

**CITY-COUNTY PLANNING BOARD
STAFF REPORT**

PETITION INFORMATION	
Docket	W-3439
Staff	Gary Roberts, Jr., AICP
Petitioner(s)	Forsyth County
Owner(s)	Same
Subject Property	PIN 6863-37-8175 and a portion of 6863-46-4958
Address	1931 Union Cross Road
Type of Request	Special Use rezoning from IP to GB-S
Proposal	The petitioner is requesting to amend the Official Zoning Map for the subject property from IP (Institutional and Public) to GB-S (General Business – Special Use). The petitioner is requesting the following use: <ul style="list-style-type: none"> • Group Care Facility C
Neighborhood Contact/Meeting	A summary of the petitioner’s neighborhood outreach is attached.
Zoning District Purpose Statement	The GB District is primarily intended to accommodate a wide range of retail, service, and office uses located along thoroughfares in areas which have developed with minimal front setbacks. However, the district is not intended to encourage or accommodate strip commercial development. The district would accommodate destination retail and service uses, characterized by either a larger single business use or the consolidation of numerous uses within a building or planned development, with consolidated access. This district is intended for application in Growth Management Areas (GMA) 1, 2, 3, and Metro Activity Centers.
Rezoning Consideration from Section 3.2.15 A 13	<p>Is the proposal consistent with the purpose statement(s) of the requested zoning district(s)?</p> <p>The site is located within GMA 3 (Suburban Neighborhoods) and has frontage along Union Cross Road, which is a major thoroughfare. Because of its limitations, this proposal will not encourage strip commercial development in the general area.</p>
GENERAL SITE INFORMATION	
Location	South side of Union Cross Road, west of Wallburg Road
Jurisdiction	Winston-Salem
Ward(s)	Southeast
Site Acreage	± 7.2 acres
Current Land Use	Addiction Recovery Care Association (ARCA) is located on the site. This use is classified as Group Care Facility C.

Surrounding Property Zoning and Use	Direction	Zoning District			Use	
	North	RS20 and LB-L			Single-family homes, undeveloped property, and B&T Grocery	
	East	IP			Union Cross Park	
	South	IP and LI-S			Union Cross Park and a Special Use bufferyard for Union Cross Business Park	
	West	GI			Lyndon Steel Company	
Rezoning Consideration from Section 3.2.15 A 13	Is/are the use(s) permitted under the proposed classification/request compatible with uses permitted on other properties in the vicinity?					
	The proposed use (Group Care Facility C) is currently in operation on the subject property. This use is compatible with those permitted on the adjacent GI and IP properties but is less compatible with the low-density residential uses across Union Cross Road.					
Physical Characteristics	The developed site has a gentle slope downward toward the southwest.					
Proximity to Water and Sewer	A public water main is located beneath Union Cross Road, and a sewer line is located in the southwestern corner of the site.					
Stormwater/ Drainage	The proposed site plan shows a stormwater management facility in the southwestern portion of the site, but a stormwater management study will be required.					
Watershed and Overlay Districts	The site is not located within a water supply watershed.					
Historic, Natural Heritage and/or Farmland Inventories	This site is the former Winston-Salem Air Force Radar Station (constructed circa 1956) and is listed in the Forsyth County Architectural Inventory (FY3407). The site was determined eligible for listing in the National Register of Historic Places in 2006 and was placed on the North Carolina Study List in 2009. The North Carolina State Historic Preservation Office (SHPO) has reviewed the proposed alterations and found they will have an adverse effect on the Radar Station. Should the proposal involve federal funding, permitting, or approval, additional consultation with the SHPO will be necessary. Staff advises that the existing structures be photo-documented using the Architectural Resources Documentation Form prior to any demolition.					
Analysis of General Site Information	The subject property has been developed with multiple buildings since the 1950s. The site is adjacent to a public park but has been utilized in a manner similar to that proposed by the petitioner for a number of years. It does not appear to have any development constraints such as steep slopes, designated floodplains, or water supply watersheds.					
RELEVANT ZONING HISTORIES						
Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	CCPB
W-3176	NB-L to LB-L	Approved 5/6/2013	Directly northeast	.79	Approval	Approval
F-1100	LB and AG to GI	Approved 3/27/1995	Directly west	10.26	Approval	Approval

