

**CITY-COUNTY PLANNING BOARD
STAFF REPORT**

PETITION INFORMATION			
Docket	W-3487		
Staff	Gary Roberts, Jr.		
Petitioner(s)	Housing Authority of City of Winston-Salem		
Owner(s)	Same		
Subject Property	PIN 6836-50-9795		
Address	1125 Highland Avenue		
Type of Request	Site Plan Amendment for property zoned RMU-S (W-3324)		
Proposal	The petitioner is proposing to amend the previously approved site plan by replacing a 120-unit apartment building proposal with multiple apartment buildings containing 81 units.		
Neighborhood Contact/Meeting	A summary of the petitioner’s neighborhood outreach is attached.		
GENERAL SITE INFORMATION			
Location	East side of Highland Avenue between East Twelfth Street and East Eleventh Street		
Jurisdiction	Winston-Salem		
Ward(s)	East		
Site Acreage	± 4.47 acres		
Current Land Use	The subject property was historically the site of Brown Elementary School. The building is vacant now.		
Surrounding Property Zoning and Use	Direction	Zoning District	Use
	North	RS9	Single-family homes
	East	RM18	Two-story apartment buildings
	South	RM18	Best Choice Center/YWCA
	West	GO-L and RS9	Church and institutional parking
Physical Characteristics	The partially developed site has a gentle slope downward toward the northeast and includes some mature canopy trees.		
Proximity to Water and Sewer	Public water and sewer lines are located beneath Highland Avenue, East Twelfth Street, and East Eleventh Street. A public water line also traverses the middle of the site, connecting to East Eleventh Street and East Twelfth Street.		
Stormwater/ Drainage	Stormwater runoff will be managed by multiple underground control measures designed to meet the applicable standards of the City’s post-construction stormwater management ordinance. A stormwater management study will be required prior to permitting.		
Watershed and Overlay Districts	The site is not located within a water supply watershed.		

Analysis of General Site Information	The developed site is located within an urban setting and has street frontage along multiple blocks. Currently located on the site are the remains of the former Brown Elementary School, which was damaged by fire in 2016. The site is also traversed by a public water line. The site has no apparent natural constraints such as steep slopes, water supply watersheds, or designated floodplains.					
RELEVANT ZONING HISTORIES						
Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	CCPB
W-3324	GO-L to RMU-S	Approved 4/3/2017	Subject property	4.47	Approval	Approval
W-3037	RM12-S to GO-L	Approved 7/6/2009	Included the current site	5.17	Approval	Approval
SITE ACCESS AND TRANSPORTATION INFORMATION						
Street Name	Classification	Frontage	Average Daily Trip Count	Capacity at Level of Service D		
Highland Avenue	Collector Street	450 feet	N/A	N/A		
East Twelfth Street	Collector Street	465 feet	N/A	N/A		
East Eleventh Street	Local Street	402 feet	N/A	N/A		
Proposed Access Point(s)	Two vehicular access points are proposed from Highland Avenue, as well as one from East Twelfth Street on the eastern portion of the site. The site will also be served by a southern extension of Dublin Drive that will connect with East Eleventh Street.					
Trip Generation - Existing/Proposed	<u>Existing Zoning: RMU-S</u> 120 units x 6.65 (apartment trip rate) = 798 trips per day <u>Proposed Site Plan Amendment</u> 81 units x 6.65 (apartment trip rate) = 539 trips per day					
Sidewalks	Sidewalks are located along both sides of all abutting streets. Where topographically feasible, the site plan includes multiple lateral connections from the proposed buildings and drives to those sidewalks.					
Transit	WSTA Routes 93 and 98 serve Highland Avenue.					
Connectivity	The request compliments the existing interconnected street network by extending Dublin Drive to provide an additional connection between East Eleventh Street and East Twelfth Street.					
Transportation Impact Analysis (TIA)	A TIA is not required.					

Analysis of Site Access and Transportation Information	<p>The general area surrounding the site is characterized by a well-connected network of streets which are lined with sidewalks. The site has very good vehicular and pedestrian access with frontage along three of these streets. Two transit lines also serve Highland Avenue.</p> <p>Due to a reduced unit count, this request would result in less traffic than what could be expected under the currently approved plan.</p>		
SITE PLAN COMPLIANCE WITH UDO REQUIREMENTS			
Building Square Footage	Square Footage		Placement on Site
	± 72,548 square feet		Fronting on existing and proposed streets
Units (by type) and Density	81 dwelling units on 4.47 acres = 19 units per acre		
Parking	Required	Proposed	Layout
	81 spaces	132 spaces	90-degree head-in and parallel on-street
Building Height	Maximum		Proposed
	N/A		Two and three stories
Impervious Coverage	Maximum		Proposed
	85 percent		66.4 percent
UDO Sections Relevant to Subject Request	<ul style="list-style-type: none"> • Section 4.5.15: RM-U Residential Multifamily District • Section 5.2.71: Residential Building, Multifamily (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 site plan illustrates multiple, two- and three-story apartment buildings. Each building contains between three and sixteen units.</p> <p>The buildings front on public streets in compliance with the orientation requirement (primary entrances facing the street) for multifamily buildings within the Urban Neighborhoods Growth Management Area (GMA 2). A playground and picnic pavilion are shown in the northeastern section of the site.</p>		
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"> • Encourage higher development densities and mixed-use development within the serviceable land area. • Facilitate land use patterns that offer a variety of housing choices. • Promote quality design so that infill does not negatively impact surrounding development. 		
Relevant Area Plan(s)	<i>East-Northeast Area Plan Update (2015)</i>		

