

**ORANGE COUNTY BOARD OF COMMISSIONERS
CARRBORO BOARD OF ALDERMEN**

JOINT MEETING AGENDA ITEM ABSTRACT

Meeting Date: October 17, 2013

Action Agenda

Item No. 3

SUBJECT: Southern Branch Library Siting Criteria, Process Update

DEPARTMENT: Library, Asset Management
Services (AMS), Planning

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

- A. 9/12/13 Site Selection Criteria Update and Accompanying Attachments
- B. 10/1/13 Letter to Town Manager David Andrews - Request for Additional Information

INFORMATION CONTACT:

Lucinda Munger, (919) 245-2528
Jeff Thompson, (919) 245-2625
Michael Harvey, (919) 245-2597

PURPOSE: To receive an update on the Southern Library analysis process and provide feedback to the Town Manager and Interim County Manager on potential next steps.

BACKGROUND: On September 18, 2012 the Orange County Board of Commissioners (BOCC), in conjunction with the Carrboro Board of Aldermen, approved a set of guiding principles and a comprehensive site selection criterion for locating the new Southern Branch of the Orange County Library (hereafter "the Branch"). Over the past year the Town has recommended a number of possibilities for a future Branch site for BOCC review.

At the September 18, 2013 BOCC work session (agenda materials provided at Attachment A), staff was authorized to commence with the second level of Phase 1 for review on the following 3 sites:

1. 1128 Hillsborough Road, commonly referred to as the Shetley property,
2. 401 Fidelity Street, commonly referred to as the Town of Carrboro cemetery property, and
3. 120 Brewer Lane, commonly referred to as the Butler Farm property.

These sites, part of a comprehensive list of seven (7) total sites provided by the Town of Carrboro for evaluation, are all located within the Town's planning jurisdiction and subject to applicable local land use regulations and permitting.

At the request of the BOCC for additional information on the three (3) above noted sites, Interim County Manager Michael Talbert sent a letter to Town Manager David Andrews (Attachment B) requesting the specific information from the Town in order for County staff to begin the required due diligence. If possible, County staff has requested a response by October 21st in order to present to the BOCC for its review and comment.

On October 10, 2013 the Town Manager and the Interim County Manager and staff met to discuss next steps regarding this process. Details from the meeting will be shared with the Boards as part of the staff presentation.

FINANCIAL IMPACT: There is no financial impact associated with the discussion of the library siting efforts. There are sufficient funds available for the in-depth study of for the original two properties recommended (401 Fidelity Street and 1128 Hillsborough Street) as well as for the 120 Brewer Lane property. Each in-depth study is estimated to cost \$10,000 to \$15,000.

RECOMMENDATION(S): The Interim County Manager recommends that the Boards receive the update on the Southern Library site analysis, discuss as necessary, and provide any feedback on the next steps.

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**ORANGE COUNTY
BOARD OF COMMISSIONERS**

ACTION AGENDA ITEM ABSTRACT

Meeting Date: **September 12, 2013**

Action Agenda
Item No. 2

SUBJECT: Southern Branch Library Siting Criteria, Process Update

DEPARTMENT: Library, Asset Management
Services (AMS), Planning

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

- A. September 18, 2012 Site Selection Criteria Abstract
- B. May 10, 2013 Carrboro Additional Sites Letter
- C. Southern Library Site Locator
- D. Additional Site Partial Phase 1 Analysis
- E. Sample Lease Cost Illustration

INFORMATION CONTACT:

Lucinda Munger, (919) 245-2528
 Jeff Thompson, (919) 245-2625
 Michael Harvey, (919) 245-2597

PURPOSE: To receive an update on additional Southern Branch Library site analysis and provide feedback to the Manager on potential next steps.

BACKGROUND:

Purpose and Overview of the Site Selection Process

On September 18, 2012, the BOCC approved a set of guiding principles and a comprehensive site selection criteria for locating the Southern Branch library, contemplated for operation during fiscal year 2016-17 within the Capital Investment Plan (note Attachment A, "September 18, 2012 Site Selection Criteria Abstract"). The criteria and its related processes is a guide for staff examination, evaluation and recommendations to the BOCC for final site selection. The criteria and process was crafted over several months with public input as well as that of the Carrboro Board of Aldermen.

The criteria focus on a process providing two tiers of analysis. The first level ("Phase 1") focuses on technical considerations for the site, including location, broad geographic attributes, jurisdiction land use requirements, site constraints, access, and general cost considerations. Preliminary staff evaluation of selected sites would lead to recommendation to the BOCC for more in-depth technical study of a given parcel(s) requiring the engagement of third party professional services firms in the areas of soils, topography, environmental, and cultural characteristics, utility capacity, access, transportation, and title issues. These in-depth studies for would require an estimated \$10,000 to \$15,000 investment for each selected site to determine the full viability and support of a Southern Branch library.

Upon the receipt of these results, staff may recommend a site (or sites) to the Board that would matriculate to the second phase of analysis involving the receipt of public comment of the sites.

At the conclusion of this process, the Manager may recommend a final site for the BOCC's approval for the complete development, construction, and operation of the Southern Branch library.

Original sites nominated for examination by the Carrboro Board of Aldermen

The BOCC approved site selection criteria in September of 2012 and authorized staff to send a letter to the Town of Carrboro soliciting sites for evaluation using said criteria. The Town of Carrboro offered three sites in a letter submitted in December, 2012. These sites include: 1) 301 West Main Street—Carrboro Town Hall; 2) 1128 Hillsborough Street, Carrboro; and 3) 401 Fidelity Street, Carrboro. The County Manager directed staff to evaluate these three sites in accordance with the site selection criteria.

