

## **MEMORANDUM - *Revised***

TO: Chapel Hill Planning Board

FROM: Megan Wooley, Housing and Neighborhood Services Planner II  
Mary Jane Nirdlinger, Director of Policy and Strategic Initiatives

SUBJECT: Draft Central West Small Area Plan and Traffic Analysis

DATE: October 29, 2013 (*Revised: October 31, 2013*)

### **Recommendation from the Planning Board**

Tonight, the Planning Board is being asked to provide a recommendation to the Council about the draft Central West Small Area Plan that has been developed by the Central West Steering Committee.

The draft Central West Small Area Plan will return to the Council during their November 25<sup>th</sup> Business Meeting for consideration and possible adoption. If adopted, the Central West Small Area Plan would be an amendment to the Chapel Hill 2020 comprehensive plan.

### **Background and Issues Raised by the Planning Board**

On October 1, 2013, the Steering Committee co-chairs provided the Planning Board an overview of the draft Concept Plan and the recommendations for bicycle and pedestrian amenities. In response, the Planning Board provided initial feedback about the Steering Committee's work to date.

The main concerns raised by the Planning Board were the importance of conducting a traffic analysis of the draft Concept Plan and providing further consideration about the stormwater impacts and density.

#### **Traffic Analysis and Density Calculations**

Town staff, with help from the consulting firms of Rhodside & Harwell and VHB, conducted a traffic analysis of the Steering Committee's draft Concept Plan. The following are attached to this memorandum:

- Attachment 1: An overview of the traffic analysis and includes information about the existing conditions, Option A1 (which was the lowest density option presented at the Community Input Session on September 10, 2013), and the draft Concept Plan
- Attachment 2: An overview of the numbers used to calculate density
- Attachment 3: A key to the density calculations

The traffic analysis found that about 9,972 new daily trips would be generated by the proposed land uses in the Central West area. With mitigation measures, the average level of service (LOS) for the Martin Luther King Jr. Blvd. and the Estes Drive intersection would be LOS D at the AM and PM peak hours. The analysis estimates that the intersection would have a delay of 46.6 seconds in the AM peak hour and 49.9 seconds in the PM peak hour.

Some traffic mitigation measures are required in the Carolina North development agreement, and other measures will be required in order to mitigate background growth and Carolina North traffic. These include the following:

- Adding a northbound right-turn lane on Martin Luther King Jr. Blvd. (Required in Carolina North development agreement)
- Adding a southbound right-turn lane on Martin Luther King Jr. Blvd.
- Adding a third northbound lane on Martin Luther King Jr. Blvd., requiring a third receiving lane on Martin Luther King Jr. Blvd. north of Estes Drive

Additional mitigation measures are included as a part of the draft Central West Small Area Plan in order to mitigate the new trips. These measures are outlined in the draft Central West Small Area Plan in Chapter 5, and include the following:

- Adding a second southbound turn-lane on Martin Luther King Jr. Blvd., requiring a second receiving lane on Estes Drive east of Martin Luther King Jr. Blvd.
- ~~Adding eastbound and westbound through lanes on Estes Drive, requiring two receiving lanes on Estes Drive east and west of Martin Luther King Jr. Blvd. (This mitigation measure is not necessary and was incorrectly included in this section.)~~
- ~~Adding a second westbound left turn lane on Estes Drive (This mitigation measure is not necessary and was incorrectly included in this section.)~~
- ~~Adding a second eastbound left turn lane on Estes Drive (This mitigation measure is not necessary and was incorrectly included in this section.)~~
- Including internal circulation through new development
- Improving the bicycle and pedestrian amenities in the area
- Including a mix of uses that are accessible for pedestrians and within walking distance of the existing neighborhoods and other destinations in the area
- Providing transit access

### **Stormwater Concerns**

The draft Central West Small Area Plan emphasizes the importance of stormwater management for this area. Similar to the Ephesus Church-Fordham Boulevard Small Area Plan, the draft Central West Small Area Plan recommends the development of a Small Area Stormwater Management Master Plan for this area that would comprehensively address stormwater management. A comprehensive approach to managing stormwater is viewed as a more appropriate way to address stormwater concerns than a parcel by parcel approach.

The development of a Small Area Stormwater Management Master Plan would most likely begin after the possible adoption of a Small Area Plan for the Central West area.

### **Draft Central West Small Area Plan**

The Central West Steering Committee began meeting in December of 2012, and since that time, has been developing the draft Central West Small Area Plan. For a list of Central West Steering Committee members, see Attachment 4; for a list of the meetings held during the Central West process, see Attachment 5.