Area Plan Recommendations	<ul style="list-style-type: none"> • The proposed land use for the subject property is mixed-use. • The site is part of the <i>Cleveland Avenue Initiative Master Plan</i> (endorsed by CCPB in 2011). Relevant recommendations include: <ul style="list-style-type: none"> • Continue creating pedestrian-friendly, mixed-use and mixed-income housing that is integrated with existing neighborhoods. • Preserve and rehabilitate existing single-family neighborhoods • Design an interconnected network of streets • Provide public gathering places in conjunction with development.
Site Located Along Growth Corridor?	<p>The site is not located along a growth corridor.</p>
Site Located within Activity Center?	<p>The site is not located within an activity center.</p>
Other Applicable Plans and Planning Issues	<p>The subject property is located within the Choice Neighborhoods Grant boundary. Choice Neighborhoods* is a HUD-funded program focused on three goals:</p> <ol style="list-style-type: none"> 1. <i>Housing</i> Replacing distressed public and assisted housing with high-quality mixed-income housing that is well-managed and responsive to the needs of the surrounding neighborhood. 2. <i>People</i> Improving outcomes of households living in the target housing related to employment and income, health, and children's education. 3. <i>Neighborhood</i> Creating the conditions necessary for public and private reinvestment in distressed neighborhoods to offer the kinds of amenities and assets, including safety, good schools, and commercial activity, that are important to families' choices about their community. <p>* For additional information on the Choice Neighborhoods program, see Attachment A.</p>
Rezoning Consideration from Section 3.2.15 A 13	<p>Have changing conditions substantially affected the area in the petition?</p> <p>No</p> <p>Is the requested action in conformance with <i>Legacy 2030</i>?</p> <p>Yes</p>
Analysis of Conformity to Plans and Planning Issues	<p>This Site Plan Amendment is for a 4.47-acre site that was zoned RMU-S for 120 apartment units in 2017. The approved plan consisted of one four-story building with a density of ±27 dwelling units per acre.</p> <p>The proposed plan reduces the unit count to 81 and disperses the apartments among a series of smaller two- and three-story buildings. Considering the single-family homes across East Twelfth Street, this</p>

design approach is more compatible from a building height and massing perspective. Attractive building elevations are also included.

The *East-Northeast Area Plan Update* recommends mixed-use development for the site along with other properties in the general area. Considering the well-connected network of streets, access to transit and sidewalks, and the proximity to various institutional uses, this site remains a highly suitable location for multifamily residential, which is a vital component of mixed-use development.

The new buildings are shown fronting on existing and proposed streets. Urban building placement and complementary architecture are proposed to create a pedestrian-friendly neighborhood character. The Site Plan Amendment remains consistent with the previously noted redevelopment recommendations of the *Cleveland Avenue Initiative*.

CONCLUSIONS TO ASSIST WITH RECOMMENDATION

Positive Aspects of Proposal	Negative Aspects of Proposal
The request would facilitate the redevelopment of a long-vacated former school site as much-needed housing units.	The request may place additional redevelopment pressure on nearby properties.
The height and scale of the proposed buildings are more compatible with the adjacent single-family homes than the approved plan.	
The request would generate less traffic than the approved plan and the site is well served by multiple public streets, sidewalks, and transit.	
The request is consistent with the recommendations of <i>Legacy</i> , the <i>East-Northeast Area Plan</i> , and the <i>Cleveland Avenue Initiative Master Plan</i> .	

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. If public funds are used, the 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. The 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, vegetated areas designated to remain, or in close proximity to adjacent residentially zoned land shall require a Staff Change approval at minimum and may require a Site Plan Amendment.

b. The developer shall obtain a driveway permit from the City of Winston-Salem; additional improvements may be required prior to issuance of the driveway permits.

- **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. The developer shall complete all requirements of the driveway permits.

- 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-3487
AUGUST 12, 2021**

Desmond Corley presented the staff report.

Melynda Dunigan asked staff to explain the wheelchair icons on the site plan.

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, Walter Farabee, Jason Grubbs, Clarence Lambe, Chris Leak, Mo McRae, Brenda Smith, Jack Steelman

AGAINST: None

EXCUSED: None

MOTION: Clarence Lambe recommended approval of the Site Plan Amendment.

SECOND: Jason Grubbs

VOTE:

FOR: George Bryan, Melynda Dunigan, Walter Farabee, Jason Grubbs, Clarence Lambe, Chris Leak, Mo McRae, Brenda Smith, Jack Steelman

AGAINST: None

EXCUSED: None

Aaron King
Director of Planning and Development Services