

**CITY-COUNTY PLANNING BOARD
STAFF REPORT**

PETITION INFORMATION	
Docket	W-3600
Staff	Marc Allred
Petitioner(s)	Pilgrim Associates II Inc
Owner(s)	Same
Subject Property	PINs 6826-65-1638, 6826-65-2303, and 6826-65-3257
Address	2650 Pilgrim Court, 0 Bumgardner Street, and 0 Pilgrim Court.
Type of Request	Special Use Limited Rezoning
Proposal	<p>The petitioner is requesting to amend the Official Zoning Map for PIN 6826-65-1638 from LO-S (Limited Office – Special Use) to GO-L (General Office – Limited Use) and PINs 6826-65-2303 and 6826-65-3257 from 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"> • PIN 6826-65-1638: Residential Building, Townhouse; Residential Building, Multifamily; Offices; and Storage Services, Retail. • PINs 6826-65-2303 and 6826-65-3257: Cottage Court; 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	<p>The GO District is primarily intended to accommodate high intensity office uses and supporting services. The district is established to provide locations for employment within GMAs 1 and 2, Metro Activity Centers, and GMA 3 with access to thoroughfares.</p> <p>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.</p>

Rezoning Consideration from Section 3.2.19 A 16	Is the proposal consistent with the purpose statement(s) of the requested zoning district(s)?		
	Yes, the request is consistent with the purpose statement of the proposed districts. The site is located within GMA 2 and access to public water, sewer, and roads.		
GENERAL SITE INFORMATION			
Location	West side of Pilgrim Court, both sides of Bumgardner Street		
Jurisdiction	City of Winston Salem		
Ward(s)	Northwest		
Site Acreage	± 7.39 acres		
Current Land Use	Vacant office building and parking area (north of Bumgardner Street) and undeveloped land (south of Bumgardner Street)		
Surrounding Property Zoning and Use	Direction	Zoning District	Use
	North	RS9 and RM8	Single-family homes and apartments
	East	HB and LO-S	Private school and offices
	South	RS9	Single-family homes
	West	RS9 and RM8	Single-family homes and apartments
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 storage services, retail use and various residential uses are allowed on neighboring properties.		
Physical Characteristics	The site north of Bumgardner Street is currently developed with a commercial building and parking lot. The site south of Bumgardner Street is undeveloped and mostly wooded.		
Proximity to Water and Sewer	The site has access to public water and sewer from Bumgardner Street and Pilgrim Court.		
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 northern part of the subject property is currently developed with a commercial building. The southern portion of the site is undeveloped and mostly wooded. The site does not contain any steep slopes or other topographic challenges.		

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	Portion of current site and east	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		
Coliseum Drive	Major Thoroughfare	772 feet	9,200	27,500		
Pilgrim Court	Collector	811 feet	N/A	N/A		
Bumgardner Street	Local Street	976 feet	N/A	N/A		
Proposed Access Point(s)	Because this is a Limited Use request without a site plan, proposed access points are unknown. There are current access points to this site from Coliseum Drive and Pilgrim Court.					
Trip Generation - Existing/Proposed	<p><u>Existing Zoning: LO-S</u> 107,596 sf building/1000 x 11.01 (Office trip rate) = 1,185 trips per day</p> <p><u>Proposed Zoning: GO-L and RM12-L</u> 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 is an existing sidewalk along Pilgrim Court that would serve the proposed rezoning request. Additionally, there is existing sidewalk along 126 feet of Bumgardner Street and 105 feet of Coliseum Drive.					
Transit	WSTA Route 88 stops at the Coliseum Drive/Pilgrim Court Parking lot, which is located across Pilgrim Court at 720 Coliseum Drive.					
Analysis of Site Access and Transportation Information	This section of Coliseum Drive has abundant vehicular capacity and offers alternative transportation options such as pedestrian and transit services. Staff foresees no transportation-related issues concerning 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"> • Concentrate development with the highest densities at city/town centers, activity centers, and along growth corridors. • Promote a mixture of office, retail, and housing along growth corridors that do not contribute to strip development. • Facilitate development that offers a variety of housing choices, is near public transit, and provides access to neighborhood shopping.
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 recommends a mixture of commercial, office, and residential development for parcel 6826-65-1638. • The area plan recommends low-density attached residential with a maximum density of eight dwelling units per acre for parcels 6826-65-2303 and 6826-65-3257. • The Coliseum Drive Mixed-Use Opportunity Area recommendations promote a mix of uses and housing densities in this area.
Site Located Along Growth Corridor?	Parcel 6826-65-1638 is located along the Coliseum Drive Urban Growth Corridor. Parcels 6826-65-2303 and 6826-65-3257 are 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.
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	The request is to rezone a former office building and parking area north of Bumgardner Street from LO-S to GO-L and an undeveloped site south of Bumgardner Street from LO-S to RM12-L. The maximum number of units allowed in the proposed RM12-L portion of the site would be 17 units. The proposed GO-L portion has a maximum density limitation of eighteen (18) units per acre, although much of that area is proposed to be redeveloped with the existing office building to be reutilized. If the existing office building is retained, that would limit the

possibility of additional residential development on that portion of the site.

