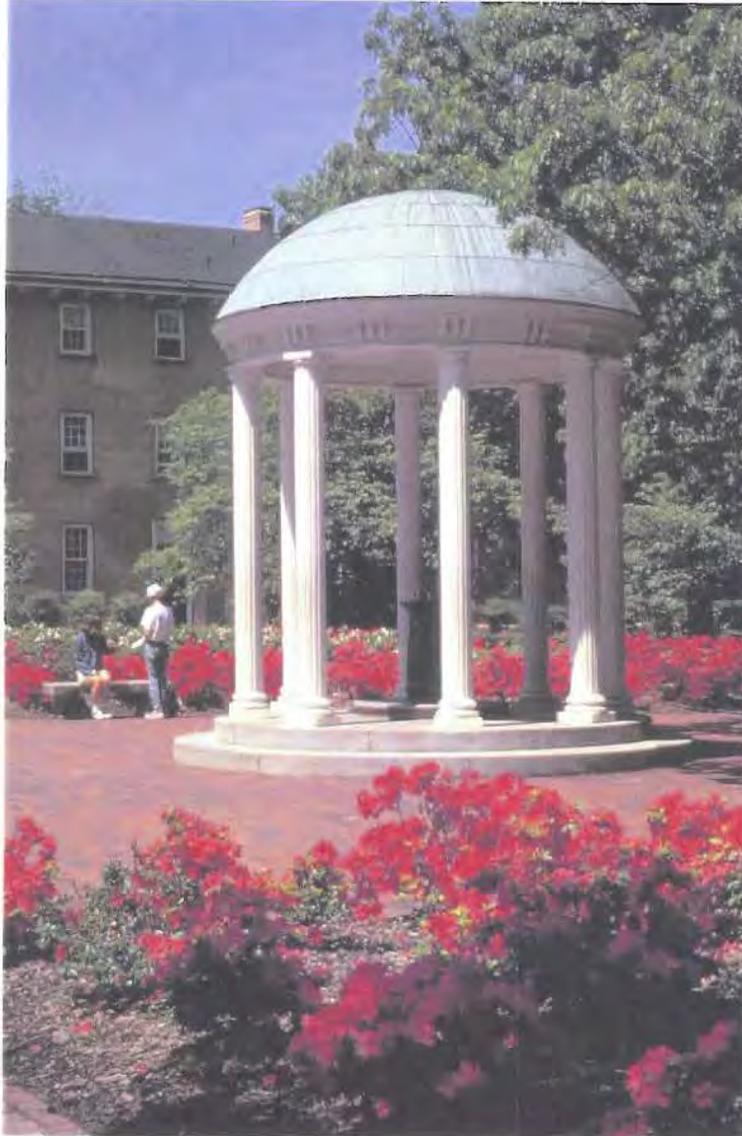


OUTLYING PARCELS LAND USE PLANS  
SUMMARY REPORT



THE UNIVERSITY OF NORTH CAROLINA  
*at* CHAPEL HILL

prepared by  
JJR INCORPORATED  
PARSONS BRINCKERHOFF



OUTLYING PARCELS LAND USE PLANS  
S U M M A R Y R E P O R T

THE UNIVERSITY OF NORTH CAROLINA  
*at* CHAPEL HILL

SEPTEMBER 1998

prepared by  
JJR INCORPORATED  
PARSONS BRINCKERHOFF



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## PROJECT TEAM

Because of the highly interactive nature of this study, the recommendations presented in this report reflect not only those offered by the consultants, but also many put forth by faculty, staff and community participants. Recognition is due to a number of key players including; *Elson Floyd* for offering administrative insight and direction, *Bruce Runberg* for his patience and honesty in bringing the communities into the planning process; *David Godschalk* for sharing his insight and vast knowledge of planning issues and strategies; *Tom Clegg* who lead the Faculty Committee in attempting to understand and define future University growth needs; and *Ted Hoskins* for his perceptive guidance and unflagging efforts as the University Project Manager. The chairs of the two Community Advisory Committees, *Rosemary Waldorf* and *Jay Bryan* also deserve special recognition.

The Consultant Team wishes to express sincere thanks to the many people who contributed so much of their time, interest and energy to the planning process. Their thoughts and concerns are reflected in the resulting plans.

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Special thanks are also due the following citizens for being partners in the planning process. They committed their time and extensive talents and to this effort.

**Carrboro Community Advisory Committee:**

Jay Bryan, Chair	Robin Lackey
Carla Ball	Doris Murrell
Keith Burwell	Mike Nelson
Gary Giles	Brian Taylor
Carol Ann Greenslade	Sam Thompson
Tom High	Roy Williford (staff)
Kenneth Withrow (staff)	

**Chapel Hill Community Advisory Committee**

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Nancy Gabriel	James Ward
Alice Gordon	William Whitehead
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Chris Berndt (staff)	Lori Tekiele (staff)

