

Property Evaluation

828 Martin Luther King, Jr. Blvd. Chapel Hill, NC

April 8, 2013

Project No. 20008

149950 4-8-13

Prepared For:

Town of Chapel Hill 405 Martin Luther King, Jr. Blvd. Chapel Hill, NC 27514

Property Evaluation

828 Martin Luther King, Jr. Blvd. Chapel Hill, NC

Purpose

The subject of this study is a 10.24-acre parcel of land located at 828 Martin Luther King, Jr. Blvd. in Chapel Hill, NC. The subject property is owned by the Town of Chapel Hill and contains Chapel Hill's Main Police Station.

The purpose of this study is to (1) provide analysis of primary regulatory and physical constraints applicable to the subject property; (2) provide property-specific guidance about reasonable types and intensities of future land uses for the property; and (3) discuss other identified issues or opportunities relevant to potential property development.

Assumptions and Qualifications

This study is based on current Town of Chapel Hill zoning designations, the Town of Chapel Hill 2020 Land Use Plan (2020 Plan), the Town of Chapel Hill Land Use Management Ordinance (LUMO), other applicable land development regulations and policies, typical interpretations relating to the foregoing, mapping and other information provided by the owner, and other available public information. Unless otherwise indicated, the determinations, opinions, and recommendations herein assume that current regulatory conditions will not change in a manner that will adversely or significantly affect future development of the subject property. In addition, this study does not consider the full range of issues that may affect the current or future development potential of the property.

General Site Conditions

The subject property lies on the eastern side of Martin Luther King, Jr. Blvd. and the southern side of Bolinwood Drive. It consists of approximately 10.24 acres, and contains a municipal police station with associated parking and service areas. The property has about 650 feet of frontage on Martin Luther King, Jr. Blvd. and about 600 feet of frontage on Bolinwood Drive. The property is served by two driveway connections to Martin Luther King, Jr. Blvd.

The ground surface slopes generally from north to south across the property, with slopes in the developed portion of the site mostly in the range of 2% to 12%. Several areas of severe slopes also exist on the property, especially between the developed area and the streams to the south and east. Bolin Creek lies along the property's southern border, with associated regulatory floodway and floodplain, riparian buffer, RCD corridors, and possible wetlands. The Bolin

Creek Trail greenway traverses the property adjacent to Bolin Creek. According to the Chapel Hill zoning map, the property is not in the Watershed Protection overlay zoning district.

The Soil Conservation Service (SCS) Orange County Soil Survey indicates an intermittent stream along the property's frontage with Martin Luther King, Jr. Blvd.; however, no significant surface drainage feature exists in this location. Due to a stream being shown by the SCS mapping, a riparian buffer must be presumed at this location, pursuant to Jordan Lake watershed regulations. To verify or remove this presumed buffer, a field determination will be required by the NC DENR Division of Water Quality, or their delegated authority.

In addition, mapping provided by the owner indicates this same feature as a "stream, unknown flow"; with an RCD "streamside corridor". Similar doubt exists about the validity of RCD in this area, as with the riparian buffer. Since RCD determinations are made by the Town of Chapel Hill, we recommend that Town staff make a field determination of this feature for a more refined analysis. This analysis assumes that no stream, riparian buffer, or RCD is present in this area, and these assumptions will be validated pursuant to subsequent work by others.

Mapping provided by the owner also indicates the presence of an intermittent stream near the eastern property boundary, but shows no RCD associated with the stream. No stream feature is shown in this location on either the USGS Quadrangle or the SCS Soil Survey mapping, so Jordan Lake riparian buffers are not present in this location. We recommend that Town staff make a field determination of this feature for a more refined analysis. This study assumes that an intermittent stream with a streamside RCD corridor exists in this area. If this drainage feature is determined to have a different classification, the maximum intensities for floor area and impervious surface will be altered accordingly.

