DOCKET #: W2736

PROPOSED ZONING:
MU-S (Residential Buildings, Single Family; Duplex, Twin Home; Multifamily Townhouse; Urban Combined Use; Fraternity and Sorority; Furniture and Furnishings Store; General Merchandise Store; Hardware Store; Motorcycle Dealer; Nursery, Lawn and Garden Supply Store, Retail; Restaurant (w/o Drive Through Service); Retail Store, Specialty or Miscellaneous; Shopping Center, Banking and Financial Services; Health Services, Miscellaneous; Medical or Dental Laboratory; Medical and Surgical Offices; Offices, Miscellaneous; Professional Offices; Services, Business A; Services, Business B; Services, Personal; Storage Service, Retail; Testing and Research Lab; Recreation Services, Indoor; Recreation Facility, Public; Swimming Pool, Private; Child Care Institution; Child Day Care Center; Church or Religious Institution, Community; Church or Religious Institution, Neighborhood; College or University; Government Offices; Library, Public; Museum or Art Gallery; Nursing Care Institution; School, Private; School, Public; Stadium, Coliseum or Exhibition Building) TWO PHASE

EXISTING ZONING:
TRACT ONE: GI and HB
TRACT TWO: IP and LI

PETITIONER:
Southeast Gateway Ventures, LLC for property owned by Southeast Gateway Ventures, LLC; City of Winston-Salem; Charles Key and others

SCALE: 1" represents 800'

STAFF: Roberts

GMA: 2

ACRE(S): ± 51.5

MAP(S): 630846, 630850
November 19, 2004

Southeast Gateway Ventures, LLC
c/o Chadwick D. Davis
301 Brookstown Avenue, Suite 300
Winston-Salem, NC  27101

RE:   ZONING MAP AMENDMENT W-2736

Dear Mr. Davis:

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
      Tom Callaway, 119 Brookstown Avenue, Winston-Salem, NC  27101
**ACTION REQUEST FORM**

<table>
<thead>
<tr>
<th>DATE:</th>
<th>November 19, 2004</th>
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<tbody>
<tr>
<td>TO:</td>
<td>The Honorable Mayor and City Council</td>
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<tr>
<td>FROM:</td>
<td>A. Paul Norby, AICP, Director of Planning</td>
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**COUNCIL ACTION REQUEST:**

Request for Public Hearing on Zoning Petition of Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem for property owned by Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem and Piedmont Natural Gas Co., Inc.

**SUMMARY OF INFORMATION:**

Zoning Petition of Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem for property owned by Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem and Piedmont Natural Gas Co., Inc. from HB, GI, IP, and LI to MU-S [Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Townhouse; Residential Building, Urban; Combined Use; Fraternity or Sorority; Furniture and Home Furnishings Store; General Merchandise Store; Hardware Store; Motorcycle Dealer; Nursery, Lawn and Garden Supply Store, Retail; Restaurant (without drive-through service); Retail Store, Specialty or Miscellaneous; Shopping Center; Banking and Financial Services; Health Services, Miscellaneous; Medical or Dental Laboratory; Medical and Surgical Offices; Offices Miscellaneous; Professional Office; Services, Business A; Services, Business B; Services, Personal; Storage Services, Retail; Testing and Research Lab; Recreation Services Indoor; Recreation Facility, Public; Swimming Pool, Private; Child Care Institution; Child Day Care Center; Church or Religious Institution, Community; Church or Religious Institution, Neighborhood; College or University; Government Offices; Library, Public; Museum or Art Gallery; Nursing Care Institution; School, Private; School, Public; Stadium, Coliseum or Exhibition Building - TWO PHASE]: property is located (TRACT ONE) on the south side of Salem Avenue, east side of Broad Street and west side of the Main Street; and (TRACT TWO) on the west side of Broad Street, and north and south sides of Salem Creek (Zoning Docket W-2736).

