

**ORANGE COUNTY
BOARD OF COMMISSIONERS**

ACTION AGENDA ITEM ABSTRACT

Meeting Date: June 2, 2015

**Action Agenda
Item No.** 8-a

SUBJECT: Final Consultant Report Regarding Future Development of Southern Orange County Government Services Campus

DEPARTMENT: Asset Management Services

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):
(UNDER SEPARATE COVER)
Report from Clarion Associates

INFORMATION CONTACT:
Jeff Thompson, 919-245-2658

PURPOSE: To receive and discuss a report recommending development concepts and phasing for future potential facilities on the County's Southern Government Services Campus on Homestead Road in Chapel Hill, pursuant to its governing Special Use Permit that has been approved by the Town of Chapel.

BACKGROUND: On June 23, 2014 the Town of Chapel Hill approved the Special Use Permit ("SUP") governing the Board-approved master plan for the Southern Orange County Government Services Campus. This SUP provides a 25 year vested development right for the property.

Orange County has contracted with Clarion Associates to begin work on the implementation of the Master Plan. Components of the first phase of implementation included review and compilation of information, discussions with County staff, preparation of preliminary infrastructure plans and building concepts, subdivision of the site into development parcels, and preparation of an Implementation Plan for moving forward. The attached report presents this information.

Work has been coordinated with other ongoing Orange County efforts, including the Space Study Work Group. Conceptual building plans have been prepared, along with a framework for providing/expanding/adjusting infrastructure on the site. The attached report suggests an initial phase of work on the site focusing on the area around the Southern Human Services building, along with internal street adjustments and proposals for expanding the existing building. The site of the proposed Veterans Memorial is in this first phase.

A second phase of work would focus on the area around the Seymour Center (and proposals for expansion of that building), along with reconstructing the entrance to the site, reconstructing the stormwater management ponds on the site, and constructing a new, second entrance to the site. Following this proposed implementation plan and phasing, a subdivision of the site into three parcels is also underway, reflecting the approach and framework described in this report.

FINANCIAL IMPACT: None at this time.

RECOMMENDATION(S): The Manager recommends that the Board receive and discuss this report, recognizing that the Manager and staff plan to use these recommendations in future Capital Investment Plan development.



SOUTHERN ORANGE COUNTY GOVERNMENT SERVICES CAMPUS

Implementation Report

June 2, 2015

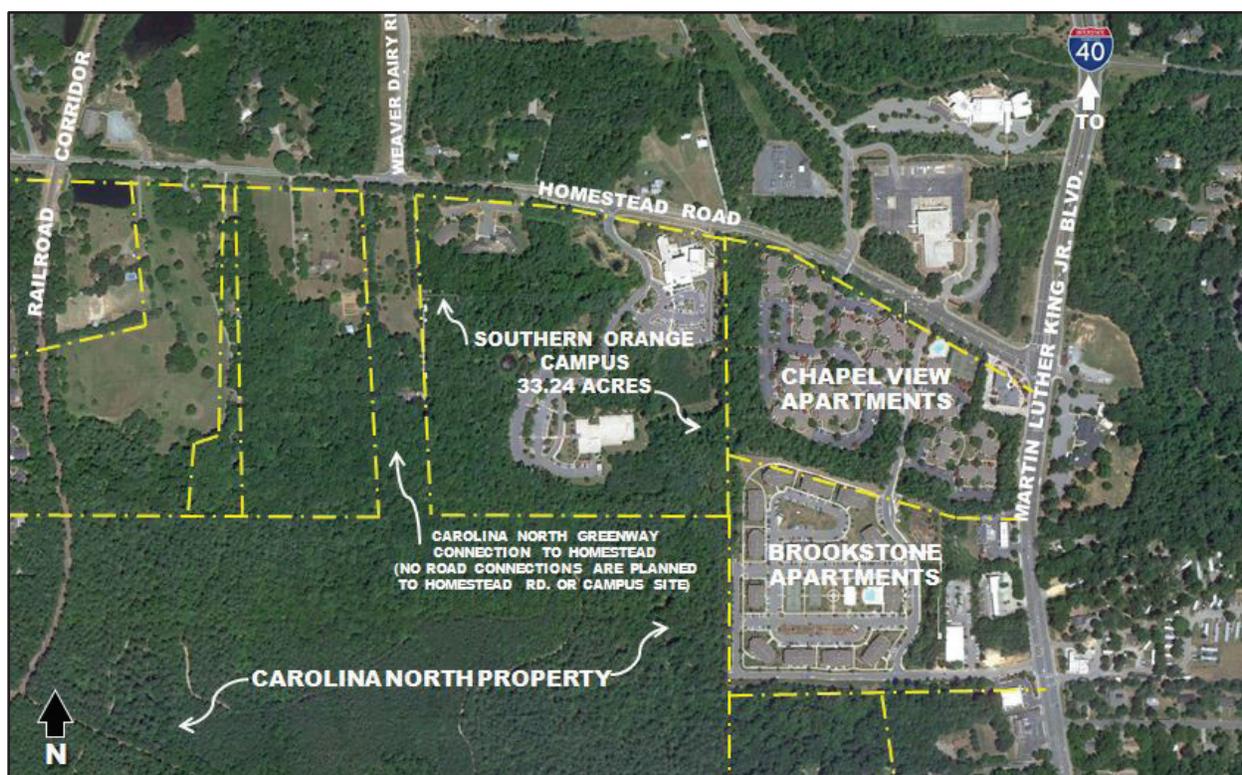
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1. OVERVIEW

This report focuses on a 34-acre tract of land owned by Orange County, and represents a bridge between planning and implementation regarding construction of needed government facilities.

Orange County has a rich history and a strong track record of effective and efficient governance. One of the reasons that the County has been successful in providing the services and facilities needed by residents is a strong emphasis on planning ahead - - monitoring trends, preparing projections of population and demand for services, and purposeful planning for facilities that will be needed in the future. In keeping with that tradition, Orange County purchased this 34-acre tract in Chapel Hill in 1992, anticipating the growth that would be occurring in southern parts of the County, and anticipating the need to be building government facilities to provide services in this growing area, rather than requiring that all residents needing to access county services would need to travel to the County Seat in Hillsborough. An aerial view of this property and its surroundings appears below. The 33.24 acre Southern Orange Campus lies on the south side of Homestead Road in Chapel Hill, just west of Martin Luther King, Jr. Boulevard, and abutting UNC property to the south.



Existing facilities on this site include Project HomeStart operated by the Interfaith Council for Social Services, and two county buildings: a Senior Center and a multi-purpose Human Services Center. Most of the site remains undeveloped, and there is significant capacity here in this strategic location to construct additional facilities without need to purchase additional property.