The draft plan includes the following elements:

<b>Location in Draft Plan</b>	<b>Elements</b>	<b>Purpose</b>
Page v	Vision Statement	The Vision Statement provides an overview of the aspirations and values for this area.
Chapter 2	Existing Conditions	In order to better understand the existing conditions in the area, this section provides a snapshot of the area at the time this plan was developed.
Chapter 3	Planning Principles and Objectives	The principles outline a full vision for the area, and the objectives provide concrete ways to implement these visions.
Chapter 4	Concept Plan	Most of the land in this area is either not development or has little development. This section provides an overview of the appropriate land uses and heights for this area.
Chapter 5	Traffic Mitigation Measures	Traffic in the Central West area was a primary concern during the development of this plan. This section provides information about how the possible increase in traffic can be managed.
Chapter 5	Bicycle and Pedestrian Amenities	The Central West area has only a few sidewalks and bike lanes, and the ones that exist often do not feel comfortable or safe. This section provides an overview of the bicycle and pedestrian amenities that are planned for this area.
Chapter 6	Environmental Conservation Recommendations	The Central West area has many large trees and natural spaces. This section provides recommendations for including these spaces in new development, managing stormwater, and protecting the land near the Resource Conservation District.
Chapter 7	Streetscape Vision	Having a consistent, inviting, and attractive streetscape is important in order to reflect the existing character of the area and to welcome residents and visitors to the area. This section provides elements for the streetscape along Martin Luther King Jr. Blvd. and Estes Drive.
Chapter 8	Implementation	Implementation of the vision and ideas in this plan will create an area that serves the existing neighborhoods residents, welcomes new community members and workers, and serves the larger Chapel Hill community. This section outlines the implementation steps for this plan.

The draft Central West Small Area Plan can be downloaded from the following webpage: [www.townofchapelhill.org/centralwest](http://www.townofchapelhill.org/centralwest)

## Next Steps

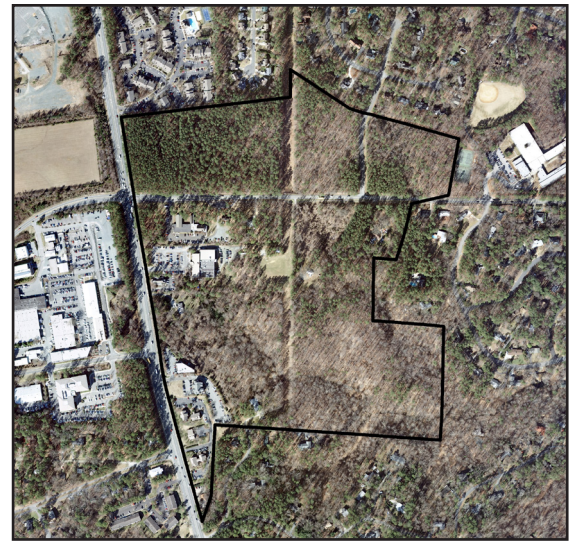
Tonight, the Planning Board is being asked to provide a recommendation about the draft Central West Small Area Plan to the Council.

At the time that the Steering Committee was established by the Town Council, the Council requested that a draft small area plan be submitted for their possible endorsement by their last scheduled meeting in 2013, which is November 25<sup>th</sup>. The following are the next steps to meet this schedule:

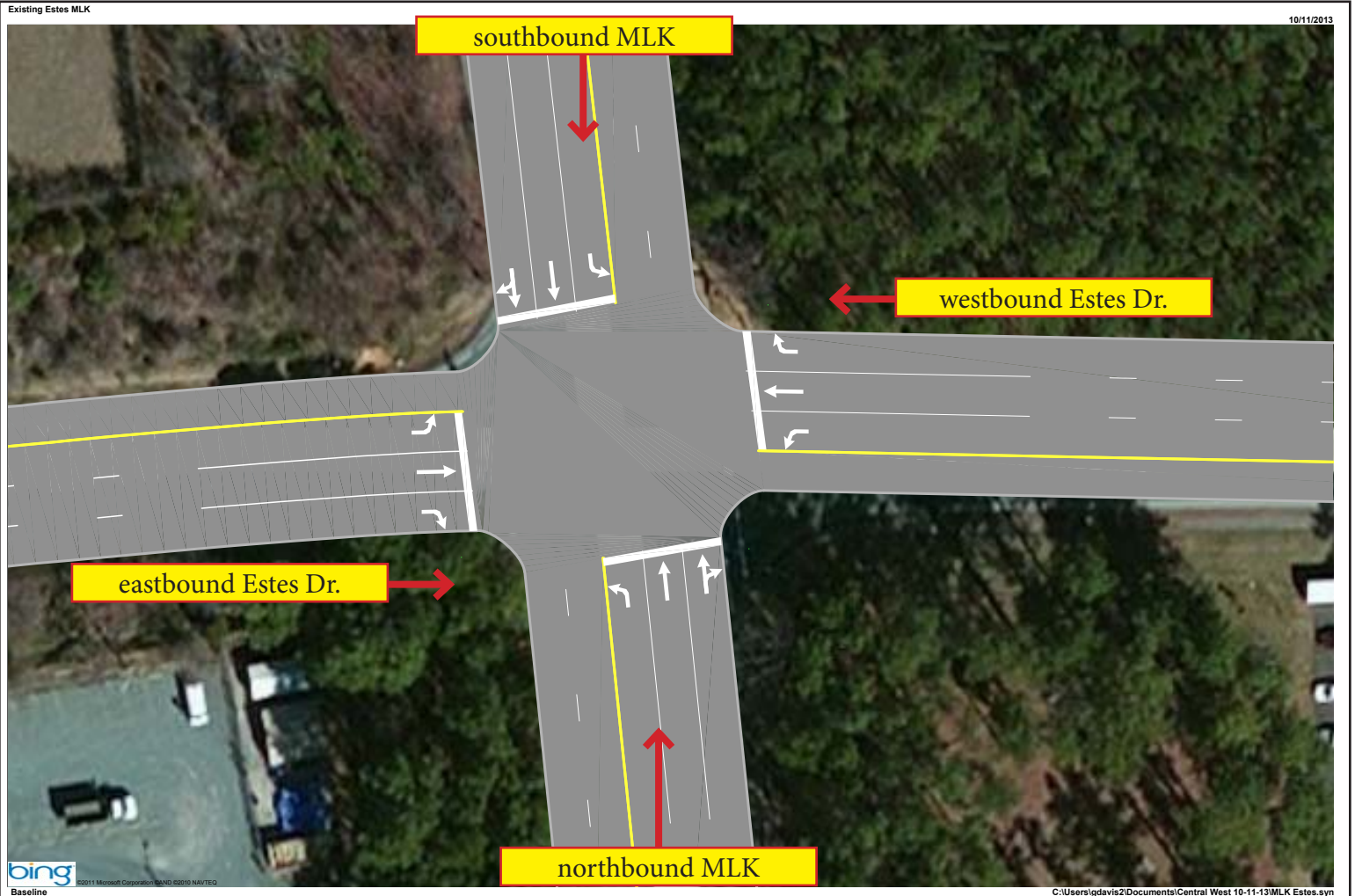
- **Steering Committee Meeting** – Thursday, November 7<sup>th</sup> from 6:00-9:00pm. Location: Meeting Room B, Chapel Hill Public Library, 100 Library Drive, Chapel Hill
- **Town Council meeting** – Monday, November 25<sup>th</sup> at 7:00pm. Location: Southern Human Services Center Complex, 2501 Homestead Road, Chapel Hill