SITE ACCESS AND TRANSPORTATION INFORMATION				
Street Name	Classification	Frontage	Average Daily Trip Count	Capacity at Level of Service D
Union Cross Road	Major Thoroughfare	652 feet	2,100	15,800
Atwill Drive	Private Street	772 feet	N/A	N/A
Proposed Access Point(s)	The site will continue to use the existing access from Union Cross Road.			
Planned Road Improvements	The <i>Comprehensive Transportation Plan</i> recommends a four-lane cross section for Union Cross Road with a raised center median, wide outside lanes, curb, gutter, and sidewalks on both sides.			
Trip Generation - Existing/Proposed	<p><u>Existing Zoning: IP</u> Staff is unable to estimate trip generation for the existing zoning because there is no site plan.</p> <p><u>Proposed Zoning: GB-S</u> 250 units (residents) x 2.74 (Assisted Living Facility*) = 685 trips per day * <i>Assisted Living Facility is the use most similar to the proposed use (Group Care Facility C), as noted in the Institute for Transportation Engineers' Trip Generation Manual.</i></p>			
Sidewalks	There are no sidewalks in the general area. The long-range <i>Comprehensive Transportation Plan</i> includes sidewalks along Union Cross Road; however, rather than constructing the sidewalk at this time, transportation staff recommends making a payment in lieu of construction.			
Transit	WSTA Route 108 serves the intersection of Union Cross Road and Willard Road approximately 2.3 miles west.			
Connectivity	The proposed site plan shows the existing driveway to Union Cross Park being retained.			
Transportation Impact Analysis (TIA)	A TIA is not required.			
Analysis of Site Access and Transportation Information	Group Care Facility C can accommodate up to 250 residents with associated staff. However, the nature of this use does not typically involve frequent vehicular travel by the residents. Union Cross Road is a major thoroughfare with ample capacity. Long-range plans for this portion of the road call for it to be widened and improved with sidewalks. At this time, transportation staff does not request additional right-of-way dedication, rather that the future limits of Union Cross Road be delineated on the proposed site plan. A payment in lieu of construction will be made for the future sidewalk.			

SITE PLAN COMPLIANCE WITH UDO REQUIREMENTS			
Building Square Footage	Square Footage		Placement on Site
	29,165 existing + 57,163 proposed = 86,328 total		Dispersed throughout the site
Parking	Required	Proposed	Layout
	83 spaces	86 spaces	90-degree head-in
Building Height	Maximum		Proposed
	60 feet		One and two stories
Impervious Coverage	Maximum		Proposed
	N/A		52.67 percent
UDO Sections Relevant to Subject Request	<ul style="list-style-type: none"> • Section 4.6.10: General Business District • Section 5.2.36: Group Care Facility C (use-specific standards) 		
Complies with Section 3.2.11	(A) Legacy 2030 policies:	Yes	
	(B) Environmental Ord.	N/A	
	(C) Subdivision Regulations	N/A	
Analysis of Site Plan Compliance with UDO Requirements	<p>The proposed site plan shows the reuse of an existing multi-building campus with a substantial expansion of new building square footage. A proposed stormwater management facility is shown in the southwestern portion of the site. Compliance with the use-specific standards for Group Care Facility C (including monument signage) will be demonstrated at the time of permitting.</p>		
CONFORMITY TO PLANS AND PLANNING ISSUES			
Legacy 2030 Growth Management Area	Growth Management Area 3 – Suburban Neighborhoods		
Relevant Legacy 2030 Recommendations	<ul style="list-style-type: none"> • Encourage redevelopment and reuse of existing sites and buildings that is compatible and complementary with the surrounding area. • Encourage the revitalization of institutional and commercial uses that are integral parts of neighborhoods. 		
Relevant Area Plan(s)	<i>Southeast Forsyth County Area Plan Update (2013)</i>		
Area Plan Recommendations	The plan recommends institutional use of the subject property.		
Site Located Along Growth Corridor?	The site is not located along a growth corridor.		
Site Located within Activity Center?	The site is not located within an activity center.		
Addressing	Addresses will be assigned at the time of permitting.		