This report describes the process to date of planning for additional use of this property, and begins an implementation phase to get the needed facilities on the ground.



2. BACKGROUND AND HISTORY OF SITE

This Implementation Report has been prepared as part of a continuing series of initiatives aimed at increasing the capacity of Orange County to provide services to residents of the southern portion of the county. The report will review existing circumstances and plans, offer more specific details about development possibilities, suggest a phasing plan for development of the site, and suggest next steps for implementation.

Orange County owns a 34-acre parcel of land on the south side of Homestead Road in Chapel Hill. Located at 2551 Homestead Road, this site is the current location for the Robert and Pearl Seymour Center, the Southern Human Services Center, and Project HomeStart. There is currently a total of 61,750 square feet of floor area in buildings on the site, served by 258 parking spaces.

In an effort to prepare for the public service needs of future residents in the southern portion of Orange County, the County developed a long-range Master Plan for this Southern Orange County Government Services Campus. The campus provides ample opportunities for future development of government services that can serve citizens in southern Orange County. Multiple facilities can be easily located within one convenient and cohesively designed campus. The site is served by public transportation, and is located adjacent to future centers of activity (i.e., Carolina North), creating opportunities for increasing access to public services via alternative modes of transportation – on foot and by bike.

The Master Plan that was prepared and approved for this property includes a general, long-range site plan that provides guidance for development of government service facilities over a 25 year planning timeline. The intent of the Master Plan is to provide a general framework for future development that is flexible to new planning and design innovations that will arise over the course of campus development. The Master Plan consists of:

- (1) a map that identifies areas for future development and areas that should remain undisturbed, and
- (2) a set of design guidelines that will guide future development actions on this site.

A copy of the Master Plan is included here as Appendix 1. Key planning objectives of the Master Plan include:

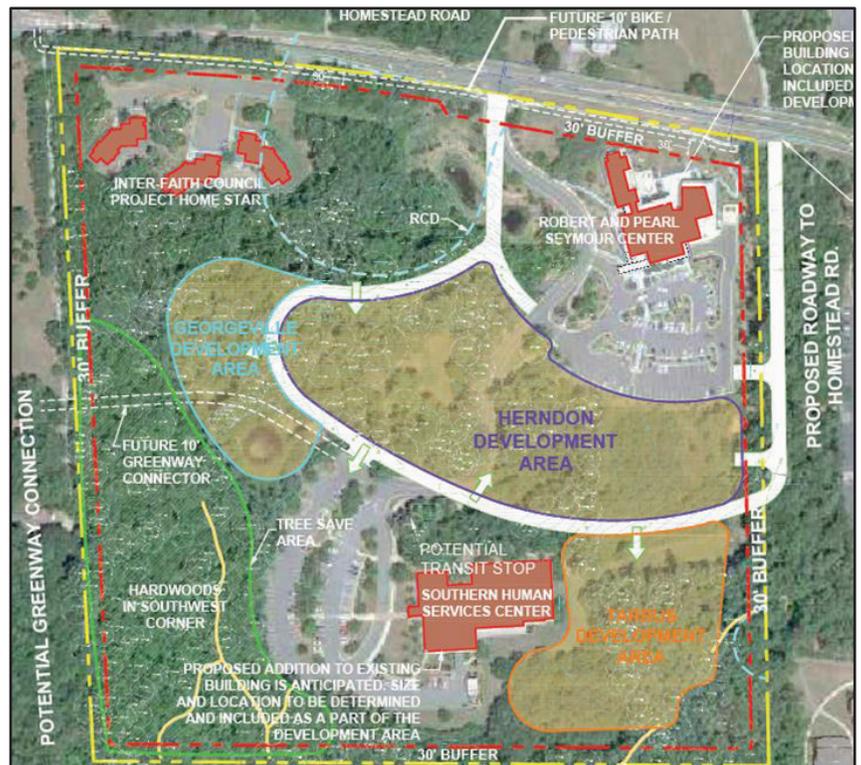
- Coordinate locations of development and public services
- Support non-automobile modes of travel
- Protect rural lands, and promote clustered, walkable developments
- Provide efficient and fiscally responsible public facilities
- Protect natural resources and promote sustainable development
- Foster compact communities and hubs of activity

Subsequent to preparation of this Master Plan, Orange County applied to the Town of Chapel Hill for a Special Use Permit to authorize additional development of facilities on the site. A copy of the approved Special Use Permit is included here as Appendix 2.

A sketch of existing conditions on the site appears below, followed by a copy of the main Master Plan site diagram that was prepared and adopted.



The Master Plan envisions up to 300,000 square feet of new building area on the site, via expansions of the existing Seymour Center and the Southern Human Services Center, and buildings in three new areas of the site. A realignment of the entrance road is planned, along with repair of stormwater management ponds adjacent to the existing road. A new, second entrance to the site is planned along the eastern edge of the property (in an existing, unused right-of-way). An area of existing hardwood forest in the southwest portion of the site is to remain undisturbed. Bicycle and pedestrian paths will be provided, along Homestead Road and internally, including a connection to a major north-south greenway that is to be built just west of the site.





3. SUMMARY OF SPECIAL USE PERMIT PROVISIONS

The Chapel Hill Town Council approved a Special Use Permit for this site on June 23, 2014, based on the County's approved Master Plan. The new Special Use Permit covers the entire 34 acre site, incorporates the provisions and authorizations of previously approved permits for the site, and modifies the entitlements and restrictions for additional development. Specifically, the SUP authorizes construction of an additional 300,000 square feet of building floor area on the site, and 600 additional parking spaces. The authorization has a 5-year starting time limit, and a 25-year life. Construction of the newly authorized development may begin anytime, must begin by June 23, 2019, and be completed by June 23, 2039.

Approvals of new facilities on the site are to be administrative approvals, with authority delegated to Town staff by the Special Use Permit to issue permits authorizing construction, following a staff determination that any proposed development is consistent with the terms included in the Special Use Permit.

There is a list of 86 stipulations in the Special Use Permit. Many are procedural requirements, many focus on specific design provisions for new facilities and site work, and several focus on construction management. Following are conditions/requirements/restrictions that are particularly relevant for this Implementation Plan. The full set of 86 stipulations appears in Appendix 2.