Parcel Summary Data

The following table summarizes information relative to existing conditions and various land development parameters for the subject parcel:

| Street Address: | 828 Martin Luther King, Jr. Blvd. |
|-------------------------------|-----------------------------------|
| Parcel Identification (PIN): | 9789413949 |
| Parcel Acreage: | 10.24 |
| Current Land Use: | Police Station |
| Zoning Jurisdiction: | Town of Chapel Hill |
| Current Zoning: | R-2 |
| Overlay Zoning: | RCD |
| Transitional Controls Apply? | Yes |
| 2020 Land Use: | Institutional |
| Flood Restrictions: | Yes |
| River Basin: | Cape Fear (Jordan Lake) |
| Street Authority (MLK Blvd.): | NCDOT |
| Street Authority (Bolinwood): | Town of Chapel Hill |
| Future Focus Discussion Area? | Yes; South MLK, Jr. Blvd. |

Regulatory Jurisdiction

The subject property lies within the municipal limits of the Town of Chapel Hill, and is therefore subject to the Town's ordinances, including land development regulations and related policies. Zoning and land development regulations are established by the Chapel Hill LUMO. Public water and sanitary sewer service for the properties is regulated and provided by the Orange Water and Sewer Authority (OWASA). Martin Luther King, Jr. Blvd. (NC Highway 86) is regulated and maintained by the North Carolina Department of Transportation (NCDOT). Bolinwood Drive is regulated and maintained by the Town of Chapel Hill.

Any land development proposal for the subject property will require review by the Town of Chapel Hill (involving various Town departments, boards and commissions), NCDOT, OWASA, other utility providers, Orange County, and possibly various State and Federal agencies.

Flood Hazard Areas

According to published flood mapping (FIRM Panel 9789, dated Feb. 2, 2007), a significant amount of regulated flood hazard area is present on the subject property, associated with Bolin Creek. The extent of this flood hazard area is shown on Exhibits 1 and 4. Naturally, this area is confined to low-lying areas on the property, and is separated from the higher portions of the site by a band of steep slopes that run approximately parallel with Bolin Creek.

Potable Water Service

According to utility information provided, an 8-inch diameter public water main exists in the Bolinwood Drive right-of-way, and a 12-inch diameter public water main exists in the Martin Luther King, Jr. Blvd. right-of-way along the property's street frontages. In addition, a 6-inch diameter public water main extends across Martin Luther King, Jr. Blvd. to serve a fire hydrant located on the east side of the street. Additional property development may require installation of a new potable water main and/or water service lines, connected to one or both of the existing water mains and extended into the site to serve project-specific demands for both potable water service and fire protection service. Insufficient information is known regarding the pressure and flow capacity characteristics of the existing water system at the site, to verify its adequacy for any specific future land use. This question may be partially addressed by physical testing of the existing water system, which is typically done as part of due diligence work for a specific development proposal. Fully answering this question requires specific knowledge about the type and size of the proposed development.

Sanitary Sewer Service

According to utility information provided, an 8-inch diameter public sanitary sewer main exists within the adjoining Martin Luther King, Jr. Blvd. right-of-way, and a 24- inch diameter public

sanitary sewer outfall exists along the north side of Bolin Creek. The location of the sewer outfall will allow gravity sewer service to all areas of the property.

Driveway Access and Roadway Improvements

The NCDOT will continue to control vehicular access to the subject property from Martin Luther King, Jr. Blvd. Both existing driveways connecting to this roadway are located with very good sight distance in both directions. There are no driveways on the west side of the Boulevard opposite the property, so turning conflicts with opposing driveways are not a concern. As part of property re-development, the northern driveway may be required to be shifted to a more southerly location, to provide better separation from the Bolinwood Drive intersection.

Given the size of the property, and the availability of good driveway spacing and sight lines, it seems reasonable to expect that future uses of the property would continue to justify two driveway connections from the Boulevard. However, the current existence of two driveways does not provide an absolute guarantee of that these may be retained perpetually.

Very limited opportunity exists for vehicular access from Bolinwood Drive, due to the elevation differences between this roadway and the subject property along most of the frontage. One possible location would be at the eastern extremity of the property's Bolinwood frontage, but this location is diagonal from an existing intersection, and would require a relatively steep driveway segment to access the site. It is unlikely that a non-residential driveway connection to this residential neighborhood street would be considered appropriate, unless for very limited purposes such as emergency access.

