

**CITY-COUNTY PLANNING BOARD
STAFF REPORT**

PETITION INFORMATION	
Docket #	W-3407
Staff	Desmond Corley
Petitioner(s)	WPDA, Inc.
Owner(s)	Same
Subject Property	PINs 6837-10-3471 and 6837-10-9441, and a portion of PIN 6837-01-5045
Address	1001 Reynolds Boulevard
Type of Request	Special Use Limited rezoning from GO and GI to GB-L
Proposal	<p>The petitioner is requesting to amend the Official Zoning Maps for the subject property from GO (General Office) and GI (General Industrial) to GB-L (General Business – Limited Use) to allow the following uses:</p> <ul style="list-style-type: none"> • Academic Biomedical Research Facility; Academic Medical Center; Animal Shelter, Public; Arts and Crafts Studio; Banking and Financial Services; Bed and Breakfast; Boarding or Rooming House; Building Contractors, General; Building Materials Supply; Child Care, Drop-In; Church or Religious Institution, Community; Church or Religious Institution, Neighborhood; Club or Lodge; College or University; Combined Use; Convenience Store; Food or Drug Store; Fraternity or Sorority; Fuel Dealer; Funeral Home; Furniture and Home Furnishings Store; Government Offices, Neighborhood Organization, or Post Office; Habilitation Facility A; Habilitation Facility B; Habilitation Facility C; Hospital or Health Center; Hotel or Motel; Institutional Vocational Training Facility; Library, Public; Manufacturing A; Micro-Brewery or Micro-Distillery; Motor Vehicle, Rental and Leasing; Museum or Art Gallery; Nursing Care Institution; Offices; Park and Shuttle Lot; Parking, Commercial; Police or Fire Station; Recreation Facility, Public; Recreation Services, Indoor; Recreation Services, Outdoor; Restaurant (with drive-through service); Restaurant (without drive-through service); Retail Store; School, Vocational or Professional; Services A; Services B; Shopping Center; Shopping Center Small; Special Events Center; Stadium, Coliseum, or Exhibition Building; Storage Services, Retail; Swimming Pool, Private; Terminal, Bus or Taxi; Testing and Research Lab; Theater, Indoor; Urban Agriculture; Utilities; Veterinary Services; Warehousing; Wholesale Trade A; Adult Day Care Center; Child Care Institution; Child Care, Sick Children; Family Group Home B; Family Group Home C; Group Care Facility A; Group Care Facility, B; Life Care Community; Residential Building, Multifamily; Residential Building, Townhouse; Residential Building, Twin Home; Residential Building; Duplex; School, Private; School, Public; Access Easement, Private Off-Site; Entertainment Facility, Large

	NOTE: General, Special Use Limited, and Special Use district zoning were discussed with the petitioner(s), who decided to pursue the rezoning as presented. With a General Use request, all uses in the proposed district must be considered.		
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 in a building or planned development, with consolidated access. This district is intended for application in GMAs 1, 2, 3, and Metro Activity Centers.		
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(R)	(R)(1) - Is the proposal consistent with the purpose statement(s) of the requested zoning district(s)?		
	Yes. The subject property is at the intersection of two major thoroughfares, with existing development pulled up close to the street along Reynolds Boulevard. A preliminary subdivision approved in 2018 indicates that the subject property will be part of a larger, comprehensive development. The property is in GMA 2.		
GENERAL SITE INFORMATION			
Location	North side of Reynolds Boulevard, west of Indiana Avenue		
Jurisdiction	City of Winston-Salem		
Ward(s)	North		
Site Acreage	± 19.88 acres		
Current Land Use	Vacant industrial buildings		
Surrounding Property Zoning and Use	Direction	Zoning District	Use
	West	GI	Manufacturing and other industrial uses
	North	GI and LI	Manufacturing and other industrial uses
	East	LI	Hanes Hosiery Recreation Center and an unused industrial building
	South	IP	Cemetery
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(R)	(R)(2) - Is/are the use(s) permitted under the proposed classification/request compatible with uses permitted on other properties in the vicinity?		
	Yes. The subject property is part of Whitaker Park, a large, historically industrial development surrounded by a variety of uses ranging from detached residential to industrial.		