**PLANNING BOARD ACTION:**

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

Zoning Petition of Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem for property owned by Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem and Piedmont Natural Gas Co., Inc., Docket W-2736

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 HB, GI, IP, and LI to MU-S [Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Townhouse; Residential Building, Urban; Combined Use; Fraternity or Sorority; Furniture and Home Furnishings Store; General Merchandise Store; Hardware Store; Motorcycle Dealer; Nursery, Lawn and Garden Supply Store, Retail; Restaurant (without drive-through service); Retail Store, Specialty or Miscellaneous; Shopping Center; Banking and Financial Services; Health Services, Miscellaneous; Medical or Dental Laboratory; Medical and Surgical Offices; Offices Miscellaneous; Professional Office; Services, Business A; Services, Business B; Services, Personal; Storage Services, Retail; Testing and Research Lab; Recreation Services Indoor; Recreation Facility, Public; Swimming Pool, Private; Child Care Institution; Child Day Care Center; Church or Religious Institution, Community; Church or Religious Institution, Neighborhood; College or University; Government Offices; Library, Public; Museum or Art
Gallery; Nursing Care Institution; School, Private; School, Public; Stadium, Coliseum or
Exhibition Building - TWO PHASE] the zoning classification of the following described
property:

TRACT ONE

BEGINNING at the southwest corner of Tax Lot 3 Block 2414 and along the right-of-way of
Broad Street N 19° 49’ 33” W 318.20’ a chord distance and a radius of 1984.0’ to a point;
Thence continuing along the right-of-way of Broad Street the next two calls N 09° 57’ 44” W
250.33’ a chord distance with a radius of 456.63’ to a point; Thence N 06° 14’ 09” E 302.10’ to a
point; Thence adjoining Tax Lot 502 Block 581 N 80° 16’ 52” E 163.36’ to a point; Thence
adjoining Tax Lot 104B Block 581 N 16° 03’ 37” W 205.56’ to a point; Thence along the right-
of-way of Salem Avenue the next eight calls: N 59° 49’ 53” E 102.21’ to a point; Thence N 59°
46’ 46” E 127.01’ to a point; Thence N 60° 10’ 22” E 196.40” to a point; Thence N 59° 20’ 18’
E 70.02’ to a point; Thence N 58° 42’ 34” E 124.80’ to a point; Thence S 29° 21’ 16” E 6.23’ to
a point; Thence N 72° 56’ 25” E 65.14’ to a point; S 86° 20’ 23” E 102.57’ to a point; Thence
along the intersection of Salem Avenue and Main Street S 65° 24’ 10” E 89.43’ a chord distance
with a radius of 126.68’ to a point; Thence along the right-of-way of Main Street S 20° 02’ 47” E
45.41’ to a point; Thence S 25° 26’ 27” W 55.69’ to a point; Thence crossing the right-of-way of
Marshall Street S 05° 45’ 27” E 29.42’ to a point; Thence adjoining Tax Lot 1B Block 6087 N
82° 32’ 44” E 49.42’ to appoint; Thence continuing along the right-of-way of Main Street and
adjoining Tax Lot 1B Block 6087 S 07° 20’ 23” E 97.47’ to a point; Thence continuing along the
right-of-way of Main Street the next five calls: S 07° 21’ 39” E 231.90’ to a point; Thence S 03°
25’ 53” E 169.76’ to a point; Thence S 05° 23’ 40” E 228.13’ a chord distance with a radius of
3330.05’ to a point; Thence S 07° 21’ 26” E 294.38’ to a point; Thence S 01° 29’ 33” W 35.80’
to a point; Thence along the right-of-way of Doune Street the next two calls S 34° 59’ 42” W
101.53’ to a point; Thence S 25° 57’ 02” W 159.03’ to a point; Thence along Tax Lot 307 Block
666 N 87° 16’ 48” W 251.18’ to a point; Thence along a new proposed property line being part
of Tax Lot 3 Block 2414 N 01° 44’ 39” E 127.0’ to a point; Thence continuing along the new
proposed property line the next two calls N 87° 14’ 40” W 442.05’ to a point; Thence S 05° 47’
13’ W 127.43’ to a point; Thence adjoining Tax Lot 108B Block 666 N 87° 05’ 07” W 95.13’ to
the point and place of beginning and containing a total of 26.57 acres.

