REZONING: CONDITIONAL REZONING -FELICIA REEVES HOME (P24-24-CZD)

CITY OF HENDERSONVILLE - COMMUNITY DEVELOPMENT STAFF REPORT

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PROJECT SUMMARY

- Project Name & Case #:
 - o Felicia Reeves Home
 - o P24-24-CZD
- Applicant & Property Owner:
 - Alyce Knaflich (Founding Director and Board Chair) Aura Home Women Vets [Applicant & Owner]
- Property Address:
 - o 1744 Meadowbrook Terrace
- Project Acreage:
 - o 0.69 Acres
- Parcel Identification (PIN):
 - 0 9569-44-7296
- Current Parcel Zoning:
 - o R-10, Medium Density Residential
- Future Land Use Designation:
 - Medium Intensity Neighborhood
- Requested Zoning:
 - R-10-CZD, Medium Density Residential Conditional Zoning District
- Requested Uses:
 - Adaptive Reuse
 - Residential care facility
- Neighborhood Compatibility Meeting:
 - o May 1st, 2024

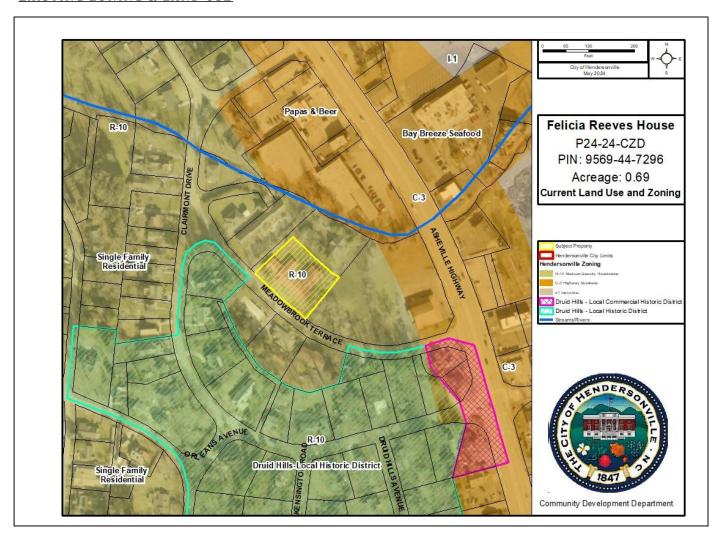


SITE VICINITY MAP

The City of Hendersonville is in receipt of an application for a Conditional Rezoning from Alyce Knaflich (Founding Director and Board Chair) of Aura Home Women Vets. The applicant is requesting to rezone the subject property, PIN 9569-44-7296 and located at 1744 Meadowbrook Terrace, from R-10 Medium Density Residential to R-10 CZD, Medium Density Residential Conditional Zoning District for the adaptive reuse of an existing building for a residential care facility on approximately 0.69 acres.

The proposal includes the renovation of the existing structure. There are no proposed additions to the building. The structure is approximately 8,020 square feet and will be renovated in two phases.

The subject property is entirely within the 100year floodplain and will be required to obtain any floodplain related approvals needed if the property is rezoned. The rezoning does not remove any required permitting.



City of Hendersonville Current Zoning & Land Use Map

The subject property is located approximately 450' away from the major commercial corridor of Asheville Highway. The Asheville Highway corridor is to the north and east of the subject property and is comprised of a mix of commercial uses including restaurants, retail stores, grocery stores, and medical offices in the close proximity. All abutting properties are zoned R-10 Medium Density Residential. R-10 is the dominant zoning classification to the south and west of the subject property. The surrounding area is predominately comprised of single family residential, with some two family and small-scale multi-family present as well. Directly to the northwest of the subject property is a quadplex. A duplex can be found directly across the street from the subject property. The subject property is also within close proximity to the Druid Hills Local Historic District. However, the subject property is outside of the historic district and would not be required to follow the procedures for properties within the local historic district. The subject property is within close proximity to Patton Park. There is also an unnamed tributary of Brittain creek to the north of the subject property.

SITE IMAGES



View of the existing structure at 1744 Meadowbrook Terrace that is proposed to be renovated and used. No expansions of the existing building are proposed. The structure was constructed in 1960



View of the mature tree that is slated for removal on the front of the building in order to provide parking for the facility.