# Existing Conditions

Illustration	Mitigation Description	Existing (2013)
	Existing Geometrics	✓
	NB Right-turn lane on MLK	
	SB right-turn lane on MLK	
	3rd NB through lane on MLK, requiring a 3rd receiving lane on MLK north of Estes	
	2nd SB left-turn lane on MLK, requiring a 2nd receiving lane on Estes east of MLK	
	2nd EB and WB through lanes on Estes, requiring 2nd receiving lanes on Estes both east and west of MLK	
	2nd WB left-turn lane on Estes	
	2nd EB left-turn lane on Estes	



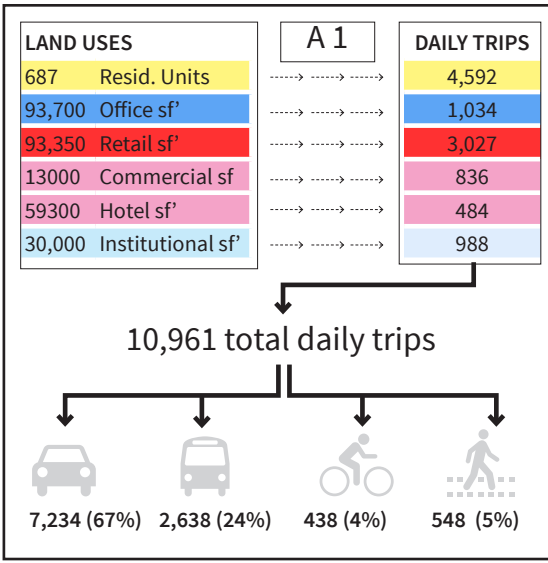
Level of Service	Description
A	Minimal Delays, avg. delay is less than 10 seconds
B	Low levels of Delay and Queuing; avg. delay is between 10 and 20 seconds
C	Intermittently vehicles wait through more than one signal cycle, occasionally back ups may occur but traffic flow is stable; avg. delay is between 20 and 35 seconds.
D	Delays at intersections may become extensive, but enough cycles with lower demand occur to permit periodic clearance, preventing excessive backups; avg. delay is between 35 and 55 seconds
E	Traffic fills intersection capacity and long queues and delays are to be expected and many vehicles will wait for more than one signal cycle; avg. delay is between 55 and 80 seconds
F	Traffic demand exceeds capacity of intersection resulting in very long queues and delays for most vehicles. Most vehicles at the intersection will need to wait through more than one signal cycle; avg delay exceeds 80 seconds



# Option A 1

Illustration	Mitigation Description
	Existing Geometrics
	NB Right-turn lane on MLK
	SB right-turn lane on MLK
	3rd NB through lane on MLK, requiring a 3rd receiving lane on MLK north of Estes
	2nd SB left-turn lane on MLK, requiring a 2nd receiving lane on Estes east of MLK
	2nd EB and WB through lanes on Estes, requiring 2nd receiving lanes on Estes both east and west of MLK
	2nd WB left-turn lane on Estes
	2nd EB left-turn lane on Estes