Physical Characteristics	The site's natural topography has been altered over time to accommodate development throughout Whitaker Park. Currently, the highest point of the site is in the eastern portion, and the land gradually slopes downward to the west. All existing vegetation is along the adjacent roads and property boundary shared with the Southern Railroad.
Proximity to Water and Sewer	Public water and sewer are available to the site.
Stormwater/ Drainage	There are no known stormwater or drainage issues associated with the site.
Watershed and Overlay Districts	The site is not located within a protected watershed nor in any overlay districts.
Historic, Natural Heritage and/or Farmland Inventories	The largest existing buildings on the subject property are listed in the National Register of Historic Places (R.J. Reynolds Tobacco Buildings 2-1 and 2-2). Also part of the National Register site are the smaller office building, the boiler and pump house, a granite retaining wall, and the Southern Railway Spur Line trestle.
Analysis of General Site Information	The subject property is part of an industrial park that has mostly been developed. As a result, public utilities are fairly accessible. Aside from the procedural requirements for redeveloping historic properties, the site has no physical constraints for intensified development or redevelopment.

RELEVANT ZONING HISTORIES

Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	CCPB
W-3063	GI to GO	Approved 6/7/2010	Includes a portion of subject property	± 3.2	Approval	Approval

SITE ACCESS AND TRANSPORTATION INFORMATION

Street Name	Classification	Frontage	Average Daily Trip Count	Capacity at Level of Service D
Reynolds Boulevard	Major Thoroughfare	1,756 feet	4,900	27,500
Indiana Avenue	Major Thoroughfare	825 feet	3,200	13,800
Proposed Access Point(s)	Because this is a Limited Use request with no site plan, staff cannot determine proposed access points.			
Planned Road Improvements	The applicant has not proposed any improvements with this request. Recommendations from the <i>Comprehensive Transportation Plan</i> are outlined below.			
Trip Generation - Existing/Proposed	Because there are no site plans associated with the existing or proposed uses(s), staff is unable to estimate either the existing or proposed trip generation for the site.			

Sidewalks	There are no sidewalks along Reynolds Boulevard nor Indiana Avenue in the vicinity of the subject property. Preliminary Subdivision #2018122, approved by the Planning Board in December 2018 and including the subject property, shows sidewalk along both sides of a proposed extension of Shorefair Drive. This extension would follow the northern zoning boundary. (See Attachment B)
Transit	WSTA Route 91 travels along Indiana Avenue. A stop for this route exists at the intersection with Reynolds Boulevard.
Connectivity	Staff is unable to determine the overall connectivity of the site, as no site plan was submitted with this request. However, the aforementioned preliminary subdivision, which includes this site, shows an extension of Shorefair Drive to align with Akron Drive to the east.
Transportation Impact Analysis (TIA)	No TIA was conducted in association with this request.
Analysis of Site Access and Transportation Information	<p>It should be noted that the subject property does not have direct frontage along Indiana Avenue because right-of-way for the Southern Railroad intervenes. However, a public street has been approved as part of a preliminary subdivision plan showing an extension of Shorefair Drive to align with Akron Drive at its intersection with Indiana Avenue. The approval conditions for that subdivision require the dedication of additional right-of-way to connect the Shorefair Drive extension to the intersection.</p> <p>The site is at the intersection of two major thoroughfares, both planned for sidewalks, and one of which carries a transit route. Any future development would be well served by the proximity of these facilities and may benefit from the excess capacity on Reynolds Boulevard and Indiana Avenue. Internal and external access for future development(s) should be compatible with existing connections, as well as the proposed street layout approved with the associated preliminary subdivision plan.</p>
CONFORMITY TO PLANS AND PLANNING ISSUES	
Legacy 2030 Growth Management Area	Grown Management Area 2 – Urban Neighborhoods
Relevant Legacy 2030 Recommendations	<ul style="list-style-type: none"> • Increase infill development within the Municipal Services Area (p. 6). • Encourage convenient services at designated areas to support neighborhoods consistent with the Growth Management Plan (p. 54). • Encourage reuse of vacant and underutilized commercial and industrial sites (p. 57). • Encourage redevelopment and reuse of existing sites and buildings that is compatible and complementary with the surrounding area (p.141).