On March 19, 2013, staff presented to the BOCC its partial Phase 1 analysis of these three sites. Staff recommended the elimination 301 West Main Street site (i.e. the Town Hall) from consideration due to significant constraints, most notably the condition of the building, limitation on usable space for the library, limitations on future expansion, and potential parking conflicts. Staff recommended 1128 Hillsborough and 401 Fidelity Street as candidates for further Phase 1 "in-depth" analysis; the summary is as follows:

1128 Hillsborough Road	401 Fidelity Street
1. VISUAL APPEAL: Existing power lines to the west running through an existing easement and a community garden. Property has vegetation scattered throughout and is surrounded by single-family residential developments and a property slated for development as a park.	1. VISUAL APPEAL: Property is partially developed as a cemetery with significant trees on the western portion of the property. Property is surrounded by non-residential and multi-family developments.
2. REVIEW/APPROVAL PROCESS: Project would require a heightened permit review process (i.e. Conditional Use Rezoning, text amendment, etc.)	2. REVIEW/APPROVAL PROCESS: Project would require a heightened permit review process (i.e. Conditional Use Rezoning, text amendment, etc.)
3. ALIGNMENT WITH PLANNING TOOLS: Property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint. There are enhanced opportunities for synergy between a park and a library.	3. ALIGNMENT WITH PLANNING TOOLS: There is no clear synergy between uses (i.e. cemetery and library) allowing them to be developed together in accordance with local land use policies and regulations.
4. SERVICE TO EXISTING/FUTURE POPULATION: Property can serve existing and anticipated future populations in the region.	4. SERVICE TO EXISTING/FUTURE POPULATION: Property lends itself to serving existing, local, population.
5. DEFEATS OBSOLESCENCE: Sufficient space exists for development of a library facility that can morph over time to accommodate the needs of southern Orange County residents.	5. DEFEATS OBSOLESCENCE: There is a limited development window on this property with limited opportunities for expansion.
6. SITE CONDITIONS, ALLOWANCES, AND CONSTRAINTS: The site has a significant utility easement that will need to be negotiated. The parcel also lacks significant road frontage. An existing NCDOT drainage easement could complicate access.	6. SITE CONDITIONS, ALLOWANCES, AND CONSTRAINTS: The site has significant visible rock outcroppings as well as wet areas and tree cover, all of which will need to be confirmed with further analysis. The proximity of the cemetery poses unique challenges to the development of the property.

The BOCC received staff analysis and directed the Manager to defer any additional Phase 1 in-depth analysis on any of the three sites. The BOCC supported 1) analysis of additional sites should they be presented to the Manager; 2) continuing honoring the Carrboro partnership; 3) consideration of multiple use facilities; 4) consideration of sites within proximity to lower/middle income neighborhoods; 5) emphasis on sites with adequate parking; and 5) better understanding and projected uses of rural and urban populations. The BOCC also supported topical analysis of in context of the library strategic plan involving long term vision, and the relationship with the Chapel Hill library.

Additional sites nominated for examination by the Carrboro Board of Aldermen

On May 10, 2013, the Town of Carrboro offered four additional sites in a letter submitted to the County Manager. These sites include: 1) 120 Brewer Lane, Carrboro (Butler Property); 2) 300 East Main Street, Carrboro; 3) 203 S. Greensboro Street, Carrboro (Town owned property); and 4) 201 N. Greensboro Street (CVS Property). The County Manager directed staff to evaluate these additional sites in accordance with the site selection criteria.

This letter is represented in Attachment B, entitled "May 10, 2013 Carrboro Additional Sites Letter". A site locator is represented by Attachment C, entitled "Southern Library Site Locator", which illustrates the original three sites proposed in addition to the four presented for evaluation within the May 7, 2013 letter.

Staff has completed a partial Phase 1 analysis of these three sites; the full analysis is Attachment D, entitled "Additional Site Partial Phase 1 Analysis".

Staff recommends that 203 S. Greensboro Street be eliminated due to the extremely small site and severely limited parking availability should any structure be built on the site. Staff also recommends that 300 E. Main be eliminated due to its probable cost prohibitive base lease rate in excess of \$25 per square foot (note Attachment E, Sample Lease Cost Illustration). Staff recommends that 201 North Greensboro Street be eliminated due to site constraints, the probable high acquisition cost of the property, and the probable requirement to acquire more property adjacent to the site.

The summary site analysis is as follows:

120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
1. Visual Appeal: Building to house proposed library is located within a mixed use development comprised of residential and non-residential land uses as well as a parking deck. Rear of the property looks over wooded area. An existing, unused, building is to be demolished.	1. Visual Appeal: Property has direct frontage along Main Street with a view of surrounding non-residential land uses.	1. Visual Appeal: Property has direct frontage along S. Greensboro Street, Roberson Street, E. Carr Street, and Maple Avenue with a view of surrounding residential and non-residential land uses.	1. Visual Appeal: Property has direct frontage along N. Greensboro Street and W. Weaver Street with a view of surrounding non-residential land uses. There is existing landscaping on adjoining lots.
2. REVIEW/APPROVAL PROCESS: Project would require a heightened permit review process and amending a previously approved 'master plan' by	2. REVIEW/APPROVAL PROCESS: Project would require a heightened permit review process and amending a previously approved 'master plan' by the Town of Carrboro.	2. REVIEW/APPROVAL PROCESS: Project would require a heightened permit review process (i.e. Conditional Use Rezoning, text amendment, etc.)	2. REVIEW/APPROVAL PROCESS: Project would require a heightened permit review process (i.e. Conditional Use Rezoning, text amendment, etc.)