Procedural Stipulations:

- An administrative Zoning Compliance Permit (ZCP) must be approved by Town staff prior to any development on the site, confirming compliance with provisions of the Special Use Permit and other Town regulations. ZCP's will be issued for specific site improvements, road improvements, and building construction. Building permits will also be required prior to the start of any building construction. Prior to issuance of a ZCP for building construction, approval of building elevations and site lighting by the Town's Community Design Commission is required.
- Prior to the issuance of the first ZCP, the following detailed plans must be submitted to and approved by Town staff: grading, landscape protection, planting, solid waste management, and construction management.
- Prior to issuance of a ZCP, a Construction Management Plan and Traffic and Pedestrian Control Plan shall be prepared and approved.
- The County shall provide to the Town updates and reviews of construction every five years, beginning June 23, 2019.
- Updated traffic analyses shall be prepared in 2020, 2030, and 2040.

Use and Design Stipulations:

- Only governmental services and facilities are authorized for the site.
- Detailed plans must be consistent with approved general site plan.



- Required bicycle and pedestrian improvements along Homestead Road and internal to the site.
- Reconstruction of stormwater management ponds to occur at the time that the existing main entrance road to the site is re-aligned.
- Detailed site plans for buildings, parking, infrastructure, and roadways to be submitted with each Zoning Compliance Permit application.

These and other stipulations of the Special Use Permit are important considerations as phasing plans are drawn for development of planned facilities over time.

4. REVIEW OF DEVELOPMENT OPPORTUNITIES ON SITE

The Southern Orange County Government Services Campus is an important and strategic part of the County's land holdings, and provides significant opportunities for needed expansion of facilities and services over time as Orange County's population grows.

Orange County has been attentive to recent and expected trends, and needs for facilities. Following is a list of initiatives focusing demands and needs for facilities over the last decade:

- 2000 Space Study, updated in 2004, 2005, 2006, and 2007
- 2010 Space Needs Study
- 2013 Orange County Facilities Report
- 2014 Space Study Follow-up

The most recent initiative is a recently completed 2015 Orange County Space Study, which builds upon previous work and comprehensively examines the County's current and projected space needs. Beginning in November 2014, it drew upon the collective experience and information provided by an assembled Space Study Work Group to do an inventory and assessment of existing facilities, project future demand, estimate needs for future space, and provide input into the County's CIP budget process. Key findings of the Space Study are:

- Current space, overall, is generally adequate for current needs.
- Some short-term adjustments to space are possible now.
- Long-term, addition of space and facilities is needed.
- A key opportunity for additional space and facilities is at the Southern Campus.
- Southern Campus key points:
 - The Senior Center needs more space, and there is room for expansion.
 - Current infrastructure on site is inadequate for growth; proposed CIP project.
 - County needs that could be addressed on the Southern Campus include:
 - Redundant IT hub
 - 911 Center
 - Court facilities
 - Human Services Facilities
 - Educational/multi-purpose facilities.

These findings, along with the collection of previous studies help clarify the opportunities and potentials for the Southern Campus property.

It is clear from these reports and studies that the best opportunities on the Southern Campus property focus on expansion of the Southern Human Services building and expansion of the Robert and Pearl Seymour Center. Expansion of floor area in these two buildings was also a key recommendation in the approved Master Plan for the site. Following are additional details exploring these two key opportunities.

A. EXPANSION OF SOUTHERN HUMAN SERVICES BUILDING

A key opportunity is expansion of the existing Southern Human Services Building, and this expansion is recommended to become Phase 1 of implementation of the Master Plan. The building is well-situated and designed to accommodate an addition to the rear of the building, adding a total of 15,000 square feet of floor area in a two-floor configuration. The one-story configuration of the existing building stays in place. Expansion of that existing floor plan to the rear of the building offers the opportunity for an additional 7,500 square feet on that same level. Because the site slopes down, away from the building to the rear, there is opportunity for a lower floor to be added of an additional 7,500 square feet.

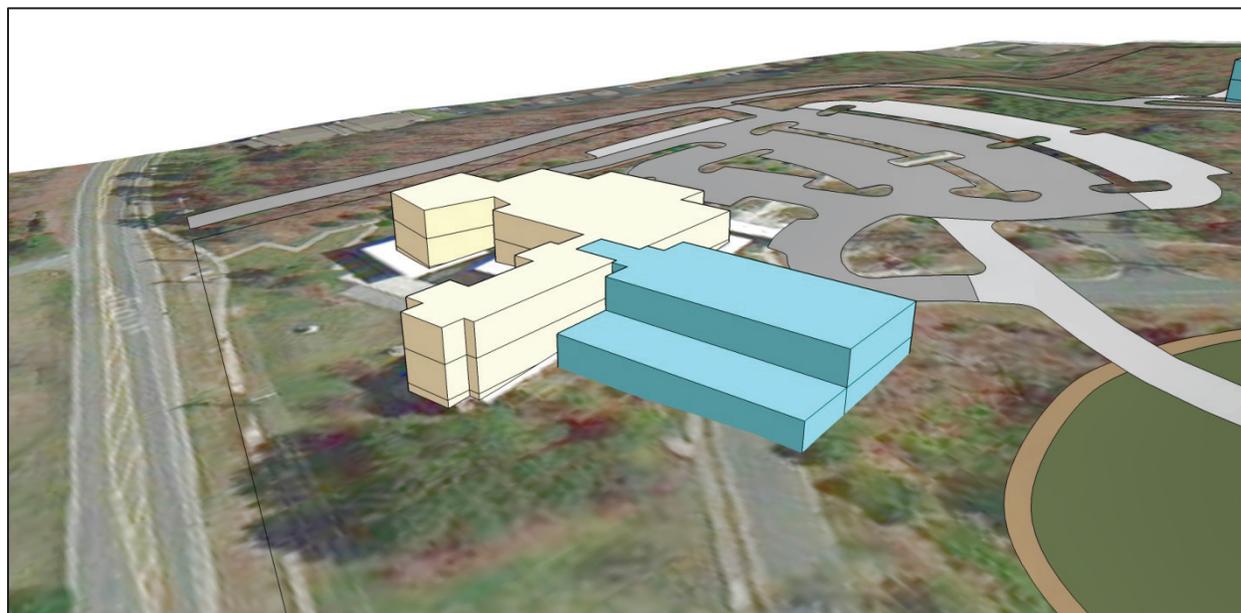
Additional parking and access areas would be required to accompany this 15,000 square foot addition, and those can be added with relatively little disturbance to site features. Following below is a rendering of how this expansion might be accomplished, fitting into the existing topography on the site.



Additional parking could be added by making more efficient use of the area in front of the building (west of the building). Additional parking/loading/drop-off areas can be added around both sides of the existing building and new addition. No changes would be necessary to the entrance road to the site to accomplish this expansion.