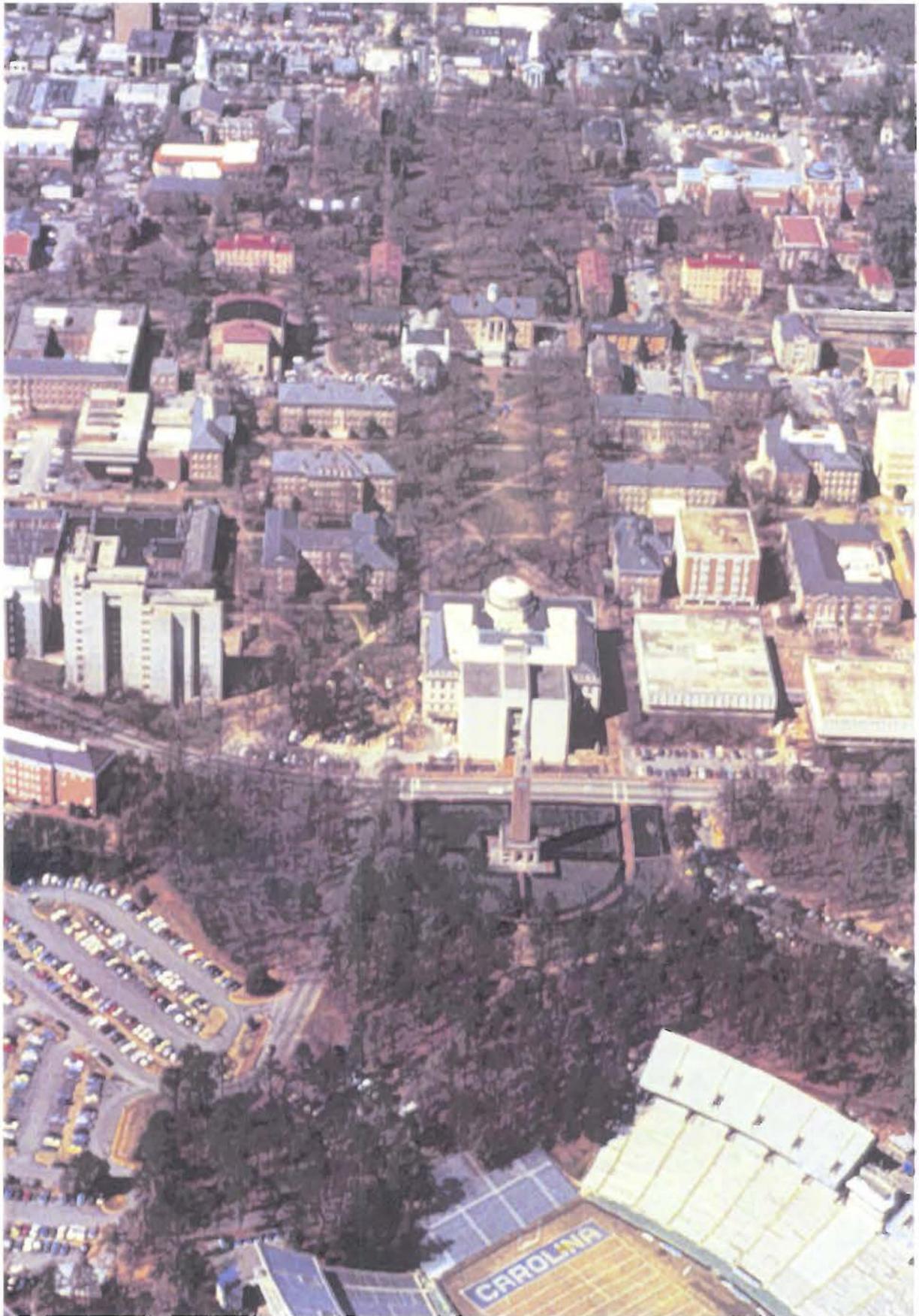
**Other Participants**

Our thanks to the many faculty, staff, community leaders, residents and media representatives who attended the open campus and community sessions.

**Consultant Team**

JJR  
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**Parsons Brinckerhof**  
George Alexiou





## INTRODUCTION

### THE IMPETUS: UNDERTAKING THE PLANNING STUDY

In 1994, the University of North Carolina at Chapel Hill began an evaluation of its two major outlying properties, Horace Williams and Mason Farm, to identify potential land use patterns and densities and to ensure a coordinated development approach as future needs arise. The preparation of a planning framework for the two outlying properties was undertaken in response to several critical issues.

#### **Protecting Central Campus**

Only limited opportunities for additional development remain on the University's Central Campus if current boundaries and existing densities are maintained. Nevertheless, pressures for accommodating new facilities in this area continue to grow. As a result, the University needed to take a careful look at recent growth patterns, projected future needs, broad options for accommodating growth and the desired future roles of the Central Campus, the Horace Williams Property and Mason Farm.

#### **Avoiding Piecemeal Development**

An increasing number of building projects (WUNC radio station, Principal's Executive Program, and daycare center) was being proposed for the remaining developable area surrounding the Friday Continuing Education Center at Mason Farm. This increased interest in locating support functions at Mason Farm is a logical result of the shortage of sites on Central Campus, as well as the increasing appeal and activity created by the completion of the Friday Center, the University's primary conference and training facility. To avoid the risk of using the valuable land resources at Mason Farm and the Horace Williams Property inefficiently, clear plans for the two outlying properties were needed.

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## Addressing Community Concerns

In anticipation of the University's need to initiate development on the Horace Williams Property, and in the absence of a plan for its future use, the Town of Chapel Hill began to discuss re-zoning alternatives which would improve control over the type, density and pattern of future development. A cooperative planning process was needed to ensure that new development regulations would give the University the flexibility needed to make good use of the property in achieving its mission while responding to community goals.

## THE OPPORTUNITY: INITIATING AN INTERACTIVE PROCESS



The greatest opportunity in preparing plans for the University's outlying properties was to demonstrate how the University and the community could work together more effectively on issues of mutual concern. In

Chapel Hill and Carrboro, as in other college towns, tension often exists between the university and the surrounding community. This tension usually centers on areas of interdependence, such as housing, transportation and parking. In the past, the most common approach has been to simply ignore these difficulties. Over the last decade, however, as problems have become more complex and the lack of resolution more painful, universities and communities have started to join forces to better understand and resolve confrontational issues. The University of North Carolina at Chapel Hill decided to pursue this cooperative model in undertaking the development of long-range plans for the Horace Williams and Mason Farm properties.



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The University invited the active participation of advisory committees from Chapel Hill and Carrboro, as well as the University community. These committees helped to define critical planning issues and to evaluate the trade-offs raised by alternative plan and policy approaches. To ensure that the committees had ample opportunity for input and review, over 30 meetings and workshops were held throughout the planning process. Open campus and community meetings were also held at critical points to solicit input and provide an opportunity to discuss key issues. In addition, local media representatives were briefed at the beginning and end of each scheduled consultant visit to campus.

This interactive planning approach represented a significant commitment of time from University, community and local government representatives over the course of the 24-month planning study. Because the majority of these meetings was conducted by the consultant team, this approach also required a significant financial commitment from the University.



The results of this collaborative approach were outstanding. Community participants made significant contributions to the content of the rec-

ommended plans by taking a proactive approach in offering planning data, principles and priorities, as well as formulating alternative solutions to important planning issues. Time spent in exchanging ideas, challenging assumptions and clarifying points of view helped all participants to see the issues from a variety of perspectives and led to new ways of thinking about the future of the outlying properties. As a result, the recommended plans establish new models for campus development, just as the collaborative planning approach promises a new level of cooperation, respect and communication as those plans move forward towards refinement and implementation.

## THE CHALLENGE: BALANCING FLEXIBILITY AND CERTAINTY

The Horace Williams and Mason Farm properties presented very different situations and called for different planning approaches. On the Mason Farm Property, the area suitable for future development is very limited and, because of its proximity to the Friday Center, the future land use focus could be easily



established. In contrast, 550 acres of developable land are available on the Horace Williams Property; no use focus has been established and no development projects are on the drawing board. The challenge in planning for the Horace Williams Property was to provide meaningful guidance for long-term decision-making even though it is impossible to predict the specific programs and projects the University may need to accommodate there over the next 30 - 50 years.



As a result, the recommended plan for the Horace Williams Property must balance flexibility for the University with certainty for the community. To accomplish this, the plan maintains flexibility by including broadly defined use districts (including a transit-supportive, mixed-use University Village district) and a performance-

based approach to establishing site build out capacity that encourages the University to pursue community-supported policies for reducing automobile trips and encouraging transit use. This performance-based approach proposes a limit on the number of week day car trips to and from the Horace Williams site to give the community a clear and certain measure of future traffic impact.