the Town of Carrboro.			
3. ALIGNMENT WITH PLANNING TOOLS: This property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint.	3. ALIGNMENT WITH PLANNING TOOLS: This property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint.	3. ALIGNMENT WITH PLANNING TOOLS: This property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint.	3. ALIGNMENT WITH PLANNING TOOLS: This property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint..
4. SERVICE TO EXISTING/FUTURE POPULATION: Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.	4. SERVICE TO EXISTING/FUTURE POPULATION: Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.	4. SERVICE TO EXISTING/FUTURE POPULATION: Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.	4. SERVICE TO EXISTING/FUTURE POPULATION: Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.
5. DEFEATS OBSOLESCENCE: Unsure at this time as the overall size will depend on lease area. Expansion will be limited to available space to lease/purchase to expand into. Potentially assisting in building and space design is helpful in managing this criteria.	5. DEFEATS OBSOLESCENCE: Unsure at this time as the overall size will depend on lease area. Expansion will be limited to available space to lease/purchase to expand into. Potentially assisting in building and space design is helpful in managing this criteria.	5. DEFEATS OBSOLESCENCE: There is a limited development window for a library/parking on this property given its size and frontage on 4 streets. There will also be limited opportunities for expansion.	5. DEFEATS OBSOLESCENCE: There is a limited development window for a library/parking on this property given its size. There will also be limited opportunities for expansion.
6. SITE CONDITIONS, ALLOWANCES, AND CONSTRAINTS: As indicated herein this site offers more opportunities than constraints.	6. SITE CONDITIONS, ALLOWANCES, AND CONSTRAINTS: As indicated herein this site offers more opportunities than constraints. Lease market for frontage along E. Main probably cost prohibitive; highest and best use from a Landlord standpoint is probably not a non-retail use. The cost, however, will be 2 to 3 times more than 120 Brewer Lane (part of same development)	6. SITE CONDITIONS, ALLOWANCES, AND CONSTRAINTS: Development challenges due to size of property and frontage on 4 streets outweigh development potential of the site for a library.	6. SITE CONDITIONS, ALLOWANCES, AND CONSTRAINTS: Development challenges due to size of property outweigh development potential of the site for a library. Also purchase price of property is anticipated to be significant.

FINANCIAL IMPACT: There are sufficient funds available for the in-depth study for the original two properties recommended (401 Fidelity Street and 1128 Hillsborough Street) as well as for the 120 Brewer Lane property. Each in-depth study is estimated to cost \$10,000 to \$15,000.

RECOMMENDATION(S): The Manager recommends that the Board receive the update on additional Southern Branch Library site analysis and provide feedback to the Manager on next steps.

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**ORANGE COUNTY
BOARD OF COMMISSIONERS**

ACTION AGENDA ITEM ABSTRACT

Meeting Date: September 18, 2012

Action Agenda
Item No. 7-a

SUBJECT: Siting Criteria for Southern Branch Library – Final Recommendation

DEPARTMENT: Asset Management Services
(AMS), Library

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

Southern Branch Library Locational
Criteria
Map Denoting Southwestern Orange
County

INFORMATION CONTACT:

Lucinda Munger, (919) 245-2528
Michael Harvey, (919) 245-2597
Michael Talbert, (919) 245-2308

PURPOSE: To approve the siting and locational criteria governing the review and site selection process for the southern branch of the Orange County library.

BACKGROUND: At the June 14, 2012 BOCC work session, staff presented the DRAFT copy of the siting criteria for the southern branch library for review and discussion. During this meeting, the BOCC reviewed and discussed comments from the Carrboro Board of Aldermen and subsequent staff suggested modifications. The attached criteria incorporate(s) these revisions.

It should be noted that in a recent article printed within *The Chapel Hill News*, dated Sept 5, 2012, the Town of Carrboro has already begun an internal process of evaluating possible sites for the library based on compliance with local development regulations and processes.

Designation of library: In past memoranda, staff has consistently referred to this project as the 'southwestern branch of the Orange County library'. The term was coined in the 2004 Library Task Force Report where the Carrboro Library Workgroup recommended a '*southwest regional branch library*' be established by combining existing services and staff into a new library '*centered in the Town of Carrboro*'.

At the June 14, 2012 BOCC work session, staff was tasked with defining what 'southwest' Orange County referred to in the context of this project. In reviewing the matter, staff determined the 'southwest' quadrant of the County did not necessarily correspond to the highest concentration of population density in the area and did not properly identify all County residents intended to be served by the project.

Staff suggests it would be more appropriate to refer to this project, in current and future discussion and correspondence, as the 'southern branch of the Orange County library'. The

change in nomenclature is intended to properly identify the population base the project will serve and eliminate confusion over the anticipated location of the facility.

FINANCIAL IMPACT: There are no financial impacts associated with the adoption of the library siting criteria. The review of potential library locations, within Phase 1, would be conducted by County staff within adopted budgetary parameters.

Phase 2 of the process may require a financial investment to secure development rights for selected properties. Funds for the previously considered 210 Hillsborough Street properties in Carrboro were allocated from the \$215,000 set aside for future property acquisition. The County invested approximately \$60,000 for examination of the 210 Hillsborough Road site in Carrboro. This included \$25,000 in earnest money and \$10,000 for the 120 day extension (Note: The County received the \$25,000 in earnest money back). Any further 'investment' will vary depending on the individual property. The remaining balance of \$436,000 would be debt financed. There is funding totaling \$7,525,000 in the 2016-17 Capital Investment Plan (CIP) (page 21) for building construction and design services. This phase may also include the need for the County to incur 'initial due diligence' costs to ensure the viability of selected properties.

RECOMMENDATION(S): The Manager recommends that the Board:

1. Approve the attached Southern Branch Library Locational Criteria; and
2. Authorize the Chair to send a letter to the Town of Carrboro that:
 - a. Transmits the Board-approved locational and site selection criteria to the Town, and
 - b. Requests that the Town initiate public solicitation and review of properties for the southern branch of the Orange County library property based on the approved criteria.

ORANGE COUNTY SOUTHERN BRANCH LIBRARY LOCATIONAL CRITERIA

Guiding Principles

When selecting a site for a new or expanded library, the Library system takes into account three fundamental factors:

- The Library System recognizes that as a regional service provider, the location of libraries must provide for optimal service to the most number of residents within the entire System service area. This takes precedence over political boundaries or undeveloped neighborhoods.
- The Board is committed to providing an equitable level of service throughout the entire County.
- The placement of a library in a manner that maximizes its use will be more valuable over the long term than the original investment made in land or building. Typically, the original cost of a new building is exceeded in just three years by its cumulative operating costs.

*** As amended by the BOCC at its June 14, 2012 work session*

PRELIMINARY PHASE-TECHNICAL SITE REVIEW AND ASSESSMENT

Visibility:

- Visible from the street
- Classification of street where property will be accessed from (i.e. private, local, arterial, collector, major thoroughfare, etc.).
- Visual appeal

Site Capacity:

- Able to provide comprehensive library services to all the residents of southern Orange County.
- Meets minimum acreage (urban services vs. rural services)
- Space for building and on-site parking
- Adequate utilities and availability
- Space for future expansion (building to allow for additional library services, parking, etc.) to serve all the residents of southern Orange County.
- Space to accommodate the necessary setbacks, road expansions and other site amenities.