B. EXPANSION OF SEYMOUR CENTER

Orange County's plans anticipate expansion of the existing Seymour Center facility. There are several options for how a major building addition could be accomplished. The most efficient and effective addition would be placed at an existing juncture in the existing building, and extend out to the west. This building addition would be accompanied by a realignment of the main entrance road into the site, and repair/reconstruction of existing stormwater management ponds. Following is an illustration of how this addition might be placed on the site:



In addition, review and examination of the existing Seymour Center building as part of the work on this Implementation Report identified a number of small/minor changes that could be considered that would add capacity to the facility at modest cost. There remains a long-term need for a major building expansion here to accommodate growing demand for services to older adults, especially in light of the changing demographic profiles of our communities. A recommendation of this report is that consideration be given to pursuing these smaller adjustments soon, with construction of a major building addition planned further out (as described below in the phasing discussion).

C. SITE FOR VETERANS MEMORIAL

A recent proposal for use of a portion of this site was brought to the Board of County Commissioners on May 5, 2015: construction of a proposed Veterans Memorial. Over the past several years, interested Orange County residents and others in support of honoring the contributions and service of Orange County military veterans have organized in an effort to raise funds to construct a Veterans Memorial within Orange County. Attention turned to the County's Homestead Road tract in the spring of 2015,

and a promising idea emerged. A small piece of this property was once the location for the former Hoyle home site, with a residence that has since been demolished. The site of the former residence, surrounded by large trees and adjacent to the existing entrance road coming into the site, would be a desirable location for the proposed Veterans Memorial. As discussion of this idea evolved, it became clear that this home site could be used for the Memorial in a way that did not compromise or reduce the potential for construction of new County facilities on the site. In addition, the home site is in a location that can be accessed both by the existing internal road configuration, and the proposed new realigned internal road network. An advantage of that site geography is that the timing of construction of the Memorial could take place at any time, either before or after the internal road realignment. The following sketch shows this location on the property:



The Board of County Commissioners approved this idea in principle on May 5, and directed County staff to proceed and participate in the ongoing project planning process.

D. NEW, SECOND POINT OF ACCESS

A key opportunity identified in the Master Plan is the possibility of adding a second point of access into the site, using an existing right-of-way abutting the site to the east. This new point of access appears on the Master Plan, as shown previously on page 3 of this Implementation Report. As the amount of building floor area on this site increases from the existing 61,000 square feet to over 300,000 square feet, the second point of access into the site is very important. The second access also will allow for efficient movement of buses and other vehicles through the site without requiring turnarounds and redundant paths.

Phasing considerations are very important here, and the component parts of site development align well. This second means of access into the site will need to be in place before construction work starts to realign the existing entrance road. And the realigning of the existing entrance road would most efficiently take place at the same time as the proposed building expansion for the Seymour Center

(which also will be accompanied by reconstruction of the existing stormwater management ponds in that same area). Accordingly, construction of this new point of access into the site would need to be included in Phase 1 of implementation, so that access to the site remains in place while the existing road entrance to the site is reconfigured in Phase 2.

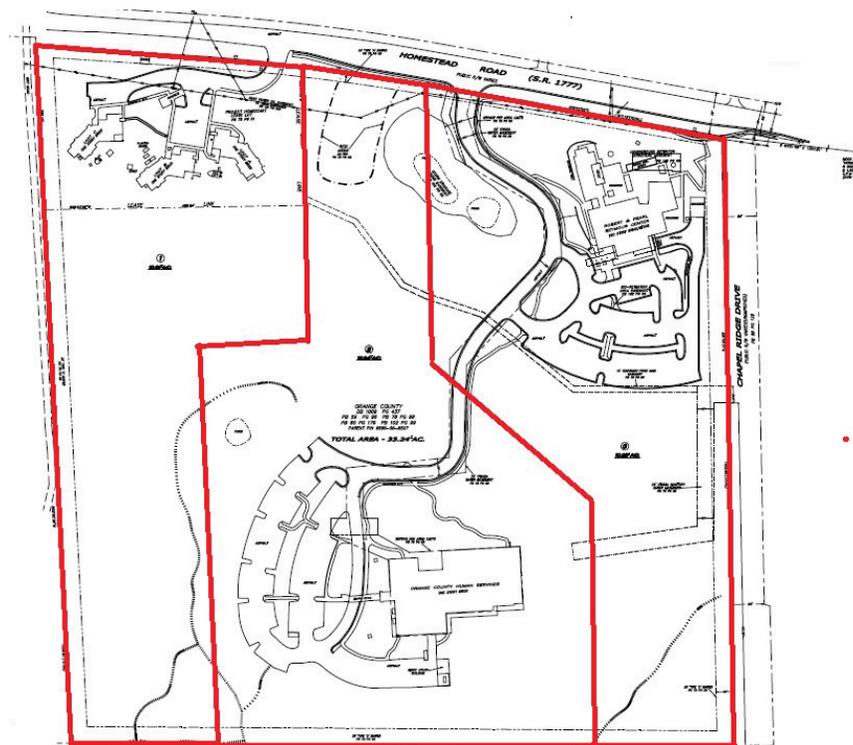
E. REPAIR OF STORMWATER MANAGEMENT FACILITIES

There are two stormwater detention ponds currently existing near the site's entrance on Homestead Road. Both are in poor condition and in need of repair/reconstruction/replacement. The Master Plan identifies and acknowledges this need (as does the approved Special Use Permit), and proposes to replace the existing ponds with two new ponds, one on each side of the newly realigned entrance road. In addition to satisfying stormwater management requirements, these ponds will also be strategically located in a manner that will provide a significant site amenity along this main entry drive.

As noted above, the phasing of site elements can work well and efficiently by (1) Constructing the new access road as part of Phase 1 of implementation, and (2) Including the realignment of the entrance road, the reconstruction of the stormwater ponds, and the major expansion of the Seymour Center, all of which are in close proximity to each other, together in Phase 2. This is described below in the phasing discussion.

F. SUBDIVISION OF SITE INTO THREE PARCELS

A final key consideration is a recommendation that the 34 acre site be subdivided into three parcels, each slightly larger than 10 acres in size, to allow flexibility for the County in securing potential financing for separate phases of this implementation. The proposed configuration of the subdivision appears below.



5. RECOMMENDED APPROACH TO DEVELOPMENT

In consideration of the approved Master Plan for this site, the approved Special Use Permit with specific conditions, and the information and ideas described in this Implementation Report, an approach comes together for construction of these additional governmental facilities.

The approach starts with a clear vision of the site and its existing facilities, as described previously and illustrated in this drawing: a 34 acre site with three existing facilities.



