

**ORANGE COUNTY
BOARD OF COMMISSIONERS**

ACTION AGENDA ITEM ABSTRACT

Meeting Date: September 18, 2012

**Action Agenda
Item No. 7-a**

SUBJECT: Siting Criteria for Southern Branch Library – Final Recommendation

DEPARTMENT: Asset Management Services
(AMS), Library

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

Southern Branch Library Locational
Criteria
Map Denoting Southwestern Orange
County

INFORMATION CONTACT:

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

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

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

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

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

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

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

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

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

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

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

ORANGE COUNTY SOUTHERN BRANCH LIBRARY LOCATIONAL CRITERIA

Guiding Principles

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

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

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

PRELIMINARY PHASE–TECHNICAL SITE REVIEW AND ASSESSMENT

Visibility:

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

Site Capacity:

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

Access:

- Accessibility for pedestrians

- Accessibility for vehicles
- Accessibility for public transportation
- Design capacity and existing traffic load of roadway proposed to access site.

Alignment with Planning Tools (Comprehensive Plan):

Alignment with planning tools applicable for the subject property (County Comprehensive Plan, adopted Small Area Plans, Strategic Plans, etc.)

Lease versus Purchase:

- Analysis of the long term viability of the site
- Availability of property for lease

Centrality of Location:

- Existing and potential future population in a given area
- Growth and development opportunities/constraints in a given area (i.e. what is future development, as embodied in applicable plans, going to look like and how will it impact the proposed library)
- Proximity to schools
- Proximity to retail
- Proximity to other libraries

Site Conditions, Allowances, and Constraints:

- The cost-benefit conclusions of physical, legal, and land-use allowances/constraints
- Technical and environmental assessments (planning/zoning, jurisdictional processes, etc.)
- Environmentally sustainable (C&A, storm water mgt, buffers, energy “net zero” capacity)
- Operationally sustainable
- Defeats obsolescence

Cost and Availability:

- Cost for site acquisition
- Availability of property for lease
- Analysis of long term viability of site
- Timeframe for development of the site
- Terms for site control necessary for development process

ORANGE COUNTY SOUTHERN BRANCH LIBRARY LOCATIONAL CRITERIA:

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

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

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

Partnerships

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

MAP DENOTING SOUTHWESTERN ORANGE COUNTY

NORTH

6

WEST

EAST

SOUTH WEST QUADRANT OF ORANGE COUNTY

Approximate
Center Point

Town of Hillsborough

Town of Chapel Hill

Town of Carrboro

SOUTH

Data shown on this map is obtained from Orange County GIS and is for reference only. Exact locations and boundaries should be verified. Map prepared by Orange County Planning & Inspections.

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



1 inch = 16,299.149 feet

0 6,500 13,000 26,000 Feet

Comparison of Potential Library Sites Based on BOCC Criteria

	<u>1128 Hillsborough Rd.</u>	<u>401 Fidelity St</u>	<u>301 W. Main St.</u>
<u>PRELIMINARY PHASE–TECHNICAL SITE REVIEW AND ASSESSMENT</u>			
<u>Visibility</u>			
Visible from Street	Coulb be visible from Hillsborough Rd.	Visible from Fidelity St.	Visible from Main St., Bim St., Laurel Ave.
Classification of street where property will be accessed from	Arterial	Subcollector	Arterial, Sub-collector, Sub-collector
Visual Appeal	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
<u>Site Capacity</u>			
Able to provide comprehensive library services to all the residents of southern Orange County	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Meets Minimum Acerage	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Space for building and on-site parking	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Adequate Utilities and Availability	Yes	Yes	Yes
Space for future expansion (building to allow for additional library services, parking, etc.) to serve all the residents of southern Orange County.	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Space to accommodate the necessary setbacks, road expansions and other site amenities	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
<u>Access</u>			
Accessibility for Pedestrians	1.18 miles from downtown Carrboro, approximatley 35 minutes walk time. Sidewalks and bike lanes exist and connect the property to downtown.	0.82 miles from downtown Carrboro, approximatley 18 minutes walk time. Sidewalks and bike lanes exist and connect the property to downtown.	0.36 miles from downtown Carrboro, approximatley 10 minutes walk time. Sidewalks and bike lanes exist and connect the property to downtown.
Accessibility for Vehicles	Access would be from Hillsborough Road. Site could be served by individual access road or connection to MLK Park property.	Access would be from Fidelity Street. Site coule be served by indiviidual access road or connection to existing access to Westwood Cemetary.	Access is availble from Main Street, Weaver Street, Laurel Avenue and Bim Street.