Option A1
✓
✓ ★
✓ ★
✓
✓



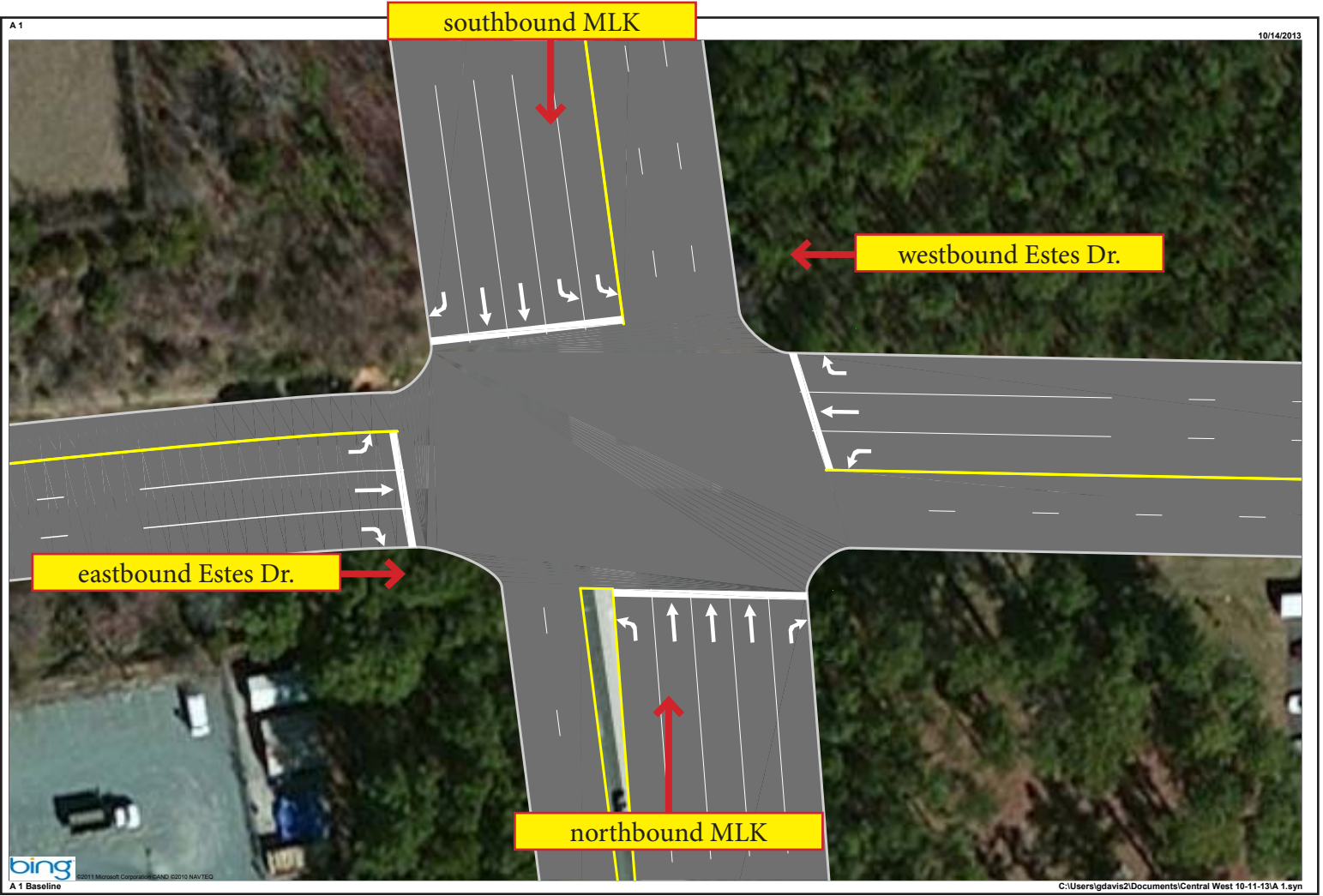
- ★ Mitigation Measure Identified in Carolina North TIA
- ★ Improvement required to mitigate background growth and CN traffic.

## WITHOUT mitigation

		Build (2023) A1			
		AM		PM	
Control	Approach	LOS	Delay	LOS	Delay
Signalized	Total	E	67.4	F	92.9
	Eastbound	F	82.5	F	131.4
	Westbound	E	66.9	F	105.2
	Northbound	D	46.7	F	84.5
	Southbound	E	68.6	E	75.6

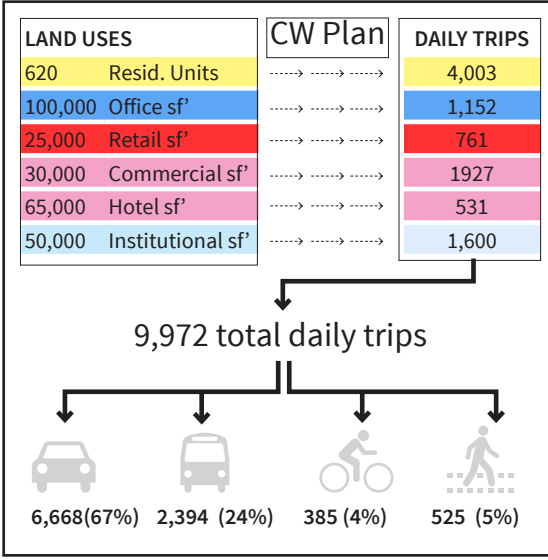
## WITH mitigation

		Build (2023) A1			
		AM		PM	
Control	Approach	LOS	Delay	LOS	Delay
Signalized	Total	D	46.2	D	50.9
	Eastbound	E	66.4	E	61.1
	Westbound	E	58.5	E	59.7
	Northbound	C	30.3	D	48.0
	Southbound	D	36.9	D	42.9



