

**CITY-COUNTY PLANNING BOARD
STAFF REPORT**

PETITION INFORMATION	
Docket	W-3601
Staff	Marc Allred
Petitioner(s)	Pilgrim Associates II Inc
Owner(s)	Same
Subject Property	PINs 6826-65-9537, 6826-65-8322, and 6826-65-9372.
Address	1025 and 1035 West Twenty-Fifth Street.
Type of Request	Special Use Limited Rezoning
Proposal	<p>The petitioner is requesting to amend the Official Zoning Map for the subject property from LO (Limited Office) and LO-S (Limited Office – Special Use) to RM12-L (Residential Multifamily – maximum 12 units per acre – Limited Use). The petitioner is requesting the following uses:</p> <ul style="list-style-type: none"> • Residential Building, Duplex; Residential Building, Single Family; Residential Building, Twin Home; Residential Building, Multifamily; and Residential Building, Townhouse. <p>NOTE: General, Special Use Limited, and Special Use zoning were discussed with the petitioner(s), who decided to pursue the rezoning as presented. With a General Use request, all uses in the district must be considered.</p>
Neighborhood Contact/Meeting	A summary of the petitioner’s neighborhood outreach is attached.
Zoning District Purpose Statement	The RM12 District is primarily intended to accommodate multifamily uses at a maximum overall density of twelve (12) units per acre. This district is appropriate for Growth Management Areas 1, 2, and 3 and may be suitable for Metro Activity Centers where public facilities, including public water and sewer, public roads, parks, and other governmental support services are available.
Rezoning Consideration from Section 3.2.19 A 16	<p>Is the proposal consistent with the purpose statement(s) of the requested zoning district(s)?</p> <p>Yes, the site is located within GMA 2, is located within the designated Coliseum Drive Mixed-Use Opportunity Area, and has direct access to public streets, public water, and public sewer.</p>
GENERAL SITE INFORMATION	
Location	North side of West Twenty-Fifth Street, west of Kirkwood Street
Jurisdiction	City of Winston Salem
Ward(s)	Northwest
Site Acreage	± 3.98 acres
Current Land Use	Vacant land.

Surrounding Property Zoning and Use	Direction	Zoning District	Use			
	North	LB-L	Offices			
	East	RS9 & RS7	Single-family homes			
	South	RM8-S	Life Care Community			
	West	LO-S	Offices			
Rezoning Consideration from Section 3.2.19 A 16	Is/are the use(s) permitted under the proposed classification/request compatible with uses permitted on other properties in the vicinity?					
	Yes, the proposed residential uses are generally compatible with neighboring properties.					
Physical Characteristics	The undeveloped site is partially wooded with a moderate slope towards the northeast.					
Proximity to Water and Sewer	The site has access to public water and sewer from West Twenty-Fifth Street.					
Stormwater/ Drainage	Staff is not aware of any existing stormwater issues at this location.					
Watershed and Overlay Districts	The site is not located within a water supply watershed.					
Analysis of General Site Information	The vacant site is undeveloped with a stand of large trees in the northern portion of the site. The property is bounded by West Twenty-Fifth Street in the south and a private access easement (Coliseum Plaza Court) in the north. A large office building bounds the property to the west and is bounded on the east by single-family homes.					
RELEVANT ZONING HISTORIES						
Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	CCPB
W-3560	HB and HB-S to HB	Approved; 2/6/23	East	7.03	Approval	Approval
W-3186	RS9 to LO-S	Approved; 7/1/13	Current site	3.79	Approval	Approval
W-3041	RM8-S and NO-S to RM8-S (Two-Phase)	Approved; 10/5/09	South	81.61	Approval	Approval
SITE ACCESS AND TRANSPORTATION INFORMATION						
Street Name	Classification	Frontage	Average Daily Trip Count	Capacity at Level of Service D		
West Twenty-Fifth Street	Collector	298 feet	2,300	13,800		
Coliseum Plaza Court	Private	20 feet	N/A	N/A		
Pilgrim Court	Collector	West of Coliseum Plaza Court	N/A	N/A		

Proposed Access Point(s)	Because this is a Limited Use request without a site plan, proposed access points are unknown. The current access point to this site is from West Twenty-Fifth Street.
Trip Generation - Existing/Proposed	<p><u>Existing Zoning: LO-S & LO</u></p> <p>The prior rezoning of this property (W-3186) was for the expansion of a commercial parking area for the adjacent property to the west and therefore would not generate additional trip generation in and of itself.</p> <p><u>Proposed Zoning: RM12-L</u></p> <p>Staff is unable to estimate trip generation for the proposed zoning request as it is a Limited Use request without a site plan.</p>
Sidewalks	There are existing sidewalks along both sides of West Twenty-Fifth Street.
Transit	WSTA Route 90 stops at the West Twenty-Fifth Street and Pilgrim Court intersection, which is approximately 275 feet from the rezoning request.
Analysis of Site Access and Transportation Information	This section of West Twenty-Fifth Street has abundant vehicular capacity and offers alternative transportation options such as pedestrian and transit services. Staff does not foresee any transportation-related issues related to this request.
CONFORMITY TO PLANS AND PLANNING ISSUES	
Legacy 2030 Growth Management Area	Growth Management Area 2 - Urban Neighborhoods
Relevant Legacy 2030 Recommendations	<ul style="list-style-type: none"> • Promote the use of moderate-density residential and office as transitional uses between higher-intensity business and residential uses. • Concentrate development within the serviceable land area of Forsyth County with the highest densities at city/town centers, activity centers and along growth corridors. • Facilitate land use patterns that offer a variety of housing choices and convenient access to neighborhood shopping, schools, parks, and other services.
Relevant Area Plan(s)	<i>Northwest Winston-Salem Area Plan Update (2017)</i>
Area Plan Recommendations	<ul style="list-style-type: none"> • The Area Plan land use recommendation map recommends a maximum density of eight dwelling units per acre for parcels along West Twenty-Fifth Street. • The site is located within the Coliseum Drive Mixed Use Opportunity Area. The Area Plan recommends redeveloping the site with a mixture of uses that includes residential, commercial, and office in a well-designed development that connects streets, transit, and pedestrian facilities. • Scale the proposed development to locate the more intense uses and taller structures closer to Coliseum Drive.