The first phase of implementation should include a 15,000 square foot expansion of the Southern Human Services building. This would be an extension to the rear of the existing building, with 7,500 square feet on the same level as the existing facility, and another 7,500 square feet as a lower level. Included in Phase 1, along with the building addition, would be a reconfiguration and addition to the existing parking lot (retaining as many existing parking spaces as possible for reasons of efficiency and cost), construction of the new second access into the site, bicycle/pedestrian improvements along Homestead Road, and reservation of a Veterans Memorial site. Following is a drawing illustrating what would be included in Phase 1.

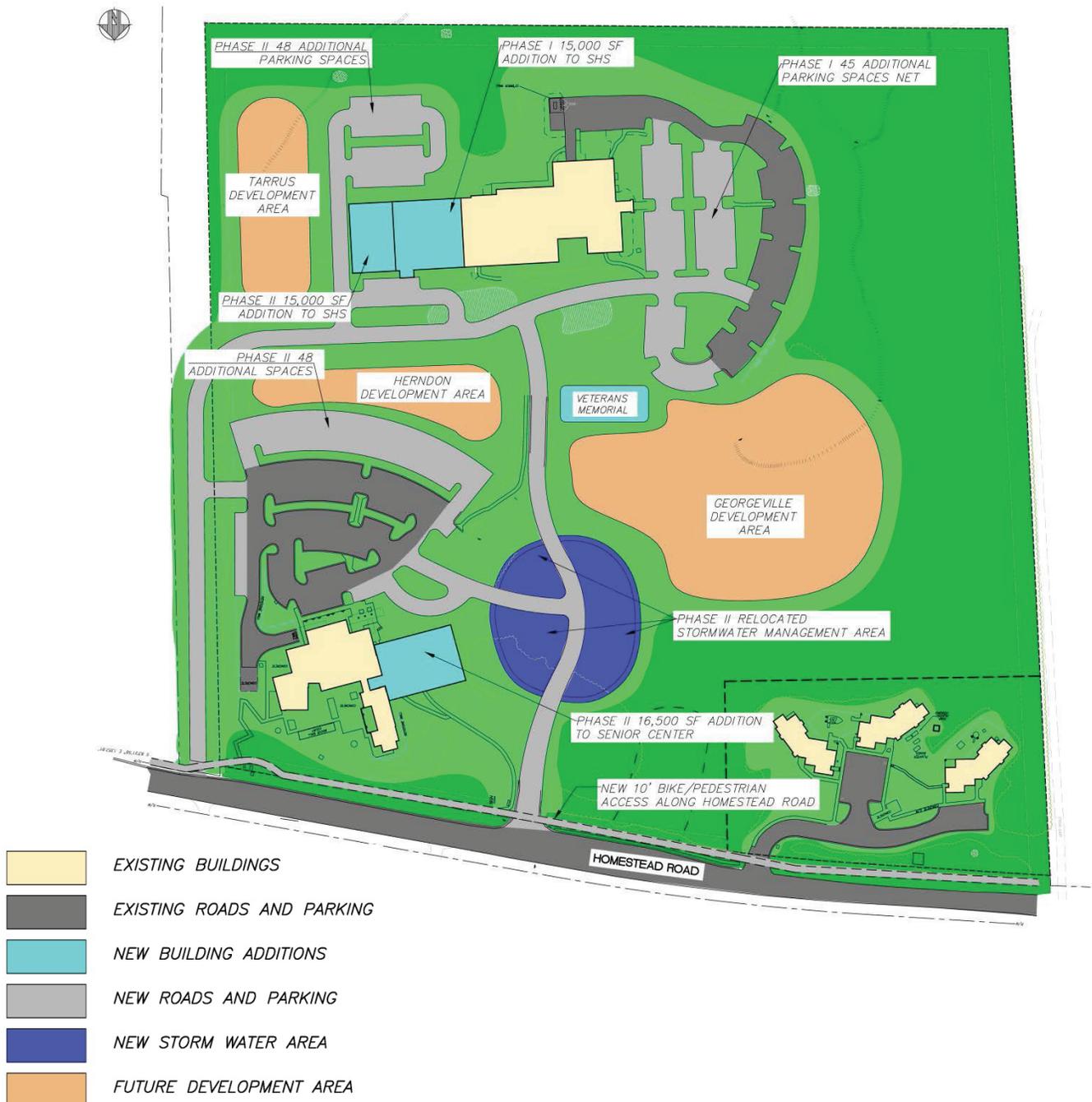
Phase 1 Implementation



Phase 2 would include more extensive work on the site. Phase two would involve (1) An additional expansion of the Southern Human Services Building, with associated additional parking and circulation roads; (2) Expansion of the Seymour Center, with associated additional parking and drop-off areas; (3) Reconfiguration of the existing entrance drive (using the Phase 1 newly constructed secondary entrance road for all access while the main entrance is being rebuilt); and (4) Reconstruction of the stormwater management ponds, designed to become an amenity for the site. The following drawing illustrates what site and building components would be included in Phase 2:



Phase 3 is the most conceptual, due in part to its being 10-15 years out. All infrastructure improvements and elements required as conditions of the Special Use Permit approval would very likely be completed by the end of Phase 2 of this implementation plan. Phase 3 becomes, in some ways, a placeholder for future needs. Phase 1 would likely add 15,000 square feet of floor area (addition to Southern Human Services Center). Phase 2 would likely add approximately 46,500 square feet (16,500 square foot addition to the Seymour Center, and a second addition of 15,000 square feet to the Southern Human Services Center). That leaves approximately 250,000 square feet of additional new building capacity that can be built as needs and circumstances require in the future. The following sketch shows the three locations on the site where additional buildings and parking could be located, as approved in the Master Plan and authorized with the Special Use Permit:





6. PRELIMINARY COST ESTIMATES

Following are initial preliminary cost estimates, in current dollars, with contingencies added, for funding needed to accomplish the first two phases of implementation, as described in this Implementation Report.

Phase 1: Two-story building addition to Southern Human Services Building, with related parking and internal road changes, and construction of new, second access into the site (as illustrated on page 11).

Building Addition to SHS - 15,000 sf With Related Site Work, Parking	\$6,000,000 to \$6,625,000
Infrastructure Costs, Including New Road	\$1,800,000 to \$1,980,000
Total Phase 1	\$7,800,000 to \$8,605,000

Phase 2: Additional 2-story expansion of the Southern Human Services Building, 2-story expansion of the Seymour Center, reconfiguration of the existing entrance drive, and reconstruction of the stormwater management ponds (as illustrated on page 12).

