

**VILLAGE OF CLEMMONS PLANNING BOARD DRAFT
STAFF REPORT**

PETITION INFORMATION			
Docket #	C-216		
Staff	Megan Ledbetter		
Petitioner(s)	Abattoir Properties, LLC		
Owner(s)	Abattoir Properties, LLC		
Subject Property	Fair Oaks Drive		
Type of Request	Special Use Zoning District rezoning from RS-15 to IP-S		
Proposal	<p>The petitioner is requesting to amend the Official Zoning Maps for the subject property from RS-15 to IP-S:</p> <ul style="list-style-type: none"> (Life Care Community) <p>NOTE: Both general and special use district zoning were discussed with the petitioner(s) who decided to pursue the rezoning as presented. With a General use, all uses in the District must be considered.</p>		
Zoning District Purpose Statement	The IP District is intended to accommodate public and institutional uses which have a limited land use impact or traffic generation potential upon surrounding uses. The district is intended to accommodate smaller, less intensive public and institutional uses which have concentrated service areas and are located in or near residential areas, or larger, less intensive recreational or institutional facilities in rural areas		
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(S)	(S)(1) - Is the proposal consistent with the purpose statement(s) of the requested zoning district(s)?		
	YES		
GENERAL SITE INFORMATION			
Location	North side of Fair Oaks Drive		
Jurisdiction	Village of Clemmons		
Site Acreage	Approximately ± 3.14 acres		
Current Land Use	Vacant Land		
Surrounding Property Zoning and Use	Direction	Zoning District	Use
	N	IP-S, RS-15	Assisted Living and Congregate Care, Single Family Residential
	E	IP-S	Assisted Living and Congregate Care
	S	Public ROW	Local Street

	W	RS-15	Single Family Residential
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(S)	(S)(2) - Is/are the use(s) permitted under the proposed classification/request compatible with uses permitted on other properties in the vicinity?		
	YES, the proposed use, life care community is allowed in the UDO and IP-S surrounds the property on two borders.		
Physical Characteristics	The subject site has a variety of topography throughout the 3.14 acres		
Proximity to Water and Sewer	Public water and sewer are available onsite. However, the utility commission will determine if a pump station upgrade is necessary for capacity.		
Stormwater/ Drainage	The proposed site drains to the Lasater Lakes and the development is required to meet all Village of Clemmons ordinances for stormwater management including stormwater quality and quantity control and pre-development rate. Extreme caution and project management will be needed, if approved, to make sure all stormwater systems are operating correctly as the lakes currently receive a substantial amount of run-off from I-40.		
Watershed and Overlay Districts	The site is located in a Class IV-PA (protected area) watershed and impervious coverage is limited to 70%.		
Historic, Natural Heritage and/or Farmland Inventories	n/a		
Analysis of General Site Information	Sewer capacity is a critical component to be addressed to make sure appropriate infrastructure is in place to develop. Diligent oversight of stormwater control is imperative and required to ensure the development does not adversely impact downstream property owners. The Village requires stormwater management for both quality and quantity and will not approve of grading permits, if approved, prior to an approved management plan completed by a professional engineer.		
Generalized Recommended Conditions	<p><u>BRIEF DESCRIPTION OF CONDITION(S):</u></p> <ul style="list-style-type: none"> • OBTAIN A STORMWATER MANAGEMENT PERMIT PRIOR TO OCCUPANCY • IF NECESSARY A SEWER PUMP STATION UPGRADE WILL NEED TO BE COMPLETED PRIOR TO OCCUPANCY 		
SITE ACCESS AND TRANSPORTATION INFORMATION			
Street Name	Classification	Frontage	ADT Count
			Capacity/LOS

Fair Oaks	Local/Collector	640 feet	3100	A	
Proposed Access Point(s)	Two (2) points of access on Fair Oaks Drive.				
Planned Road Improvements	None at this time.				
Trip Generation - Existing/Proposed	<p>Existing-Vacant, but anticipated vested right development would be approximately 7 homes. Average Daily Trips per the Ramey Kemp and Associates Technical Memorandum 67 trips</p> <p>Proposed-186 Average Daily Trips AM Peak Trips 11 total trips (entering and exit) PM Peak Trips 12 total trips (entering and exit)</p>				
Sidewalks	Sidewalks are required as part of the proposed development				
Transit	The subject site does not have any existing or proposed transit routes.				
Traffic Impact Study (TIS)	A technical memorandum was provided by Ramey Kemp and Associates. This study is included in the appendix of this staff report. Per the study the LOS is anticipated to remain adequate based on the Village of Clemmons TIA manual requirements. The LOS of the EB for the morning peak hours is anticipated to be a LOS C based on built conditions and background traffic in 2018. All other approaches are anticipated to operate at a LOS of B or better. *Any letter grade above an F is considered to be operating at an acceptable LOS based on the Institute of Traffic Engineers.				
Analysis of Site Access and Transportation Information	The site is accessed directly off Fair Oaks Drive in close proximity to Interstate 40. Thus, the majority of site trips will access the site from the Harper Road Interchange. Staff reviewed the driveway configuration during the technical review committee and requested only one driveway entrance. However, due to the Fire Marshall's review of the site a second driveway approximately 420' from the first driveway was added for fire safety purposes.				
Generalized Recommended Conditions	<p><u>BRIEF DESCRIPTION OF CONDITION(S):</u></p> <ul style="list-style-type: none"> • DRIVEWAY PERMIT FROM THE VILLAGE OF CLEMMONS AND NCDOT, INCLUDING SLIP LANES AS SHOWN ON THE PLAN • SIDEWALKS 				
SCHOOL DISTRICT INFORMATION					
Schools Serving Zoning Site	Project Students	2007-2008	2007-2008 Projected	School Capacity	Number of Mobile