Although the Martin Luther King, Jr. Blvd. corridor already has a generous cross-section and excellent functional characteristics in the project area, additional public roadway improvements will probably be required as a condition of any future property development approvals. These requirements cannot be determined without specific project type and density information, and a detailed traffic study. Possible requirements may include installation of a Bus Rapid Transit (BRT) lane along the property's Boulevard frontage, a right-turn lane at the primary driveway (probably contained within the BRT lane), and other improvements relative to pedestrian / bike / bus transportation modes. Site development expectations for this site should reflect Chapel Hill's emphasis on Transit-Oriented Design and "Complete Streets" design principles, as applicable to this section of the Boulevard. Additional street right-of-way dedication may be required to accommodate new infrastructure improvements.

Soil Conditions

According to the Soil Conservation Service (SCS) Soil Survey of Orange County, the soil types in the developable portions of the subject property are Tatum silt loam (western portion of the site) and Wedowee sandy loam (eastern portion of the site). These soil types are commonly found in the Chapel Hill area, are typically well-drained, and are characterized by SCS as being "poor" (Tatum) and "fair" (Wedowee) for general site development purposes.

This level of analysis is not sufficient to properly assess the engineering properties of the onsite soils, especially where the current surface soils may not be native soil, and may not be the actual soil that was sampled (in the early 1970's) for the referenced Soil Survey mapping, or where the subsurface strata contain highly organic or man-made materials. Any judgments about the suitability of onsite soils for specific development purposes can only be made on the basis of an onsite geotechnical subsurface investigation, which is typically done as part of due diligence work for a specific development proposal, and is beyond the scope of this study.

Environmental Considerations

The property has apparently been used in the past as a kind of landfill, although details of this activity have not been investigated as part of this study.

Subsequent analysis and opinions herein regarding the potential for property development assume that issues related to landfill activities will not be the limiting factor for property use or intensity of use. This assumption represents a critical variable in evaluating the property for additional development.

We understand that the owner is separately pursuing an environmental investigation for the property, to help assess the degree of impact that this issue will have on future property development.

Zoning

The subject property is zoned Residential-2 (R-2) with limited RCD as an overlay zoning district. The R-2 district allows residential uses up to 4 residential units per acre, along with other compatible uses. The 2020 Plan indicates this property being used in an Institutional manner, which is consistent with the current use of the property. The current zoning does not reflect the current land use, nor does it appear to reflect the highest reasonable zoning and use potential for the property.

Properties to the west (across the Boulevard), and adjoining properties to the north and east, are zoned R-1, which allows a maximum of three residential dwelling units per acre. Properties to the southwest (diagonally across the Boulevard) and adjoining property to the southwest are zoned R-4, which allows a maximum of ten residential dwelling units per acre. Adjoining properties to the south are zoned NC, which is a commercial designation. Surrounding properties appear to be used in a manner suggested by their respective zoning designations; i.e., single-family residential in the R-1 district, multi-family residential in R-4 district, and commercial uses in the NC district.

Although the property is also included as part of the South MLK, Jr. Blvd. Future Focus Discussion Area (now called "Central West" Future Focus Discussion Area), it is only included in the "Impact Area", and not the primary study areas. Discussions are currently active for the Central West area, but this analysis assumes that they will not significantly impact or inform future development of the subject property.

Site Re-Development Potential

A Site Analysis Plan is attached as Exhibit 1, depicting approximate property boundaries, existing development footprints, steep slope areas, regulatory flood hazard and RCD limits, and regulatory building setbacks based on current zoning. For any future zoning district that is more intense than the current zoning, building setbacks will generally be less than shown on this plan. Also, perimeter buffers are not considered for this analysis since they can be highly variable based on proposed and adjacent land uses, and are generally able to be diminished in width if designed to provide "as good or better" buffering relative to the normative width. The resulting interior "buildable area" for the property is approximately 5.1 acres, or about one-half of the total property acreage. The subject property appears to have substantial potential for redevelopment or additional development, which would be constrained by several physical and regulatory factors.

Three future zoning scenarios are considered by this study. In the first two cases, the property is assumed to be used in a non-residential manner, specifically as some type of institutional or office use. Either of these uses could potentially be further characterized as public, private, or some combination thereof. The third scenario considers a mixed-use development. For each of these scenarios, the previous comments under "Environmental Considerations" provide important qualifications to the following development intensity estimates and opinions.

The first scenario considers that the property's zoning will be changed to the OI-2 district. Exhibit 2 indicates that approximately 79,000 square feet of additional floor area could be built on the property under OI-2 zoning, for a total floor area of approximately 101,000 square feet. This amount of increase would more than quadruple the existing site development intensity, as measured by floor area. Assuming a practical buildable area of approximately five acres, this amount of floor area could be accommodated on the property in a multi-story building of two or three levels, using conventional onsite surface parking, and using typical parking ratios for office and institutional uses.

Due to physical limitations on municipal growth limits, the importance of attaining threshold densities to support alternative transportation modes, and the numerous benefits of optimizing the yield of developed area footprints, it seems reasonable to expect that this property could be rezoned to allow a higher development density. The second zoning scenario therefore considers that the property's zoning will be changed to the OI-3 district.

Exhibit 3 indicates that OI-3 zoning would allow approximately 193,000 square feet of additional floor area on the property, for a total floor area of approximately 215,000 square feet. Maximum development under this scenario would represent almost a ten-fold increase in the existing site density, as measured by floor area. Using the property for this level of intensity would require a substantial amount of structured parking. Existing elevation changes across the site appear to be generally conducive to structured parking.

A third alternative that would incorporate a mixture of uses seems to be a very sensible option for this property, especially if the uses are compatible with existing and future mass transit infrastructure. Assuming a Mixed Use – Village (MU-V) zoning district, which requires a combination of office, commercial, and residential uses, significantly greater development

intensity is theoretically possible on the property. Exhibit 4 indicates that MU-V zoning would allow approximately 450,000 square feet of floor area on the property. This much density is probably not appropriate or feasible for the property. However, the analysis illustrates that the MU-V zoning district would provide more than enough coverage to practically maximize site development yield, while also giving the zoning flexibility to provide multiple types of uses on the site. In other words, MU-V zoning should probably be preferred over OI-3 zoning for this site, not especially because it allows more floor area, but primarily because it allows a mixture of uses that might be more appropriate for the property.

Recommendations

We recommend that the Town of Chapel Hill perform a field review of the identified stream along the eastern edge of the property, to determine the type and extent of any RCD in this area. We also recommend that the owner request DWQ to verify that no stream exists along the property's Martin Luther King, Jr. Blvd. frontage, and that Town staff field-verify that no RCD exists in this area. These actions will allow a more refined analysis of development potential for the subject property.

We support the owner's initiative to investigate the environmental issues associated with the property. We recommend that these investigations be done in such a manner as will identify the horizontal and vertical extent of landfill activities on the site, understand the type and condition of the imported materials, evaluate the potential for these materials to support future development, and assess remediation options as appropriate. We understand that this work may need to be done in logical stages, rather than all at once.

Our office is available to provide additional research, site investigations, conceptual planning, regulatory liaison, or related services that could provide a more detailed understanding of the subject property's development potential.

Attached Exhibits

- 1. Site Analysis Plan (1 page)
- 2. Development Intensity Summary If Re-Zoned to OI-2 (1 page)
- 3. Development Intensity Summary If Re-Zoned to OI-3 (1 page)
- 4. Development Intensity Summary If Re-Zoned to MU-V (1 page)
- 5. Miscellaneous Maps and Supporting Information (multiple pages)

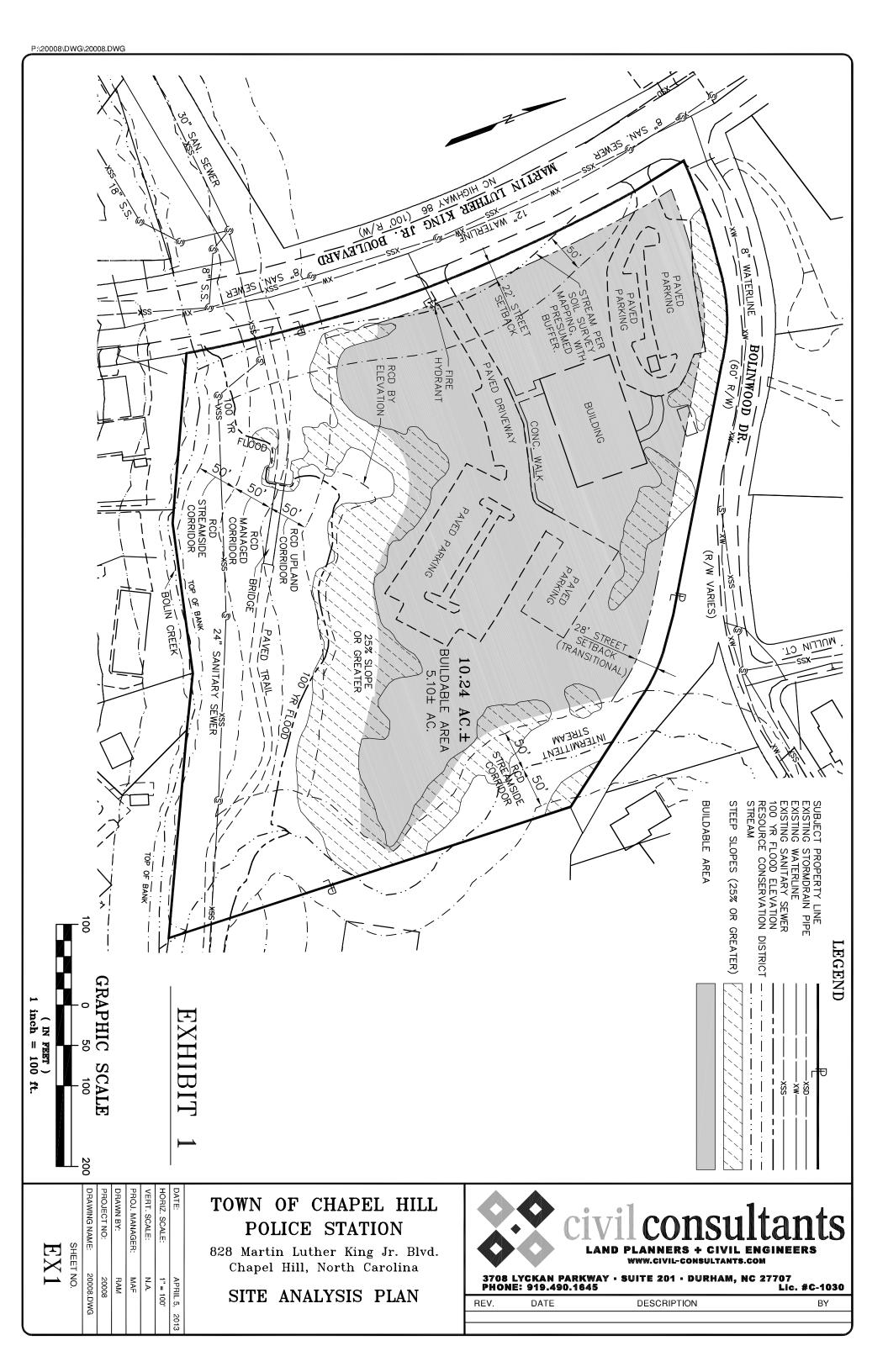




Exhibit 2

Project Name: Chapel Hill Property Evaluations

Project Number: 20008

Client: Town of Chapel Hill Date: April 1, 2013

Property Address: 828 Martin Luther King, Jr. Blvd.

Reported Area: 10.24 Acres

Current Zoning District: R-2

Land Use Plan Category: Parks / Open Space

Assumed Zoning District: OI-2 1,2
Transitional Controls Apply? Yes

| Parameter | Value | Units | RCD - Stream Side ^{3,4} | RCD - Managed Use ^{3,4} | RCD - Upland ^{3,4} | Non-RCD | % of NLA |
|---|-------------------------------------|--------------------------------------|--|--|--|-------------------|---------------|
| Net Land Area: Credited Street Area: Credited Open Space: | 446,158 44,616 0 | Sq. ft. Sq. ft. Sq. ft. | 82,500 | 30,000 | 38,500 | 295,158 44,616 | 10.0% 0.0% |
| Gross Land Area: | 490,774 | Sq. ft. | 82,500 | 30,000 | 38,500 | 339,774 | 110.0% |
| Max. Floor Area Ratio: Max. Base Floor Area: Existing Floor Area: Allowable New Floor Area: | 101,259 22,000 79,259 | Sq. ft. Sq. ft. Sq. ft. | 0.010 (Floor area v | 0.019 value provide | 0.264 d by owner) | 0.264 | |
| Max. Imperv. Surface Ratio: Max. Imperv. Surface Area: Existing Imperv. Surf. Area: Allowable New ISA: | 259,792 83,000 176,792 | Sq. ft. Sq. ft. Sq. ft. | , | | 0.200 Il Use with Hi n from reviev | • . | . , |

Footnotes:

- 1. This analysis assumes that the property is re-zoned to OI-2.
- 2. This analysis does not consider any residential use of the property.
- 3. This analysis assumes that the stream along the eastern property edge is classified as "Intermittent" for RCD purposes. If "Perennial", Max. Floor Area and Max. Impervious Surface limits will be smaller than shown.
- 4. This analysis assumes no RCD along the MLK, Jr. Blvd. roadway frontage, associated with a drainage feature parallel to the street right-of-way, as shown on SCS Soil Survey mapping. If RCD is present, Max.Floor Area and Max. Impervious Surface limits will be smaller than shown.
- 5. All projected intensities are based on data taken from available mapping, etc., and are preliminary in nature.



Exhibit 3

Project Name: Chapel Hill Property Evaluations

Project Number: 20008

Client: Town of Chapel Hill Date: April 1, 2013

Property Address: 828 Martin Luther King, Jr. Blvd.

Reported Area: 10.24 Acres

Current Zoning District: R-2

Land Use Plan Category: Parks / Open Space

Assumed Zoning District: OI-3 ^{1,2} Transitional Controls Apply? Yes

| Parameter | Value | Units | RCD - Stream Side ^{3,4} | RCD - Managed Use ^{3,4} | RCD - Upland ^{3,4} | Non-RCD | % of NLA |
|---|-------------------------------------|--------------------------------------|--|--|---|-------------------|---------------|
| Net Land Area: Credited Street Area: Credited Open Space: | 446,158 44,616 0 | Sq. ft. Sq. ft. Sq. ft. | 82,500 | 30,000 | 38,500 | 295,158 44,616 | 10.0% 0.0% |
| Gross Land Area: | 490,774 | Sq. ft. | 82,500 | 30,000 | 38,500 | 339,774 | 110.0% |
| Max. Floor Area Ratio: Max. Base Floor Area: Existing Floor Area: Allowable New Floor Area: | 215,498 22,000 193,498 | Sq. ft. Sq. ft. Sq. ft. | 0.010 (Floor area v | 0.019 value provide | 0.566 d by owner) | 0.566 | |
| Max. Imperv. Surface Ratio: Max. Imperv. Surface Area: Existing Imperv. Surf. Area: Allowable New ISA: | 259,792 83,000 176,792 | Sq. ft. Sq. ft. Sq. ft. | , | | 0.200 Il Use with Hi In from reviev | • . | . , |

Footnotes:

- 1. This analysis assumes that the property is re-zoned to OI-3.
- 2. This analysis does not consider any residential use of the property.
- 3. This analysis assumes that the stream along the eastern property edge is classified as "Intermittent" for RCD purposes. If "Perennial", Max. Floor Area and Max. Impervious Surface limits will be smaller than shown.
- 4. This analysis assumes no RCD along the MLK, Jr. Blvd. roadway frontage, associated with a drainage feature parallel to the street right-of-way, as shown on SCS Soil Survey mapping. If RCD is present, Max.Floor Area and Max. Impervious Surface limits will be smaller than shown.
- 5. All projected intensities are based on data taken from available mapping, etc., and are preliminary in nature.



Exhibit 4

Project Name: Chapel Hill Property Evaluations

Project Number: 20008

Client: Town of Chapel Hill Date: April 1, 2013

Property Address: 828 Martin Luther King, Jr. Blvd.

Reported Area: 10.24 Acres

Current Zoning District: R-2

Land Use Plan Category: Parks / Open Space

Assumed Zoning District: MU-V ^{1,2}
Transitional Controls Apply? Yes

| Parameter | Value | Units | RCD - Stream Side ^{3,4} | RCD - Managed Use ^{3,4} | RCD - Upland ^{3,4} | Non-RCD | % of NLA |
|--|-------------------------------------|--------------------------------------|--|--|--------------------------------|-------------------|---------------|
| Net Land Area: Credited Street Area: Credited Open Space: | 446,158 44,616 0 | Sq. ft. Sq. ft. Sq. ft. | 82,500 | 30,000 | 38,500 | 295,158 44,616 | 10.0% 0.0% |
| Gross Land Area: | 490,774 | Sq. ft. | 82,500 | 30,000 | 38,500 | 339,774 | 110.0% |
| Max. Floor Area Ratio: Max. Base Floor Area: Existing Floor Area: Allowable New Floor Area: | 455,324 22,000 433,324 | Sq. ft. Sq. ft. Sq. ft. | 0.010 (Floor area v | 0.019 value provide | 1.200 d by owner) | 1.200 | |
| Max. Imperv. Surface Ratio: Max. Imperv. Surface Area: Existing Imperv. Surf. Area: Allowable New ISA: | 259,792 83,000 176,792 | Sq. ft. Sq. ft. Sq. ft. | 0.100 0.200 0.200 0.700 (Based on High-Density Option with 70% Imperv. Surface) ⁶ (Approximation only; taken from review of GIS mapping) (Exceeds estimated buildable area) | | | | |

Footnotes:

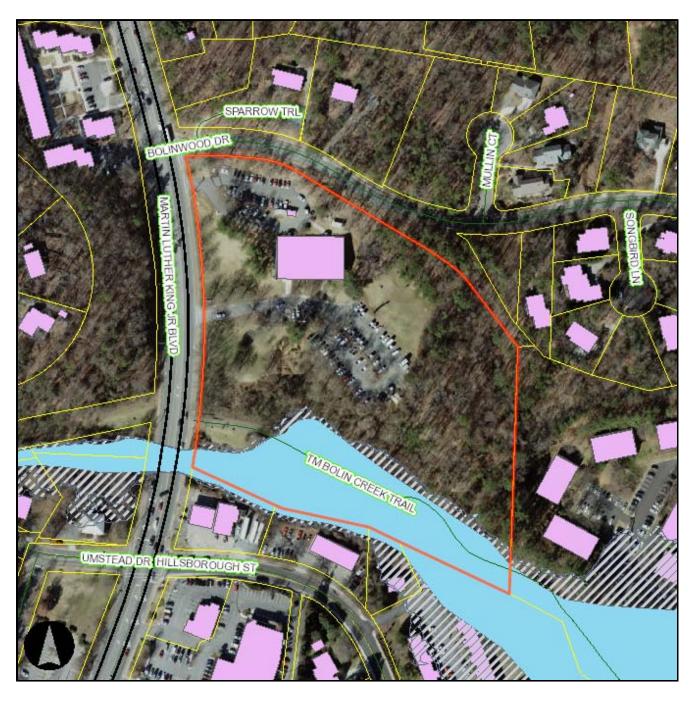
- 1. This analysis assumes that the property is re-zoned to MU-V (arterial).
- 2. This analysis does not consider any residential floor area bonus associated with residential use of the property.
- 3. This analysis assumes that the stream along the eastern property edge is classified as "Intermittent" for RCD purposes. If "Perennial", Max. Floor Area and Max. Impervious Surface limits will be smaller than shown.
- 4. This analysis assumes no RCD along the MLK, Jr. Blvd. roadway frontage, associated with a drainage feature parallel to the street right-of-way, as shown on SCS Soil Survey mapping. If RCD is present, Max.Floor Area and Max. Impervious Surface limits will be smaller than shown.
- 5. All projected intensities are based on data taken from available mapping, etc., and are preliminary in nature.
- 6. The calculated Maximum Impervious Surface area exceeds the estimated buildable area for the site.

828 MLK - Aerial 1 Page 1 of 1



Orange County, NC GIS

828 MLK - Aerial 1



1 inch = 200 feet Created on 3/28/2013. Orange County, North Carolina.

Map Page 1 of 3

Map