2 nd Building Addition to SHS - 15,000 sf With Additional Site Work, Parking	\$6,000,000 to \$6,625,000
Building addition to Sr. Center - 16,500 sf With Site work for new parking areas	\$6,600,000 to \$7,425,000
Infrastructure costs	\$6,000,000 to \$660,000
Total phase 2	\$13,200,000 to \$14,710,000

7. SPECIFIC IDEAS FOR CONSIDERATION

In addition to the planning for future site development, ideas were generated during discussions as part of work on this Implementation Report that may be considered as detailed plans are drawn.

Regarding the Southern Human Services Building: There is interest and opportunity in considering the lower floor of the proposed Phase 1 building addition for Emergency Services operations. The combination of good access for equipment and loading, a safe and easily secured physical setting (in a setting resembling a lower-level basement), and proximity to Chapel Hill and Carrboro is unique. This building addition is proposed at 15,000 square feet, meaning that 7,500 square feet of lower level space would be available.

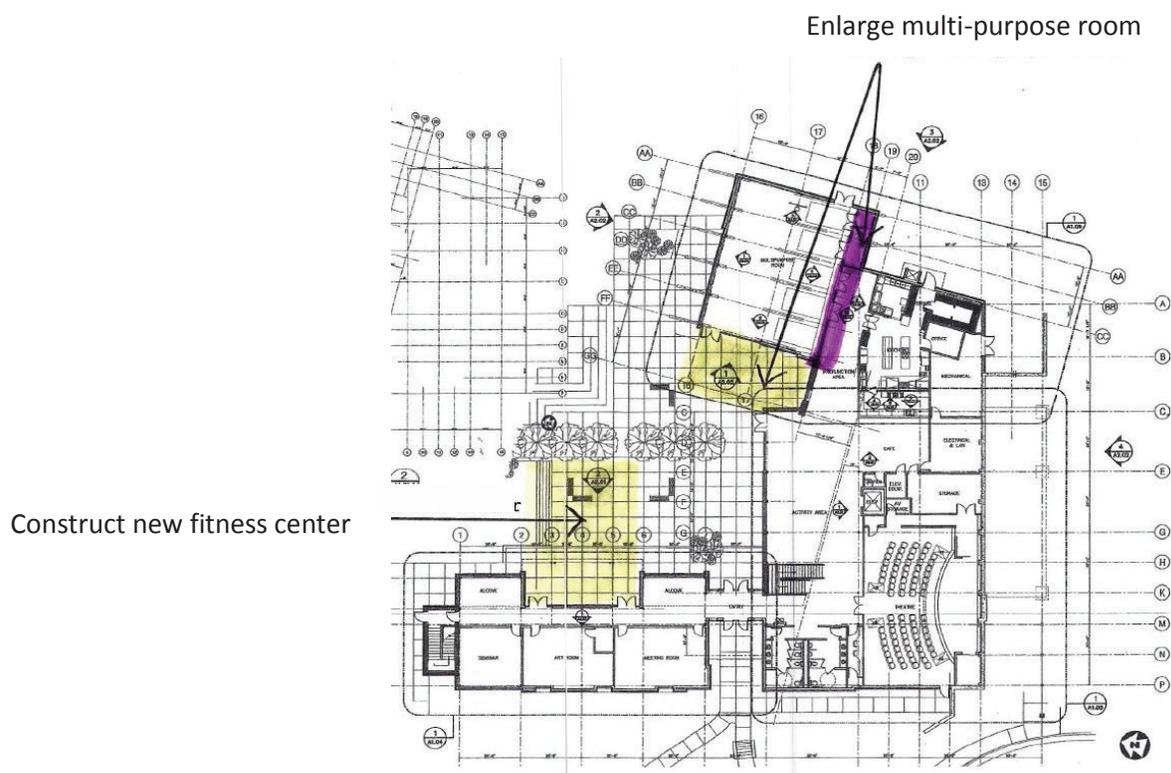
Regarding the Seymour Center: Study of the site and this facility resulted in a series of suggestions for relatively minor structural changes that would result in an increase in the amount of usable space in the Center. These are not included as part of the Phase 2 building expansion, but rather offered as ideas for smaller projects that could enhance the usability of the existing building, in the interim period before Phase 2 work can be funded and implemented.

Part of the scope of this implementation phase was to secure assistance and suggestions from a professional with expertise in emerging trends in senior center focus and design. Assistance was obtained from Rick Eldridge, Executive Director of the Ruffy-Holmes Senior Center in Salisbury, NC, and a contributor to regional and national examination of these issues.

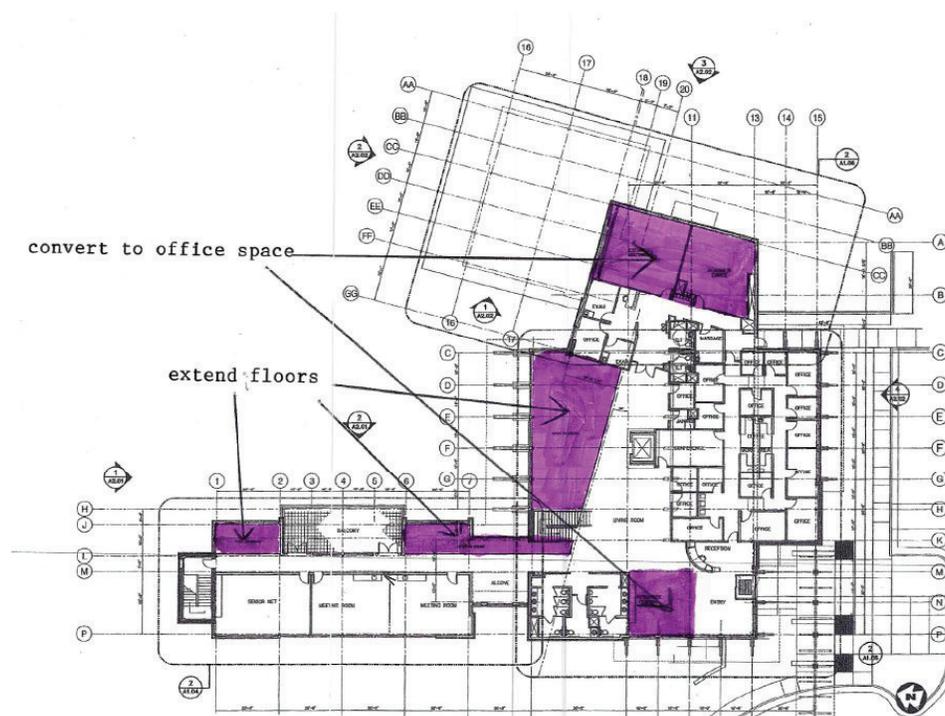
Following is a list of these suggestions for consideration, with sketches on the following pages, suggesting ideas which would enhance capacity of the building, while awaiting the full building addition:

- 1) Remove/re-locate the wall separating the hallway from the large multipurpose room.
- 2) Fill-in the floors/ceilings between levels.
- 3) Relocate open lounge space in lobby to new flooring area and construct new offices in lobby.
- 4) Convert areas used for fitness machines to office space (with construction of new fitness wing).
- 5) Reconfigure the Computer Lab to regular classroom space over time by investing in laptops or tablets rather than desktop units, and making sure the building has Wi-Fi throughout.