Access:

- Accessibility for pedestrians

<ul style="list-style-type: none"> • Accessibility for vehicles • Accessibility for public transportation • Design capacity and existing traffic load of roadway proposed to access site.
<p>Alignment with Planning Tools (Comprehensive Plan):</p> <p>Alignment with planning tools applicable for the subject property (County Comprehensive Plan, adopted Small Area Plans, Strategic Plans, etc.)</p>
<p>Lease versus Purchase:</p> <ul style="list-style-type: none"> • Analysis of the long term viability of the site • Availability of property for lease
<p>Centrality of Location:</p> <ul style="list-style-type: none"> • Existing and potential future population in a given area • Growth and development opportunities/constraints in a given area (i.e. what is future development, as embodied in applicable plans, going to look like and how will it impact the proposed library) • Proximity to schools • Proximity to retail • Proximity to other libraries
<p>Site Conditions, Allowances, and Constraints:</p> <ul style="list-style-type: none"> • The cost-benefit conclusions of physical, legal, and land-use allowances/constraints • Technical and environmental assessments (planning/zoning, jurisdictional processes, etc.) • Environmentally sustainable (C&A, storm water mgt, buffers, energy "net zero" capacity) • Operationally sustainable • Defeats obsolescence
<p>Cost and Availability:</p> <ul style="list-style-type: none"> • Cost for site acquisition • Availability of property for lease • Analysis of long term viability of site • Timeframe for development of the site • Terms for site control necessary for development process

ORANGE COUNTY SOUTHERN BRANCH LIBRARY LOCATIONAL CRITERIA:

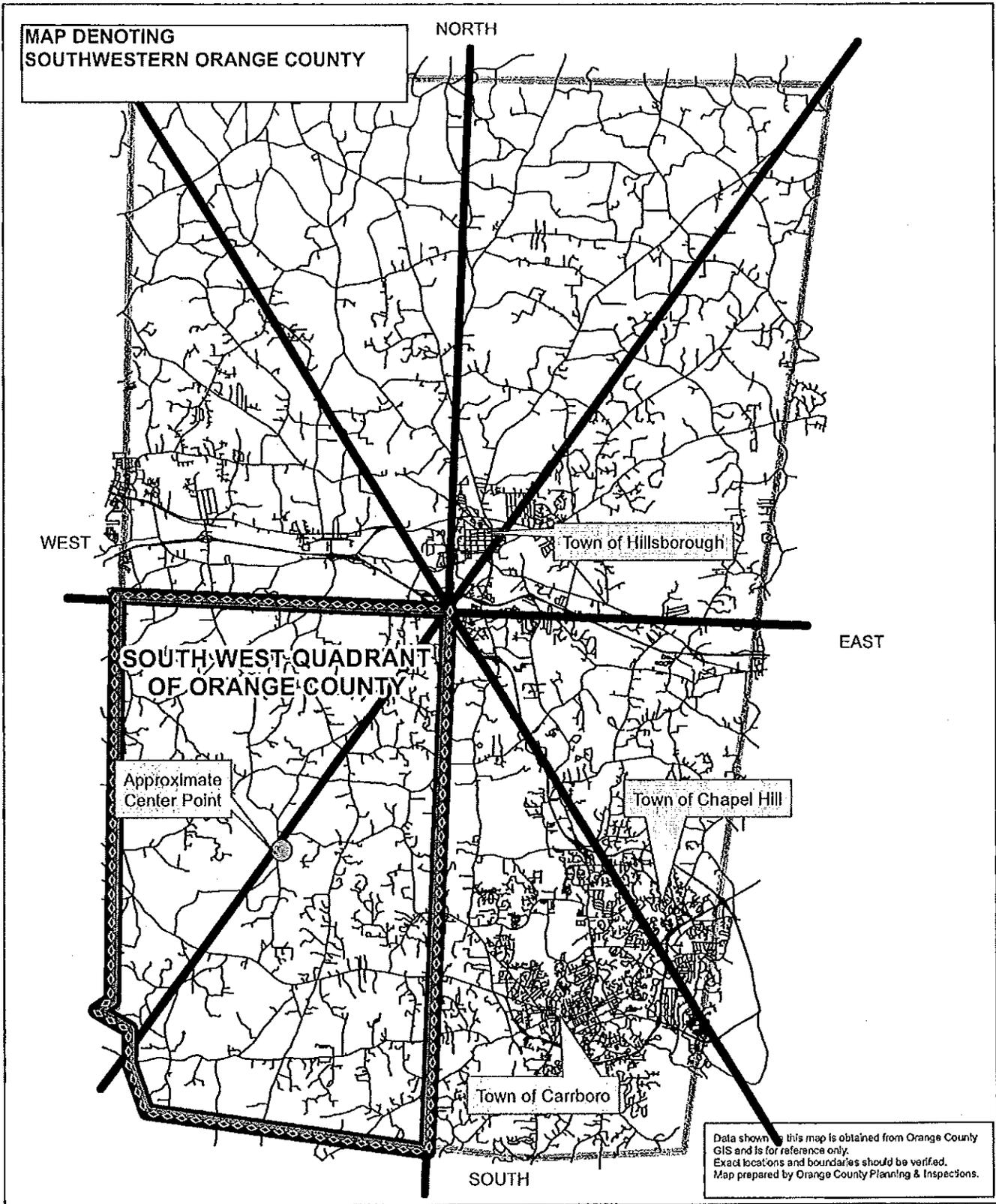
** As amended by the BOCC at its June 14, 2012 work session

PRIMARY PHASE –PUBLIC INPUT AND ASSESSMENT**Community Preference**

- Input from elected officials
- Input from a board cross-section of the area to be served
- Orange County & Carrboro Friends of the Library

Partnerships

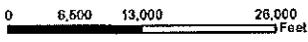
- Co-location with other private or public entity
- Mutually beneficial joint development
- Enhances service possibilities



