

Lewisville Planning Board Meeting Minutes
November 29, 2017
6510 Shallowford Road - Council Chambers 1st Floor
6:30 pm

I. Call to Order

- A. Chair Jeanne Marie Foster called the meeting to order at 6:33 p.m. Board members present were Owen Calvert, Joseph Hamby, Meghan Flow and Michael Sullivan. Tom Lawson was out of town and Bill Scantland was ill. Also present was Attorney Bowen Houff, Planning Director Josh Harrold and Town Clerk Joyce Walker.
- B. Approval of Agenda
 - 1. Joseph Hamby moved to approve the agenda. The motion was seconded by Meghan Flow and approved unanimously.

II. Approval of Minutes

- A. November 8, 2017
 - 1. Joseph Hamby moved to approve the November 8, 2017 minutes. The motion was seconded by Mike Sullivan and approved unanimously.
- B. November 16, 2017
 - 1. Meghan Flow moved to approve the November 16, 2017 minutes. The motion was seconded by Owen Calvert and approved unanimously.

III. Public Hearing

- A. Public School text amendment (**L-153**)
 - 1. Mr. Harrold reviewed the highlights of the staff report for the attached text amendment.

STAFF REPORT

DOCKET # UDO L-153

REQUEST

This UDO text amendment was drafted by staff at the request of the Lewisville Planning Board to amend chapters B Section 2-5.66 of the *Unified Development Ordinances* (UDO) to add use conditions to public schools.

BACKGROUND

The use conditions section in the UDO for public schools adds additional conditions to public schools. The use conditions currently in the UDO outline additional conditions for public schools such as mobile units, landscaping, stadiums, off-street loading, and pedestrian connectivity. The planning board wishes to add additional conditions to regulate future schools in the Town's jurisdiction including the new Robinhood Middle School. The planning board has been working on this language in cooperation with Winston-Salem Forsyth County Schools, CLH Design, and Safe Routes to Schools staff.

ANALYSIS

The new conditions recommended by the Planning Board incorporate language from the Town's CD1-S (Campus District) district. The majority of these conditions deal with building orientation and character, parking, and walkability. Staff has also recommended adding conditions for queuing lanes and site lighting. The Planning Board spent a substantial amount of time on the language for mobile units. The language they

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recommend restricts the number of allowable mobile units to 25% of the total school population that is accommodated in the existing permanent structure. WSFC Schools requested the Planning Board permit the mobile units similar to the process used by the City of Winston-Salem. This process allows for mobile units to be added with a zoning permit as long as certain conditions are met. If these conditions can't be met, a special use permit is required from the Board of Adjustment. Staff recommended the queue length be determined using the MSTA (Municipal School Transportation Assistance) calculator commonly used in North Carolina. Staff also recommended that site lighting be shielded so as to not cast light on adjacent properties. This will help to mitigate light trespass and sky glow.

SUMMARY

The new additions to the use conditions for public schools help to reinforce conditions currently in place as well as provide increased accommodations for pedestrians on site. Mobile units are somewhat limited by the new language. The Planning Board would prefer to see all students housed inside the brick and mortar structure but this isn't always possible and they understand but want to see limits placed on the number of mobile units on site. After hearing from WSFC Schools, the school systems are limited on the size of brick and mortar structure they are allowed to build by the Department of Education. With this in mind, the only way to meet the need of communities is to add mobile units from time to time. The Planning Board wasn't unanimous on its decision to limit the number of mobile units. There was quite a bit of discussion between the Planning Board and WSFC Schools. With this in mind, the discussion will more than likely continue at the Town Council level. As mentioned above, the new language puts emphasis on the human scale and makes more accommodations for pedestrians on school campuses. Staff feels the new language is reasonable and will help to make an attractive campus and provide safety for pedestrians and students.

2. Mr. Harrold indicated he had sought information on this amendment from other sources.
3. Each item in the amendment was reviewed (see below).
4. There was much discussion centered around the requirements for mobile units, i.e. whether they could be limited in number, not added to the property at all, placement, whether a they would require a building permit or special use permit approved by the Zoning Board of Adjustment, etc.
 - a. It was noted that Winston-Salem/Forsyth County Schools asked that the Town's ordinance regarding mobile units mimic the code of Winston-Salem and the County.
 - b. The amendment has a 25% student growth (and not square footage area); however, the school system asked that the percentage be 50%, noting that design would be limiting and that the capacity would not reach the 50%. Also, this would apply to any school built in the Town in the future and not just the new middle school.
5. It was noted that the height of gymnasiums is 48feet; however, the Town's code does not allow buildings of that height.