Additional comments are included in Appendix 4. Following are sketches highlighting the areas of the building described above. Purple indicates possible areas for expansion through remodeling of existing space; yellow indicates opportunity for expansion with new building construction.



Ideas for Improvements focused on 1st Floor of Seymour Center.



Ideas for Improvements focused on 2nd Floor of Seymour Center.

The menu of potential renovations and additions listed above include minor interior renovations, extensive interior renovations and small additions.

Current program offerings point to the need for additional space prior to the proposed two story addition (Phase II) through one or more of the methods highlighted above.

We highly recommend that each concept be thoroughly studied and estimated since it is our experience that small renovation and building addition projects can be very expensive on a cost per square foot basis. A cost range for the types of construction outlined could range \$75 to \$400 per square foot.

8. NEXT STEPS

This Implementation Report suggests an approach and framework for adding facilities to the Southern Orange County Government Services Campus pursuant to the Master Plan and Special Use Permit that have been approved for the site. Following are recommendations for next steps.

A. ESTIMATED TIMELINES

Next steps include preparation of detailed drawings and construction plans for the facilities recommended in Phase 1, along with appropriate funding allocations. Work on detailed building and infrastructure designs could begin during the summer of 2015, in anticipation of construction beginning during 2016. Work to design a Veterans Memorial could begin immediately, in partnership with organizations that have been involved in that effort.



B. DETAILED DRAWINGS

The following sets of detailed drawings and construction plans will be needed to move forward with implementation of Phase 1:

- Construction plans, in coordination with NCDOT and the Town of Chapel Hill, for a new 10' bike/pedestrian facility along Homestead Road.
- Construction plans, in coordination with NCDOT and the Town of Chapel Hill, for the new road segment to the east of the property labeled "Chapel Ridge Drive."
- Construction plans for the internal road and parking reconfigurations as shown for Phase 1.
- Design and building plans for the 15,000 sf addition to the Southern Human Services Building.
- Plans for site work to accommodate water and sewer service to the new building addition.
- Grading plans.
- Landscape protection and planting plans.
- Solid Waste Management, Stormwater Management, Utility, and Lighting plans.
- Construction Management plan.

C. PERMITS TO BE OBTAINED

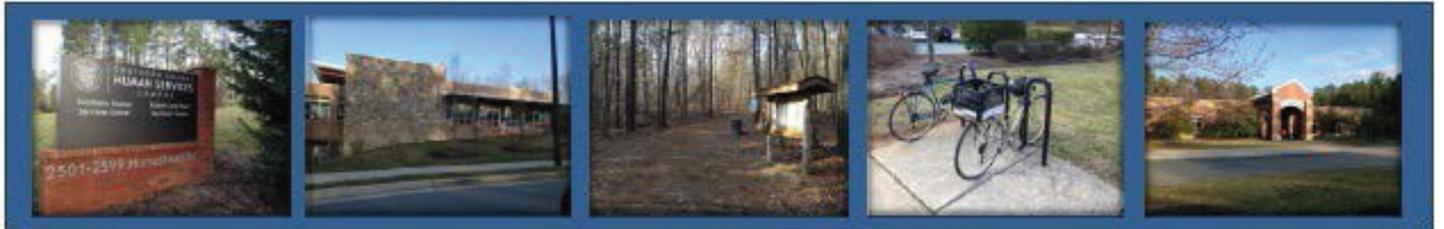
The following permits/approvals will need to be obtained prior to the start of construction for facilities identified in Phase 1:

- Approvals from the Town of Chapel Hill and NCDOT for improvements in public rights-of-ways and the new intersection of Chapel Ridge Drive and Homestead Road.
- Approval of a Zoning Compliance Permit from the Town of Chapel Hill (administrative approval) for site work.
- Approval of building elevations and site lighting by Community Design Commission.
- Building permit for any building addition.

APPENDICES

- 1) Master Plan
- 2) Approved Special Use Permit
- 3) Veterans Memorial Information
- 4) Recommendations from Rick Eldridge, with Seymour Center Floor Plans

Appendix 1



SOUTHERN ORANGE COUNTY GOVERNMENT SERVICES CAMPUS

Master Plan

ADOPTED
October 16, 2012

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MASTER PLAN OVERVIEW

In an effort to prepare for the public service needs of future residents in the southern portion of Orange County, the county has developed a long-range Master Plan for the Southern Orange County Government Service Campus. Located at 2551 Homestead Road in Chapel Hill, the campus site is the current location for the Robert and Pearl Seymour Center and the Southern Human Services Center.

The campus provides ample opportunities for future development of government services that can serve citizens in southern Orange County. Multiple facilities can be easily located within one convenient and cohesively designed campus. The site is served by public transportation, and is located adjacent to future centers of activity (i.e., Carolina North), creating opportunities for increasing access to public services via alternative modes of transportation – on foot or by bike.

This Master Plan is a general, long-range site plan that provides guidance for development of government service facilities over a 25 year planning timeline. The purpose of this Master Plan is to provide a framework within which future government facilities can be planned, designed, and constructed. The intent of this Master Plan is to provide a general framework for future development that is flexible to new planning and design innovations that will arise over the course of campus development. This Master Plan consists of

- (1) a map that identifies areas for future development and areas that should remain undisturbed, and
- (2) a set of design guidelines that will guide future development actions on this site.

Any future changes that occur to either of the two elements of the Master Plan require corresponding revisions to the other element.

Planning Objectives

The Master Plan was developed under the policy direction of the 2030 Orange County Comprehensive Plan and the Chapel Hill 2020 Comprehensive Plan. Key planning objectives of the Master Plan include:

- Coordinate locations of development and public services
- Support non-automobile modes of travel
- Protect rural lands, and promote clustered, walkable developments
- Provide efficient and fiscally responsible public facilities
- Protect natural resources and promote sustainable development
- Foster compact communities and hubs of activity

Plan Development

This Master Plan was developed under the supervision of the Southern Orange County Government Services Campus Master Plan Project Program Team and ultimately adopted on October 16, 2012 by the Orange County Board of Commissioners. Two public information sessions were provided on September 4, 2012 at the Seymour Center and the Southern Human Services Center, providing the public with opportunity to view and respond to draft versions of the Master Plan. The appendices provided in this document provide background analysis and information used to develop this Master Plan.