Rezoning Consideration from Section 3.2.15 A 13	Have changing conditions substantially affected the area in the petition?	
	No	
	Is the requested action in conformance with <i>Legacy 2030</i>?	
	Yes	
Analysis of Conformity to Plans and Planning Issues	<p>Group Care Facility C was added to the UDO as a use classification in 2018 (UDO 287). The use is only allowed in GB-S zoning districts and requires a number of use-specific standards to be met.</p> <p>This petition comes from Triangle Residential Options for Substance Abusers, Inc. (TROSA), a non-profit organization that operates a large long-term residential substance abuse facility in Durham and is interested in opening a similar facility in Winston-Salem. TROSA was the petitioner for UDO 287, and the current request is consistent with that amendment.</p> <p>The site has a long history of military and institutional-related uses in a campus setting, including the current use (Group Care Facility C) employed by ARCA. The site abuts GI and IP zoning on three sides and is adjacent to Union Cross Park. Based upon the existing IP zoning and current use of the site, the area plan recommends institutional use of the subject property. <i>Legacy</i> recommends redevelopment and reuse of existing sites and buildings that is compatible and complementary with surrounding areas. Staff sees the proposed campus redevelopment as consistent with the current use of the site and generally compatible with both the character and context of the surrounding area.</p>	
	CONCLUSIONS TO ASSIST WITH RECOMMENDATION	
Positive Aspects of Proposal		Negative Aspects of Proposal
The site has historically been used for institutional-related uses in a campus setting.		The request would place a relatively intense use across the street from a residential area.
The request does not include any standalone commercial uses.		
The site is adjacent to IP- and GI-zoned properties.		
The request would address a growing community need by serving people who are suffering from the effects of substance abuse.		

SITE-SPECIFIC RECOMMENDED CONDITIONS OF APPROVAL

The following conditions are proposed from interdepartmental review comments to meet established standards or to reduce negative off-site impacts:

- **PRIOR TO THE ISSUANCE OF ANY PERMITS:**
 - a. Developer shall obtain all necessary permits from the North Carolina Department of Environmental Quality (NCDEQ) and the Division of Energy, Mineral, and Land Resources (DEMLR).

- **PRIOR TO THE ISSUANCE OF GRADING PERMITS:**
 - a. Developer shall have a stormwater management study submitted for review by the City of Winston-Salem. If required, an engineered stormwater management plan shall be submitted and approved. Relocation or installation of any stormwater treatment device into any buffer areas, vegetation designated to remain, or close proximity to adjacent residentially zoned land shall require a Staff Change approval at minimum, and may require a Site Plan Amendment.
 - b. Developer shall photo-document any structures on the site that are proposed for demolition or alteration using the Architectural Resources Documentation Form available from Historic Resources staff.
 - c. Developer shall obtain a driveway permit from the City of Winston-Salem and NCDOT; additional improvements may be required prior to issuance of the driveway permit(s). Required improvements include:
 - Installation of a heavy-duty concrete apron and
 - Payment in lieu of sidewalk construction along the Union Cross Road frontage.

- **PRIOR TO THE ISSUANCE OF BUILDING PERMITS:**
 - a. The proposed building plans shall be in substantial conformance with the submitted elevations as verified by Planning staff.

- **PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS:**
 - a. Developer shall complete all requirements of the driveway permit.
 - b. Buildings shall be constructed in substantial conformance with the approved building elevations as verified by Planning staff.

STAFF RECOMMENDATION: Approval

NOTE: These are **staff comments** only; the City-County Planning Board makes final recommendations, and final action is taken by the appropriate Elected Body, which may approve, deny, continue or request modification to any request. **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.**

**CITY-COUNTY PLANNING BOARD
PUBLIC HEARING
MINUTES FOR W-3439
MAY 28, 2020**

Desmond Corley presented the staff report.

George Bryan asked about the presence of a Quonset hut on the property and whether it was historical in nature. Desmond recalled the site plan showing a structure that fit that description but wasn't sure it was contributing to the possibility of a historic listing. Aaron King added that there is a condition that, prior to obtaining grading permits, developers are to document any structures on the site proposed for demolition in accordance with the standards suggested by the Historic Resources staff.

George asked if, historically, ARCA gained any federal or state dollars from the Quonset hut being on the property and for keeping it (in terms of tax breaks).

Darrell Boyles (ARCA) stated that ARCA is owned by Forsyth County, has been in Forsyth County since 1975, and is a 501(c)(3) nonprofit. They have not benefitted financially from the hut.

PUBLIC HEARING

FOR: None

AGAINST: None

WORK SESSION

MOTION: Clarence Lambe recommended that the Planning Board find that the request is consistent with the comprehensive plan.

SECOND: Jason Grubbs

VOTE:

FOR: George Bryan, Melynda Dunigan, Jason Grubbs, Tommy Hicks, Clarence Lambe, Chris Leak, Johnny Sigers, Brenda Smith, Jack Steelman

AGAINST: None

EXCUSED: None

MOTION: Clarence Lambe recommended approval of the zoning petition.

SECOND: George Bryan

VOTE:

FOR: George Bryan, Melynda Dunigan, Jason Grubbs, Tommy Hicks, Clarence Lambe,
Chris Leak, Johnny Sigers, Brenda Smith, Jack Steelman
AGAINST: None
EXCUSED: None

Aaron King
Director of Planning and Development Services