Site Located Along Growth Corridor?	The site is not located along a growth corridor.
Site Located within Activity Center?	While the subject property is not located within an activity center, the sites are located within the Coliseum Drive Mixed Use Opportunity Area with specific land use and form-based redevelopment recommendations. In particular, the plan states that commercial land uses should not be encouraged along West Twenty-Fifth Street.
Comprehensive Transportation Plan Information	The <i>Comprehensive Transportation Plan</i> does not recommend any improvements for this area.
Rezoning Consideration from Section 3.2.19 A 16	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>The request is to rezone approximately 3.98 acres of undeveloped property from LO-S to RM12-L to allow for potential multifamily or single-family residential development.</p> <p><i>Legacy</i> generally encourages the redevelopment of vacant sites in the serviceable land area and within designated Activity Centers and defined Opportunity Areas. <i>Legacy</i> also recommends that sites be developed in context to surrounding development patterns. The requested zoning district and uses are generally consistent with these recommendations.</p> <p>The <i>Northwest Winston-Salem Area Plan Update</i> (2017) recommends a maximum density of eight dwelling units per acre for this location. The plan also recommends that the most-intense uses and structure heights be located closer to Coliseum Drive within the Coliseum Drive Mixed Use Opportunity Area. The petitioner has worked with staff to propose a maximum building height of 45-feet along with a proposed 20' Type III Bufferyard adjacent to residentially zoned properties to alleviate any offsite impacts related to future development.</p> <p>The proposed density of twelve units per acre would translate to a maximum allowance of 47 total units. If the site were to be rezoned to a RM8 zoning district that is strictly consistent with the Area Plan recommendation, the site could potentially contain 31 units. Given the proposed conditions to minimize offsite impacts, it is the opinion of staff that the additional units allowed in the proposed RM12 district would not significantly change offsite impacts and would help provide additional housing units which are needed in the area. Therefore, staff recommends approval of this request.</p>

CONCLUSIONS TO ASSIST WITH RECOMMENDATION	
Positive Aspects of Proposal	Negative Aspects of Proposal
The site is within the Coliseum Drive Mixed Use Opportunity Area, which supports a mixture of residential and commercial land uses.	The Area Plan recommends a maximum density of eight dwelling units per acre on this site, which this request exceeds.
The request is generally consistent the recommendations of <i>Legacy 2030</i> and the Area Plan.	
The request would allow for the redevelopment of a vacant site with excellent access to multimodal transit and other services.	
SITE-SPECIFIC RECOMMENDED CONDITIONS OF APPROVAL	
<p>The following conditions are proposed from interdepartmental review comments to meet established standards or to reduce negative off-site impacts:</p> <ul style="list-style-type: none"> • <u>OTHER REQUIREMENTS:</u> <ol style="list-style-type: none"> a. Any structures shall be limited to a maximum height of 45-feet. b. A twenty (20) foot Type III Bufferyard shall be provided adjacent to single-family residentially zoned properties. 	

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-3601
NOVEMBER 9, 2023**

Marc Allred presented the staff report.

PUBLIC HEARING

FOR:

Tom Terrell, attorney for both the buyer and seller of the property.

- Mr. Terrell briefed the Board on the developer’s proposed plan for the property.

Luke Dickey with Stimmel PA, representative for the petitioner.

- Mr. Dickey provided a general overview of the development proposal.

AGAINST:

Patricia Caldwell

- Ms. Caldwell stated her opposition to the case, noting that she was representing the Boston-Thurmond community. Her community wants new development to be compatible with the character of the historical area. She commented that the proposed request could increase traffic and noted that there are not any speed bumps on Twenty-Fifth Street like there are on Arbor Road.

Cynthia Skaar

- Ms. Skaar stated the communities of Arbor Place, Boston-Thurmond, and Reynolda Park came together to oppose these rezoning requests. Her concerns include a possible increase in traffic, safety, and trash. She believes this request would diminish the historical character of the area.

Adrian Polychron

- Ms. Polychron reiterated concerns about an increase in traffic and confirmed that speed humps exist on Arbor Road.

Cynthia Antoun

- Ms. Antoun also cited traffic concerns relating to the proposal.

WORK SESSION

Walter Farabee commented on the Board's ability to vote on the basis of land use considerations only, and not on matters of affordability, the price of future homes, or housing types proposed on the site. Chris Leak commented on the discrepancy between the traffic calming features on Twenty-Fifth Street and Arbor Road.

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

SECOND: Jason Grubbs

VOTE:

FOR: Walter Farabee, Jason Grubbs, Clarence Lambe, Chris Leak, Salvador Patiño, Lindsey Schwab, Brenda Smith, Jack Steelman

AGAINST: None

EXCUSED: None

MOTION: Clarence Lambe recommended approval of the ordinance amendment.

SECOND: Jason Grubbs

VOTE:

FOR: Walter Farabee, Jason Grubbs, Clarence Lambe, Chris Leak, Salvador Patiño, Lindsey Schwab, Brenda Smith, Jack Steelman

AGAINST: None

EXCUSED: None

Chris Murphy, AICP/CZO
Director of Planning and Development Services