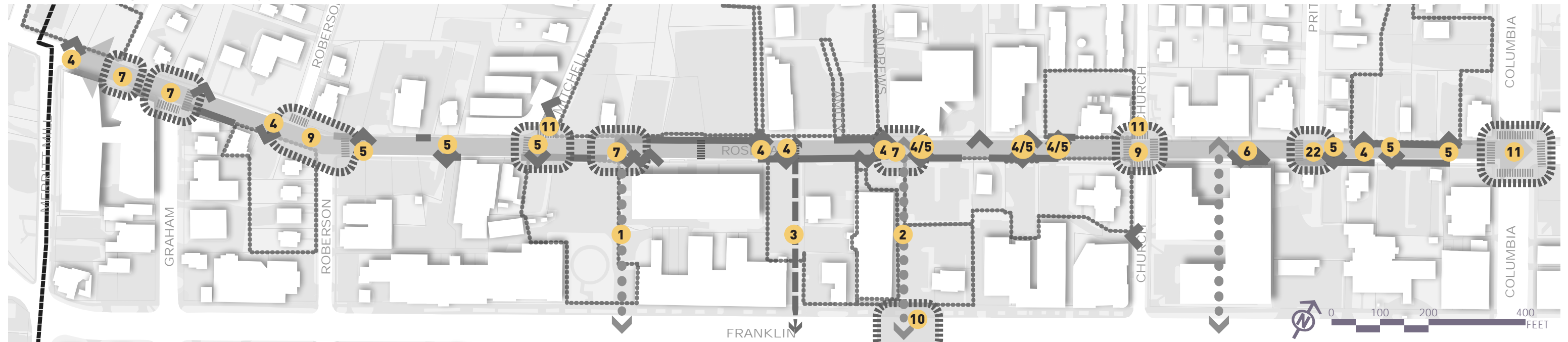
# Implementation Plan

## Development Framework, cont.

Project	Description	Implementation Step
Manage access (driveways and curb cuts) along West Rosemary*	<p><b>5</b> Limit the following to a single curb cut by creating a single shared drive:</p> <ul style="list-style-type: none"> <li>400 north block (between Roberson and Mitchell) parking between the parking lots at 490 and Mama Dip's</li> <li>Between the First Baptist Church parking and 407 W. Rosemary</li> <li>Between 347 W. Rosemary Street and UNC's N1 parking lot</li> <li>311-317 W. Rosemary Street</li> <li>Rear parking of 206-208 W. Franklin Street</li> <li>300 W. Rosemary Street</li> <li>121-131 W. Rosemary Street</li> <li>109-121 W. Rosemary Street</li> </ul>	Develop an agreement with private property owners
Manage access (driveways and curb cuts) along West Rosemary*	<p><b>6</b> More clearly mark/signalize 140 West parking garage entry/exit (i.e., flashing signals for exiting vehicles, clear pedestrian striping and signage, etc.).</p>	Develop an agreement with private property owners

Project	Description	Implementation Step
Control traffic	<p><b>7</b> Add a raised crosswalk at the following:</p> <ul style="list-style-type: none"> <li>Across Graham Street</li> <li>From the northwest corner of Graham Street and additional pedestrian crossing signage at the intersection</li> <li>Across Pritchard Street</li> <li>At intersections with the proposed pedestrian connectors from Franklin Street (standard crosswalks or art crosswalks)</li> </ul>	Add to capital improvements budget or consider for additional study
	<p><b>8</b> Consider study of pedestrian crossing enhancements, such as an additional raised crosswalk across Roberson on the south side or a HAWK beacon or other pedestrian crossing device given the potential conflicts associated with an offset intersection.</p>	
	<p><b>9</b> Study signal timing at the Church Street intersection. Signal priority to vehicles is encouraging pedestrians to jaywalk.</p>	
	<p><b>10</b> Consider study of pedestrian crossing enhancements, such as a HAWK beacon where the pedestrian connector intersects with Franklin Street.</p>	
	<p><b>11</b> Initiate a neighborhood traffic/transportation study, particularly at the intersections with Columbia Street, Church Street, and Mitchell Lane (e.g., signal timing, the use of turn lanes, pedestrian prioritization, level of service with new development, traffic calming, etc.). Congestion is a concern at all levels.</p>	

\*NOTE: Issues of egress and fire safety must be taken into account when considering improvements.