View of the second access point at the north side of the building.

This drive will provide access to the 6 parking spaces at the rear of the building.



View of the rear of the building where the additional 6 parking spaces are proposed.



View of the existing 4 unit multi-family building that is directly adjacent to the subject property to the north.



View of the mature buffer to the northeast which is slated for preservation and will continue to be a buffer between the subject property and adjacent property.



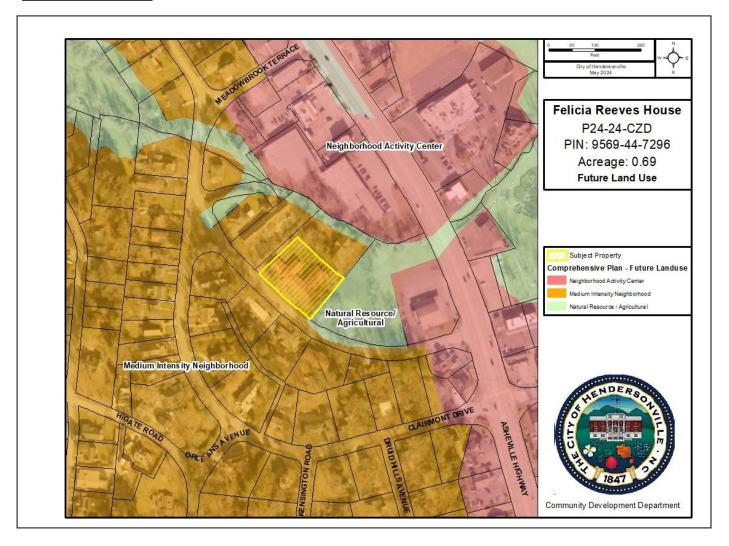
View of one of the expansion buildings listed as "phase II" on the site plan.



View of the pond located on the adjacent property to the east.

The pond is located on the backside of the 1801 Asheville

Highway property.



City of Hendersonville Future Land Use Map

The subject property is designated a Medium Intensity Neighborhood in the 2030 comprehensive plan. The Medium Intensity Neighborhood encompasses all of the single-family residential neighborhoods to the south and west of the subject property (this includes the Druid Hills Historic District). Parcels to the east along the Asheville Highway Corridor are designated as Neighborhood Activity Center. The Natural Resource and Agricultural designation run along this area as well. This designation follows the unnamed tributary of Brittian creek to the north and also encompasses the pond located directly to the east of the subject property. It is worth mentioning that this property differs from most, in the fact that although this site is 100% within the 100-year floodplain, it is not designated as Naturel Resource and Agricultural.

Home appreciation rates have exceeded income and population growth,

	creating a need for affordable housing and a mismatch between jobs and housing in Hendersonville. Comprehensive Plan Survey respondents overwhelmingly felt that there is an inadequate supply of safe/decent affordable housing in Hendersonville. Participants at Steering Committee and public meetings expressed a desire for a mix of housing types that are affordable to a range of incomes Strategy PH-1.1. Promote compatible infill development. Action PH-1.5.6. Promote the installation of street trees through private redevelopment projects and targeted installations in locations such as "park streets" identified in Strategy CF-7.1 in Chapter 5 Goal PH-2. Encourage a wide range of housing types and price points in order to meet the diverse and evolving needs of current and future residents, match the housing supply with the local workforce, and promote diverse neighborhoods. Strategy PH-3.2. Encourage mixed land use patterns that place residents within walking distance of services.
	Goal NR-IPreserve environmentally sensitive areas in order to protect life and property from natural hazards, protect water resources, and preserve natural habitat. Strategy NR-I.I. Discourage and reduce development of structures and impervious surfaces within the FEMA Floodway and 100- Year Floodplain (see Map 3.3a).
	Action NR-1.1.1 Maintain and enforce the provisions of the City's Flood Protection Standards as development and redevelopment occur Goal NR-2 Provide a variety of quality open space, distributed equitably throughout Hendersonville, that can be used for recreational opportunities
Natural &	and aesthetic enhancements
Environmental Resources	Strategy NR-2.3 Promote preservation of woodlands. Mature trees and wooded areas are significant community-defining natural features that contribute to Hendersonville's identity. Trees provide several additional community benefits, as described in Figure 3.3c.
	Action NR-2.3.1 Continue to encourage tree preservation by providing existing tree preservation credit toward landscaping requirements
	Action NR-2.3.5 Encourage larger developments to place structures and roadways in areas where land has been disturbed and trees have already been removed
	Goal NR-3. Reduce the ecological footprint of developed and developing areas in order to reduce the impact on natural resources, create a healthy, sustainable community and reduce energy costs.
Cultural & Historic Resources	Strategy CR-1.3. Promote investment in and adjacent to Historic Districts through compatible infill development, particularly on currently underutilized, non historic properties
Community Facilities	No Goals, Strategies or Actions are directly applicable to this project.
Water Resources	Goal WR-2. Understanding that communities and the natural environment located downstream are dependent on clean water, strive to preserve the

	quality of water as it flows through Henderson County					
	Strategy WR-2.2. Prevent development of floodplains and stream corridors in order to preserve natural drainage patterns and improve the quality of stormwater runoff.					
Transportation & Circulation	Meadowbrook Terrace is designated as a local street according to Map 7.3a: Transportation Plan					
	 Walk Hendo identified sidewalks along Meadowbrook Terrace as a priority. From US 25 to Arlington Place This sidewalk was called out as a "City priority project" 					
	Strategy TC-1.2. Identify and prioritize needed pedestrian connections within the community.					
	Goal TC-4. Promote an integrated mass transit system that addresses local and regional needs					
	Strategy TC-4.2. Ensure that all bus stops are in locations that can be accessed safely and conveniently by pedestrians.					

Whether and the extent to which the proposed amendment would result in significantly adverse impacts on the natural environment including but not limited to water, air, noise, storm water management, streams, vegetation, wetlands and wildlife -

Effect on Natural Environment

Mature Trees: There are a large number of mature trees and vegetation around the subject property. This mature vegetation creates a buffer around 3 sides of the parcel. All of this existing vegetation is slated for preservation. One mature tree is slated for removal on the front of the building to make way for the new drive aisle.

Floodplain: The subject property is completely within the 100-year floodplain. The subject development will be required to meet any applicable standards in Chapter 17 of the zoning ordinance and any other applicable floodplain-related permitting if approved.

The petition is found to be **consistent** with the City of Hendersonville 2030 Comprehensive Plan based on the information from the staff analysis and the public hearing, and because:

The petition supports the City's 2030 Comprehensive Plan goals by adhering to the Preservation/Enhancement Area designation for the subject property. The proposal enhances and renovates a long-vacant and decaying structure without expanding it, promoting compatibility with the surrounding area.

We [find/do not find] this petition to be reasonable and in the public interest based on the information from the staff analysis and the public hearing, and because:

DRAFT [Rationale for Approval]

- The petition addresses a critical need for housing and services for local female veterans.
- The petition proposes to renovate and repurpose an existing structure that has contributed to urban blight for the past decade.
- The petition proposes to reduce the residential intensity of the previous use on the site (retirement home).
- Given the building's size and scale in the R-10 zoning district, there is no reasonable likelihood that the property will revert to a use permitted in the R-10 zoning district.

DRAFT [Rational for Denial]

- The proposed reuse requires relief from a variety of applicable supplementary standards that could negatively impact the surrounding residential uses.
- The proposed use of the site is inharmonious with the surrounding residential neighborhoods and incompatible with adjacent land uses.
- The proposed development is inconsistent with the recommended density of Medium Intensity Neighborhood which is 2 to 8 units per acre as outlined in the 2030 comprehensive plan.

PROPOSED REQUEST DETAILS

Site Plan Summary:

- Proposed Uses:
 - Adaptive Reuse
 - **Residential care facility**: "Establishments primarily engaged in the provision of residential, social and personal care for children, the aged and special categories of persons with some limits on ability for self-care but where medical care is not a major element. Such facilities include homes for the aged and infirm and other similar residential care uses not otherwise defined in this ordinance."

o Building:

- o Existing building and shed to be renovated and used-8,020 SF
 - Phase I: 4,846 SF (existing building) 350 SF (existing shed)
 - Phase II: 2,824 SF (existing building)
- No new building construction is proposed. The entire project will be within the existing building footprint.
- The project is proposed to be completed in two phases:
 - Phase I-
 - 5 client residential rooms
 - I director residential room
 - Exercise room
 - o TV/game room
 - Counselor's office
 - o Classroom
 - Laundry Room
 - Existing shed to be renovated
 - Phase II
 - o Kitchen
 - Security Room
 - Pantry
 - o 6 client residential rooms
- The facility will have II clients and I director living on site. This equates to 17 persons per acre. The maximum density for a residential care facility is 26 persons per acre.

Transportation:

- The site will have two access points from Meadowbrook Terrace (local street).
- The main access to the development will be a one-way travel lane that runs parallel to the front of the building.
- A secondary travel lane will be provided along the northwestern property boundary that will provide access to 6 parking spaces that will be located to the side/rear of the building.

Sidewalks

- The development will provide sidewalks along their entire property frontage on Meadowbrook Terrace.
- Per condition, the developer proposes installing sidewalks as a component of phase II.
- o Sidewalks along Meadowbrook were identified as a priority in Walk Hendo.

Lighting

 All site lighting will be required to conform to the City's lighting standards for multi-family developments. The lighting plan is a component of the final site plan review.

o Parking:

- Parking is required at "One off-street parking space shall be provided for each six beds in the facility. Such off-street parking shall be screened so that it is not readily visible from the street or from adjoining residential uses."
 - Parking required: 3 spaces.
 - Parking provided: 14 spaces
 - The 8 parking spaces in the front will be screened by landscaping
 - The six parking spaces at the rear will be screened by the building.

Drive Aisles

• The front drive access is proposed to be 15' wide for one way travel, which is permitted by code for 45-degree parking.

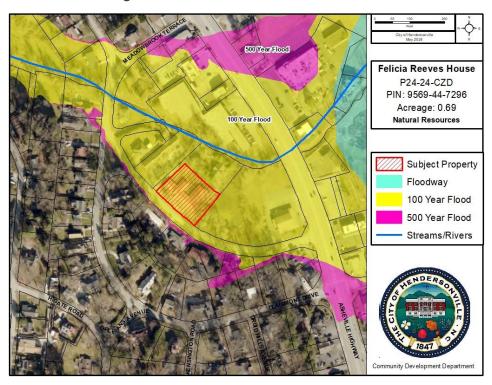
Landscaping

- This development will be required to provide:
 - Vehicular Use Landscaping (Sec. 15-9. Landscaping for vehicular use areas.)
 - o Interior parking lot plantings.
 - Buffer from street plantings.
 - Street trees (Sec. 15-15)
 - Common Space landscaping (15-13)
 - Open Space landscaping (Sec. 15-14)

Floodplain

- According to the 2008 FEMA floodplain maps, all portions of this property falls within the Special Flood Hazard area.
- The map below shows the mapped floodway, 100-year floodplain and 500 year floodplain, as well as a blueline stream to the north.
- Even if rezoned, the project will still have to be reviewed for conformance with any applicable City floodplain requirements as well as any FEMA requirements.
- This project would be classified as "Redevelopment in the floodway and special flood hazard area" and would have to adhere to 17-2-4 in the zoning ordinance.

The existing building is approximately 1' 6" below the base flood elevation. If the building renovation costs trigger the requirement to come into conformance with current standards then the building will have to be raised 3' 6" to bring the entire structure 2 feet above the base flood elevation.



- Supplementary Standards
 - Adaptive Reuse
 - The developer proposes the reuse of a structure or structures used historically for a use permitted in the zoning district classification but for which there is no longer any reasonable demand for such previous use, or the developer proposes the reuse of a structure or structures used historically as nonconforming use and there is no reasonable likelihood that the property will revert to a use permitted in the zoning district classification.
 - With a building of this size and scale in R-IO there is no reasonable likelihood that the property will revert to a use permitted in the zoning district classification.
 - The developer shall state the precise nature of the proposed adaptive reuse, which shall be compatible with neighboring residential uses. If a special use permit is granted for the adaptive reuse, future use of the property shall be limited to the specified use unless
 - I) the use is changed to another use permitted in the zoning classification or
 - o 2) a new adaptive reuse is approved.
 - The proposed use for this development is as follows "residential care facility for women's veterans will be completed in phases ultimately providing living accommodations for twelve (12) occupants including on-site

director. Support functions to include kitchen, laundry, classroom, exercise room and tv/game room."

- The adaptive reuse shall be housed in an existing structure or structures.
 - The proposed adaptive reuse is completely within an existing structure with no expansion proposed.
- Such structures may be modified or expanded so long as the gross floor area is not increased by more than ten percent and so long as the appearance of the modification is in harmony with the neighboring residential uses.
 - No expansion is proposed.
- Off-street parking meeting the requirements of section 6-5, above, shall be provided. Such off-street parking shall be screened so that it is not readily visible from the street or from adjoining residential uses.
 - The facility is required to have 3 parking spaces. They are proposing to have 14 spaces. The spaces behind the building will be buffered by the building and existing vegetation. The parking spaces on the front of the building will be screened by a "buffer from street" as well as street trees.
- The adaptive reuse may have one sign not exceeding four square feet in area.
 - The development is showing I sign at the front of the building not exceeding 4 square feet in size.
- The developer shall propose, install and maintain landscaping which will assist in giving it a residential appearance.
 - The development is preserving all existing landscaping (minus one tree on the front of the building). They will also be required to bring the site into compliance with current landscape ordinance requirements for Vehicular Use landscaping, Street Trees, Open space landscaping, Common open space landscaping
- The adaptive reuse shall provide open space which shall be not less than 60 percent of the total area of the development parcel.
 - The development is proposing to provide 36% open space due to existing site constraints (per condition).
- Lighting for the adaptive reuse shall be no more than is necessary for safe use of the facility, and shall be designed and installed so that it is directed away from the roadway and any adjacent properties.
 - The development will be providing site lighting in accordance with the City's requirements at final site plan. They will be required to meet the standards for multi-family site lighting.
- Traffic generated by the adaptive reuse shall not be expected to cause an inconvenience to residents of the neighborhood.
 - This use has a low expected trip generation.
- The developer shall propose hours of operation for the adaptive reuse which are designed to be compatible with neighboring residential uses. Such hours of operation shall become a condition of the special use permit, violation of which shall be grounds for

revocation of the permit.

 Per the site plan "Access to the facility will be 24/7 with a resident director. After normal business hours, security personnel will also be stationed inside the building entrance."

- Supplementary Standards
 - Residential Care Facility
 - The facility shall be situated in an existing residential structure. This structure may be expanded or altered so long as the facility remains residential in scale and appearance.
 - The development team is asking for a condition for this requirement since the current building is classified as a commercial building and not residential. The structure will not be expanded or altered.
 - One off-street parking space shall be provided for each six beds in the facility. Such off-street parking shall be screened so that it is not readily visible from the street or from adjoining residential uses.
 - The facility is required to have 3 parking spaces. They are proposing to have 14 spaces. The spaces behind the building will be buffered by the building and existing vegetation. The parking spaces on the front of the building will be screened by a "buffer from street" as well as street trees.
 - The facility may have one sign not exceeding four square feet in area. Such sign shall not be illuminated.
 - The development is showing I sign at the front of the building not exceeding 4 square feet in size.
 - The facility shall not exceed two stories in height.
 - The existing building is I story (16' in height).
 - The facility shall propose, install and maintain landscaping which will assist in giving it a residential appearance.
 - The development is preserving all existing landscaping (minus one tree on the front of the building). They will also be required to bring the site into compliance with current landscape ordinance requirements for Vehicular Use landscaping, Street Trees, Open space landscaping, Common open space landscaping
 - The facility shall propose, develop and maintain common open space for the use of its residents, which shall amount to not less than 15 percent of the site.
 - The development is providing 15% common open space that they will maintain.
 - Lighting for the facility shall be designed and installed so that it is directed away from the roadway and any adjacent properties.
 - The development will be providing site lighting in accordance with the City's requirements at final site plan. They will be required to meet the standards for multi-family site lighting.
 - Density for residential care facilities shall not exceed 26 persons per acre.
 - o The proposed density is 17 persons per acre.
 - No traffic shall be generated by such facility in greater volumes than

- This use has a expected trip generation.
- o Previous Use on the Site:
 - Photo below taken December 29th, 2011. Judging by previous records, it appears that this rest home had a capacity between 30 and 40 persons.
 - The structure was built in 1960 and would appear to have operated as a retirement home for the majority of those years.
 - Judging by aerial imagery, this site has been somewhat or completely vacant since 2011. This has led to a great deal of depreciation of the building.



DEVELOPER PROPOSED CONDITIONS:

- 1. Widen existing gravel access drive to 20'-0" +/- from Meadowbrook Terrace to shed as shown (24' City Standard)
- 2. Renovation/adaptive reuse of existing commercial building for proposed residential care facility for women's veterans will be completed in phases ultimately providing living accommodations for twelve (12) occupants including on-site director. Support functions to include kitchen, laundry, classroom, exercise room and tv/game room.
- 3. Reduction in required open space from 60% to 36%.
- 4. New sidewalk will be provided in phase II.

- I. "A fenced and landscaped buffer shall be provided on the western and southern property boundaries. Fencing shall be a minimum of 6' in height. The buffer provided shall be similar to the buffer requirements for a "Day Center". All fencing shall be built in such a way to meet any applicable floodplain requirements."
 - a. Day Center Buffer Requirements:
 - i. "15-foot B-type buffer meeting the requirements of article XV. Additionally, the buffer shall include a fully opaque vertical masonry wall or wood fence at least six feet (6') in height. "Fully opaque" shall mean that no more than ten percent (10%) of the surface of the fence or wall shall be left open and the finished side of the fence or wall shall face the abutting property."

OUTSTANDING ISSUES & CITY PROPOSED CONDITIONS:

COMMUNITY DEVELOPMENT

Site Plan Comments:

- The site plan accompanying this petition meets the standards established by the Zoning Ordinance for R-10 CZD (5-4-4) (minus any developer proposed conditions and the following).
 - All final landscaping calculations, species and placement shall be worked out with staff during final site plan review.

Proposed City-Initiated Conditions:

None

CITY ENGINEER

Site Plan Comments:

None

Proposed City-Initiated Conditions:

o None

WATER / SEWER

Site Plan Comments:

o None

Proposed City-Initiated Conditions:

None

FIRE MARSHAL

Site Plan Comments:

None

Proposed City-Initiated Conditions:

None

STORMWATER ADMINISTRATOR Site Plan Comments:

Proposed City-Initiated Conditions:

o None

FLOODPLAIN ADMINISTRATOR

Site Plan Comments:

None

Proposed City-Initiated Conditions:

None

PUBLIC WORKS

Site Plan Comments:

None

Proposed City-Initiated Conditions:

None

NCDOT

Site Plan Comments:

None

Proposed NCDOT-Initiated Conditions:

None

HENDERSON COUNTY SOIL & EROSION CONTROL

Site Plan Comments:

o None

Proposed Condition:

o None

TRANSPORTATION CONSULTANT (KIMLEY HORN)

TIA Comments:

- A TIA was not required for this project due to the low expected trip generation. The City's triggers of 100 peak hour trips and 1,000 daily trips were not met.
- O Per the City's Traffic Consultant Jonathan Guy "ITE over the years has culled much of the unique projects and recommends local data collection for these type projects. However, I have provided assisted living (ITE 254) as a comparison. While this is intended for patrons of an older demographic, it actually aligns well. There is limited support to aid in some services, but most are still independent and can come and go. Some have access to cars, others do not. The number of staff is larger than what would be here. Also, the studies that develop the generation numbers are for larger facilities, around 100 beds. So, the numbers are skewed higher than likely, especially for the Daily number. The AM and PM are within what I would anticipate. I have also shown the Townhome and the Multifamily for the I3 unit developments. You can see how these align with ITE 254 as well."

Trip Generation												
Land Use	Intensity	Units	Daily	AM Peak Hour			PM Peak Hour					
Land Use				Total	ln	Out	Total	In	Out			
Residential Land Uses			262	33	10	23	36	20	16			
215 - Single-Family Attached Housing	13	DU	49	1	0	1	4	2	2			
220 - Multifamily Housing (Low-Rise)	13	DU	159	27	6	21	26	16	10			
254 - Assisted Living	13	BED	54	5	4	1	6	2	4			
Subtotal				33	10	23	36	20	16			
Internal Capture				0	0	0	0	0	0			
Pass-By			0	0	0	0	0	0	0			
Total Net New External Trips			262	33	10	23	36	20	16			

Proposed Condition:

o None