Legacy recommends developments that provide various housing options, proximity to public transportation, and access to neighborhood shopping. It also suggests concentrating development in activity centers and similar mixed-use areas, such as the Coliseum Drive Mixed-Use Opportunity Area.

The *Northwest Winston-Salem Area Plan Update* (2017) recommends mixed-use development for the site north of Bumgardner Street, but recommends a maximum density of eight dwelling units per acre for part of the site south of Bumgardner Street. Although the area plan does not fully endorse the proposed request for RM12 zoning, staff believes the request promotes increased housing choices and the location is well served by public transit. For these reasons, staff supports the request, despite the proposal’s increased density compared to the area plan recommendations.

CONCLUSIONS TO ASSIST WITH RECOMMENDATION

Positive Aspects of Proposal	Negative Aspects of Proposal
The request is consistent with the recommendations of <i>Legacy 2030</i> .	The <i>Northwest Winston-Salem Area Plan Update</i> (2017) recommends low-density attached residential development with a maximum density of eight units per acre south of Bumgardner Street.
The site is within the Coliseum Drive Mixed Use Opportunity Area.	
The proposed districts promote a mixture of office, retail, and residential uses.	
The request would allow a variety of housing options near public transit and neighborhood services.	

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:

- **OTHER REQUIREMENTS:**
 - a. The use Storage Services, Retail is prohibited within 75 feet of the Bumgardner Street right-of-way.

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-3600
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 site.

Luke Dickey with Stimmel PA, representative for the petitioner.

- Mr. Dickey spoke on behalf of the petitioner and provided a general overview of the proposal. Following the presentation, Jack Steelman inquired if any other uses were considered besides storage services, retail, to which Luke replied that no other uses were considered.

AGAINST:

Er Ralston, President, Arbor Place Homeowners Association.

- Mr. Ralston provided a presentation detailing his neighborhood's opposition to the proposal. He stated the proposal does not include a specific plan showing what type of housing units will be developed. Walter Farabee inquired if Mr. Ralston and his neighbors are against the storage services use or the proposed housing, to which Mr. Ralston stated that the neighborhood was concerned about the housing, and they would be agreeable with RM8, not RM12 density here.

John Wigodsky

- Mr. Wigodsky expressed the concerns and opposition of his neighborhood. He stated that this request does not follow the Northwest Area Plan recommendations.

Diane Fitzhugh

- Ms. Fitzhugh read a statement of opposition on behalf of the Boston-Thurmond Community.

WORK SESSION

Clarence Lambe inquired about which uses were removed or added to this rezoning proposal compared to the existing zoning of the site, which Mr. Murphy responded to. Chris Leak inquired about the type of units requested and the type of units the opposition would prefer, and Mr. Murphy described the difference in proposed density. Lindsey Schwab inquired if the Board would be able to review a site-specific plan of development for what ultimately gets built here, to which Mr. Murphy explained the Planning Board Review provisions for multifamily development.

Chris Leak asked the Board members to briefly state their position on this case. Salvador Patiño stated that he is supportive of the request as it provides a transition from commercial to single-family residential in the area. Lindsey Schwab agreed with Mr. Patiño's statement and commented that a mixed-use transitional area could benefit this historic area. Walter Farabee agreed with the appropriateness of this request and noted that this is a transitional area between commercial and residential uses. He commented that new development could be designed to be compatible with the character of the existing communities. Clarence Lambe stated his support for the rezoning request, noting that this request is a great redevelopment opportunity. Jason Grubbs agreed with the other Board members' comments and said that he too is in support. Brenda Smith stated her concerns with the potential building height allowances, and that she is not in support of this request. Jack Steelman commented that he would like to see more residential and less commercial at this location.

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, Salvador Patiño, Lindsey Schwab,

AGAINST: Chris Leak, Brenda Smith, Jack Steelman

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

AGAINST: Brenda Smith, Jack Steelman

EXCUSED: None

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