	From Project	Enrolled Students	Students w/ Accumulated Totals		Classrooms on Site
Clemmons Elementary	0	n/a	n/a	n/a	n/a
Clemmons Middle	0	n/a	n/a	n/a	n/a
West Forsyth High School	0	n/a	n/a	n/a	n/a
School System Remarks and Analysis	Based on the age restricted living requirements of this development there will be no impact to the Forsyth County/Winston Salem School System				
CONFORMITY TO PLANS AND PLANNING ISSUES					
Legacy GMA	Suburban Neighborhoods (GMA 3)				
Relevant Legacy Recommendations	<ul style="list-style-type: none"> • <i>Legacy</i> recommends providing opportunities for a variety of housing types and transitional living for the baby boomer population in order to allow them to age in place. • Create more compact and efficient development patterns that accommodate growth yet help maintain environmental quality and economic competitiveness • Developments are designed and built in an environmentally sensitive manner 				
Clemmons Community Compass(2010)	<p>The Community Compass (2010) denotes this area as neighborhood residential which focuses on existing/future single family residential and attached housing that ranges in density by neighborhood. Neighborhood densities should be determined on a case by case basis generally allowing for higher densities near major corridors and activity centers and lower densities near cluster residential and rural preservation areas. School, churches and other institutional uses are appropriate secondary uses and should incorporate design features to mitigate impacts on neighborhoods. The protection of mature canopy is also recommended.</p> <p>Throughout the Community Compass plan, there is a strong emphasis on providing housing opportunities for all members of the community, specifically noted is senior housing based on our trends in demographics and the opportunity to allow residents to age in place.</p>				
Thoroughfare Plan Information	N/A				
Greenway Plan Information	The subject site is not a designated greenway site.				
Other Applicable					

Plans and Planning Issues	
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(S)	(S)(3) - Have changing conditions substantially affected the area in the petition?
	No
	(S)(4) - Is the requested action in conformance with <i>Legacy</i>?
Analysis of Conformity to Plans and Planning Issues	<p>The proposed site while located in the neighborhood residential section of the Community Compass provides a higher density residential use as well as an institutional use within an “existing” neighborhood thus conforming to the general intent of the land use section. The Community Compass notes the need for a variety type of housing within the Village of Clemmons. The aging population as noted in 2010 Census will need residences that are easy transitions from their current home. It is critical that the site be developed in a manner that provides consistency in design and architectural features with the adjoining and adjacent neighborhood.</p> <p>The buildings are placed on the site to allow for a required 40’ undisturbed buffer adjacent to the single family residential properties that adjoin the proposed development. The site provides double the required tree save requirements based on the proposed zoning to foster the character of the existing neighborhood and to help with water quality.</p> <p>Staff is awaiting elevations of the building facing Fair Oaks as it is imperative that the design of the buildings meet the character of the surrounding neighborhood. The proposed buildings show a main entrance with porches that do not have development access from the patio(s) only the main building entrance. Final elevations will have to be approved by the Village of Clemmons Planning staff prior to building.</p> <p>The petitioner is proposing an underground management system for Stormwater management. The Village of Clemmons Stormwater department reviews all stormwater management devices to verify they meet all current Village of Clemmons Ordinances.</p> <p>The average daily trips are minimal to the existing transportation network and due to fire concerns a secondary driveway was required.</p> <p>The original approval of the nursing care facility was completed in 1997 by Harris Capital for a two phase development which included</p>

assisted living. The first phase was constructed and the secondary phase was put on hold by the developer. The proposal included a three-story facility per the zoning file dated C-060. In 2007-2008, an interchange modification was completed at Harper Road which bisected the original Vernon tract with the new configuration of Fair Oaks Drive (the developer of New Meadowbrook) in two separate parcels. The remaining tract of 3.14 acres located on the north side of Fair Oaks is one of the two parcels left from the Vernon Estate. In 2009, the Lutheran Services of the Aging purchased the Elms at Tanglewood and submitted a site plan amendment for the second phase building to the Village for review and consideration. The facility has been operating since 2014 as an assisted living facility. The Village council has reviewed opportunities to provide life care communities in the Village of Clemmons based on Comprehensive Plan objectives, specifically objective number 10, with the desire to concentrate transitional living where existing nursing care institutions already exist for ease of transition. The Village reviewed and found 4 locations where this could occur in Clemmons based on acreage available and existing facilities. This being one possible location.