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6. Staff was okay with recommending those items highlighted in yellow.
7. There was discussion by board members on the items in the amendment, specifically on mobile units, student population, parking, automobile queing and transportation, and square footage of the brick and mortar building.
 - a. Colon Moore, Winston-Salem/Forsyth County Schools, 475 Corporate Square Drive, Winston-Salem, explained how schools are designed and how capacity is determined. He also explained how the capacity plays on parking as well as how the capacity plays on mobile units.
 - b. Christine Hilt, landscape designer with CLH Design, 204 Hinton Street, Apex, explained the core design capacity of 900 but expect that the first day of school will see 800 students. The design already plans for 4 mobile units which will require a building permit for each.
 - c. It was also noted that school systems are behind in growth and that it is about funding and bonds that help to determine what is being built. Everyone was reminded that the school system is required to provide a pubic education to all students.
8. At 7:25 p.m. Mike Sullivan moved to table this discussion following the Public Information section on the agenda. The motion was seconded by Joseph Hamby and approved unanimously.

IV. Public Information Session

- A. At 7:30 p.m., the Public Information Session was opened with the Northeast Area Plan as the topic of discussion.
 1. Paul Kron was introduced and he updated those present with information on the Northeast Area draft plan. The idea is to vision the development of the area in the future. Preservation of open space, transportation, topography, environmental protection, land use, possible neighborhood activity centers, monument to fallen police and fire and the new school off Robinhood Road were all a part of the considerations in preparing the plan. Another component also considered the placement of the beltway when it is built.
 - a. The study area was outlined which was based on where water goes. Additionally, Mr. Kron pointed out which areas were under the jurisdiction of the Town, Forsyth County or the City of Winston-Salem.
 - b. The Preferred Land Use Map was presented and discussed in addition to the current land use map, explaining the zoning associated with some of the properties.
 2. After the presentation, those present went to breakout stations where they could ask specific questions about their concerns or where they may have comments.

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The Public Session ended at 8:38 p.m.

The Public Hearing session reconvened at 8:40 p.m.

V. Continuation of the review of the text amendment on *Schools, Public*

- A. There was continued discussion and questions on the number of students per square footage, the mobile units, parking and the size of the facility based on students. Edits to the amendment were made as individual items were reviewed.
 - 1. After discussion on mobile units, board members decided to use 25% instead of 50% of the permanent structure to determine the number to be used when determining the number of mobile units.
 - 2. It was pointed out that the City and County do not place a maximum number on mobile units.
- B. There was also discussion on lighting and asked about some language regarding lighting to be added to the ordinance.
- C. The Public Hearing was opened at 9:43 p.m.
- D. Having no speakers, the Public Hearing was closed at 9:44 p.m.
- E. There was additional discussion on the language being added regarding mobile units. Several of the board members were not comfortable using the 50% when determining the number of mobile units based on the capacity of the brick and mortar building.
 - 1. One comment was that placing a capacity on the number of unit is a disservice to the residents.
 - 2. The following language was suggested to be added:
 - a. The maximum number of mobile units will not constitute no more than 25% of the student population in the existing permanent structure.
 - b. *“In order to mitigate light trespass and sky glow,”* was added to the light statement and will be further defined in the UDO.
- F. After additional discussion on mobile units, Mike Sullivan moved to recommend L-153 to Council as written. The motion was seconded by Owen Calvert and approved with a vote of 4-1 with Joseph Hamby voting against.
- G. Mrs. Foster expressed frustration of the board around the mobile unit discussion and would like to ask the elected officials to submit a letter to Raleigh regarding mobile units. She suggested that Mr. Hamby and she attend Council’s meeting to express their two positions on the subject.

VI. Adjournment

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- A. Having no other business to discuss, at 9:50 p.m., Joseph Hamby moved to adjourn the meeting. The motion was seconded by Meghan Flow and approved unanimously.

Jeanne Marie Foster, Chair

ATTEST:

Joyce C. McWilliams Walker, Town Clerk

L-153

CHAPTER B. ZONING ORDINANCE

ARTICLE II ZONING DISTRICTS, OFFICIAL ZONING MAPS, AND USES

2-5 USE CONDITIONS

2-5.66 SCHOOL, PUBLIC

The following conditions apply to public schools in all zoning districts where permitted:

(A) School Stadiums

(1) Stadiums.

A school stadium may be located on the same zoning lot as any public secondary school.

(2) Stadium and Playground Area Setbacks.

School stadiums, including the parking areas, or other playground areas, shall be set back not less than fifty (50) feet from the property lines of any adjacent residentially zoned property.

(3) Bufferyards.