TRACT TWO

BEGINNING at the right-of-way of Broad Street and the northeast corner of Tax Lot 103 Block
583 and thence along the right-of-way of Broad Street S 31° 38’ 41” E 50.51’ to a point; Thence
along Tax Lot 102 Block 583 S 31° 23’ 25” E 51.84’ to a point; Thence along Tax Lot 101
Block 583 S 31° 06’ 32” E 50.81’ to a point; Thence adjoining Tax Lot 7 Block 2418 and the
right-of-way of Broad Street S 18° 17’ 55” E 31.02’ to a point; Thence along Tax Lot 7 and part
of Tax Lot 6 Block 2418 and the right-of-way of Broad Street the next two calls S 06° 16’ 33” W
478.50’ to a point; Thence S 03° 02’ 09” W with a chord distance of 57.27’ to a point and a
radius of 506.63’; Thence along a new line being part of Tax Lot 6 Block 2418 S 77° 11’ 30” W
489.46’ to a point; Thence along a new line still being part of Tax Lot 6 Block 2418 and through
Tax Lot 101 Block 2418 S 11° 10’ 56” E 493.08’ to a point; Thence adjoining Tax Lot 6 Block 687A S 83° 24’ 26” W 50.08’ to a point; Thence continuing along Block 687A the next three calls: Thence S 83° 24’ 26” W 100.16’ to a point; Thence S 83° 26’ 23” W 50.33’ to a point; Thence S 83° 24’ 26” W 99.62’ to a point; Thence adjoining Tax Lot 5 Block 2418 the next two calls S 88° 36’ 45” W 20.69’ to a point; Thence S 61° 54’ 23” W 96.75’ to a point; Thence adjoining Tax Lot 5, Tax Lot 2 and Tax Lot 1 Block 2418 N 58° 16’ 25” W 473.53’ to a point; Thence adjoining Tax Lot 1 Block 2418 N 04° 04’ 42” E 418.31’ to a point; Thence adjoining Block 619C the next three calls N 65° 10’ 35” E 268.56’ to a point; Thence N 01° 00’ 09” E 100.02’ to a point; Thence N 04° 58’ 11” W 46.17’ to a point; Thence along Shuman Street N 14° 10’ 20” E 51.05’ to a point; Thence along Tax Block 618A N 65° 06’ 11” E 295.73’ to a point; Thence adjoining Tax Lot 1 Block 583 the next two calls Tax Block N 64° 56’ 43” E 114.53’ to a point; Thence N 14° 31’ 05” E 93.74’ to a point; Thence along Tax Lot 2 Block 583 N 14° 51’ 31” E 12.67’ to a point; Thence continuing along Block 583 the next four calls N 55° 40’ 11” E 198.60’ to a point; Thence N 55° 39’ 52” E 55.40’ to a point; Thence N 09° 49’ 09” W 13.19’ to a point; Thence N 10° 03’ 23” W 30.26’ to a point; Thence along Tax Lot 107 Block 583 S 33° 37’ 07” E 53.80’ to a point; Thence along Tax Lot 106 Block 583 S 33° 31’ 28” E 47.98’ to a point; Thence along Tax Lot 105 Block 583 S 41° 15’ 52” E 51.55’ to a point; Thence along Tax Lot 104 Block 583 S 37° 59’ 32” E 53.61’ to a point; Thence adjoining Tax Lot 103 Block 583 N 57° 02’ 17” E 174.61’ to a point being the point and place of beginning and containing a total of 22.47 acres.

Section 2. This Ordinance is adopted after approval of the site plan entitled Southeast Gateway Ventures, LLC and identified as Attachment "A" of the Special Use District Permit issued by the City Council the ______ day of __________________, to Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem for property owned by Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem and Piedmont Natural Gas Co., Inc.

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 Southeast Gateway Ventures, LLC. 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 Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem for property owned by Southeast Gateway Ventures, LLC; East Coast Capital, Inc.; Charles A. Key, Jr.; and City of Winston-Salem and Piedmont Natural Gas Co., Inc., (Zoning Docket W-2736).

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 MU-S [Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Townhouse; Residential Building, Urban; Combined Use; Fraternity or Sorority; Furniture and Home Furnishings Store; General Merchandise Store; Hardware Store; Motorcycle Dealer; Nursery, Lawn and Garden Supply Store, Retail; Restaurant (without drive-through service); Retail Store, Specialty or Miscellaneous; Shopping Center; Banking and Financial Services; Health Services, Miscellaneous; Medical or Dental Laboratory; Medical and Surgical Offices; Offices Miscellaneous; Professional Office; Services, Business A; Services, Business B; Services, Personal; Storage Services, Retail; Testing and Research Lab; Recreation Services Indoor; Recreation Facility, Public; Swimming Pool, Private; Child Care Institution; Child Day Care Center; Church or Religious Institution, Community; Church or Religious Institution, Neighborhood; College or University; Government Offices; Library, Public; Museum or Art Gallery; Nursing Care Institution; School, Private; School, Public; Stadium, Coliseum or Exhibition Building - TWO PHASE], approved by the Winston-Salem
City Council the _____ day of _____________________, 20____" and signed, provided the property is developed in accordance with requirements of the MU-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 GRADING PERMITS
  a. A storm water management study shall be submitted to the Public Works Department of the City of Winston-Salem for review. If required, an engineered storm water management plan shall be submitted and approved by the Public Works Department.
  b. Developer shall obtain a driveway permit from WSDOT and NCDOT, if applicable.
  c. Upon approval of the Final Development Plan for Tract Two, the limits of clearing on the site shall be flagged in the field.
  d. In conjunction with the Flood Study being prepared by other parties for the City’s work along Salem Creek, the developer will, in coordination with the Floodplain Manager, provide additional cross sections that may be added to this study to include areas of the subject property which are a concern.

• PRIOR TO THE SIGNING OF PLATS
  a. All documents including covenants, restrictions, and homeowner’s association agreements shall be recorded in the office of the Register of Deeds.
  b. All required fire hydrants shall be installed or bonded in accordance with the Winston-Salem Fire Department.
  c. Developer shall install or financially guarantee large variety street trees as defined in UDO Section 3-4.10, within street yards, bufferyards and motor vehicle parking areas where no conflict occurs with overhead utility lines.
  d. Easements for the greenway and fee simple dedication for the Strollway shall be recorded on a final plat.

• PRIOR TO THE ISSUANCE OF BUILDING PERMITS
  a. Developer shall record a plat showing utility, access and greenway easements in the office of the Register of Deeds.
  b. Developer shall provide profile and cross section of the proposed sewer relocation along Main Street adjacent to the proposed YWCA.
  c. The final building elevations for the multifamily residential buildings shall be in substantial conformity with the elevations and narrative as provided in Exhibit A.

• PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS
  a. All road improvements shall be completed before the issuance of occupancy permits.
  b. All Fire Hydrants shall be installed in accordance with the City of Winston-Salem Fire Department in logical phasing of the development.
c. The sidewalk along Salem Avenue shall be removed from the back of the curb and relocated to provide a 5 foot minimum planting strip between the sidewalk and the curbing in accordance with the specifications of the Public Works Department of the City of Winston-Salem.
d. No on-site lighting shall be taller than 18 feet. All on-site lighting will consist of cutoff type fixtures that prevent glare onto adjacent residential properties.
e. Upon approval of the Final Development Plan for Tract Two, the developer shall allow the City of Winston-Salem to access Washington Park from a new entrance on Broad Street. The entrance will be approved by the developer, with input from the Recreation and Parks Department.
f. Upon approval of the Final Development Plan for Tract Two, the developer shall ensure that an internal vehicular connection is provided between the various components of the site i.e. the proposed school and the residential/retail area.
g. Provide access for Winston-Salem Fire Department and Sanitation Department to the gated residential parking.

• OTHER REQUIREMENTS
a. All uses and square footages shall match those indicated in the associated Traffic Impact Study. A Site Plan Amendment will be required for any changes not in keeping with those calculations and a new TIS may need to be submitted as part of the Site Plan Amendment process.
b. Phase II development may be approved after a site plan review by appropriate city and state officials (interdepartmental review), upon finding that the Phase II site plan meets all conditions of the Phase I approval, meets all requirements of the UDO, and is consistent with the intent of the attached illustrative master plan for Phase II development.
c. Developer shall be permitted a maximum of two freestanding signs along each of the following street frontages for Tract One: Broad Street, Salem Avenue and Main Street. Freestanding signage for Tract Two shall be limited to one sign along Broad Street. All signage shall be of a monument type with a six (6) foot maximum height and a 24 foot maximum area each.
ZONING STAFF REPORT

DOCKET #    W-2736
STAFF:      Gary Roberts

Petitioner(s): Southeast Gateway Ventures, LLC, East Coast Capital, Inc, Charles A. Key, Jr. and City of Winston-Salem
Ownership: Same

REQUEST

From: HB Highway Business District; GI General Industrial District; IP Institutional and Public District and LI Limited Industrial District
To: MU-S Mixed Use District [Residential Building, Single Family; Residential Building, Duplex; Residential Building, Twin Home; Residential Building, Multifamily; Residential Building, Townhouse; Residential Building, Urban; Combined Use; Fraternity or Sorority; Furniture and Home Furnishings Store; General Merchandise Store; Hardware Store; Motorcycle Dealer; Nursery, Lawn and Garden Supply Store, Retail; Restaurant (without drive through service); Retail Store, Specialty or Miscellaneous; Shopping Center; Banking and Financial Services; Health Services, Miscellaneous; Medical or Dental Laboratory; Medical and Surgical Offices; Offices, Miscellaneous; Professional Office; Services, Business A; Services, Business B; Services, Personal; Storage Services, Retail; Testing and Research Lab; Recreation Services Indoor; Recreation Facility, Public; Swimming Pool, Private; Child Care Institution; Child Day Care Center; Church or Religious Institution, Community; Church or Religious Institution, Neighborhood; College or University; Government Offices; Library, Public; Museum or Art Gallery; Nursing Care Institution; School, Private; School, Public; Stadium, Coliseum or Exhibition Building - TWO PHASE]

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

Acreage: ±49.04 acres

LOCATION:

Street: (TRACT ONE) South side of Salem Avenue, west side of the Main Street, and the east side of Broad Street; and (TRACT TWO) west side of Broad Street, north and south side of Salem Creek.
Jurisdiction: City of Winston-Salem.
Ward: South.
SITE PLAN  (Tract One)

Proposed Use: Mixture of residential, retail, office and recreational uses.
Square Footage: ±83,567 sf of retail/restaurant; ±100,820 sf of office; and ±93,530 sf for the YWCA.
Building Height: Four stories.
Density: 99 dwelling units on 26.57 acres = 3.72 units per acre.
Parking: Required: 1,099 spaces; Proposed: 1,103 spaces; layout: off-street surface parking.
Bufferyard Requirements: No bufferyard required as part of Phase I. Bufferyard will be required as part of Phase II where non-residential development adjoins single family development.
Vehicular Use Landscaping Standards Requirements: UDO standards apply.

PROPERTY SITE/IMMEDIATE AREA

Existing Structures on Site: Multiple commercial and industrial buildings. Many are vacated and/or in the process of being removed.
Adjacent Uses:

North- Undeveloped property and single family homes zoned RS-9 and LI; convenience store, The Enrichment Center, an automotive parts distribution center and Old Salem zoned HB, PB, HB and H respectively.
Northeast- Central Park zoned IP.
East- Multiple commercial and business operations zoned HB.
Southeast- Multiple commercial and industrial operations zoned HB and LI.
South- Single family homes zoned RS-9.
Southwest- Washington Park (City park) zoned IP.
West- Washington Park (City park) zoned IP.

GENERAL AREA

Character/Maintenance: Mixture of well to moderately well maintained commercial, industrial and residential properties.
Development Pace: Slow to moderate.

HISTORY

Relevant Zoning Cases:

1. W-2697; RM-5 and GI to HB; approved June 21, 2004; southeast side of Cotton Street between Spring Street and Branch Street; .55 acres; Planning Board and staff recommended approval.

2. W-2680; GI, LI and RM-18 to GI; approved June 28, 2004; eastern terminus of Blum street at the northwestern confluence of Salem Creek and Cloverleaf Branch; 10.96 acres; Planning Board and staff recommended approval.
3. 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.

4. W-2623; GB to PB; approved June 2, 2003; southeast corner of Brookstown Avenue and Marshall Street; 1.12 acres; Planning Board and staff recommended approval.

**PHYSICAL FEATURES/ENVIRONMENTAL REVIEW**

Impact on Existing Features: The present site is already largely developed with significant impervious surfaces. The proposal will remove most of the remaining vegetation and increase the amount of impervious surface on the site. Grading and filling in the floodplain will also alter the site’s existing physical characteristics.

Topography: Overall, the subject property’s elevation changes about 56 feet, rising from about 734 feet in the western section of the site along Salem Creek up to about 790 fee in the south-central section of the site along Broad Street.

Streams: Salem Creek passes through the central section of the subject property. Two additional streams that flow into Salem Creek are identified on the City-County Planning Board topographic maps. Tar Branch, (culverted) is located north of Salem Creek just to the west along Main Street. The other stream is located north of Salem Creek about 300 feet west of Broad Street.

Vegetation/habitat: Some vegetation is present on the subject property, particularly in the western section of the site along Salem Creek.

Floodplains: Floodway and Floodway Fringe areas comprise large sections of this site.

Wetlands: Salem Creek is identified as a linear deepwater habitat on the National Wetlands Inventory. *Winston-Salem East Quad*

Environmental Resources Beyond The Site: This proposal will fill in part of the floodplain and increase the amount of impervious surface near the floodplain and Salem Creek. However, because it mixes residential, commercial, office, and institutional uses into a comprehensively planned, pedestrian-friendly development, this proposal can create opportunities to reduce automobile dependency, which can help to reduce runoff pollution and improve air quality.

Water Supply Watershed: The subject property is not located in a water supply watershed.

Compliance with Federal/State requirements for wetland/stream protection: The petitioner is responsible for complying with all Federal and State wetland and stream protection regulations.

**TRANSPORTATION**

Direct Access to Site: Broad Street, Salem Avenue; Marshall Street; Main Street; Waughtown Street.

Street Classification: Broad Street – Minor Thoroughfare; Salem Avenue – Minor Thoroughfare; Marshall Street – Local Street; Main Street – Minor Thoroughfare; Waughtown Street – Major Thoroughfare.

Average Daily Traffic Count/Estimated Capacity at Level of Service D (Vehicles per Day): Broad Street between Salem Avenue and Bond Street = 7,900/16,100
Salem Avenue between Broad Street and Marshall Street = 2,700/12,700
Main Street between Doune Street and Waughtown Street = 7,400/16,100
Waughtown Street between Main Street and Alder Street = 2,400/12,700

Trip Generation/Existing Zoning: GI, HB, IP and LI
Because of the on-going nature of the redevelopment in this area (vacant land and closed businesses) and the general use zoning categories currently in place, it is not possible to provide an accurate trip generation number for the existing conditions.

Trip Generation/Proposed Zoning:  MU-S
99 units x 6.59 (Multi-Family Trip Rate) = 652 Trips +
93,530/1,000 x 22.88 (Recreational Community Center Trip Rate) = 2,140 Trips +
76,207/1,000 x 40.67 (Specialty Retail Trip Rate) = 3,099 Trips +
7,360/1,000 x 130.34 (High Turnover Sit Down Restaurant Trip Rate) = 959 Trips +
100,817/1,000 x 11.01 (General Office Trip Rate) = 1,109 Trips
Total Trips per Day = 7,959

Planned Road Improvements: None.

Interior Streets: Private.

Traffic Impact Study recommended: The submitted TIS indicates that the existing infrastructure, along with developer required improvements, will meet the transportation needs of the area.

Connectivity of street network: No new public streets are proposed.

Sidewalks: Existing along both sides of Broad Street; both sides of Salem Avenue between Broad and Marshall Street; and both sides of the newly reconstructed Main Street.

Transit: Route 14 along Main Street; Route 29 along Waughtown and Marshall Streets.

Bicycle Route: Route 14 along Broad Street; Salem Creek Greenway.

CONFORMITY TO PLANS

GMP Area (Legacy): Urban Neighborhoods, (GMA 2).

Relevant Comprehensive Plan Recommendation(s): Legacy recommends: quality infill development, greater residential densities where appropriate, neighborhood retail and community services to support neighborhood needs; historic preservation, rehabilitation and reuse of existing structures; and, provision of a variety of quality housing types in all parts of the community.


Relevant Development Guide Recommendation(s): The Southeast Gateway Plan designates the portion of the subject property east of Broad Street (Tract One), to be redeveloped into a focal point of open spaces, convenience, service and retail shops. Other relevant recommendations in the Plan include: making Salem Creek a focus of use and source of enjoyment in the area; extending the Strollway to NCSA; and relocating the greenway from Salem Avenue to Salem Creek between Main and Broad Streets.

In the South Central Area Plan, the portion the subject property on the site east of Broad Street (Tract One), along with property to the north and south, are in the designated Southeast Gateway Neighborhood Activity Center (NAC) and the Southeast Gateway Urban Village Mixed Use Opportunity Area. SCAP recommends that the area be developed as an urban village with a mix of uses, pedestrian orientation and a village character.
Residential uses and combined use buildings are a key aspect of the urban village concept.

Other relevant recommendations for an Urban Village and NAC include:

- Include uses which serve the surrounding institutions and neighborhood, including a grocery store/drug store.
- Relocate greenway to Salem Creek between Main and Broad Streets.
- Extend Strollway south and provide a safe and attractive pedestrian crossing to NCSA.
- Provide a publicly accessible green space on both sides of Salem Creek.
- South of Salem Creek—open space in the floodplain and intermediate density residential near the neighborhood.
- Include multistory buildings; buildings up to the street; parking behind structures; and, strong pedestrian orientation and access.
- Design site sensitive to topography of the site and buildings located outside the floodplain.
- South of Salem Creek—open space in the floodplain and intermediate density residential near the Washington Park neighborhood.