Staff recommends review of all elevations to determine the design of the development is a complement to the existing neighborhood. Staff also cautions the review of the existing water basin and thorough review of the stormwater management plan as it relates to the requirements for the site to meet pre-development conditions due to the sensitivity of the Lasater Lakes and the existing run-off received from I-40 and development prior to any stormwater regulations. The determination needed from the Planning Board and Village Council is does the development mitigate impacts to the adjoining and adjacent neighborhood.

RELEVANT ZONING HISTORIES

Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	PB
C-060	RS-15 to IP-S	Approval, August 1997	East	5.42 acres	Approval	Approval
C-185	IP-S to IP-S	Approval, 2009	North and East	10.36	Approval	Approval

SITE PLAN COMPLIANCE WITH UDO REQUIREMENTS

Building Square Footage	Square Footage	Placement on Site
	35, 000 sf, including two 15,000 sf independent living buildings and a	Adjacent to Fair Oaks Drive and to the Lutheran Homes property

	5,000 sf community center		
Parking	Required	Proposed	Layout
	41 spaces	54 spaces	Located in between the two independent living facilities and directly adjacent to the community center
Building Height	Maximum		Proposed
	60'		Two-stories
Impervious Coverage	Maximum		Proposed
	70%		47.58%
UDO Sections Relevant to Subject Request	<ul style="list-style-type: none"> Chapter B, Article II, 2-1.5 (A) Chapter B, Article II, 2-5.42 Chapter C, Environmental Ordinance 		
Complies with Chapter B, Article VII, Section 7-5.3	(A) Legacy policies:	Yes, <i>Legacy</i> supports infill development and an variety of housing opportunities	
	(B) Environmental Ord.	Yes	
	(C) Subdivision Regulations	N/A	
Analysis of Site Plan Compliance with UDO Requirements	It is anticipated the site will meet all UDO requirements		
REMAINING SITE PLAN ISSUES			
Issue		Status	
Revised elevations including schematic of the building facing Fair Oaks Drive, needed to determine design consistency		Awaiting	
Street Trees are needed along the frontage of Fair Oaks Drive per the general design requirements in the UDO		Awaiting	
CONCLUSIONS TO ASSIST WITH RECOMMENDATION			
Positive Aspects of Proposal		Negative Aspects of Proposal	
Request provides opportunities for transitional living within an existing community area and exceeds open space and tree save requirements per the UDO.		The site will need to be considered for compatibility from a design perspective with the existing neighborhood and sewer capacity must be addressed.	

ITE-SPECIFIC RECOMMENDED CONDITIONS OF APPROVAL

The following proposed conditions are from interdepartmental review comments and are proposed in order to meet codes or established standards, or to reduce negative off-site impacts.

PRIOR TO THE ISSUANCE OF GRADING PERMITS:

- a. Developer shall submit a stormwater management permit for review and approval.
- b. Developer shall submit documentation from the Winston-Salem/Forsyth County Utilities Commission that the sewer capacity issues have been upgraded if necessary.

PRIOR TO THE ISSUANCE OF BUILDING PERMITS:

- a. Developer shall receive an Environmental Grading and Erosion Control permit
- b. Developer shall receive driveway permits from the NCDOT and the Village of Clemmons
- c. Developer shall submit building elevations to the Village of Clemmons Planning Department for review and approval

PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS:

- a. Developer shall submit a stormwater occupancy permit for review and approval.
- b. Developer shall submit documentation from the Winston-Salem/Forsyth County Utilities Commission that the sewer capacity issues have been upgraded if necessary.
- c. Developer shall submit a photometric lighting plan that denotes that no more than ½ foot candle of light disbursement over the property line.
- d. Developer shall delineate heavy duty truck circulation route on the proposed site plan.
- e. Developer shall install a six foot opaque fence along the top of the retaining wall as designed per the site plan.

OTHER CONDITIONS:

- a. Developer shall agree to add (5) parking spaces as shown by the shaded areas on the site plan if deemed a problem by Village of Clemmons in the future.
- b. Developer shall add sidewalk connectivity to the Elms of Tanglewood along Fair Oaks Dr.
- c. Developer shall restrict the minimum age of residents to 62 and shall further restrict residents to the "Elderly" definition as defined in the UDO.
- d. Developer shall have shuttle services available to the residents of the facility.
- e. Developer shall have available dining options to the residents of this project.

STAFF RECOMMENDATION: THE SITE MEETS THE TECHNICAL ASPECTS OF THE UNIFIED DEVELOPMENT ORDINANCE AND THE INTENT OF THE COMPREHENSIVE PLAN; APPROVAL

NOTE: These are **staff comments** only; final recommendations on projects are made by the Village of Clemmons Planning Board, with final decisions being made by the appropriate Elected Body, who may approve, deny, table or request modification for any project. **THE APPLICANT OR REPRESENTATIVE IS STRONGLY ENCOURAGED TO ATTEND THE PUBLIC HEARINGS WHERE THE CASE WILL BE CONSIDERED BY THE PLANNING BOARD AND THE ELECTED BODY.**