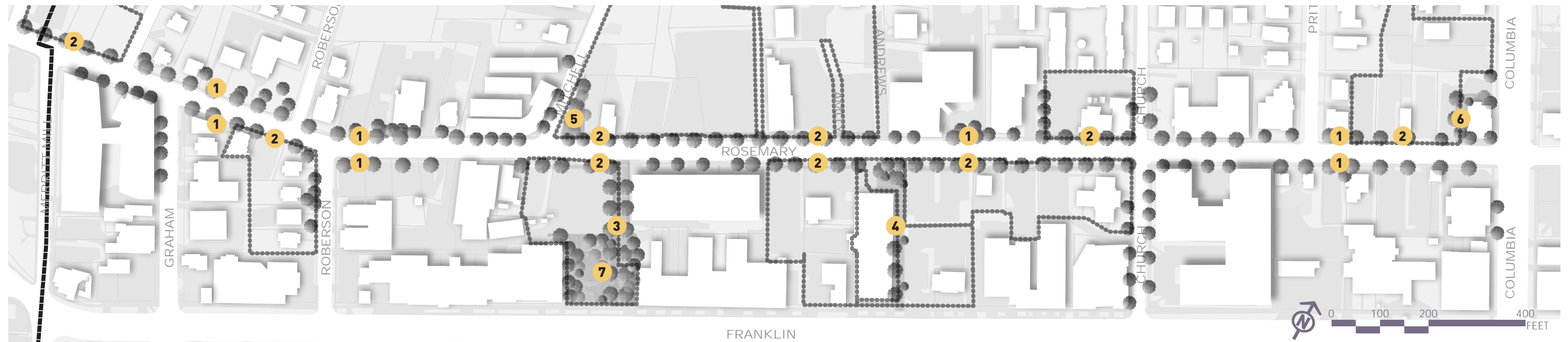


# Implementation Plan

## Development Framework, cont.

Project	Description	Implementation Step
<b>Community Space / Landscape Enhancements</b>		
Continue Downtown Streetscape improvement projects	Continue with the improvements outlined in the 2009 Chapel Hill Streetscape and Lighting Master Plan	
Encourage plantings on private property to enhance streetscape	<b>1</b> Pursue an incentives grant through the Town, Tree City USA Community Improvements Program, or a similar agency, to enhance the street tree plantings on private property where space is not available within the existing streetscape.	Pursue grant funding and work with private property owners
Require sufficient street plantings in all new developments	<b>2</b> Require street plantings per the specifications outlined in the <i>Public Realm</i> section for all new development.	Consider regulating inclusion by potential developer
Improve pedestrian connections to Franklin	<b>3</b> Improve the existing pedestrian connection between UNC's ITS Building and Shortbread Lofts (e.g. canopy trees, planters, etc.), and connect to the expansion of the ITS pocket park.	Undertake a further study with property owners

Project	Description	Implementation Step
Improve pedestrian connections to Franklin	<b>4</b> Work with private property owner to create a more inviting pedestrian connection, that works with the adjacency to the Launch Building to enhance the space (e.g. added plantings, etc.).	Undertake a further study with property owners
Creation of pocket parks or enhanced open space	<b>5</b> Encourage the creation of public open space at the corner of Mitchell in the event that corner is redeveloped. <b>6</b> Include enhanced open space to frame the Historic Town Hall and provide a buffer in the event of future development.	Work with private developer Include in capital improvements plan
Enhance existing open space	<b>7</b> Redesign the open space adjacent to UNC's ITS Building, including potential expansion to the parking lot directly to the northeast, and make open to the public.	Undertake a further study with property owners



# Implementation Plan

## Development Framework, cont.

Project	Description	Implementation Step
<b>Sustainability Recommendations</b>		
Promote sustainable design	Continue use of existing Land Use Management Ordinance and the checklist used by the Environmental Sustainability Advisory Board when reviewing new developments.	
Include rain gardens with street improvements	Work with the private developer and the Town to pursue grant funding for the design and inclusion of rain gardens along any new streetscape improvements and within private development, pursuant to requirements outlined for the allowable levels of stormwater runoff from a site.	Include in capital improvements plan
Include stormwater features within pocket parks	Encourage stormwater features as part of any pocket park or public open space design.	Work with private developer
Encourage green/solar roofs	Encourage the use of green roofs or solar arrays on roofs in new developments through incentive programs.	Work with private developer
Permit rainwater collection in cisterns	Encourage developers to utilize storage collection systems to harvest stormwater and reuse it for irrigation or building system functions (e.g. toilets, cooling systems, etc.).	Work with private developer
<b>Parking resolutions</b>		
Reevaluate residential permit parking	Revisit the Town's existing residential permit parking zones and regulations based on current and projected development, specifically the residential permit parking within the Northside Neighborhood.	Enter into additional study
Create structured parking	In exchange for the developer constructing a parking deck with an excess of spaces the municipality agrees to lease a certain number of spaces back for public parking.	Work with private developer
	Town bonding to develop structured parking with long term lease with developer to fulfill the developer's lender's parking requirements for dedicated parking.	Work with private developer
	Support public contributions to a shared parking facility that will allow for a "park-once" option for visitors and contribute to the provision of parking for retail and office use within new development.	Include in capital improvements plan

Project	Description	Implementation Step
<b>Parking resolutions, cont.</b>		
Create clearer wayfinding to parking	Future parking could better be served through clearer wayfinding throughout Downtown which would guide people to public parking locations.	Include in capital improvements plan
<b>Transit Enhancements</b>		
Enhance transit stops	Provide shelters and real-time schedule information, or at a minimum benches, at all new transit stops, and at any existing transit stops where space allows.	Include in capital improvements plan



# Implementation Plan

## Public Realm

Project	Description	Implementation Step
Continue successful Downtown Streetscape improvement projects	Continue with the improvements outlined in the 2009 Chapel Hill Streetscape and Lighting Master Plan	
<b>Enhance the pedestrian experience</b>		
Require street plantings and buffers	Require that all new development provide street trees along at least 60% of the total planned block length, between the vehicle travel way and walkway.	Work with Private Developer
	Require that all new development provide trees of similar but not identical form, planted typically 20 to 30 feet apart (excluding driveways and intersections). Each tree should have no branches lower than 7 feet in height at the time of planting. Further "limbing up" to 10 to 16 feet as part of a regular pruning program will encourage the formation of a high continuous canopy. <b>- In accordance with Chapel Hill Downtown Streetscape and Lighting Master Plan, 2009</b>	Work with Private Developer
Provide sufficient space for pedestrians	Require that all new development provide clear pedestrian zones, a minimum of 10 feet wide along major retail or mixed-use blocks (such as Rosemary Street) and at least 5 feet wide on all other blocks.	Work with Private Developer
Provide continuous sidewalks	Require that all new development provide continuous sidewalks along 90% of any new circulation block length. Alleys may be exempted.	Work with Private Developer
<b>Make public space more inviting</b>		
Provide sufficient amenities	Encourages placement of benches at any new bus stops, in pocket parks, and in conjunction with any existing or new amenable businesses where room allows. Discourage the placement of benches in areas where people are unlikely to want to gather or sit. <b>- In accordance with Chapel Hill Downtown Streetscape and Lighting Master Plan, 2009</b>	Work with private developer

Project	Description	Implementation Step
<b>Make public space more inviting, cont.</b>		
Add welcoming and safe lighting	Require that any additional lighting comply with the Illuminating Engineering Society of North America (IESNA) standards <b>- In accordance with Chapel Hill Downtown Streetscape and Lighting Master Plan, 2009</b>	Work with private developer
<b>Ease pedestrian circulation</b>		
Clearly mark paths and wayfinding	Increase the number of path markings and wayfinding/informational signage to points of interest and key pedestrian connections. This signage and wayfinding can also be tied to the cultural identity of the neighborhood.	Include in capital improvements plan
Provide enhanced pedestrian crossings	Consider raised and enhanced crosswalks and intersections at the additional proposed crossing enhancements outlined previously (in the Development Framework section). <b>- In accordance with Chapel Hill Downtown Streetscape and Lighting Master Plan, 2009</b> Increase visual cues to vehicles that improve pedestrian mobility.	Include in capital improvements plan
<b>Hide unsightly but necessary features</b>		
Screen infrastructure	<b>Require that all new development mitigate the visual impact of necessary infrastructure through architectural screening techniques or by placing infrastructure behind a sealable door. This screening should extend to lighting design which prevents urban sky glow and light trespass onto adjacent residential in compliance with the Illuminating Engineering Society of North America (IESNA) recommendations.</b>	Work with Private Developer

# Implementation Plan

## Public Realm

Project	Description	Implementation Step
<i>Hide unsightly but necessary features, cont.</i>		
Hide/screen parking	Require that all new development lessen the visual impact of parking by placing it in underground or screened structured parking, or by placing it off the main roadway, behind the building and wrapping it. This screening should extend to lighting design which prevents urban sky glow and light trespass onto adjacent residential in compliance with the Illuminating Engineering Society of North America (IESNA) recommendations.	Work with Private Developer
Manage deliveries & loading areas	Seek opportunities for new development to create back alleys and side streets for commercial loading and deliveries to reduce or eliminate the need for commercial loading and unloading on Rosemary for current and future businesses. A future parking and circulation study needs to address how new developments will accommodate commercial deliveries and loading zones for deliveries that cannot be accommodated within rear or interior service areas.	Work with Private Developer  Undertake a Parking and Circulation Study for Downtown
Bury utility lines	Work with Duke Energy to bury the overhead utility lines that are impeding successful street tree canopies and detracting from the visual aesthetics of the street. – <b>In accordance with Chapel Hill Downtown Streetscape and Lighting Master Plan, 2009</b>  This would require a system-wide investment by the Town and although it is cost-prohibitive for a single project the impact would be immense (\$9-13M at the last estimate). Residents and business owners echoed their support.	Undertake further feasibility study
Reduce the number and size of curb cuts	Require that within all new development no more than 20% of the block length of the circulation network is faced directly by garage and service bay openings.	Undertake further feasibility study / Work with private property owners



# Implementation Plan

## Building Design

All of the following are assumed to on the private developers end with oversight and approval by the Town.

Project	Description
<b>Define the ground floor of buildings</b>	
Create a horizontal datum line	Require that all new development is constructed with a horizontal datum line that helps to separate the more public ground floor from the more private upper floors.
Create minor setback above the datum line	Require that all new development contains minor setbacks in the facade to relieve the appearance of a continuous vertical wall and helps reinforce the public ground floor from the private upper floors.
<b>Encourage pedestrian activity</b>	
Require entries off streets or public space	Require that 90% of new buildings within any new development must have a functional entry onto the circulation network or other public space, such as a park or plaza (via sidewalk), but not a parking lot.
Specify spacing between entries	Require that within all new development, functional building entries must occur at an average of 75 feet or less along nonresidential or mixed use buildings or blocks.
Specify minimum number of doors and windows	Require that within all new development all ground-level retail, service, and trade uses that face a public space have clear glass on at least 60% of their facades between 3 feet and 8 feet above grade.
Encourage the use of canopies	Encourage the use of canopies to help define the ground floor, draw attention to retail spaces, and create more comfortable microclimates for patrons and pedestrians alike.
Allow for pedestrian-scale signage and amenities	Encourage the use of awnings, perpendicular signage, sandwich boards, small urban planters, etc. to provide a human/pedestrian scale to add visual interest.
Denote public and private spaces	Distinguish between public and semi-public uses, such as outdoor seating for bars and restaurants, with a minimum of a change in pavement type to delineate the space.
Discourage excessive window tinting	Restrict the amount of window tinting (clear glass only) or spandrel glass at the ground floor unless required for some form of green building certification so that pedestrians can see into ground floor spaces.

Project	Description
<b>Articulate buildings</b>	
Design for vertical bays	Require that within all new development solid vertical bays are designed to help break up long stretches of massing and to provide the appearance of multiple buildings. An exception may be made if vertical bays are not a typical element of the architectural design style (e.g. Georgian or Federal styles).
Vary the upper cornice heights	Require that within all new development the upper cornice line heights vary to avoid monotony and to provide the appearance of multiple buildings.
Provide visual breaks in the facade	Require that within all new development, if a facade extends along a sidewalk, no more than 40% of its length or 50 feet, whichever is less, is blank (without doors or windows).
Accentuate visible corners	Encourage the celebration of key, highly visible corners with towers/pedestrian entries, etc.
<b>Hide parking and service</b>	
Restrict parking to the rear/ underneath buildings	See Public Realm section
Screen service or locate to the rear/ underneath	See Public Realm section
Screen rooftop units.	Hide or creatively screen unsightly rooftop units from the ground level..
<b>Transition to neighborhoods</b>	
Create transitional height	Require that all new development transition to adjacent residential areas - Include step backs and transitions where butting up against residential zones. Building heights step down towards the neighborhood to reflect the smaller scale of the Northside Neighborhood.
Buffer adjacent residential	Require that all new development buffer residential based on buffer regulations outlined in the Town's Zoning Codes.
Follow solar setback regulations	Follow the solar setback requirements outlined in the Town's Zoning Codes

New spread

# Implementation Plan

To show progress it may be important for the community to see more immediate results, many of which will come in the form of additional studies or smaller-scale capital improvements. The following is a list of implementation strategies that could be considered in the short term - within the next five years.

These are also aligned with the priority ranking exercises the community was asked to participate in for the March 21, 2017 public meeting. Each participant was given an amount of money that they were asked to allocate to the projects which they considered a priority for both Community Benefits and Development Framework. They were also asked to rank what they felt was most important to regulate in terms of Public Realm and Building Design standards (following page\_.

## Studies

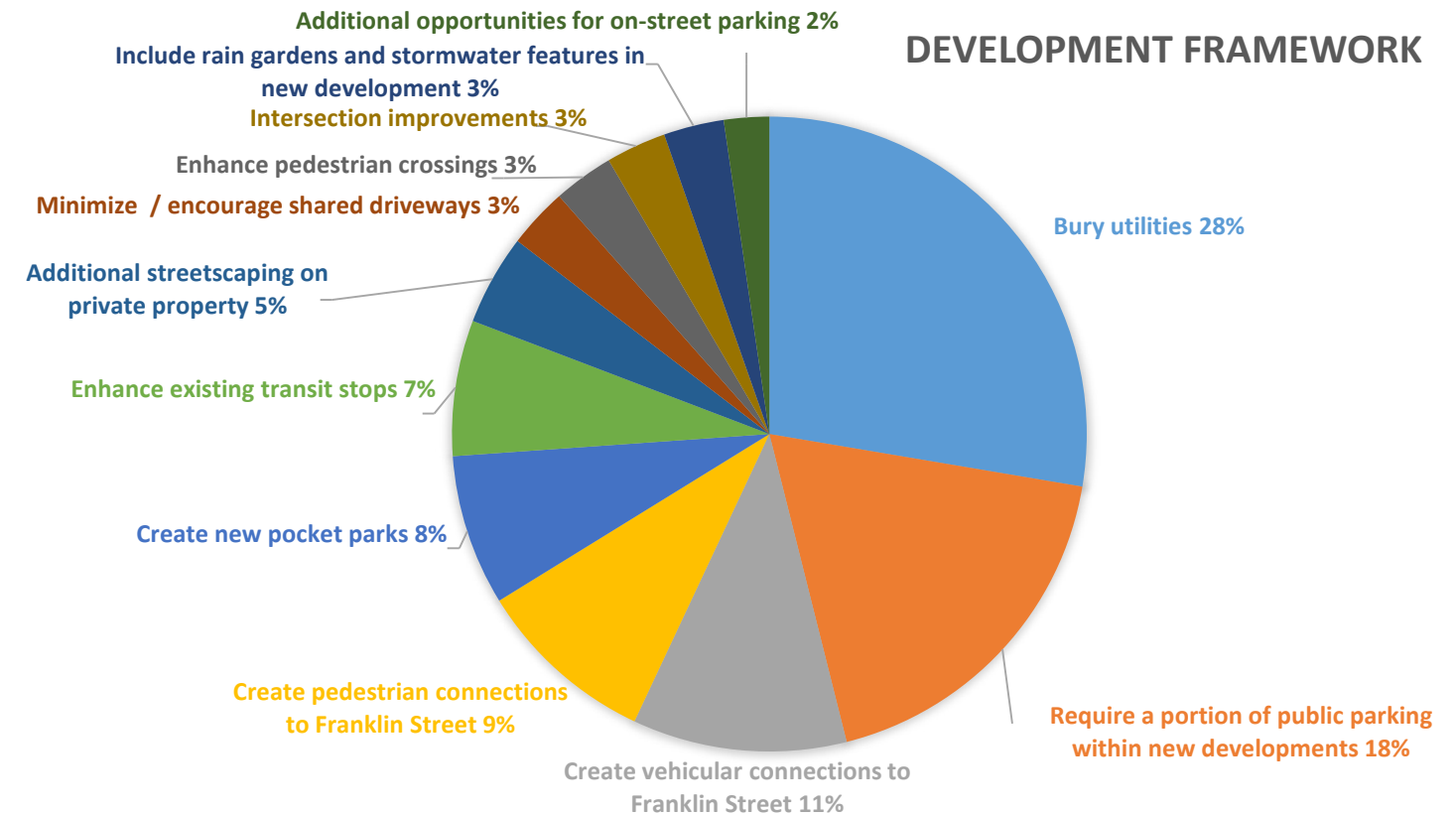
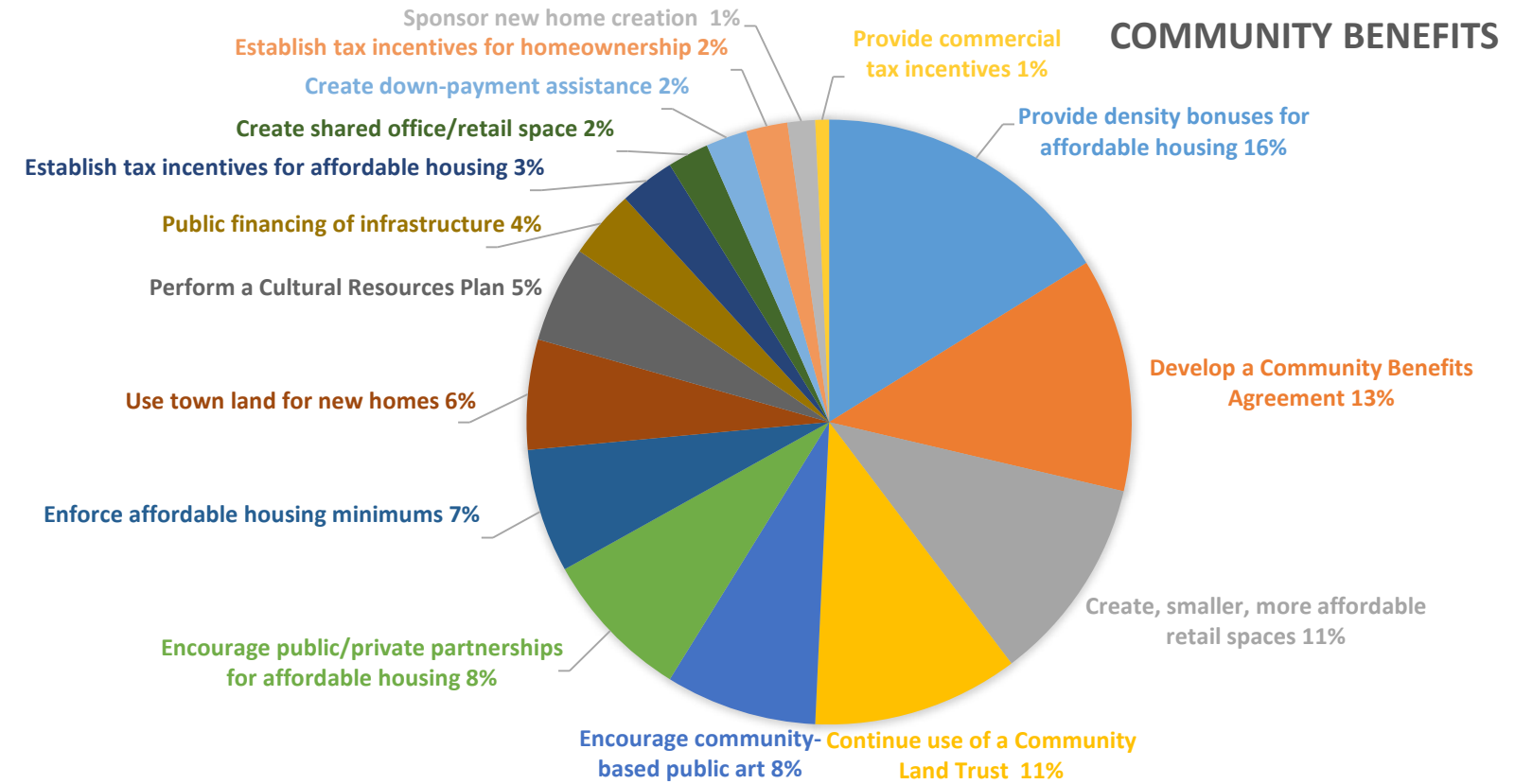
1. Develop a Community Benefits Agreement
2. Create a Cultural Resources Plan
3. Franklin Street Connector Study (Vehicular and Pedestrian)
4. Neighborhood Traffic Study
5. Public Parking and Circulation Study
6. Residential Permit Parking Study
7. Zoning Refinement Study (for maximum primary height)

## Capital Improvements

1. Create a new pocket park around Historic Town Hall
2. Enhance existing transit stops
3. Work with private property owners to enhance streetscaping
4. Work with private property owners to minimize driveways
5. Enhance pedestrian crossings
6. Enhanced wayfinding
7. Improve intersections
8. Screen parking
9. Provide pedestrian amenities
10. Screen infrastructure

## Priority Exercise Results

March 21, 2017 Public Meeting

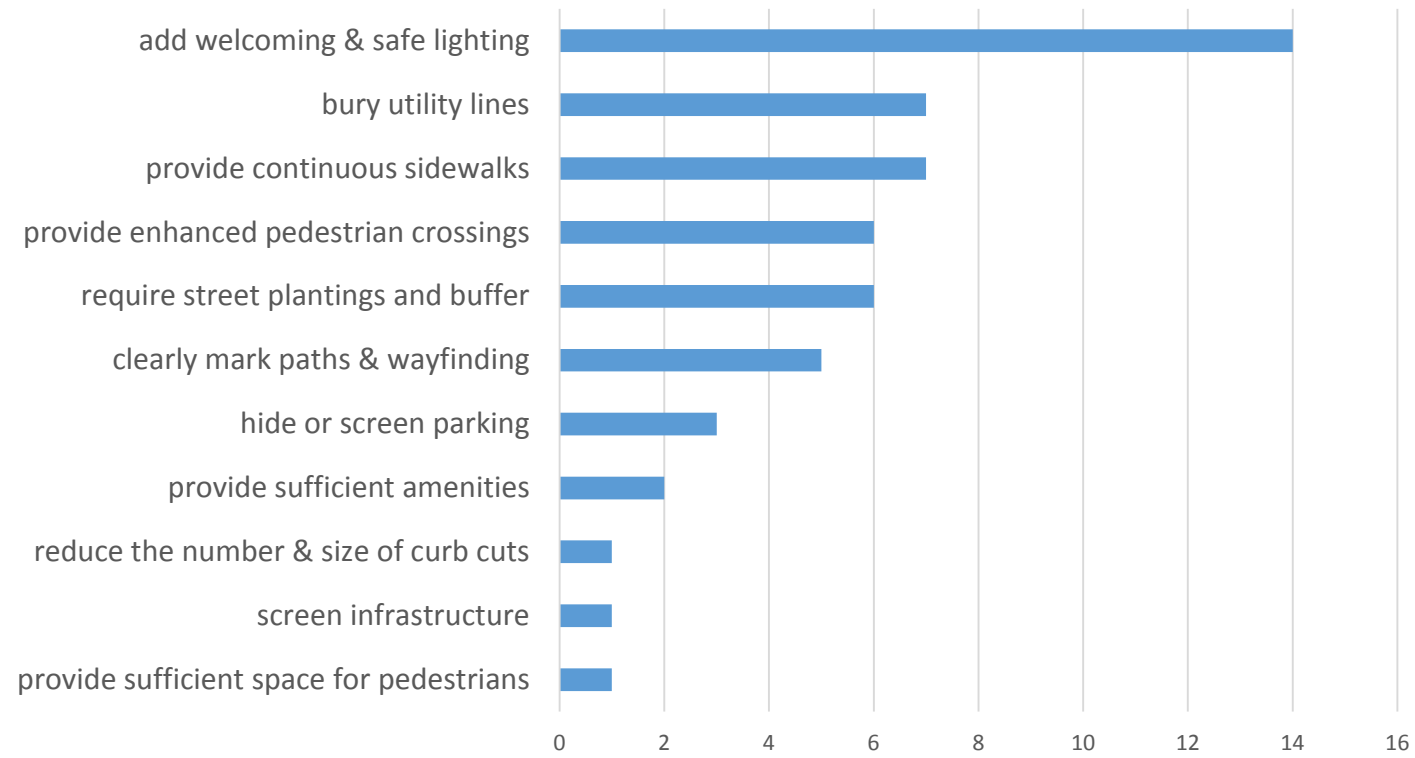




# Priority Exercise Results, cont.

March 21, 2017 Public Meeting

## Public Realm Improvements



## Building Design Standards