Comparison of Potential Library Sites Based on BOCC Criteria

	<u>1128 Hillsborough Rd.</u>	<u>401 Fidelity St</u>	<u>301 W. Main St.</u>
Accessibility for public transportation	CHT Stop for F Route located at Dove/Hillsborough and James/Quail Roost	CHT Stop for CW Route located Davie/Fidelity Court	CHT Stop for CW Route located at Main/Fidelity. Stop for J Route located at Bim/Jones Ferry
Design capacity and existing traffic load of roadway proposed to access site	Design Capacity =12,000/ day; 2011 AADT = 6,500	Design Capacity=12,000/ day	Design Capacity= 18,300/day; 2011 traffic count = 7,900/day
<u>Alignment with Planning Tools (Comprehensive Plan)</u>			
Alignment with planning tools applicable for the subject property (County Comprehensive Plan, adopted Small Area Plans, Strategic Plans, etc.)	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
<u>Lease Vs. Purchase</u>			
Analysis of long-term viability of site	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Availability of Property for Lease	This property is currently listed for purchase	This property could be leased to Orange County.	This property could be leased to Orange County.
<u>Centrality of Site</u>			
Existing and potential future population in given area	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Growth and development opportunities/constraints in a given area	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Proximity to Schools	0.4 Miles from McDougale School, 1.1 miles from Carrboro Elementary	0.5 Miles from Carrboro Elementary	0.3 Miles from Carrboro Elementary
Proximity to Retail	Closest retail opportunities are in downtown Carrboro, 1.18 miles away.	Closest retail opportunities are in downtown Carrboro, 0.82 miles away.	Closest retail opportunities are in downtown Carrboro, 0.36 miles away.
Proximity to Other Libraries	Existing branch library at McDougale School (0.4 miles), Carrboro Cybrary (1.18 miles), Chapel Hill Public Library - Permanent Site (4.4 miles), CH Public Library- University Mall (4.6 miles)	Existing branch library at McDougale School (2.2 miles), Carrboro Cybrary (0.82 miles), Chapel Hill Public Library - Permanent Site (4.3 miles), CH Public Library- University Mall (3.8 miles)	Existing branch library at McDougale School (2.1 miles), Carrboro Cybrary (0.36 miles), Chapel Hill Public Library - Permanent Site (4.0 miles), CH Public Library- University Mall (3.6 miles)
<u>Site Conditions, Allowances, and Constraints</u>			
The cost-benefit conclusions of physical, legal, and land-use allowances/constraints	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		

Comparison of Potential Library Sites Based on BOCC Criteria

	<u>1128 Hillsborough Rd.</u>	<u>401 Fidelity St</u>	<u>301 W. Main St.</u>
Technical and Environmental Assessments (Planning/Zoning, jurisdictional processes, etc.)	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Environmentally Sustainable (C&A, stormwater mgmt., buffers, energy "net zero capacity")	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Operationally Sustainable	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Defeats Obsolescence	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
<u>Cost and Availability</u>			
Cost for Site Acquisition	Listed for sale at \$200,000 (\$1.33/sqft)	Owned by the Town of Carrboro	Owned by the Town of Carrboro
Availability of Property for Lease	This property is currently listed for purchase	This property could be leased to Orange County.	This property could be leased to Orange County.
Analysis of long-term viability of site	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Timeframe for development of site	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
Terms for site control necessary for development of site	THIS CRITERIA WILL BE EVAULATED BY ORANGE COUNTY STAFF		
<u>PRIMARY PHASE-PUBLIC INPUT AND ASSESSMENT</u>			
<u>Community Preference</u>			
Input from Elected Officials	THIS CRITERIA WILL BE EVALUATED IN A LATER PHASE		
Input from a broad cross-section of the area to be served	THIS CRITERIA WILL BE EVALUATED IN A LATER PHASE		
Orange County & Carrboro Friends of the Library	THIS CRITERIA WILL BE EVALUATED IN A LATER PHASE		
<u>Partnerships</u>			
Co-location with other private or public entity	Opportunity to develop jointly with Martin Luther King, Jr. Park	Opportunity to develop site with additional amenities and collaborate with Carrboro Farmer's Market for additional parking	Opportunity to renovate and improve Carrboro Town Hall and Town Commons and collaborate with Carrboro Farmer's Market.
Mutually beneficial joint development			
Enhances service possibilities			