MASTER PLAN MAP

The 33-acre campus site offers opportunities for centralized, convenient, accessible, and co-located government facilities within one campus that is served by public transportation. Located adjacent to the Carolina North campus, this site also offers opportunities to connect to the Town of Chapel Hill's greater greenway, pedestrian, and bicycle networks by providing pedestrian and bicycle facilities that link to the Carolina North Greenway and to future facilities planned along Homestead Road.

The intent of the Master Plan map is to identify general areas where development should be placed in the future. Accordingly, the map identifies development areas that could accommodate 350,000 additional square feet of floor area, the maximum area that can be permitted for the site per Town of Chapel Hill development regulations. If the site were fully built-out to the maximum floor area permitted, the floor area would cover approximately 28 percent of the total site.¹ The campus will be the site for future government services uses. The specific uses that will be developed on this site will be determined over time as specific government facility plans are developed.

The Plan Map outlines specific "development areas" where land disturbance activities can occur. These areas may include buildings, parking, stormwater facilities, landscaping, roads, sidewalks and trails, and bike paths. In addition, the Plan addresses opportunities for expansion of existing facilities – the Seymour Center and the Southern Human Services Center. Specific guidance for development of future facilities within these "development areas" are explained in the Design Guidelines section of this Master Plan.

As specific site plans are developed, "development areas" may also include natural areas; these areas will not be disturbed for the purpose of protecting existing tree stands, environmentally sensitive areas, or natural recreation areas. The Plan identifies the southwest corner of the site as an area that should remain undisturbed and where development activities should not occur.

The roads, pedestrian and bicycle paths, and greenways on the Master Plan map denote general areas where these facilities should be placed. The Master Plan does not identify the precise locations of these facilities, which will be determined upon development of future detailed plans and site plan approval.

¹ The percent of the total campus area that could be developed with one-story buildings (i.e., one-story floor area) is calculated by adding the existing floor area (61,750 square feet) to the potential addition of floor area (350,000 square feet) totaling 411,750 square feet. Dividing the total future floor area (411,750) by the total square footage of the site (1,437,480 square feet or 33 acres) results in the future potential floor area being 28 percent of the total site. This calculation is provided to assist in understanding the quantity of development that can be permitted on the site. It does not suggest that future development be in the form of one-story buildings, or that floor area should total 28 percent of the site.

**ORANGE COUNTY
BOARD OF COMMISSIONERS**

Appendix 3

ACTION AGENDA ITEM ABSTRACT

Meeting Date: May 5, 2015

Action Agenda

Item No. 7-c

SUBJECT: Proposed Veterans Memorial Site on the Southern Campus

DEPARTMENT: Asset Management Services,
Department of Environment,
Agriculture, Parks &
Recreation

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

- 1) Site Locator
- 2) Copy of April 29, 2015 Electronic Letter to BOCC Chair

INFORMATION CONTACT:

Jeff Thompson, 919-245-2658
David Stancil, 919-245-2522
Commissioner Barry Jacobs, 919-245-2130
Commissioner Renee Price, 919-245-2130

PURPOSE: To approve in principle the siting of a future Veterans Memorial upon the Southern Campus in accordance with the recently approved Campus Master Plan and authorize the Manager and staff to participate in the ongoing project planning process.

BACKGROUND: Over the past several years, interested Orange County residents and supporters of honoring the contributions and service of Orange County veterans have organized in an effort to raise funds, site and construct a Veterans Memorial ("Memorial") within Orange County. In the past several months, these supporters have raised modest funds for this effort and have focused efforts on siting the Memorial in the Chapel Hill area, working in conjunction with Town of Chapel Hill staff.

In the spring of 2015, representatives from the Board (Commissioners Barry Jacobs and Renee Price) and County staff began meeting with the committee. During these meetings, the potential for locating the memorial on County-owned sites in southern Orange County was discussed, and ultimately, strong interest was reflected for the Southern Human Services Center campus. On April 13, a class of students at C.W. Stanford Middle School, which had been working independently on a class project to design a veteran's memorial, presented their designs to the committee. The committee also had the opportunity to walk the Southern Campus site with the project designer to look at possible locations, and expressed interest in the former home site within the campus.

On April 21, 2015, a meeting of the Veterans Memorial Committee with Town and County staff was held at the Chapel Hill Library to discuss and reach consensus on requesting the siting of the Memorial on or near the former Hoyle home site in compliance with the recently approved

Appendix 2



TOWN OF CHAPEL HILL
405 MARTIN LUTHER KING JR BLVD
CHAPEL HILL, NC 27514
(919) 968-2728

ORANGE COUNTY

NORTH CAROLINA

SPECIAL USE PERMIT

KNOW ALL MEN BY THESE PRESENTS, that the undersigned applicant, Orange County having applied to the Town of Chapel Hill for a Special Use Permit Modification was granted by the Town of Chapel Hill on June 23, 2014 the terms of said approval being as follows:

NAME OF PROJECT: Southern Orange County Government Services Campus

NAME OF DEVELOPER: Orange County Government

DESCRIPTION OF PREMISE

LOCATION: 2551 Homestead Road

ORANGE COUNTY PARCEL IDENTIFIER NUMBER: 9880-00-8257

DESCRIPTION OF DEVELOPMENT

GROSS LAND AREA: 34.3 acres

FLOOR AREA: 300,000 square feet proposed; 61,750 square feet existing

PARKING SPACES: 600 new vehicular spaces, 258 existing spaces

IMPERVIOUS SURFACE: 631,550 square feet

SPECIAL TERMS AND CONDITIONS

Development according to the Site Plan dated March 6, 2014, with the following modification of regulations:

1. Modification of Table 3.8 of the Land Use Management Ordinance to allow a 90-foot maximum Secondary building height internal to the site in the area identified on the approved plans as the northwest Herndon Development Area.

This finding is, for this modification, based on a determination that public purposes are satisfied to an equivalent or greater degree as the proposal is 1) internal to the site, 2) not visible from Homestead Road, 3) could reduce impervious surface area overall by encouraging compact development, and 4) is a government facility that benefits all of the residents of Orange County as well as support the principles of the Chapel Hill 2020 Comprehensive Plan.

Development according to the site plan dated March 6, 2014, on file in the Chapel Hill Planning Department, conditioned on the following: