DOCKET #: W2748
(Continued from 1/13/05 CCPB meeting)

PROPOSED ZONING:
RM18-S (Residential Building, Single Family; Duplex; Town Home; Multifamily; Townhouse; Urban)

EXISTING ZONING:
NO, LB-S, RS-7, RS-Q, and RM-18

PETITIONER:
Housing Authority of Winston-Salem for property owned by Same

SCALE: 1" represents 800'
STAFF: Reed
GMA: 2
ACRE(S): 49.21
MAP(S): 630850, 636850
February 23, 2005

Housing Authority of Winston-Salem
901 N. Cleveland Avenue
Winston-Salem, NC  27101

RE: ZONING MAP AMENDMENT W-2748

Dear Sirs:

The attached report of the Planning Board to the City Council is sent to you at the request of the Council Members. You will be notified by the City Secretary’s Office of the date on which the Council will hear this petition.

Sincerely,

A. Paul Norby, AICP
Director of Planning

pc: City Secretary’s Office, P.O. Box 2511, Winston-Salem, NC  27102
ACTION REQUEST FORM

DATE: February 23, 2005
TO: The Honorable Mayor and City Council
FROM: A. Paul Norby, AICP, Director of Planning

COUNCIL ACTION REQUEST:

Request for Public Hearing on zoning map amendment of Housing Authority of Winston-Salem for property owned by the Winston-Salem Housing Authority, City of Winston-Salem, True Temple Holiness Church of God, Inc., Forsyth Economics Ventures, LLC, Southside Community Development Corporation, Avis B. Rucker, Floy Millie Howie, South Salem Homes, LLC, Hattie Lee Howie Grier, FLMP Properties, Earnestine C. Coplin, Ida George Heirs, Grayson B. Smith, Juan L. Davis, and Nellie B. Dean

SUMMARY OF INFORMATION:

Zoning map amendment of Housing Authority of Winston-Salem for property owned by the Winston-Salem Housing Authority, City of Winston-Salem, True Temple Holiness Church of God, Inc., Forsyth Economics Ventures, LLC, Southside Community Development Corporation, Avis B. Rucker, Floy Millie Howie, South Salem Homes, LLC, Hattie Lee Howie Grier, FLMP Properties, Earnestine C. Coplin, Ida George Heirs, Grayson B. Smith, Juan L. Davis, and Nellie B. Dean from NO, LB-S, RS-7, RSQ, and RM-18 to RM-18-S (Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Town House; and Residential Building, Urban): property is located on the east side of Alder Street continuing eastward bordered by Mock Street, Nowlin Street, Pitts Street, Liberia Street, Willow Street, and Gaither Forest Drive (Zoning Docket W-2748).

PLANNING BOARD ACTION:

MOTION ON PETITION: APPROVAL
FOR: UNANIMOUS
AGAINST: NONE
SITE PLAN ACTION: CONFORMS
CITY ORDINANCE - SPECIAL USE

Zoning Petition of Housing Authority of Winston-Salem for property owned by the Winston-Salem Housing Authority, City of Winston-Salem, True Temple Holiness Church of God, Inc., Forsyth Economics Ventures, LLC, Southside Community Development Corporation, Avis B. Rucker, Floy Millie Howie, South Salem Homes, LLC, Hattie Lee Howie Grier, FLMP Properties, Earnestine C. Coplin, Ida George Heirs, Grayson B. Smith, Juan L. Davis, and Nellie B. Dean, Docket W-2748

AN ORDINANCE AMENDING THE WINSTON-SALEM CITY ZONING ORDINANCE AND THE OFFICIAL ZONING MAP OF THE CITY OF WINSTON-SALEM, N.C.

_________________________________

BE IT ORDAINED by the City Council of the City of Winston-Salem as follows:

Section 1. The Winston-Salem City Zoning Ordinance and the Official Zoning Map of the City of Winston-Salem, N.C. are hereby amended by changing from NO, LB-S, RS-7, RSQ, and RM-18 to RM-18-S (Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Town House; and Residential Building, Urban) the zoning classification of the following described property:

<table>
<thead>
<tr>
<th>Tax Block 791</th>
<th>Tax Lots 17A, 17B, 22, 44, 101, and 102</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tax Block 792</td>
<td>Tax Lots 5, 6, 9S, 10S, 11S, 12S, 13S, 14S, 15S, 16S, 17S, 18S, 19S, 20S, and 21S</td>
</tr>
<tr>
<td>Tax Block 793</td>
<td>Tax Lots 1A, 1B, 1S, 2, 2S, 3S, 5S, 6S, 7S, 8S, 102, 103, 104 and 105</td>
</tr>
<tr>
<td>Tax Block 794</td>
<td>Tax Lots 106, 107, and 108</td>
</tr>
<tr>
<td>Tax Block 796</td>
<td>Tax Lots 15B and 109</td>
</tr>
<tr>
<td>Tax Block 6093</td>
<td>Tax Lots 8, 9, 10, 11, 12, 14, 15, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 46, 47, 48, 49, 50, and 51</td>
</tr>
</tbody>
</table>

Section 2. This Ordinance is adopted after approval of the site plan entitled Housing Authority of Winston-Salem and identified as Attachment "A" of the Special Use District Permit
issued by the City Council the ______ day of __________________, to Housing Authority of Winston-Salem for property owned by the Winston-Salem Housing Authority, City of Winston-Salem, True Temple Holiness Church of God, Inc., Forsyth Economics Ventures, LLC, Southside Community Development Corporation, Avis B. Rucker, Floy Millie Howie, South Salem Homes, LLC, Hattie Lee Howie Grier, FLMP Properties, Earnestine C. Coplin, Ida George Heirs, Grayson B. Smith, Juan L. Davis, and Nellie B. Dean.

Section 3. The City Council hereby directs the issuance of a Special Use District Permit pursuant to the Zoning Ordinance of the Unified Development Ordinances for a development to be known as Housing Authority of Winston-Salem. Said Special Use District Permit and site plan with associated documents are attached hereto and incorporated herein.

Section 4. This Ordinance shall be effective from and after its adoption.
CITY - SPECIAL USE DISTRICT PERMIT

SPECIAL USE DISTRICT PERMIT

Issued by the City Council
of the City of Winston-Salem

The City Council of the City of Winston-Salem issues a Special Use District Permit for the site shown on the site plan map included in this zoning petition of Housing Authority of Winston-Salem for property owned by the Winston-Salem Housing Authority, City of Winston-Salem, True Temple Holiness Church of God, Inc., Forsyth Economics Ventures, LLC, Southside Community Development Corporation, Avis B. Rucker, Floy Millie Howie, South Salem Homes, LLC, Hattie Lee Howie Grier, FLMP Properties, Earnestine C. Coplin, Ida George Heirs, Grayson B. Smith, Juan L. Davis, and Nellie B. Dean, (Zoning Docket W-2748).

The site shall be developed in accordance with the plan approved by the Board and bearing the inscription: "Attachment A, Special Use District Permit for RM-18-S (Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Town House; and Residential Building, Urban), approved by the Winston-Salem City Council the _____ day of _____________________, 20____ " and signed, provided the property is developed in accordance with requirements of the RM-18-S zoning district of the Zoning Ordinance of the Unified Development Ordinances, the Erosion Control Ordinance, and other applicable laws, and the following additional conditions be met:

- **PRIOR TO THE ISSUANCE OF BUILDING PERMITS**
  - a. Developer shall record a final plat in the office of the Register of Deeds. Final plat shall show tentative building locations for the multifamily buildings and all access and utility easements.
  - b. Developer shall have a storm water management study submitted for review by the Public Works Department of the City of Winston-Salem. If required, an engineered storm water management plan shall be submitted and approved by the Public Works Department of the City of Winston-Salem Developer shall obtain driveway permit from the City of Winston-Salem.
  - c. Developer shall obtain a DENR Land Quality Permit.

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• PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS
  a. All required fire hydrants shall be installed in accordance with the City of Winston-Salem Fire Department.
  b. All required storm water devices shall be installed.

• OTHER REQUIREMENTS
  a. Signage shall be limited to monument type signage with a maximum height of six (6) feet.
DOCKET # W-2748
STAFF: Reed

Petitioner(s): Housing Authority of Winston-Salem
Ownership: Winston-Salem Housing Authority, City of Winston-Salem, True Temple Holiness Church of God, Inc., Forsyth Economics Ventures, LLC, Southside Community Development Corporation, Avis B. Rucker, Floy Millie Howie, South Salem Homes, LLC, Hattie Lee Howie Grier, FLMP Properties, Earnestine C. Coplin, Ida George Heirs, Grayson B. Smith, Juan L. Davis, and Nellie B. Dean

REQUEST

From: NO, LB-S, RS-7, RSQ, and RM-18
To: RM-18-S (Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Town House; and Residential Building, Urban)

CONTINUANCE HISTORY

The Petition was continued from the January 13, 2005 Planning Board meeting to allow time for the Redevelopment Plan to be amended.

Both general and special use district zoning were discussed with the applicant(s) who decided to pursue the zoning as requested.

Acreage: 49.21 acres

LOCATION:

Street: East side of Alder Street continuing eastward bordered by Mock Street, Nowlin Street, Pitts Street, Liberia Street, Willow Street, and Gaither Forest Drive.
Jurisdiction: City of Winston-Salem.
Ward: East.

SITE PLAN

Proposed Use: Single family and multifamily homes.
Building Height: One, two, and three story buildings.
Density: 5.69 units per acre.
Parking: Required: 554; Proposed: 662.
Bufferyard Requirements: A type II bufferyard is required adjacent to RS zoning and a type I bufferyard is required adjacent to HB zoning.
Vehicular Use Landscaping Standards Requirements: UDO standards apply.
PROPERTY SITE/IMMEDIATE AREA

Existing Structures on Site: The former Happy Hill Gardens public housing development, currently under demolition.

Adjacent Uses:
- North- Single family homes.
- East- U.S. 52 right-of-way.
- South- Multifamily housing under redevelopment.
- West- Happy Hill Park.

GENERAL AREA

Character/Maintenance: The general area is undergoing a revitalization including the Happy Hill Garden redevelopment project, the Southeast Gateway project, and ongoing expansion projects of Old Salem and the School of the Arts.

Development Pace: Fast.

HISTORY

Relevant Zoning Cases:

1. W-2676; RM-18 to RM-U-S (Residential Building, Multifamily); approved March 1, 2004; southeast corner of Alder Street and Mock Street; 2.71 acres; Planning Board and staff recommended approval.

2. W-2583; RS-7 to C; approved November 4, 2002; west side of Chapel Street south of Waughtown Street; 0.44 acre; Planning Board and staff recommended approval.

3. W-2484; RM-18 to RS-7; approved August 6, 2001; northeast side of Powell Street and Alder Street; 0.86 acre; Planning Board and staff recommended approval.

PHYSICAL FEATURES/ENVIRONMENTAL REVIEW

Impact on Existing Features: This proposal’s impact on the site’s existing physical features should be minimal because this new residential development will occur over the footprint of existing development.

Topography: Overall, the subject property’s elevation changes by approximately 102 feet, rising from about 774 feet along the stream in the central section of the site and up to about 876 feet in the southeast corner of the site. The property’s elevation also rises up to about 860 feet in the site’s northeast section and up to about 842 feet in the site’s south-central section. Along the western border of the site near Alder Street, the property’s elevation is about 786 feet.

Streams: Salem Creek lies about 800 feet northwest of the subject property. A perennial stream that flows into Salem Creek cross through the central section of the subject property.
Vegetation/habitat: Small amounts of significant vegetation are scattered throughout the subject property.
Floodplains: Floodway fringe area from Salem Creek lies about 200 feet west of the subject property across Alder Street.
Wetlands: None.
Environmental Resources Beyond The Site: This proposal should not impact environmental resources beyond the site.
Water Supply Watershed: The subject property is not located in a water supply watershed.

TRANSPORTATION

Direct Access to Site: Mock Street; Alder Street; Free Street; Powell Street; Mint Street; Willow Street; Howe Street; Liberia Street; Pitt Street; Vargrave Street
Street Classification: Mock Street – Collector Road; Alder Street – Collector Road; Free Street – Local Road; Powell Street – Local Road; Mint Street – Local Road; Willow Street – Local Road; Howe Street – Local Road; Liberia Street – Local Road; Pitt Street – Local Road; Vargrave Street – Minor Thoroughfare
Average Daily Traffic Count/Estimated Capacity at Level of Service D (Vehicles per Day):
  Vargrave Street between US 52 and Waughtown Street = 1,700/16,100
Trip Generation/Existing Zoning: NO, LB-S, RS-7, RSQ and RM-18
  0.94 acres (RS-7) x 43,560/7,000 = 5 units x 9.57 (SFR Trip Rate) = 47 Trips per Day +
  40.10 (RM-18) acres x 18 = 721 units x 6.59 = 4,751 Trips per Day +
  6.01 (RSQ) acres x 43,560/11,000 = 23 buildings x 4 (units per bldg) x 6.59 (Multi-Family Trip Rate) = 606 Trips per Day
Total Existing Trips per Day = 5,404
Trip Generation/Proposed Zoning: RM-18-S
  59 units x 9.57 (SFR Trip Rate) = 564 Trips per Day +
  265 units (57 Townhouses + 208 Apartments) x 6.59 (Multi-Family Trip Rate) = 1,746 Trips per Day
Total Proposed Trips per Day = 2,310
Planned Road Improvements: The redevelopment plan includes a redesign of the street system.
Traffic Impact Study recommended: None required for residential developments.
Connectivity of street network: Good.
Sidewalks: South side of Pitts Street between Free and Baltimore Streets; south side of Liberia Street between Alder and Free Streets; South side of Alder Street; both sides of Free Street between Pitts and Nowlin Streets; both sides of Mock Street; both sides of Gill Street; West side of Mumford, Frazier and Nowlin Streets.
Transit: Route 3 along Alder, Liberia and Mock Streets.
Bicycle Route: None