	<ul style="list-style-type: none"> Recognize the scarcity of good industrial land and promote the wisest economic use of those limited resources to generate needed jobs and create wealth for our community (p. 93). Protect planned industrial areas by following the recommendations of the Planning Department’s industrial sites study, area plans, and other development guides (p. 93).
Relevant Area Plan(s)	<i>North Suburban Area Plan Update (2014)</i>
Area Plan Recommendations	The area plan recommends industrial use of the site.
Site Located Along Growth Corridor?	No
Site Located within Activity Center?	No
Comprehensive Transportation Plan Information	The Comprehensive Transportation Plan recommends a three-lane section with curb and gutter, wide outside lanes, and sidewalks for this portion of Indiana Avenue. The plan also recommends a four-lane section with a landscaped median, wide outside lanes, and sidewalks for this portion of Reynolds Boulevard.
Greenway Plan Information	There are no planned greenways near the site.
Addressing	Addresses will be assigned at the time of permitting.
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(R)	(R)(3) - Have changing conditions substantially affected the area in the petition?
	Whitaker Park has seen a decline in industrial activity over the past few years.
	(R)(4) - Is the requested action in conformance with Legacy 2030?
	Yes
Analysis of Conformity to Plans and Planning Issues	<p>The request to rezone an industrial property for commercial use allows the repurposing of existing buildings and redevelopment of underutilized land. Both <i>Legacy</i> and the <i>North Suburban Area Plan</i> call for the creation of new commercial opportunities and the redevelopment of existing underutilized sites.</p> <p>The area plan also calls for the improvement of existing commercial areas that blend with existing development and do not infringe on nearby neighborhoods. It says that commercial areas should be compact with limited access to major thoroughfares and should not promote strip development. The reuse of vacant buildings and the redevelopment of existing undeveloped and underutilized sites is recommended, where possible. Staff believes the proposal would allow such development, particularly in light of the preliminary subdivision that has already been approved.</p>

	While the comprehensive plan also recommends that we protect industrial sites, Staff does not see this request as diminishing the potential of the industrial site as a whole. In addition to making up a small portion of the larger industrial park, some limited industrial uses would be permitted with this request.
CONCLUSIONS TO ASSIST WITH RECOMMENDATION	
Positive Aspects of Proposal	Negative Aspects of Proposal
The proposal allows for the redevelopment of a prominent industrial site.	The <i>North Suburban Area Plan</i> recommends industrial use of the site, and <i>Legacy</i> recommends protecting industrial areas.
The proposal would encourage reuse of existing vacant buildings and historic resources.	
The proposal would create new commercial opportunities that are compatible with existing areas.	
The proposal would have limited access to major thoroughfares and is compact enough to discourage strip commercial development.	
SITE-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.	
<ul style="list-style-type: none"> • <u>OTHER REQUIREMENTS:</u> <ul style="list-style-type: none"> a. Freestanding signage for a comprehensive development shall be limited to one monument sign that complies with the dimensional requirements for signs in the General Business (GB) zoning district. In addition, each individual parcel within such a development shall be allowed one monument sign with a maximum height of six (6) feet and a maximum copy area of thirty-six (36) square feet. 	

STAFF RECOMMENDATION: Approval

NOTE: These are **staff comments** only; **final recommendations** on projects are made by the City-County 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.**

**CITY-COUNTY PLANNING BOARD
PUBLIC HEARING
MINUTES FOR W-3407
APRIL 11, 2019**

Desmond Corley presented the staff report.

PUBLIC HEARING

FOR: None

AGAINST: None

WORK SESSION

George Bryan expressed his reservation of giving away highly desirable land that is close to railway, air and major highways to GB-L zoning, although some industrial would be allowed.

Clarence Lambe shared the same concerns.

Melynda Dunigan expressed support with the hopes that this area would be revitalized and jumpstart development.

Chris Murphy highlighted that this parcel would be set up for manufacturing, warehousing, and research, and that there are still hundreds of acres in the area to remain GI that will still have access to railway, air and highways.

MOTION: Clarence Lambe recommended approval of the zoning petition.

SECOND: Jason Grubbs

VOTE:

FOR: Melynda Dunigan, Jason Grubbs, Tommy Hicks, Clarence Lambe, Chris Leak,
Brenda Smith

AGAINST: George Bryan

EXCUSED: None

Aaron King
Director of Planning and Development Services