# Central West Plan

Illustration	Mitigation Description	Existing	Final Alternative
	Existing Geometrics		✓
	NB Right-turn lane on MLK	★	✓
	SB right-turn lane on MLK	★	✓
	3rd NB through lane on MLK, requiring a 3rd receiving lane on MLK north of Estes	★	✓
	2nd SB left-turn lane on MLK, requiring a 2nd receiving lane on Estes east of MLK		✓
	2nd EB and WB through lanes on Estes, requiring 2nd receiving lanes on Estes both east and west of MLK		
	2nd WB left-turn lane on Estes		
	2nd EB left-turn lane on Estes		



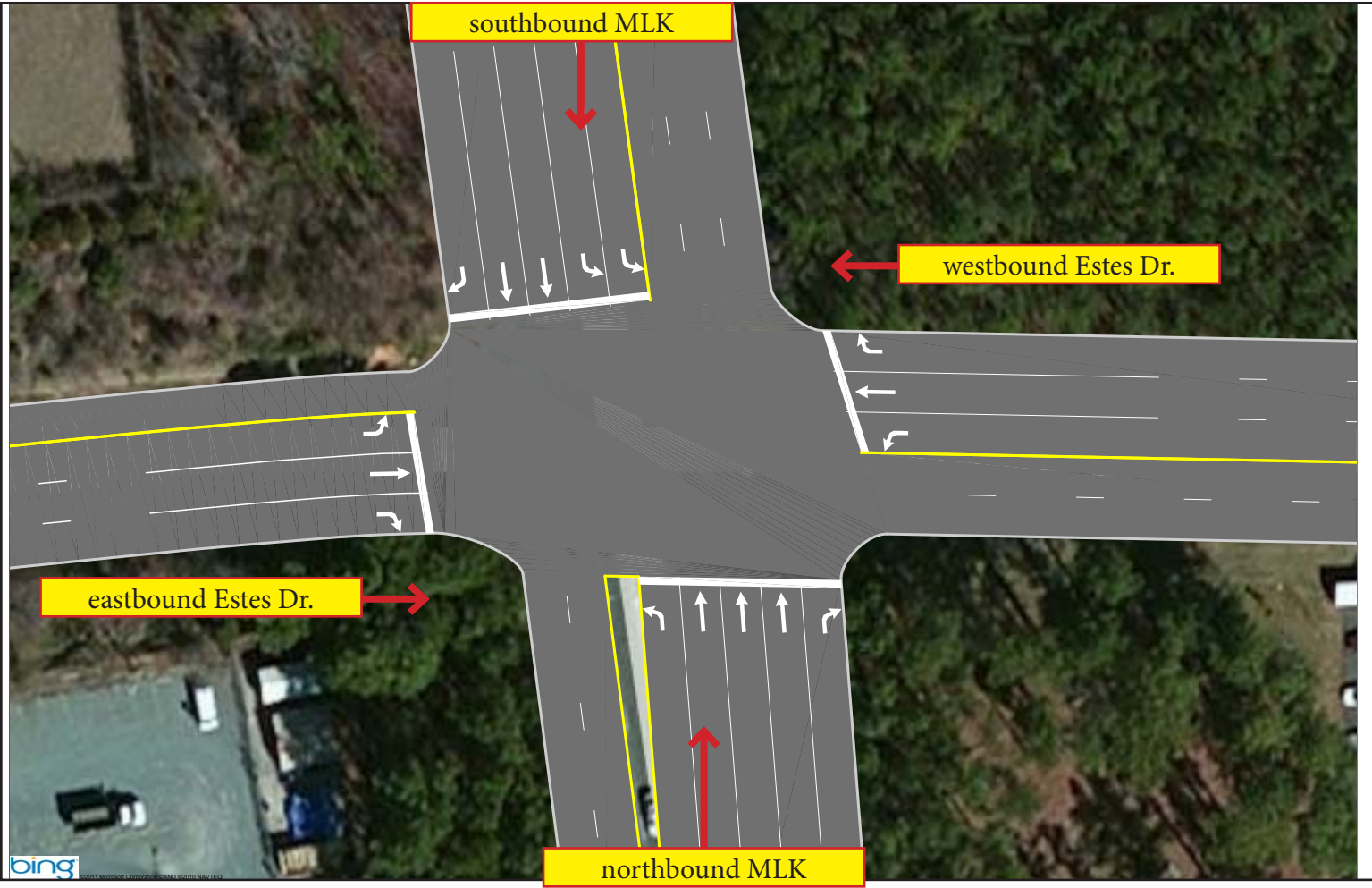
- ★ Mitigation Measure Identified in Carolina North TIA
- ★ Improvement required to mitigate background growth and CN traffic.