CONFORMITY TO PLANS

GMP Area (Legacy): GMA 2, Urban Neighborhoods
Relevant Comprehensive Plan Recommendation(s): For Urban Neighborhoods, Legacy recommends: quality infill development, greater residential densities where appropriate, neighborhood retail, and community services; and historic preservation, rehabilitation
and reuse of existing structures. Generally, Legacy recommends provision of a variety of quality housing types in all parts of the community.

Area Plan/Development Guide: South Central Area Plan (SCAP), adopted August 18, 2003

Relevant Development Guide Recommendation(s): The petition site is included in two Residential Infill Opportunity Sites in SCAP. The former Happy Hill Gardens public housing site (southern and eastern properties) are recommended for mixed income, traditional neighborhood at moderate to intermediate densities (6 to 10 dwelling units per acre).

Recommendations include: Residential types should include single-family, duplexes, townhouses, and quadruplex units; integrate rental and owner-occupied housing and vary housing types on same street; maintain grid street pattern; maintain historic and traditional neighborhood character; and provide public open space.

Properties on Alder and Mint Streets, between Powell and the Sims Recreation were not part of the public housing development. SCAP identifies this as the Happy Hill, Northern Section. Recommendations for this area are: develop for a mix of residential types, primarily urban density single family at a density of approximately 4 to 6 dwelling units per acre; continue community-lead redevelopment activities in the area; complete the redevelopment plan; coordinate with HOPE VI redevelopment efforts; and design standards to maintain the historic and traditional neighborhood character.

Other (including plans of other agencies): The Housing Authority of Winston-Salem (HAWS) has received a HOPE VI grant to redevelop the Happy Hill Gardens public housing development. All existing public buildings have been or will be demolished. The area is to be redeveloped into a mixed income community with rental and home-ownership opportunities. All properties will be privately owned, although HAWS will lease a specified number of units for public housing tenants. A variety of residential dwelling types are planned. HAWS is now expanding their redevelopment efforts to include additional properties in the Happy Hill neighborhood and which are part of the Happy Hill Redevelopment Plan area.

COMMUNITY DEVELOPMENT

Certified Area/Name: Happy Hill Redevelopment Area
Type of Certification: Blighted, certified May 2001

Redevelopment Recommendation(s): The area of the petition site that is not part of the former Happy Hill Gardens public housing development (properties fronting on Alder Street between Powell and Gaither Forest; on Mint between Powell and Willow; and at the northwest corner of Liberia and Free Streets) are included in the Happy Hill Redevelopment Plan area. The Redevelopment Plan was drafted by City staff and a group of community stakeholders, including the community-based organizations involved in redevelopment activities and the Housing Authority of Winston-Salem (HAWS). The Plan was adopted in February 2004 with the primary purpose to assist community-based organizations to revitalize the historic Happy Hill neighborhood. The plan was amended at the January 27th Planning Board work session and the subject request is consistent with the recommendations of the amended Happy Hill Redevelopment Plan.
GREENWAY/RECREATION/OPEN SPACE REVIEW

Comments/Status of Trail: The tributary of Salem Creek that runs through this site is not identified for trail development as part of the greenway system. However, the feasibility of establishing a trail along the tributary to connect this development to the Salem Creek Greenway Trail should be explored by the developer.

HISTORIC RESOURCES REVIEW

Known Historic Resources: Yes
Forsyth County Architectural Inventory Number/Name: Happy Hill/Liberia
Known Forsyth County Archaeological Site/Number: See below
National Register of Historic Places: No
Local Historic Landmark: No
Historic District: No
Comments: In the spring of 2000, as part of the review required when using federal monies for the first phase of the Happy Hill project, Planning staff consulted with the State Historic Preservation Office (SHPO), as well as local preservation consultants regarding the historic integrity of the area and the impact of the proposed revitalization plan on the neighborhood. All sources agreed that while the historical significance of the area is high, the loss of architectural cohesiveness and integrity over the years results in an area not currently eligible for listing as a National Register of Historic Places District. On June 1, 2004, a Concurrence Form for Properties Not Eligible for the National Register of Historic Places was completed and stated that regarding the historic architectural resources the area is considered not eligible for the National Register and no further evaluation of it is necessary.

Although the area was not architecturally eligible for the National Register, there existed a known archaeological site within the Happy Hill neighborhood, the Schumann Plantation Site. The Schumann Plantation Site contains foundations and other intact remains of an eighteenth to twentieth century farmstead, plantation, and home site to early Moravian settlers, slaves and later African-Americans. On recommendation from the SHPO, the City of Winston-Salem hired a consultant to study the entire Happy Hill neighborhood to determine which or if any of the other lots are National Register Eligible based on archaeological evaluation. In December 2004, the study was complete and the SHPO commented that several lots at or near the Schumann Plantation Site are eligible for listing in the National Register of Historic Places under criterion D. Those lots are across Liberia Street from the subject rezoning.

A copy of the 2004 archeological study is located in the City-County Planning Board Office.
ANALYSIS

The current request is to rezone 49.21 acres from NO, LB-S, RS-7, RSQ, and RM-18 to RM-18-S. The property is generally bordered by U.S. 52 on the east and Central Park on the west; and is northeast of Waughtown Street. The site includes a significant portion of the Happy Hill Gardens public housing development.

The Happy Hill Gardens public housing development is identified as a Residential Infill Opportunity Area in the South Central Area Plan, (SCAP), adopted August 18, 2003. Plan recommendations include the redevelopment of Happy Hill Gardens into a mixed-income, traditional neighborhood, integrating rental housing with owner-occupied housing. It also includes varied housing types on the same street while maintaining a traditional grid street pattern and providing public open spaces in the neighborhood. The subject rezoning request is consistent with SCAP recommendations.

The Housing Authority of Winston-Salem (HAWS) has received a HOPE VI grant to redevelop the Happy Hill Gardens public housing development. All existing public buildings have or will be demolished. The area is to be redeveloped into a mixed income community with rental and home-ownership opportunities. All properties will be privately owned, although HAWS will lease a specified number of units for public housing tenants. A variety of residential dwelling types are planned. HAWS is now expanding their redevelopment efforts to include additional properties in the Happy Hill neighborhood and which are part of the Happy Hill Redevelopment Plan area.

A portion of the subject site is within the Happy Hill Redevelopment Plan area. The Redevelopment Plan was drafted by City staff and a group of community stakeholders, including the community-based organizations involved in redevelopment activities and the Housing Authority of Winston-Salem (HAWS). The Plan was adopted in February 2004 with the primary purpose to assist community-based organizations to revitalize the historic Happy Hill neighborhood. The plan was amended at the January 27th Planning Board work session and the subject request is consistent with the recommendations of the amended Happy Hill Redevelopment Plan.

FINDINGS

1. The current request is to rezone 49.21 acres from NO, LB-S, RS-7, RSQ, and RM-18 to RM-18-S.

2. The subject rezoning request is consistent with the South Central Area Plan (SCAP) recommendations.

3. The Housing Authority of Winston-Salem (HAWS) has received a HOPE VI grant to redevelop the Happy Hill Gardens public housing development.
4. A portion of the subject site is within the Happy Hill Redevelopment Plan which was amended at the January 27th Planning Board work session. The subject request is consistent with the recommendations of the amended Plan.

STAFF RECOMMENDATION

Zoning: **APPROVAL**.
Site Plan: Staff certifies that the site plan meets all code requirements, and recommends the following conditions:

- **PRIOR TO THE ISSUANCE OF BUILDING PERMITS**
  a. Developer shall record a final plat in the office of the Register of Deeds. Final plat shall show tentative building locations for the multifamily buildings and all access and utility easements.
  b. Developer shall have a storm water management study submitted for review by the Public Works Department of the City of Winston-Salem. If required, an engineered storm water management plan shall be submitted and approved by the Public Works Department of the City of Winston-Salem. Developer shall obtain a driveway permit from the City of Winston-Salem.
  c. Developer shall obtain a DENR Land Quality Permit.

- **PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS**
  a. All required fire hydrants shall be installed in accordance with the City of Winston-Salem Fire Department.
  b. All required storm water devices shall be installed.

- **OTHER REQUIREMENTS**
  a. Signage shall be limited to monument type signage with a maximum height of six (6) feet.

PUBLIC HEARING

FOR: None

AGAINST: None

WORK SESSION

MOTION: Clarence Lambe moved approval of the zoning map amendment, certified that the site plan meets all code requirements and recommends staff conditions.
SECOND: Jerry Clark
VOTE:
   FOR: Clark, Eickmeyer, Folan, King, Lambe, Mullican, Norwood, Smith
   AGAINST: None
   EXCUSED: None

_____________________________________________
A. Paul Norby, AICP
Director of Planning