A fence option bufferyard of type II, as specified in Section B.3-5, shall be provided along the side and rear property lines between any school stadium and any property zoned for residential use.

(B) Mobile Units

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The placement of mobile units on school campuses shall be allowed through the issuance of a zoning permit for all school, public sites and comply with the following criteria. If unable to meet these criteria, the mobile unit must be approved by a special use permit issued by the Board of Adjustment. The Board of Adjustment may adjust or waive specified criteria based on site circumstances, such as; existing buildings and development of the school campus or on adjoining property; existing utilities; or natural features, like topography or wooded areas. The location of temporary classrooms on public school campuses must be verified to be consistent with the following criteria by Planning Staff within three (3) months after installation.

(1) Setbacks. A mobile unit shall be setback no less than forty (40) feet from all property lines and shall be located no closer to the surrounding public street(s) than the principal school structure.

(2) Buffering. Either the bufferyard specified in Section B.3-5.2 shall be installed or the provision of Section B.3-5.2(E) met through the approval of a landscaping plan for the school, public site.

(3) Landscaping. At a minimum, there shall be one large variety tree planted on the campus for each mobile unit approved. The tree(s) shall be located within one hundred fifty (150) feet of the mobile unit(s) or the principal school structure and be planted with a minimum on-center spacing of thirty (30) feet and a maximum on-center spacing of fifty (50) feet.

(4) Accessibility and Safety. A hard-surfaced, accessible route with a minimum width of five (5) feet shall be provided between the principal school structure and the mobile unit(s). Further, a striped pedestrian crosswalk shall be provided where the accessible route crosses parking and drive aisles.

(5) Location:

~~Mobile units should be placed where they are not prominently visible from the front of the school or a roadway. If they are placed in the front of the school or along a road, other landscaping not inconsistent with the landscape plan for the school shall be added to the site to minimize the visual impact. Other landscaping may consist of adding canopy trees along nearby parking lots, along the street, or along the front of the school.~~

(6) Clustering Units.

Units should be clustered around a central courtyard or green area rather than side by side so that a usable central outdoor space is created and a central walkway may be shared by the different classrooms. The designated cluster area shall be located close to a hallway entrance of an existing school building. The cluster of classrooms is linked to the main building by a landscaped walkway.

(7) Retention of Existing Trees.

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Units should be placed so as to minimize harm to or the necessity of removing existing trees.

(8) Shading.

Trees should be installed for shade where mobile units are exposed to direct south or western sun. Trees should be placed not inconsistent with the landscape plan for the school so they can become permanent features, and not interfere with recreation areas or moving of the classrooms.

(9) Preexisting Mobile Units.

In schools with existing mobile classrooms, additional mobile units should be placed close by to minimize the visual impact on the rest of the campus.

(10) Skirting.

Skirting compatible with mobile units shall be provided under mobile classrooms approved under Section B.6-1.2(A)(1)(a)(i), and which are visible from an adjacent public street and located within two hundred (200) feet of the public street.

(11) Building Code.

All mobile units and any additions necessary, such as stairs, landings, and porches, shall comply with the Building Code of North Carolina.

(12) Community Appearance Commission.

The Community Appearance Commission may develop architectural or other appearance criteria which Planning Staff may utilize in its review of mobile units. For the purpose of this section, the planning board shall serve as the Community Appearance Commission.

(13) New Schools.

Any new schools approved or constructed after the date of adoption of this Ordinance shall identify any areas on which mobile units are to be placed.

(14) Number of mobile units.

The maximum number of mobile units shall not exceed the minimum number needed to accommodate 25% of the student population that is accommodated within the permanent building.

(C) Other Requirements in GMA 1 and the CB District

(1) Interior Floor Space.

The minimum interior floor space for each school shall not be less than one hundred (100) square feet per pupil.

(2) Play Area.

The minimum outdoor or indoor play area shall be five thousand (5,000) square feet.

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(3) Off-Street Loading.

There shall be a minimum of one off-street loading or unloading space per ~~fifty (50)~~ one hundred (100) pupils enrolled, appropriately located to the entrance(s) to the school building.

(4) State Approval.

The facility plan must be approved by the North Carolina Department of Public Instruction, Division of School Planning and/or the North Carolina Department of Insurance.

(D) Exemptions

Exempted from Planning Board Review are the following improvements or buildings on Winston-Salem/Forsyth County School campuses, provided the Zoning Officer consults with the Director of Planning prior to the issuance of any permits for these improvements or buildings:

(1) Recreation Improvements.

Concession stands, playground equipment, or bleachers with a seating capacity for less than one thousand (1,000) spectators;

(2) Building Expansions or Accessory Buildings.