## PROJECT APPROACH

The project was undertaken in five phases.

### Phases 1 and 2

During the first two phases issues and priorities were established and the site's physical features evaluated. Two findings significantly shaped how the two sites would be dealt with in the later phases of the planning process.

- Although it had been anticipated that the University would arrive at a fairly detailed list of potential uses for the two outlying parcels, it proved difficult to define the specific uses which might be needed at the Horace Williams Property over the next 30 – 50 years. As a result, it was determined that general use districts should be defined, each containing a range of similar possible uses, to maintain the necessary flexibility for future University decision-making.
- Approximately 60% of the Mason Farm Property is currently committed to uses that will be retained, leaving only 128 acres adjacent to the Friday Center to be planned for future University development. As a result, it was determined that future land use at Mason Farm should complement the Friday Center and that, because of the smaller developable area, planning products could be more detailed than at the Horace Williams. The portion of the Parker Property which is suited to development (55 acres) can be sold to a private developer, with the remaining area preserved as a buffer to Mason Farm's Biological Reserve.

### Phase 3

During the third study phase, the consultant team prepared a series of alternative land use plans for the Horace Williams Property to generate discussion and highlight key planning issues. A range of long-term build out capacities was also identified under alternative transit/trip reduction scenarios, given a maximum threshold for site-generated weekday automobile traffic.

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At Mason Farm, a land use approach was identified for the Parker Property; however, given the agreed upon focus for future land use in the area surrounding the Friday Center, two more detailed, alternative framework plans were developed to illustrate potential building and parking layouts.

After the alternatives were presented to the University and community groups, additional meetings were conducted with the Carrboro and Chapel Hill Advisory Committees, Orange County representatives and the general public to promote a clear understanding of each group's concerns and priorities. After several months of discussion, the University and Community Advisory Committees presented their comments and concerns to the consultant team.

**Phase 4**

During the fourth phase of the planning process the consultant team modified the plans for both sites to resolve as many outstanding issues as possible. In addition, basic planning principles to guide future development on the Horace Williams Property were summarized and the use of a performance standard for setting site build out capacity was proposed.

**Phase 5**

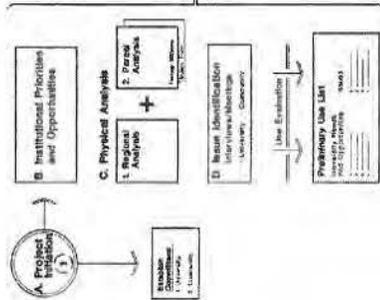
The last phase of the planning process consisted of preparing final reports and graphic presentation materials.

The proposed plans for the Horace Williams Property and Mason Farm respond to each site's environmental characteristics, existing uses and surrounding land use and circulation context. As a result of extensive University and community participation in the planning process, the resulting plans provide the flexibility the University needs to achieve its mission while supporting important community goals. Because both University and community participants have a solid understanding of the intent and rationale of the final recommendations, support for the plans is substantial. These plans can now serve as an agreed upon framework within which updating and refinement can occur.

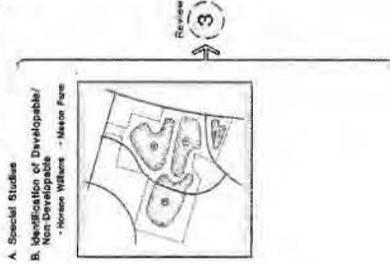
# Approach Summary

Land Use Framework Plan  
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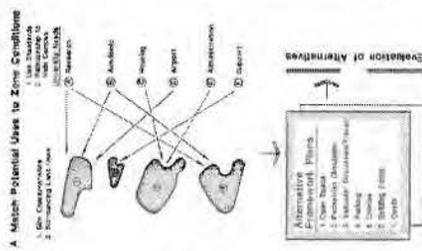
## Phase 1 - Defining Directions and Needs



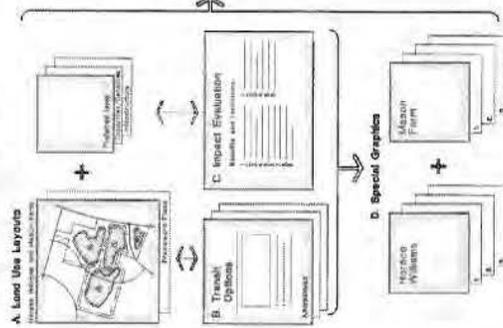
## Phase 2 - Campus Framework Plans Identify Site Opportunities



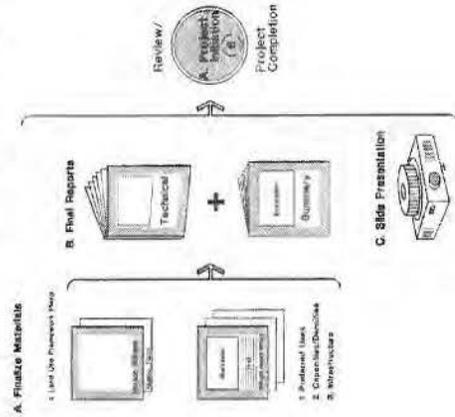
## Phase 3 - Prepare Long-Range Plan



## Phase 4 - Final Land Use Plans



## Phase 5 - Final Plan Preparation and Documentation



## PLANNING CONTEXT

### Community Land Use Policy Goals

Early in the planning process the Chapel Hill and Carrboro Advisory Committees identified planning goals that highlight priority community issues.

**Chapel Hill.** Chapel Hill's comments addressed both the Mason Farm and Horace Williams properties and suggested the following goals:

- Encourage a mix of land uses on the Horace Williams Property with an emphasis on research including academic, housing, support services and limited commercial uses.
- Promote compact clusters of higher density development to increase transit feasibility to minimize traffic impacts on the roadways linking campus areas and provide for links to the regional transit system, recommend transit corridor alignments that (1) avoid Mason Farm's Botanical Garden and Biological Reserve and (2) use the existing rail right-of-way on the Horace Williams Property.
- Protect residential neighborhoods on the site's edges.
- Protect critical environmental features and conserve sensitive environmental areas; incorporate protected areas into an open space system which accommodates pedestrian/bike linkages and recreation opportunities.
- Address hazardous material disposal issues (especially ground water) and site-wide storm water management.
- Establish a policy framework which can serve as the basis for future negotiated agreements on service extensions and cost allocations.



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**Carrboro.** The Carrboro Committee offered the following goals for planning the future development of the Horace Williams Property.

- Protect the Bolin Creek corridor and minimize fragmentation of hardwood forests to protect wildlife habitat; incorporate protected areas into an open space system used for passive recreation.
- Cluster development close to existing roads.
- Provide for a park-like use at the Old Mill site.
- Capitalize on the existing rail right-of-way as a transit corridor to Central Campus.
- Consider the need for improved east-west and north-south roadway connections through the Horace Williams site.
- Protect the integrity of existing neighborhoods.
- Promote sustainable, energy efficient development.

## UNIVERSITY PLANNING PRINCIPLES

As planning progressed, University representatives also identified planning principles to guide future development. While these principles were developed with specific reference to the Horace Williams Property, the majority also apply to the development area adjacent to the Friday Center on the Mason Farm Property.

1. Preserve significant environmental resources (consistent with the existing RCD ordinance) and concentrate development in the least environmentally sensitive areas.
2. Promote sustainable development by:
  - Mitigating adverse environmental impacts;
  - Conserving non-renewable energy and materials resources;
  - Designing for energy conservation; and
  - Cooperating in planning for regional stormwater management and maintaining stormwater discharge quantities from these sites at pre-development levels.
3. Promote the use of mass transit and other alternatives to automobile trips by:
  - Designating and preserving future transit corridors and stops;
  - Clustering a mix of uses and the highest densities of development within a 5-minute walk of transit stops;
  - Working in partnership with the surrounding communities (and other agencies) to promote mass transit investments and land use patterns that promote its feasibility; and
  - Providing pedestrian and bikeway linkages to the larger community.
4. Link overall development intensity to the traffic carrying capacity of the transportation system. Promote a variety of trip reduction strategies.
5. Provide the flexibility to accommodate unforeseen University needs and to avoid foreclosing future options.

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6. Promote a mix of uses across the site to:
  - Support the daily needs of campus residents, students and employees; and
  - Reduce the need for off-site vehicle trips.
7. Especially in the University Village Use District, encourage a density and scale of development similar in character to the older portion of central campus.
  - Create public outdoor spaces as development focal points.
  - Foster a clear pedestrian and transit orientation.
8. Foster visual continuity in the siting and design of buildings to create a consistent, harmonious campus context.
9. Encourage the development of housing affordable to faculty, staff and students.
10. Continue a dialogue with the community on opportunities for shared facilities.
11. Promote compatibility between existing off-site uses and on-site development; provide buffers adequate to protect adjacent neighborhoods from noise, lighting, and visual impacts, where appropriate.
12. Enhance the visual character of community entranceways and project a positive campus identity.
13. Encourage traffic distribution and avoid congestion by providing multiple campus entrances. Avoid channeling increased traffic volumes onto the neighborhood streets.



## HORACE WILLIAMS PROPERTY

### THE SITE

The Horace Williams Property, located 1.5 miles northwest of Central Campus and 2 miles south of I-40 on Airport Road, offers substantial opportunities for future development because of its size and accessibility. The largest portion of the Property is a contiguous tract of 979 acres of which 429 acres are occupied either by (1) existing uses to remain (Horace Williams Airport and the University physical plant complex) or (2) significant natural features to be protected (Bolin Creek, Crow Branch). The Home Site, evaluated as part of the Horace Williams Property, is a 57-acre parcel located ½ mile to the north. On the Home Site, significant natural features that warrant protection account for 24 acres.

The Airport Road corridor between the Central Campus and I-40 has experienced significant growth over the past fifteen years. Although roadway improvements are planned to the north of the Horace Williams Property, community representatives are concerned that future University development will exacerbate traffic problems to the south. As a result, one of the most important challenges in planning for future long-term development has been to define strategies that balance opportunities for future University growth with the available roadway capacity.

The University/Norfolk Southern rail corridor, which crosses the Horace Williams Property and extends north to Hillsborough and south to Carrboro, presents an opportunity for establishing a convenient, high-volume transit link from the property to Central Campus. This potential transit corridor has been evaluated by the Triangle Transit Authority (TTA) as part of a regional fixed guideway system linking Chapel Hill and the UNC Central Campus to the Research Triangle Park, Raleigh and Duke University. Although the route through the Horace Williams Property is not the TTA's preferred alignment, the rail corridor's potential to serve as a dedicated busway or rail transit link to Central Campus is an important factor in planning for the future development of the Horace Williams Property.

## DEVELOPMENT FRAMEWORK

Based on a thorough site inventory and analysis, five zones have been defined to distinguish relative levels of sensitivity and development opportunity on the Horace Williams Property and at the Home Site.

### **Level 1: Highly Sensitive Environmental Areas/Committed Uses**

These areas are least appropriate for development either because they are sensitive natural environments that are to be protected or because the area is already committed to an existing use. The floodplains of Bolin Creek and Crow Branch, the Horace Williams Airport, the University's physical plant area and park-and-ride lot have been identified as Level 1 areas.

### **Level 2: Environmental Buffers**

These areas have been established to maintain a buffer paralleling Bolin Creek and Crow Branch (extending beyond floodplain areas which must be protected by law) to ensure that the visual and environmental integrity of these areas are maintained.

### **Level 3: Low Intensity Development Areas**

These areas include slopes over 10% and/or mature hardwood forest. Although these areas are not suitable for intensive development and larger scale uses, they could accommodate carefully sited buildings with small footprints and minimal parking requirements.

### **Level 4: Sloping/Vegetated Development Areas**

These areas have moderate slopes and are vegetated by early succession forests with a mix of hardwoods and conifers. These areas are suitable for most kinds of development.

### **Level 5: Flat/Open Development Areas**

These are the least environmentally sensitive portions of the site and are suited to a wide variety of uses.



**Legend**

Zones 1-5  
Environmental  
Sensitivity  
(1 most sensitive,  
5 least sensitive)

Areas A-C  
A. Airport  
B. Physical Plant  
C. Park & Ride Lot



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Outlying Properties Land Use Plans  
September 1, 1998

ENVIRONMENTAL  
SUMMARY

Horace Williams Property  
Figure 1



## POTENTIAL USES

Because it is difficult for the University to anticipate long-term needs, an intentionally broad use list was created for the Horace Williams Property. Uses with similar locational needs and potential impacts were grouped in a single category. In response to both University and community preferences for a transit-supportive, mixed-use development approach, an “urban village” use district was included, combining a number of uses also found in other categories.

### **University Village District**

This district includes a mix of uses developed in a compact, higher density pattern to establish a pedestrian-oriented, human-scale “village” atmosphere that creates a strong sense of place, helps to reduce the need for off-site travel and supports efficient and convenient transit service to Central Campus. Uses may include University graduate and professional academic units, administrative functions, University or corporate research facilities, incubator facilities, convenience commercial and service uses and housing.

### **Visitor Destination Uses**

This district includes uses that require direct auto access from the regional circulation network, accessible parking and flat topography. Uses may include outpatient medical clinics, ambulatory patient-based research or clinical trials, public assembly facilities for small and medium sized groups, park-and-ride facilities and local commercial and service uses.

### **Independent Uses**

This district includes single-purpose uses that can be developed as free-standing developments. Uses may include, for example, major research-oriented facilities, incubator facilities for technology transfer, academic groupings or schools, “big” science and technology activities that must be remotely sited, library special collections or technical facilities and institutional records.

**Utilitarian Uses**

These uses are often perceived as unsightly or obtrusive and should be well buffered or sited in isolated areas. Uses include printing services, indoor storage and warehousing and physical plant shops, as well as exterior uses such as vehicle maintenance and storage yards.

**Housing**

These uses may include housing for university faculty, staff and students; fraternity/sorority housing and temporary housing or short-term University visits.

**Active Recreation District**

These uses require flat topography and benefit from convenient transit access to Central Campus. Examples include playing fields for soccer, football and baseball, as well as playgrounds.

**Passive Recreation and Natural Area District**

These natural areas typically include non-developable zones or minimally improved green areas. Examples include greenways, protected natural areas, parks and stormwater detention ponds.

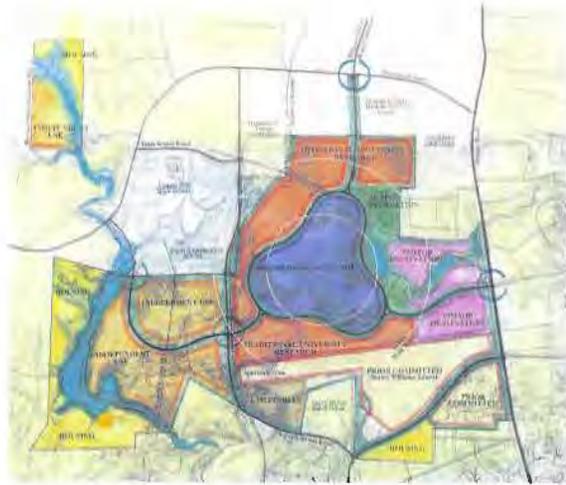
**ALTERNATIVES**

Three alternative land use plans were prepared to stimulate discussion concerning preferences and priorities for the long-term development of the Horace Williams Property. These alternatives illustrate different land use combinations and circulation and transit approaches. Density and transit/transportation management alternatives were also investigated to explore strategies for establishing the amount of new development that could be accommodated on the Horace Williams Property given the constraints that exist on off-site roadway capacity. After establishing a trip generation threshold for the site that would maintain a reasonable level of service on the surrounding roadway network, alternative packages of transit/transportation management policies were prepared. These policy alternatives were applied to

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the three land use plan alternatives to estimate the range of possible site development capacities. The transit/transportation management alternatives range from the status quo (including road-based bus transit service) to very aggressive efforts to encourage trip reduction and transit use (including a dedicated busway or rail line).

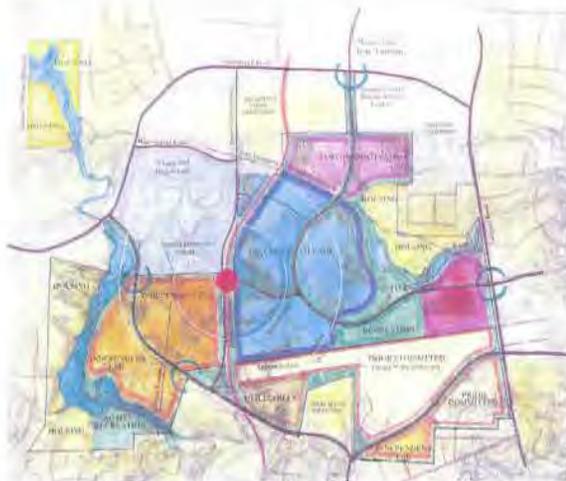
Major features of the comparative evaluation of these alternatives are summarized in Table 1. The land use, circulation, transit and transportation management alternatives were extensively reviewed by the University and community advisory committees. Alternative C was identified as having the greatest potential to serve as the basis for a final plan. After a number of important modifications were defined, a final plan was prepared.



Alternative A



Alternative B



Alternative C

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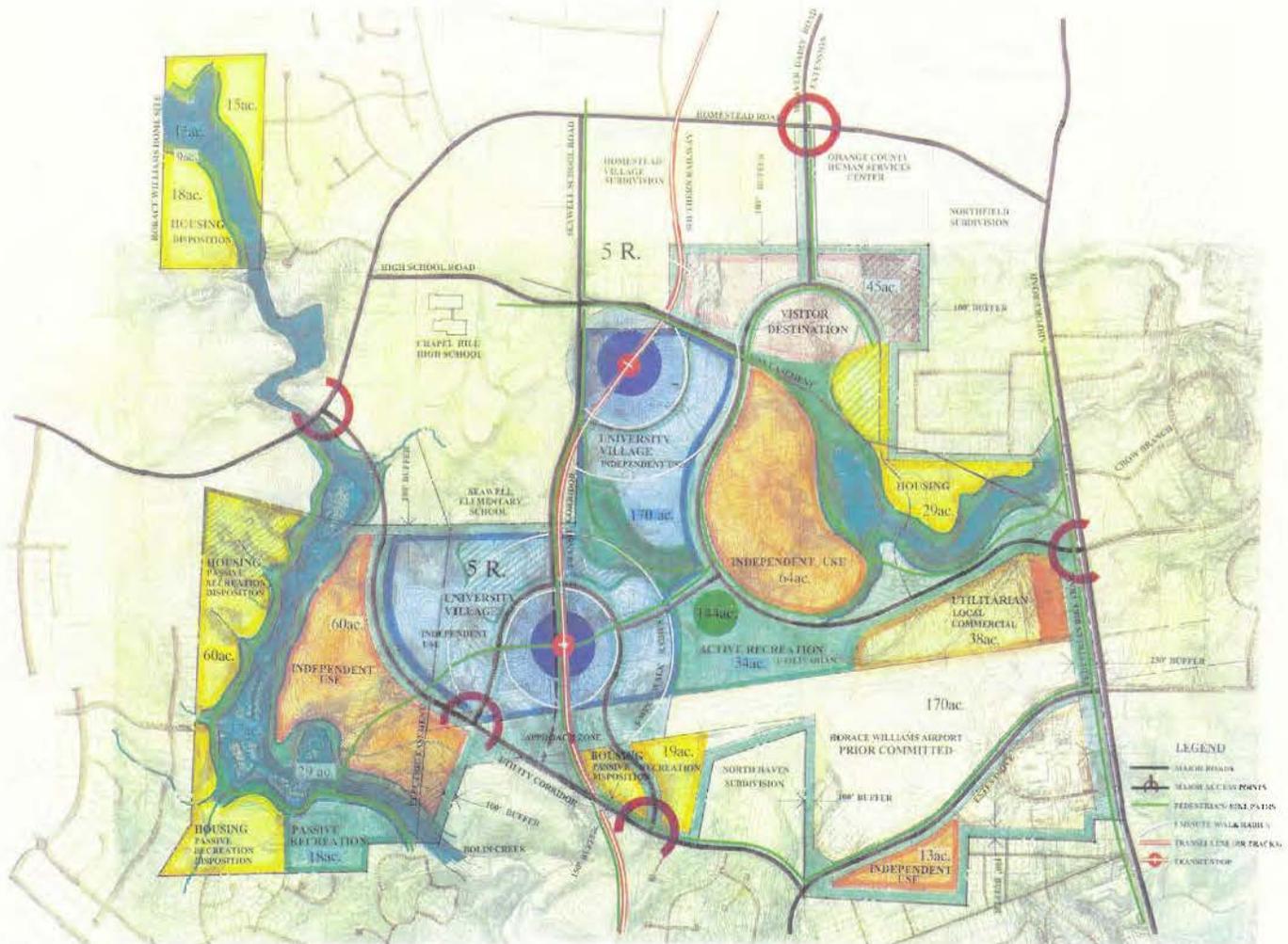
Table 1  
**ALTERNATIVES COMPARATIVE EVALUATION**

<u>Issue</u>	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>
<b>USE MIX AND DENSITY PATTERN</b>	Emphasis on traditional academic/research; no mixed-use zone. Density fairly evenly spread.	Small higher intensity mixed-use zone on Airport Road; range of uses and lower densities on balance of site.	Large higher intensity mixed-use zone on rail line; range of uses and lower densities on balance of site.
<b>USE DISTRIBUTION – NEIGHBORHOOD EDGES</b>			
<b>West</b>	Housing	Housing	Housing
<b>South</b>	Housing and Utilitarian	Utilitarian and Independent	Utilitarian and Independent
<b>North</b>	University Research	Visitor Destination	Visitor Destination and Housing
<b>Site Entries</b>	Visitor Destination; University Research	University Village; Visitor Destination; Independent	Commercial; Visitor Destination; University Village
<b>Site Interior</b>	Academic	Independent	University Village
<b>Home Site</b>	Housing and Independent	Housing	Housing
<b>DEVELOPMENT CAPACITY RANGES</b>			
	5.9 - 6.5 million GSF	5.0 - 5.7 million GSF	6.6 - 8.3 million GSF
<b>CIRCULATION</b>			
<b>Through Site Access</b>	Through access more direct	Through access more direct	Through access less direct
<b>Off-site Connections</b>	Equally distributed	Emphasis on Weaver Dairy-Seawell School connection	Emphasis on Weaver Dairy-Airport Road connection
<b>Estes-Homestead Connection</b>		Indirect	Indirect    Direct
<b>Transit</b>	Road-based bus; distributed stops	Road-based bus; distributed stops plus major stop	Dedicated busway or rail; major stop

## RECOMMENDED LAND USE PLAN

Figure 2 illustrates the recommended land use plan for the Horace Williams Property. Environmental protection and land use districts are color coded and labeled on the plans. Primary uses are shown in large type; secondary uses are also shown in smaller type for some development zones to provide the University with a degree of flexibility. (It should be noted that building, roadway and open space patterns within development zones have not been illustrated. This more detailed planning will be undertaken in the future as development needs are more clearly defined.) Vehicular entries to the Property are shown as circles and major internal road corridors are shown as thick black lines. The transit corridor appears as a red line with transit stations illustrated as large dots. Major bicycle/pedestrian routes are illustrated as green lines.

Land use districts define how the 550 acres of developable land on the Horace Williams Property can best be used (see Table 2). Extensive natural areas (259 acres) are also preserved to protect critical natural resources, provide buffers and create a continuous open space system that extends across the site. Approximately 170 acres are dedicated to already existing uses including the Horace Williams Airport, the University physical plant complex and a park-and-ride lot.



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Outlying Properties Land Use Plans  
September 1, 1998

FINAL LAND USE PLAN  
Horace Williams Property  
Figure 2



JJR: PB

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Table 2  
**HORACE WILLIAMS PROPERTY SITE DEVELOPMENT SUMMARY**

Total Area	979 Acres	
Prior Committed Land (airport 110 ac.) (physical plant 60 ac.)	170 Acres	(18%)
Open Space Preservation (floodplain 57 ac.) (stream buffers 64 ac.) (misc. setbacks & open space 22 ac.) (runway approach zone 116 ac.)	259 Acres	(26%)
<b>Developable Land</b> (University Village 170 ac.) (Housing 108 ac.) (Independent Use 137 ac.) (Utilitarian Use 38 ac.) (Visitor Destinations 45 ac.) (Active Recreation 34 ac.) (Passive Recreation 18 ac.)	<b>550 Acres</b>	<b>(56%)</b>
<b>Home Site</b>		
Total Area	57 Acres	
Open Space Preservation	24 Acres	
Developable Land	33 Acres	
Housing	33 Acres	

Highlights of the recommended land use plan are summarized below.

**Linked Open Space System**

In addition to protected natural areas along Bolin Creek and Crow Branch, the plan illustrates perimeter buffers, open space setbacks from major on-site roadways, an airport approach zone and active and passive recreation districts. These open space components are linked into a continuous system by bicycle/pedestrian routes.

**Low Intensity Development Areas**

Some areas with slopes of over 10% and/or mature hardwood forest are included within recommended development zones/land use districts. (These areas are indicated by green cross hatching.) It is anticipated that the University will develop these areas at a lower density, following special siting guidelines.

**Mixed-use University Village**

A large University Village district, located in the central portion of the site, is an important feature of the recommended plan. The University Village district spans the existing rail right-of-way to capitalize on its potential as a transit corridor. The highest density of development is located within 1/4 mile of the two proposed transit stops. It is anticipated that these areas will be developed to replicate the human scale, pedestrian character and mix of buildings and public spaces that characterize the older portion of Central Campus.

**Independent Use Districts**

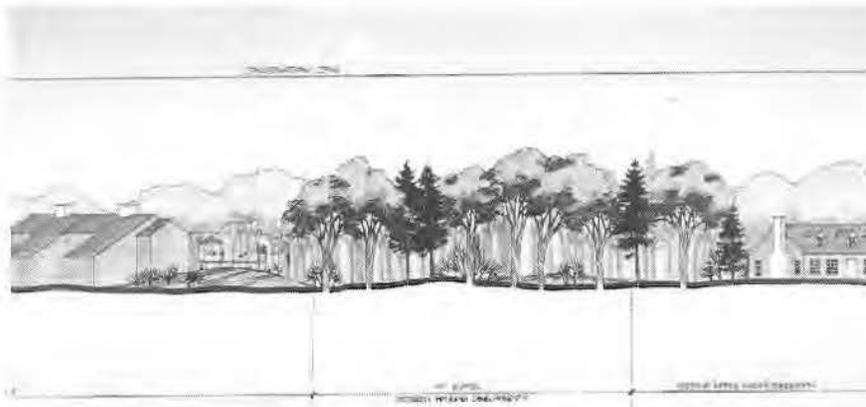
Independent use districts are located to the east and west of the central University Village district and are edged by major on-site roadways (to provide appropriate access) and protected natural areas (to provide a high level of amenity). A small Independent Use district is also located on Estes Drive at the southern edge of the property adjacent to the University's existing physical plant complex.

### Visitor Destination District

The Visitor Destination district is located on the north edge of the property, adjacent to the planned Orange County Human Services Center. Access is provided from the already planned extension of Weaver Dairy Road in an alignment that intersects with Homestead Road at the northern edge of the Horace Williams site. This location will ensure that the Visitor Destination district has excellent regional accessibility without drawing visitor traffic through the site.

### Housing District

To the greatest possible extent, Housing districts are located on the property perimeter adjacent to existing off-site residential development. Housing is also recommended on the Horace Williams Home Site located to the north. On the Home Site and on the main property west of Bolin Creek, access to these new residential areas can be provided through existing neighborhoods. Possible secondary uses are also indicated on a number of the Housing districts. The “disposition” designation suggests that the University may sell (dispose of) some areas, rather than developing them for University uses.



### Utilitarian District

The only Utilitarian district shown on the plan is located on the existing site of the Chapel Hill municipal operations complex. (The Town’s lease on this property expires in December 2006.) This location on the interior of the site avoids any perceived conflicts with off-site residential development and may allow for the re-use of existing storage buildings. A small commercial district is located on the Airport edge of the Utilitarian district (see below).

### **Commercial**

Commercial use outside of the mixed-use University Village district has been minimized and located on Airport Road at one of the primary entries to the Horace Williams Property. As a result, this commercial area will have a significant impact on the image of the property and must be designed and developed to a very high standard.

### **On-site Circulation**

The recommended land use plan includes an internal road system and multiple site entry points to allow for the efficient distribution of traffic and promote accessibility while discouraging through traffic movement. An alternative to the alignment proposed in the communities' adopted Thoroughfare Plan is recommended for the connection between Seawell School Road and Homestead Road. This new alignment will avoid crossing Bolin Creek to minimize the level of environmental impact. Realignment of the southern portion of Seawell School Road around the southern University Village core/transit stop has also been proposed. In the longer term, it is anticipated that Seawell School Road will require widening to 4 lanes.

Major bike and pedestrian routes illustrated on the plan document the University's commitment to ensuring that a variety of transportation modes are available. The alignment of this bicycle/pedestrian system will be confirmed and expanded when planning proceeds to a more detailed level.

### **Transit**

To support the construction and operation of a dedicated busway on the rail right-of-way, a minimum of 6 million square feet of academic, research, administrative and housing development must be provided on the Horace Williams Property at full build out. To support rail transit service, at least 5 million square feet of development must be located within 1/4 mile of the two University Village transit stations. Road-based bus service will link those areas that are beyond walking distance to the proposed transit corridor and transit stops. In addition, until an adequate critical mass of development occurs to support busway or rail transit, improved road-based bus service will link the Horace Williams Property to Central Campus and the larger region.



It will also be essential to promote additional off-site development along the transit corridor, for example, by implementing Chapel Hill's recommended Northwest Area Plan and by encouraging infill and/or higher density redevelopment at other corridor locations. Further, it will be necessary to allow traffic congestion to increase on the surrounding roadway network to encourage drivers to select a mode of travel other than driving their own car (transit, biking, walking).

#### **Build Out Capacity and Trip Reduction Strategies**

The successful implementation of transportation management strategies for trip reduction and transit will increase the quantity of development that can be accommodated on the Horace Williams Property at full build out by reducing the number of week day car trips generated to and from the site. A threshold for site-generated week day car trips was identified by comparing off-site roadway capacities to the growth in traffic volumes projected to take place without development on the Horace Williams Property. (No off-site roadway improvements other than those already included in adopted Thoroughfare Plans and Transportation Improvement Programs were assumed in estimating roadway capacities. Traffic forecasts from the North Carolina Department of Transportation, the Triangle Transit Authority and the Town of Chapel Hill were used to determine the projected growth in background traffic.) These comparisons determined that the road system to the south of the site (particularly Airport Road, Estes Drive and Greensboro Road) will constrain total site-generated traffic to 45,000 cars on an average week day, resulting in a Level of Service E in peak hours.

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A “status quo” transit/trip reduction policy approach (including Chapel Hill Transit Service maintained at current levels and extended onto the Horace Williams Property, as well as an on-site ridesharing/transit coordinator and flex time work schedules) would allow 5 to 6 million gross square feet to be developed without exceeding the trip generation threshold. This status quo approach establishes a reasonable baseline for site development capacity. More importantly, aggressive trip reduction policies, in combination with a dedicated busway or rail transit service on the University/Norfolk Southern rail corridor, would allow build out capacity to increase to as much as 7.5 to 8.3 million gross square feet, but only if important off-site transportation and land use policies (as described in the transit discussion, above) are cooperatively pursued by the Towns of Chapel Hill and Carrboro, Orange County, the Triangle Transit Authority and the University. As a result, long-term flexibility for the University depends on cooperation between local governments and the regional transit authority to ensure that land use patterns and transit and trip reduction strategies are pursued in the larger region.



## MASON FARM PROPERTY

### THE SITE

Most of Mason Farm is already committed to a variety of existing uses. Many of these (the Botanical Gardens, other arboreta and the Biological Reserve) capitalize on the site's unique natural habitats. Others, primarily the Finley Golf Course, represent significant recreational resources. Both the University and the community place a high value on these open space areas because of their environmental importance, beauty and recreation value. As a result only a small portion of this 1,356-acre property will be developed in the future: the area surrounding the Friday Center (128 acres including 11 acres made available through the redesign of the golf course) and a portion of the Parker Property (55 acres).