- | | | | |
|----------------------------|------------------------|---------------------------------------|---------------------------------------|
| USGS Water Feature | Parcels | Zoning | 100 YR Floodpl'n (Effective 02/02/07) |
| Soils Survey Water Feature | Township | City Limits | Floodway (Effective 02/02/07) |
| OC Updated Water Feature | School System Boundary | ETJ | 500 YR Floodpl'n (Effective 02/02/07) |
| Water Body | Contours | Conservation Easements Held by Others | Buildings |
| River Basins | County Boundary | Orange County Conservation Easements | Water and Sewer Boundary |
| Watershed | Soils | | |




1 inch = 16,289.149 feet





TOWN OF CARRBORO
NORTH CAROLINA
WWW.TOWNOFCARRBORO.ORG

May 10, 2013

Mr. Frank Clifton, Manager
Orange County
Delivery via email: fclifton@orangecountync.gov

RE: Town of Carrboro Additional Sites for the Southern Branch of the Orange County Library

Dear Frank,

At their May 7, 2013 meeting, the Carrboro Board of Aldermen reviewed four additional optional sites for the Southern Branch of the Orange County Library. The Board has asked that Orange County consider these sites in addition to the three sites that were previously submitted. The Board is enthusiastic about the library's potential at the following additional sites:

- 120 Brewer Lane (Butler Property)
- 300 E. Main Street
- 203 S. Greensboro St. (Town-owned property)
- 201 N. Greensboro Street (CVS Property)

Out of these four properties, the Board of Aldermen expressed a preference for the 120 Brewer Lane property and discussed the positive economic development potential the site brings for both the town of Carrboro and Orange County. As we have discussed, the Board is still interested in the Hillsborough Road and Fidelity Street sites that were previously forwarded to your staff. I have also included materials that were presented to the Board on May 7 that I think will be very helpful to you and your staff for review of the sites.

I look forward to continuing this discussion and am available to answer any questions you or your staff may have regarding the sites.

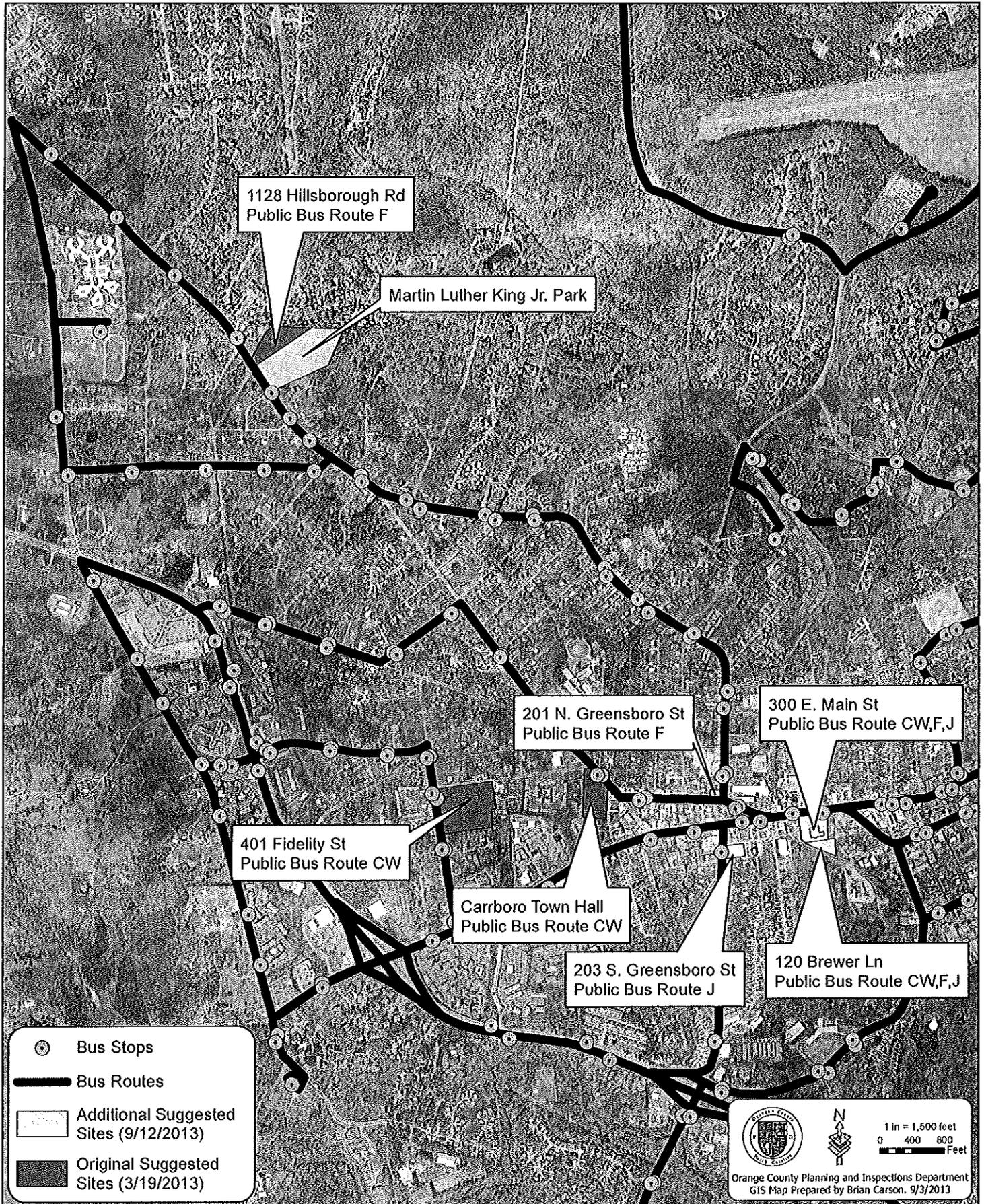
Sincerely,

David Andrews

CC: Mayor Chilton and Carrboro Board of Aldermen, via email
Matt Efird, Assistant to the Town Manager, via email
Trish McGuire, Planning Director, via email
Lucinda Munger, Orange County Library Director, via email
Michael Talbert, Assistant County Manager, via email

Enclosures

Southern Library Site Locator



SITE EVALUATION CRITERIA:

PHASE 1 - PRELIMINARY ASSESSMENT			
VISIBILITY			
<i>Italicized words denote Town of Carrboro Comments</i>	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street
Visible From Street	Based on current conceptual layout of building location, library would not be directly visible from Main Street or other major roadway. Significant off-site directional signage will be necessary directing motorists and pedestrians to the site.	Based on current conceptual layout of building location, property location/orientation would allow a library to be visible from identified arterial street.	This property is currently utilized as a Town of Carrboro parking lot. Property location/orientation would allow a library to be visible from identified arterial street.
Classification of Street where property will be access from	<i>TOC COMMENT: Arterial</i>	<i>TOC COMMENT: Arterial</i>	<i>TOC COMMENT: Arterial</i>
Visual Appeal	Building to house proposed library is located within a mixed residential and non-residential land uses as well as a parking deck. Rear of the property looks over wooded area. An existing, unused, building is to be demolished.	Property has direct frontage along Main Street with a view of surrounding non-residential land uses.	Property has direct frontage along S. Greensboro Street, Roberson Street, E. Carr Street, and Maple Avenue with a view of surrounding residential and non-residential land uses.
			Property has direct frontage along N. Greensboro Street and W. Weaver Street with a view of surrounding non-residential land uses. There is existing landscaping on adjoining lots.

SITE CAPACITY

	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
Able to provide comprehensive library services to all the residents of southern Orange County	Yes	Yes	Yes	Yes
Meets minimum acreage	Yes	Yes	Property is .89 acres in area. There may be difficulty in developing parking on the property without constructing a parking deck or multi-story building in combination with a deck.	Property is .32 acres in area. There may be difficulty in developing building and parking on the property without constructing a parking deck or multi-story building in combination with a deck.
Space for building and on-site parking	Yes	Yes	See above	See above
Adequate utilities and availability	TOC COMMENTS: Yes	TOC COMMENTS: Yes	TOC COMMENTS: Yes	TOC COMMENTS: Yes
Space for future expansion (building to allow for additional library services, parking, etc.) to serve the residents of southern Orange County.	Based on available information from developer there will be sufficient space.	Based on available information from developer there will be sufficient space.	See above regarding meeting minimum acreage	See above regarding meeting minimum acreage
Space to accommodate the necessary setbacks, road expansions, and other site amenities	Yes	Yes	In staff's opinion there will be challenges in designing this site given its size and frontage on 4 streets.	In staff's opinion there will be challenges in designing this site given its size.

ACCESS

	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
Accessibility for Pedestrians	Property is downtown and will be adjacent to a proposed parking deck as well as an existing sidewalk system affording pedestrian access off of Main Street. The property is part of a master planned development with internal access points for various and diverse residential/non-residential uses located on-site.	Property is downtown and will be adjacent to a proposed parking deck as well as an existing sidewalk system affording pedestrian access off of Main Street. The property is part of a master planned development with internal access points for various residential/non-residential uses located on-site.	Property is downtown and is adjacent to existing sidewalk systems affording pedestrian access directly from S. Greensboro Street.	Property is downtown and is adjacent to existing sidewalk systems affording pedestrian access from both N. Greensboro Street and W. Weaver Street.
Accessibility for Vehicles	Access would be off of Main Street and Brewer Lane.	Access would be off of Main Street and Boyd Street	Access would more than likely be off of a side street rather than a new driveway onto S. Greensboro Street.	Access would more than likely be off of W. Weaver Street in order to avoid access issues off of N. Greensboro Street.
Accessibility for public transportation	Public transportation access will be possible	Public transportation access will be possible	Public transportation access will be possible	Public transportation access will be possible
Design capacity and existing traffic load of roadway proposed to access site	TOC COMMENT: 3000 (est cap)/ 2000 (est voi) COUNTY STAFF IS STILL TRYING TO VERIFY	TOC COMMENT: 27400 (cap) / 17000 (vol) COUNTY STAFF IS STILL TRYING TO VERIFY	TOC COMMENT: 13700 (cap) / 12000 (vol) COUNTY STAFF IS STILL TRYING TO VERIFY	TOC COMMENT: 13700 (cap) / 11000 (vol) COUNTY STAFF IS STILL TRYING TO VERIFY

ALIGNMENT WITH PLANNING TOOLS (COMPREHENSIVE PLAN)			
	120 Brewer Lane	300 East Main Street	201 N. Greensboro Street
Alignment with planning tools applicable for the subject property (County Comprehensive Plan, adopted Small Area Plans, Strategic Plans, etc.)	This property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint.	This property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint.	This property appears to satisfy various 'goals' with respect to the location of a library from both the County and Carrboro's standpoint.

LEASE VERSUS PURCHASE			
	120 Brewer Lane	300 East Main Street	201 N. Greensboro Street
Analysis of long-term viability of site	No apparent environmental or physical impediments to development identified.	No apparent environmental or physical impediments to development identified.	No apparent environmental impediments to development identified. The property size, however, will create challenges to developing a library and supporting infrastructure on the property.
Availability of property for lease	This will be a lease/purchase situation for the County as part of an agreement with the developer	This will be a lease/purchase situation for the County as part of an agreement with the developer	Property is owned by the Town of Carrboro where a lease/purchase agreement would have to be discussed. There is no information indicating the property is for sale.

CENTRALITY OF SITE

	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
Existing and potential future population in given area	Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.	Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.	Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.	Site would provide access to existing and future, local, population. County residents will have parking available to make use of the facility.
Growth and development opportunities/constraints in a given area	The size of the 'space' for the library will be limited to a lease/purchase agreement with the developer. Expansion will be viable only if there are vacancies in other proposed 'store fronts' allowing the County to lease/purchase for expansion. Building isn't built yet, so there are advantages in structure of lease agreement and space utilization.	The size of the 'space' for the library will be limited to a lease/purchase agreement with the developer. Expansion will be viable only if there are vacancies in other proposed 'store fronts' allowing the County to lease/purchase for expansion. Building isn't built yet, so there are advantages in structure of lease agreement and space utilization.	Development and expansion will be limited due to the overall size of the property (i.e. .32 acres). Expansion/development will require purchase of additional, adjacent, property.	Development and expansion will be limited due to the overall size of the property (i.e. .32 acres). Expansion/development will require purchase of additional, adjacent, property.
Proximity to schools	TOC COMMENT: 0.2 miles from Community Schools for People under Six, 1.2 miles from Northside Elementary	TOC COMMENT: 1.0 miles from Northside Elementary	TOC COMMENT: 0.6 miles from Carrboro Elementary, 0.7 miles from Frank Porter Graham Elementary	TOC COMMENT: 0.5 miles from Carrboro Elementary
Proximity to retail	Will be in the heart of a retail/residential mixed use development.	Will be in the heart of a retail/residential mixed use development.	Property is surrounded by existing retail and residential land uses.	Property is surrounded by retail and professional (i.e. office) land uses
Proximity to other libraries	TOC COMMENT: Existing branch library at Carrboro Cybrary (0.5 miles) County Staff Comment - Approximately 3.2 miles from Town of Chapel Hill library	TOC COMMENT: Existing branch library at Carrboro Cybrary (0.3 miles) County Staff Comment - Approximately 3.2 miles from Town of Chapel Hill library	TOC COMMENT: Existing Branch Library at Carrboro Cybrary (< 0.1 miles) County Staff Comment - Approximately 3.7 miles from Town of Chapel Hill library	TOC COMMENT: Existing branch library at Carrboro Cybrary (< 0.1 miles) County Staff Comment - Approximately 3.6 miles from Town of Chapel Hill library

SITE CONDITIONS, ALLOWANCES, AND CONSTRAINTS

	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
The cost-benefit conclusions of physical, legal, and land use allowances/constraints	As indicated herein this site offers more opportunities than constraints.	As indicated herein this site offers more opportunities than constraints. (lease? Price?) Lease market for frontage along E. Main probably cost prohibitive; highest and best use from a Landlord standpoint is probably not a non-retail use. The cost, however, will be 2 to 3 times more than 120 Brewer Lane (part of same development)	Development challenges due to size of property and frontage on 4 streets outway development potential of the site for a library.	Development challenges due to size of property outway development potential of the site for a library. Also purchase price of property is anticipated to be significant.
Technical and environmental assessments (Planning/Zoning, jurisdictional process, etc.)	Library would require a heightened permit process (i.e. Conditional Use Rezoning, text amendment, etc.). Existing permit for project would have to be amended to allow for library	Library would require a heightened permit process (i.e. Conditional Use Rezoning, text amendment, etc.). Existing permit for project would have to be amended to allow for library	Library would require a heightened permit process (i.e. Conditional Use Rezoning, text amendment, etc.). Existing permit for project would have to be amended to allow for library	Library would require a heightened permit process (i.e. Conditional Use Rezoning, text amendment, etc.). Existing permit for project would have to be amended to allow for library
Environmentally Sustainable (C and A, stormwater management, buffers, energy, 'net zero capacity')	Yes.	Yes.	Probably not, given size of property.	Probably not, given size of property.
Operationally Sustainable	Yes.	Yes.	Probably not, given size of property.	Probably not, given size of property.
Defeats obsolescence	Unsure at this time as the overall size will depend on lease area. Expansion will be limited to available space to lease/purchase to expand into. Potentially assisting in building and space design is helpful in managing this criteria.	Unsure at this time as the overall size will depend on lease area. Expansion will be limited to available space to lease/purchase to expand into. Potentially assisting in building and space design is helpful in managing this criteria.	There is a limited development window for a library/parking on this property given its size and frontage on 4 streets. There will also be limited opportunities for expansion.	There is a limited development window for a library/parking on this property given its size. There will also be limited opportunities for expansion.

COST AND AVAILABILITY

	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
Cost for site acquisition	Developer has indicated a strong desire to discuss lease/purchase options for a space to house the library.	Developer has indicated a preference for the County to use 120 Brewer Lane for a library project. Developer states that 300 Main is not optimal for non-retail uses.	Owned by Town of Carboro	Information available to staff at this time indicates the property is not for sale.
Availability of property for lease	Developer has indicated a strong desire to discuss lease/purchase options for a space to house the library.	Developer has indicated a preference for the County to use 120 Brewer Lane for a library project. Developer states that 300 Main is not optimal for non-retail uses.	Yes	Unknown but assumed no.
Analysis of long-term viability of the site	Property offers potential for reasonable expansion, assuming willingness of developer and vacancies, and partnership opportunities to support long-term provision of library services.	Property offers potential for reasonable expansion, assuming willingness of developer and vacancies, and partnership opportunities to support long-term provision of library services.	Existing development surrounding property (i.e. 4 streets) limits opportunities for expansion. Development of diverse partnerships to promote use/development of the property may still be achievable.	Existing size of parcel limits opportunities for expansion or the development of diverse partnerships to promote use/development of the property to meet the needs of southern Orange County.
Timeframe for development of site				
Terms of site control necessary for the development of the site				

**PHASE 2 - PUBLIC INPUT AND ASSESSMENT
COMMUNITY PREFERENCE**

	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
Input from Elected officials	Pending	Pending	Pending	Pending
Input from a broad cross-section of the area to be served	Pending	Pending	Pending	Pending
Orange County and Carboro Friends of the Library	Pending	Pending	Pending	Pending

PARTNERSHIPS

Co-location with other private or public entity	120 Brewer Lane	300 East Main Street	203 S. Greensboro Street	201 N. Greensboro Street
Mutual beneficial joint development				
Enhances service possibilities				

Attachment E

Sample Lease Cost Illustration, 10,000 Square Foot Library Facility, 5 year term

Assumptions:

Rentable Square Footage:	10,000	square feet	Base 5 Year Lease Cost:	\$1,250,000
Base Annual Lease Rate:	\$25	per square foot		
Term:	5	years		
Escalator:	none			
Real Estate Taxes:	\$2	per square foot	Real Estate Taxes Paid:	\$100,000
Insurance:	\$0.50	"	Insurance Paid:	\$25,000
Common Area Maintenance ("CAM"):	\$6	"	CAM Paid:	\$300,000
Utilities:	\$1	"	Utility Costs:	\$50,000
Solid Waste Removal:	\$0.05	"	Solid Waste Removal:	\$2,500

Lease Total: \$34.55 per square foot **\$1,727,500**

annualized cost: **\$345,500**

One Time Costs:

Interior Upfit	\$45	per square foot	\$450,000
Furniture, Fixtures, and Equipment	\$45	"	\$450,000
One Time Cost Total:	\$90		\$900,000

Notes:

1. Assumptions reflect reasonable market rates for cost categories.
2. Personnel costs and library book inventory not included in illustration.
3. Real estate taxes are paid to Orange County.
4. Potential purchase option structure for leased space not illustrated

ORANGE COUNTY
NORTH CAROLINA
COUNTY MANAGER'S OFFICE

200 South Cameron Street
Post Office Box 8181
Hillsborough, North Carolina 27278

Michael S. Talbert, Interim County Manager

Phone (919) 245-2300
Fax (919) 644-3004

October 1, 2013

Mr. David Andrews, Manager
Town of Carrboro
301 W Main Street
Carrboro, NC 27510

RE: Sites for Southern Branch of the Orange County Library

Dear David,

On September 18, 2012 the Orange County Board of Commissioners (BOCC), with assistance and approval from the Carrboro Board of Alderman, approved a set of guiding principles and a comprehensive site selection criterion for locating the new Southern Branch of the Orange County Library (hereafter "the Branch"). Over the past year the Town has recommended a number of possibilities for a future Branch site for BOCC review. We are now pleased to inform the Town that on September 12, 2013 the BOCC selected 3 sites for continued processing and review as part of the site location project.

The criteria focus on a process providing two tiers of analysis. The first level ("Phase 1") focuses on technical considerations for the site, including location, broad geographic attributes, jurisdiction land use requirements, site constraints, access, and general cost considerations. Preliminary staff evaluation of selected sites would lead to recommendation to the BOCC for more in-depth technical study of a given parcel(s) requiring the engagement of third party professional services firms in the areas of soils, topography, environmental, and cultural characteristics, utility capacity, access, transportation, and title issues. These in-depth studies would require an estimated \$10,000 to \$15,000 investment for each selected site to determine the full viability and support of a Southern Branch library.

At the September BOCC work session, staff was authorized to commence with the second level of Phase 1 for review on the following 3 sites:

1. 1128 Hillsborough Road, commonly referred to as the Shetley property,

2. 401 Fidelity Street, commonly referred to as the Town of Carrboro cemetery property, and
3. 120 Brewer Lane, commonly referred to as the Butler Farm property.

These sites, part of a comprehensive list of 7 total sites provided by the Town of Carrboro for evaluation, are all located within the Town's planning jurisdiction and subject to applicable local land use regulations and permitting.

Before staff can begin the initiation of the next phase of review, and the required due diligence, there are questions we need the Town to respond to, specifically:

- A. Shetley property: County staff has indicated since the start of this process that the only viable manner, in our opinion, the Shetley property could be developed as a library is through a cooperative agreement with the Town of Carrboro. Specifically we recommended initiating a 'trade' of property, with the County purchasing the Shetley property and allowing for the development of a library on an adjacent parcel, owned by the Town, designated for development as a park.

As part of our initial due diligence on this site, the County needs a formal response to the following:

- i. Is the Town willing to 'swap' property in a manner suggested by staff thereby allowing for the development of the library on Town property.
- ii. Can you provide all environmental studies/determinations on the Town park property for evaluation as part of the library siting process in the event you are amenable to the swap,
- iii. Information related to the presence of streams, water bodies, and other environmentally sensitive areas on the park property with a breakdown of local regulations governing their protection (i.e. stream buffers, setback requirements, disturbance limits in/around environmentally sensitive areas, etc.)

- B. Town of Carrboro Cemetery: With respect to this property the County would erect a library on an approximately 2 acre portion of property adjacent to the cemetery. Access would be through an existing drive off of Fidelity Street.

As part of our initial due diligence on this site, the County needs a formal response to the following:

- i. Can the Town provide traffic data on the use of local streets, specifically Fidelity and Davie Street, including:
 1. Peak flow time traffic counts for both streets
 2. Breakdown of parking issues/concerns identified by the Town in the area which could impact the development of the library.
 3. Analysis on the availability of on-street parking

- ii. All available studies (i.e. environmental studies/determinations, soils analysis, studies on existing rock formations, etc.) on the property for evaluation as part of the library siting process,
 - iii. A response from your legal department addressing potential liability issues associated with a County concern over potential impacts on interment (SP) as the result of excavating/blasting activity on the property.
- C. Brewer property: As County staff understands the situation the property is encumbered under a Conditional Use site plan/permit approval allowing for the development of the site.

As part of our initial due diligence on this site, the County needs a formal response to the following:

- i. A copy of the approved site plan and permit for our review,
- ii. An explanation on the process necessary to modify the permit to allow for governmental uses (i.e. library, offices, meeting spaces, etc.) on the property including a timeline and cost breakdown of the process.

In the interim County staff will begin the process of identifying firms who can assist with the completion of our next, technical, phase of property review. We will, however, await your response to ensure we have a full understanding of the Town's position on several issues, as well as, the availability of necessary data, in an effort to avoid unnecessary allocation of resources.

If possible, the staff would like to have a response by October 21st in order to present the BOCC at their November 5 meeting for their review and comment. As always, we look forward to moving forward in the collaborative process and we are available to answer any questions you or your staff may have regarding these next steps.

Regards,



Michael S. Talbert
Interim County Manager

Cc: Chair Barry Jacobs and Board of Orange County Commissioners
John L. Roberts, Orange County Attorney
Lucinda M. Munger, Library Director
Jeff Thompson, Asset Management Services Director
Michael D. Harvey, Current Planning Supervisor- Planner III,
Orange County Planning Department