## WITHOUT mitigation

Estes Drive & M.L.K. Jr.		Central West Plan			
		AM		PM	
Control	Approach	LOS	Delay	LOS	Delay
Signalized	Total	E	58.3	F	91.5
	Eastbound	F	81.2	F	126.6
	Westbound	E	68.5	F	103.5
	Northbound	D	40.1	F	84.3
	Southbound				

## WITH mitigation

Estes Drive & M.L.K. Jr.		Central West Plan			
		AM		PM	
Control	Approach	LOS	Delay	LOS	Delay
Signalized	Total	D	46.6	D	49.9
	Eastbound	E	67.0	E	65.0
	Westbound	E	55.4	D	53.8
	Northbound	C	28.5	D	45.8
	Southbound				

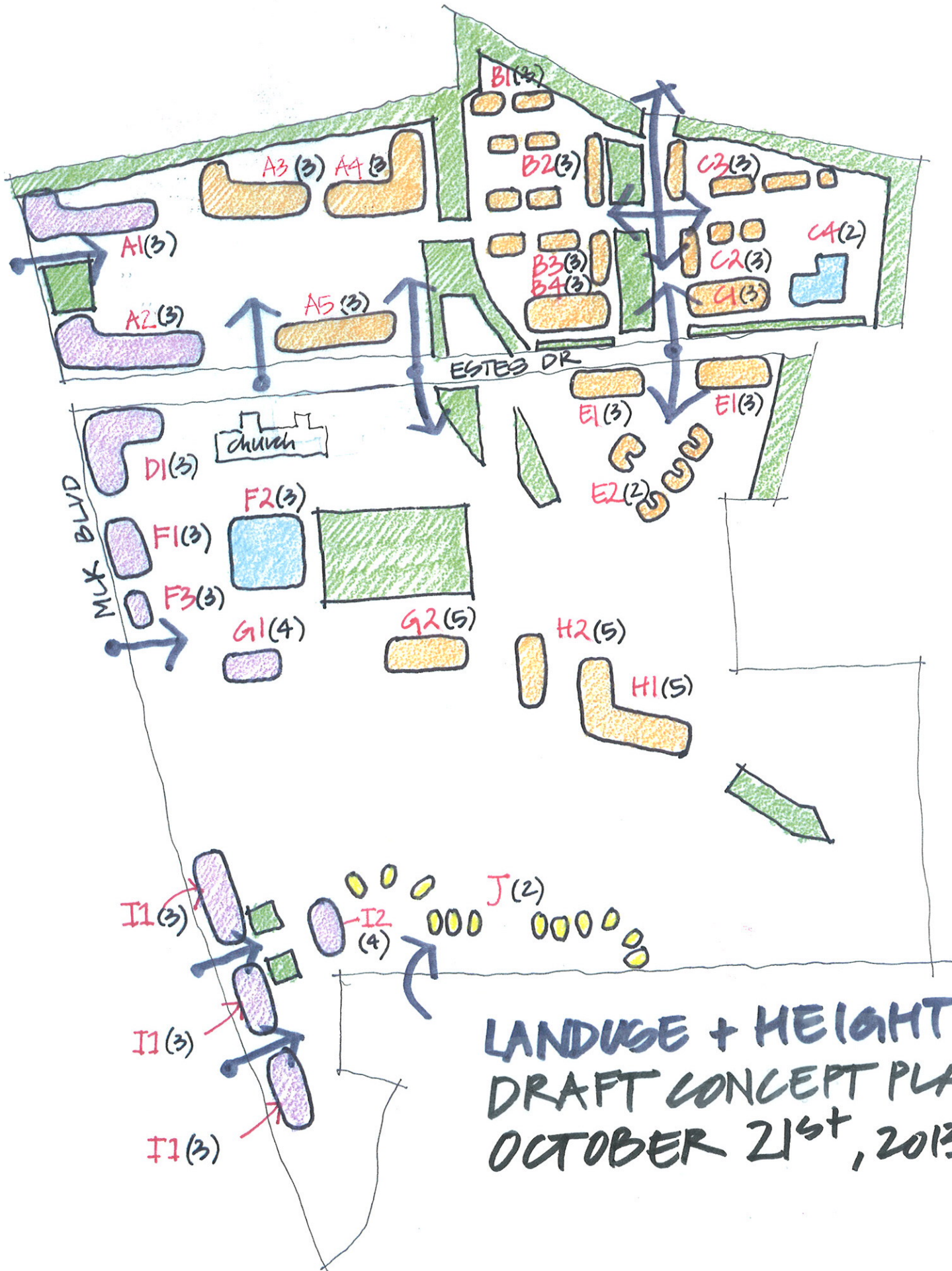


**Traffic Analysis Numbers**  
**Draft Central West Concept Plan**

*Last Revised: October 18, 2013*

Use	Area										Total
	A	B	C	D	E	F	G	H	I	J	
Residential (units)	175	80	70	36	76	0	32	139	0	12	620
Office (square feet)	40,000					10,000	10,000		40,000		100,000
Retail (square feet)	20,000								5,000		25,000
Hotel (square feet)	65,000										65,000
Commercial (sf)	20,000			10,000							30,000
Institutional (sf)			20,000			30,000					50,000





LANDUSE + HEIGHTS  
 DRAFT CONCEPT PLAN  
 OCTOBER 21<sup>st</sup>, 2013

#### Attachment 4: Central West Steering Committee Representatives

Prepared By: Chapel Hill Planning Department, October 2013

Central West Steering Committee Representatives		
Seat	Stakeholder	Title
UNC Chapel Hill Liaison	Jeff Kidd	UNC Property Office Director
Chapel Hill-Carrboro City Schools Liaison	Mia Burroughs	Member of School Board
Planning Board	Amy Ryan	Chapel Hill Resident
Transportation Board	Michael Parker	Chapel Hill Resident
Bicycle and Pedestrian Advisory Board	Jared Simmons	Durham County Resident
Business Owner/ Landowner/Non-profit	Anthony Carey	Siena Hotel General Manager, Chamber of Commerce Member
Business Owner/ Landowner/Non-profit	Lucy Carol Davis	Chapel Hill resident, architect, and landowner in focus area
Business Owner/ Landowner/Non-profit	Bruce Murray	VP of Association Advancement at the YMCA
Business Owner/ Landowner/Non-profit	Whit Rummel	Chapel Hill resident & landowner in focus area
Resident	David Tuttle	Focus Area Resident & Greenways Commission Member
Resident	Sarah McIntee	Focus Area Resident & Bicycle and Pedestrian Advisory Board Member
Resident	Eric Hyman	Focus Area Resident
Resident	Firoz Mistry	Focus Area Resident
Resident	Mickey Jo Sorrell	Focus Area Resident
Resident	Buffie Webber	Focus Area Resident
Resident	Julie McClintock	Focus Area Resident
Resident (Renter)	Abby Parcell	Focus Area Resident
<b>Total:</b>	<b>17 members</b>	

One of the residents' seats was originally designated for a Public Housing resident or representative. Since neither a Public Housing resident nor representative applied for a seat, a resident from the Planning and Impact Area was appointed to this seat.

In June of 2013, Councilmember Jim Ward was appointed as a Council liaison to the Steering Committee.

## Attachment 5: Central West Focus Area – Background and Meeting Schedule

Prepared By: Chapel Hill Planning Department, October 2013

The following provides background information and overview of the meetings for the Central West Focus Area process. Community meetings have been highlighted in grey, and Council and Advisory Board meetings have been highlighted in **grey and bolded**.

Date	Meeting	Purpose
June 25, 2012	<b>Council Meeting</b>	<p><b>Town Council adopted Chapel Hill 2020 Comprehensive Plan.</b></p> <p><b>In the Comprehensive Plan, six areas were identified as “Future Focus Areas” which centered on the portions of Chapel Hill most likely to change and would require additional community conversation about their future.</b></p> <p><b>The area located near South Martin Luther King Jr. Blvd. was identified as a future focus area, and the comprehensive plan stated that the highest priority for this area was a community-based process to identify the future form of new uses in and near Estes Drive and Martin Luther King Jr. Blvd.</b></p> <p><b>During the adoption of the Chapel Hill 2020 comprehensive plan, the Council requested that Town staff work with the community to develop a process that would provide an opportunity for more focused discussion for this area that would ultimately provide the Council with additional direction for the area.</b></p>
August 28, 2012 (7:00-9:00pm)	“Estes Drive Focus Area” Public Information Open House	Community meeting to create a common community baseline of knowledge about the “Estes Drive Focus Area”
August 29, 2012 (8:00-9:00am)	“Estes Drive Focus Area” Public Information Open House	Community meeting to create a common community baseline of knowledge about the “Estes Drive Focus Area”
September 13, 2012	Recommendation Meeting	Develop recommendations to present to Council about the boundary and name of the focus area
September 19, 2012	Recommendation Meeting	Develop recommendations to present to Council about the structure, purpose, and application process

September 24, 2012	Recommendation Meeting	Continue discussion about the recommendations to present to Council about the scope and schedule of the process
October 1, 2012	Recommendation Meeting	Develop recommendations to present to Council about the Steering Committee and general process
<b>October 2, 2012</b>	<b>Planning Board Meeting</b>	<b>Review the recommendations developed during the "Recommendation Meetings" and provide a recommendation to Council</b>
October 22, 2012	Community Roundtable Meeting	Discuss the recommendations and points of consensus between the community, Planning Board, and Town staff recommendations
<b>October 24, 2012</b>	<b>Council Meeting</b>	<b>Council received the recommendations developed during the community meetings. Based on these recommendations, the Council established a name, schedule, scope of work, and Steering Committee structure for the process.</b>
<b>December 3, 2012</b>	<b>Council Meeting</b>	<b>Central West Steering Committee members were appointed by the Council.</b>
December 19, 2012	Steering Committee Meeting	Discuss the Steering Committee's role and schedule and present data about the area
January 29, 2013	Steering Committee Meeting	Present information about small area plans and discuss the Steering Committee's ground rules
February 4, 2013	Steering Committee Meeting	Present and discuss the Steering Committee's work plan for February to April
February 12, 2013	Steering Committee Meeting	Present and discuss data about the area
February 26, 2013	Steering Committee Meeting	Continue the discussion about data and discuss the format of the Community Workshop
March 1, 2013	Walking Tour	Familiarize the Steering Committee and community with the focus area
March 1, 2013	Steering Committee Meeting	Preview of the presentations for the Community Workshop on March 2, 2013
March 2, 2013	Community Workshop	Engage the Chapel Hill community in the Central West planning process and discuss current conditions, community aspirations, and opportunities for the area
March 2, 2013	Booth at Spring, Ahoy! community event	Share information with the community and gather thoughts and ideas about the area
March 12, 2013	Steering Committee Meeting	Discuss the work plan for April to June and the information gathered from the

		Community Workshop
March 21, 2013	Steering Committee Meeting	Small group discussion about the following themes: Pedestrian and Bicycle Safety and Connectivity; Traffic and Transit; Future Land Use; and Community Character
April 4, 2013	Steering Committee Meeting	Refine the theme principles
April 9, 2013	Steering Committee Meeting	Present and discuss the proposed principles
April 18, 2013	Steering Committee Meeting	Present and discuss the proposed principles and draft planning concepts
April 25, 2013	Community Drop-By Session	Gather community feedback about the proposed principles and input about the objectives
April 30, 2013	Steering Committee Meeting	Discuss principles, objectives, and planning concepts
May 7, 2013	Steering Committee Meeting	Discuss and refine principles and planning concepts
May 17, 2013	Steering Committee Meeting	Preview of the presentations for the Community Workshop on May 18, 2013
May 18, 2013	Community Workshop	Gather community feedback and ideas about the planning concepts
May 18, 2013	Information Booth at the Farmers' Market	Gather community input about the planning concepts
May 30, 2013	Steering Committee Meeting	Discuss and refine the objectives
June 4, 2013	Steering Committee Meeting	Refine the planning concepts
June 11, 2013	Steering Committee Meeting	Discuss the work plan for July to November, refine the planning concepts, discuss the presentation to Council on June 24 <sup>th</sup>
<b>June 24, 2013</b>	<b>Council Meeting</b>	<b>The Council received an update about the Central West process</b>
July 1, 2013	Steering Committee Meeting	Discuss what was heard at the Council meeting, review work plan for Milestone 3, discuss the Committee's responses to the homework activity in which they were asked to provide their vision for the focus area
July 9, 2013	Steering Committee Meeting	Discuss the vision for the focus area
July 22, 2013	Steering Committee Meeting	Presentation about the transportation conditions in the area and information about the process for analyzing transportation impacts
July 30, 2013	Steering Committee Meeting	Discuss bicycle and pedestrian facilities along Estes Drive and draft land use recommendations for areas north of Estes Drive
August 7, 2013	Steering Committee Meeting	Draft land use recommendations for portions of the focus area and discuss height for all areas

August 19, 2013	Steering Committee Meeting	Review draft outline of the small area plan, review updated work plan, discuss the analysis of the Committee's concepts, and finalize the principles and objectives
August 25, 2013	Walking Tour	Walking Tour of the Davis/Partner-owned properties in the focus area
August 29, 2013	Steering Committee Meeting	Presentation and discussion of analysis of concepts
September 3, 2013	Steering Committee Meeting	Presentation and discussion of stormwater and additional traffic impact information, preparation for the Community Session, and discuss and refine the small area plan
September 10, 2013	Community Session	Provide an opportunity to the community to review the work of the Steering Committee to date and to provide their thoughts and feedback
<b>September 11, 2013</b>	<b>Greenways Commission Meeting</b>	<b>Greenways Commission received an update about the process and provided feedback</b>
<b>September 18, 2013</b>	<b>Community Design Commission Meeting</b>	<b>Community Design Commission received an update about the process</b>
September 19, 2013	Steering Committee Meeting	Review and discuss the "Alternative Vision" and the "General Trend of Ideas" map
September 24, 2013	Steering Committee Meeting	Discuss the bicycle and pedestrian amenities, use, and height for the recommended Central West Small Area Plan
<b>September 24, 2013</b>	<b>Bicycle and Pedestrian Advisory Board Meeting</b>	<b>Bicycle and Pedestrian Advisory Board received an update about the process</b>
<b>October 1, 2013</b>	<b>Planning Board Meeting</b>	<b>Planning Board reviewed the draft recommendations and provided feedback</b>
October 3, 2013	Steering Committee Meeting	Continue to refine the recommended Central West Small Area Plan
October 8, 2013	Steering Committee Meeting	Finish discussions about the draft Central West Small Area Plan
October 18, 2013	Steering Committee Meeting	Reviewed, discussed, and endorsed the traffic analysis and density information
October 21, 2013 Noon-1:00pm & 5:00-6:00pm	"Meet the Draft Plan!" Meetings	Town staff provided an overview of the draft Central West Small Area Plan and answered questions
<b>October 21, 2013</b>	<b>Council Public Hearing</b>	<b>Open the Public Hearing and receive feedback from the public about the draft plan</b>
<b>October 22, 2013</b>	<b>Bicycle and Pedestrian Advisory Board Meeting</b>	<b>Bicycle and Pedestrian Advisory Board reviewed the draft Central West Small Area Plan and provided their feedback</b>
<b>October 23, 2013</b>	<b>Greenways Commission</b>	<b>Greenways Commission reviewed the draft</b>

	<b>Meeting</b>	<b>Central West Small Area Plan and provided their feedback</b>
<b>October 24, 2013</b>	<b>Transportation Board Meeting</b>	<b>Transportation Board reviewed the draft Central West Small Area Plan and provided their feedback</b>
<i>Scheduled:</i> <b>October 29, 2013</b>	<b>Planning Board Meeting</b>	<b>Planning Board reviewed the draft Central West Small Area Plan and provided a recommendation to the Council</b>
<i>Scheduled:</i> <i>November 7, 2013</i>	<i>Steering Committee Meeting</i>	<i>Answer questions/provide clarification that may have arisen during the Public Hearing</i>
<i>Scheduled:</i> <b>November 25, 2013</b>	<b>Council Meeting</b>	<b>Possible adoption of the proposed Central West Small Area Plan</b>

**Overview**

- Total number of Steering Committee Meetings: Over 30
- Total number of Community Events: 16