Existing uses at Mason Farm that the University has committed to maintain include:

- Mason Farm Biological Reserve, North Carolina Botanical Garden and associated Arboreta (558 acres)
- Finley Golf Course (239 acres)
- Friday Continuing Education Center
- UNC Hospitals Administration Building
- Cone Kenfield Tennis Center
- Municipal park-and-ride Lot
- OWASA Water Treatment Plant
- The Ronald McDonald House
- The Faculty Recreation Club and other recreation facilities

### **Friday Center Area**

In the past 10 years, with the completion of the Friday Continuing Education Center, a new identity and critical mass of activity have been created on Mason Farm. As a result, this area has become an attractive location for support functions that cannot be accommodated on the Central Campus. Much of the 128-acre area surrounding the Friday Center has already been developed or committed to specific projects (including the WUNC radio station, Principal's Executive Program, expansion of the UNC Hospitals Administration Building). The emphasis in future planning is, therefore, on infill strategies that will make the best use of the remaining developable land and uses that will support the continuing education focus and allow for the expansion of administrative/office functions.

Today, access to the Friday Center area is limited to a single entry from Raleigh Road. As future development occurs, multiple access points will be needed to better distribute traffic and potentials for enhanced transit service will be created. The Triangle Transit Authority (TTA) is investigating the feasibility of a regional fixed guideway alignment that would link Mason Farm to the Central Campus (to the west) and through the Meadowmont mixed-use development (to the north) to Durham, Duke University, the Research Park and the City of Raleigh. Although the route alignment recommended by TTA through the Mason Farm Property is not supported by the University or the community, an alternative alignment serving the Friday Center portion of the Mason Farm site could be an important asset.

### **Parker Property**

The 130-acre Parker Property is located on the southwest corner of Mason Farm adjacent to the Biological Reserve. The portion of the Parker Property which slopes towards Mason Farm (approximately 75 acres) serves as an important buffer to the Biological Reserve and will be retained as an undeveloped area by the University. The remaining 55 acres are surrounded by residentially zoned land (both developed and vacant) and existing access is limited to nearby residential streets. As a result, the University has determined that housing is an appropriate future use for the developable portion of the Parker Property, but that the site cannot be effectively developed for University housing and could be sold to a private developer.

## ALTERNATIVES

Two alternative plans were prepared for the area surrounding the Friday Center to generate discussion and identify issues critical to future development. These plans illustrate alternative circulation patterns, open space layouts, building envelopes and parking approaches. Both alternatives assume that all existing buildings in the Friday Center area (approximately 370,000 gross square feet) will remain and test the amount of new development that could be accommodated with (1) surface parking only (approximately 361,000 gross square feet of new development) or (2) deck parking (approximately 749,000 gross square feet with 2,200 deck parking spaces).

Because the fixed guideway transit route through Mason Farm (as proposed by TTA) was not supported by the University or the community, it was not shown in the alternative plans. After the preliminary alternatives review, however, both University and Community Advisory Committees recommended that the University propose an alternative alignment. This alignment is shown in the recommended plan and is strongly endorsed by the University and the community.



## RECOMMENDED FRIDAY CENTER AREA PLAN

The recommended Friday Center area framework plan (Figure 3) creates an enhanced sense of organization and provides for an efficient use of land. Proposed building envelopes, indicating where new development will occur, are shown in red. Existing buildings and committed building projects are shown in yellow. The proposed open space system in the northern portion of the site is shown in dark green. Existing and proposed roadways appear in blue with optional roadway connections shown as dashed lines. The proposed fixed guideway alignment is shown in red with the transit stop indicated as a red dot. A proposed parking deck, adjacent to the transit corridor, is shown in gray and labeled.

Highlights of the recommended plan are summarized below.

### **Development Patterns**

New development is concentrated in the northern portion of the site (north of the Friday Center) to locate as much density as possible within walking distance of the proposed transit station. Building envelopes, open spaces and roadways are oriented in an east-west direction to maximize views to the golf course. No new building development is recommended along the northern portion of the golf course edge, although the WUNC radio station and the Principal's Executive Program will be located adjacent to the golf course to the south. The only new development proposed in the southern portion of the site is located on Barbee Chapel Road, in an area which is isolated from the balance of the property. In total, the plan identifies opportunities to build approximately 337,000 gross square feet of new development. This will almost double the gross square feet of existing or committed buildings (370,000).

### **Transit**

A fixed guideway transit alignment is shown on the northern edge of Mason Farm, entering the site from the proposed Meadowmont development at Friday Center Drive and extending west, parallel to Raleigh Road. This alignment will allow a transit stop to be located where it can serve Meadowmont's proposed office/retail development as well as the most intensely developed portion of the Friday Center



THE UNIVERSITY OF NORTH CAROLINA  
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September 1, 1998

FINAL  
FRAMEWORK PLAN

Mason Farm Property  
Figure 3



area. The University will seek a cooperative planning relationship with Meadowmont's developers to ensure that future land use and development are coordinated to provide as much support as possible for transit in the recommended alignment.

### **Open Space**

Future development is set back a substantial distance from Raleigh Road and Friday Center Drive to maintain a dominant open space image at this primary site entrance. No parking is located in this northeastern portion of the site. A major open space is also provided within the Friday Center development cluster to create a strong open space focus and a high level of amenity.

Wooded slopes and drainage courses have been maintained as open space and a substantial buffer is maintained on the edge of the Morgan Creek floodplain. Relocation of the recreational fields to the area south of the existing UNC Hospitals Administration Building and Cone Kenfield Tennis Center is shown as proposed by the University, independent of this study.

### **Parking**

At final build out, parking will be provided in surface lots and a single deck. Until development reaches a level at which deck parking is needed, all parking will be located in surface lots. The future parking deck is located on the northern edge of the development area adjacent to the transit stop. It is estimated that 1,190 additional parking spaces can be added to the existing 1,238 spaces to provide a total of 2,428 spaces at full build out. When all building and parking capacity is used, the parking ratio will be approximately 3.4 space/1,000 gross square feet.

### **Vehicular Circulation**

Friday Center Drive continues to serve as the site's primary entrance. In an attempt to maximize secondary access, the recommended plan incorporates four new entrances to the site, including two new entries from Raleigh Road (one via Finley Golf Course Road and the other through the Meadowmont Property) and two new entries from Barbee Chapel Road (one through the Meadowmont Property and another farther south through University-owned property).

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SUMMARY REPORT

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DEVELOPMENT SUMMARY

**FRIDAY CENTER AREA: 128 Acres**

Mixed Use including academic, office and open space

1. Existing municipal park and ride lot:  
approximately 354 parking spaces
2. Existing University buildings and parking:  
Includes committed future buildings  
approximately 1,238 parking spaces  
approximately 370,000 gsf  
approximately 3.3 parking spaces/1,000 gsf
3. Proposed future University buildings and parking:  
approximately 1,190 parking spaces (assumes 1,100 deck spaces)  
approximately 337,000 gsf  
approximately 3.5 parking spaces/1,000 gsf
4. TOTAL UNIVERSITY DEVELOPMENT  
approximately 2,428 parking spaces  
approximately 707,000 gsf  
approximately .34 parking spaces/1,000 gsf

**PARKER PROPERTY: 56 Developable Acres**

Housing