Expansions of less than four thousand (4,000) square feet (building footprint) of existing principal buildings; or maintenance, storage, or accessory buildings of less than four thousand (4,000) square feet (building footprint);

(3) Modification to Parking Lots.

Modifications to existing parking lots and driveways (NOTE: Any changes to driveways must receive driveway permits from either the City of Winston-Salem or the North Carolina Department of Transportation, whichever is applicable);

(4) New Parking.

New parking or pavement areas of less than twenty thousand (20,000) square feet;

(5) Utilities.

Installation of new utilities or maintenance of existing utilities (NOTE: Any utility relocations or installations must be approved by the Utilities Commission).

(E) Landscape Plan

A landscape plan prepared per the requirements of Section B.3-4.8 shall be prepared and installed for any new school or improvements to schools approved or constructed after the date of adoption of this Ordinance. Schools currently under construction at the time of adoption of this Ordinance may elect to provide landscaping in compliance with Sections B3-4.8 and B.3-5.2(D).

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(F) Pedestrian Connectivity – Campus

Any new public school approved or constructed after the date of adoption of this ordinance [April 8, 2010] shall provide pedestrian connectivity between all proposed and existing administrative, instructional, athletic buildings facilities, ~~and~~ mobile units, and parking lots as well as from the street or road to the school building. This connectivity shall be provided through the use of coherent pedestrian pathways and/or sidewalks, outdoor plazas, colonnades strategically placed to encourage such inter-connectivity and to provide pedestrian walkways (pathways) separate of automobile traffic patterns. Such pedestrian routes shall be supported through proper placement of signage, landscaping and architectural elements.

(G) Pedestrian Connectivity - Adjoining Residential Uses

Pedestrian sidewalks and/or greenways paths shall extend outward from the campus to existing or planned residential developments surrounding the new school site. These pedestrian pathways shall encourage such inter-connectivity to provide pedestrian walkways (pathways) separate from automobile traffic. Sidewalks and/or greenway paths ~~would not be required~~ are encouraged but not required for existing schools, additions, or modular unit additions or extending to remote locations and across athletic and play fields.

(H) Context map

A map indicating proposed development and pedestrian/vehicular connections in context with overall campus plan shall be provided.

(I) Stadium Parking

One (1) space shall be provided for every three (3) seats including existing parking and adjacent business parking. A parking plan shall be submitted for stadiums over 2,500 seats. This parking plan should include green grass parking locations utilized for overflow parking.

(J) Stormwater Management Plan Update

Indicate the impact to, and compliance with the overall campus wide stormwater management plan.

(K) Streets

Development should have a coherent and interconnected street/driveway network. This should include a discernable hierarchy of streets, drives and pedestrian circulation. Said streets and/or drives may be public or private.

(L) Parking

Parking for the proposed site(s) shall be provided so as to minimize the view of parking for adjacent uses and public travel ways through the strategic placement of buildings and parking and the utilization of landscaping, grading, and other architectural features for the screening and buffering purposes.

(M) Walkability

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Encourage pedestrian activity with the proper placement of parking in order to minimize fragmentation of the existing and/or proposed pedestrian circulation system. Sidewalks and pathways shall be provided to connect remote parking areas with the central campus environment.

(N) Building Orientation

Buildings shall be oriented toward streets or around courtyards and open space areas. Buildings shall have a common organizational element such as architectural design, color, materials, or detailing. To promote the unification of the campus fabric, buildings should be placed to create and encourage a balanced, compatible mix of uses, in a pedestrian-friendly environment.

(O) Building Character

Through the use of a variety of fenestration patterns, building façade offsets, roof line treatments and other architectural features, the perceived bulk, scale and length and width of the building shall be compatible with surrounding buildings. Maximum building height shall conform to Section 2-1.5(C)(2)(1). All buildings should blend with adjacent (on site) development in terms of mass, scale, details and character.

1. Elevations are to incorporate “human scale” elements and details. Awnings, covered walkways, open colonnades, or similar weather protection structures may be provided to further articulate pedestrian circulation areas.
2. Parking decks and other accessory uses shall blend with adjacent buildings in terms of mass, scale, details and character. The main level of the structure must be clearly articulated through the use of architectural detailing and landscape plantings.

(P) Stacking Spaces and Queue Length

Stacking spaces and queue length shall be provided to accommodate student pick-up and drop off traffic in order to alleviate congestion on roadways. Stacking spaces and queue length shall follow the guidelines referenced by the MSTA (Municipal School Transportation Assistance) and the MSTA school traffic calculator.

(Q) Lighting

All outdoor lighting shall be so shielded and oriented as to cast no direct light onto adjacent property in order to mitigate light trespass and sky glow.