**SCAP** recommends most of the area west of Broad (Tract Two) for expansion of Washington Park because the land is adjacent to Washington Park, includes the greenway and access to Washington Park and is mostly floodplain.

**SCAP** also designated Main Street/Old Salem Road as an Urban Corridor. The purpose of Urban Corridors is to: create neighborhood-scale, attractive and pedestrian oriented corridors along thoroughfares; and, stimulate new development or revitalization of existing development along the corridors. Public investment should be focused on these corridors.

**GREENWAY/RECREATION/OPEN SPACE REVIEW**

Greenway Plan: Greenway Plan – Winston-Salem and Forsyth County; Public Spaces Master Plan – Southeast Gateway.

Greenway/Trail Name: Salem Creek Greenway Trail; The Strollway (southward extension).

Easement Requested: 40 ft.

Easement Location: North side of Salem Creek.

Parks/Open Space Designation: A significant portion of Tract Two and a portion of Tract One are designated as park/open space in the adopted *South Central Winston-Salem Area Plan* and in the draft Winston-Salem and Forsyth County Parks and Open Space Plan.

Comments/Status of Trail: Proposals submitted for the Salem Creek Greenway Trail and the Strollway appear to conform to plans for the area. The proposal submitted does not appear to reflect the adopted area plan proposals for parks/open space in this area.

**HISTORIC RESOURCES REVIEW**

Historic District: The area is in close proximity to Old Salem, Washington Park Historic District, and West Salem Historic District.
Comments: This project is a valuable addition to the nearby collection of historic resources found in this area. An important aspect would be how the new buildings address the main corridors such as Main Street and Salem Avenue. The historic neighborhoods maintain a rhythm of the street which creates a genuine sense of place. This experience should be maintained and continued with any new construction.

ECONOMIC DEVELOPMENT

The Southeast Gateway (or Gateway at Old Salem) is crucial to Winston-Salem’s revitalization efforts and has been many years in the planning. While the project is now close to becoming a reality, it is hindered by environmental concerns. As a Brownfields redevelopment project, the Gateway at Old Salem will serve the double purpose of promoting economic redevelopment while ensuring public health and safety in a long-neglected area.

Brownfields projects are an important part of the City’s economic development and land use planning goals, exemplified in Legacy and through participation in and support of brownfields revitalization projects. The City has received several EPA Brownfields grants and anticipates applying for more.

The Gateway at Old Salem can be a showcase public-private partnership for Winston-Salem and for the State. The Gateway is a key entry point to downtown Winston-Salem, to four major educational institutions (Winston-Salem State, Salem Academy and College, the North Carolina School of the Arts, and Piedmont Baptist College) and to the city’s largest visitor attraction, Old Salem. The vision is of a mixed use pedestrian-friendly “village” where people live, shop, work, play and dine.

The Gateway at Old Salem will assist in adding significant new jobs to the community, greatly improving the area while benefitting the surrounding residential neighborhoods, businesses and institutions, and helping increase the City’s tax base. At the same time, a successful Brownfields project will be one more step in the process of improving Winston-Salem’s environmental quality and the health and safety of our residents.

To date, the City has invested more than $2,000,000 in the acquisition, and clearance. It is anticipated that another $1,000,000 will be expended in site preparation, remediation, and infrastructure improvements. In turn, the project is expected to leverage more than $30,000,000 in private investment and lead to the creation of up to 200 new jobs for the area.

ANALYSIS

The subject request is to rezone ±49 acres from IP, HB, LI and GI to MU-S TWO PHASE. The site is generally located south and southeast of Old Salem and the West Salem Neighborhood and north and northwest of the Washington Park neighborhood and the North Carolina School of the Arts, (NCSA). The subject property has historically hosted a wide range of commercial and industrial uses. Most recently it has been the site of several electrical utility structures along
with various commercial and industrial operations. Approximately 1,500 linear feet of the Salem Creek Greenway runs through the western section of the site along the north side of Salem Creek.

The current request represents the culmination of over a decade worth of collaborative planning, property assemblage and design. The participants in this process have included NCDOT, the Southeast Gateway Council, Duke Energy, various surrounding community institutions as well as the petitioners which include the City of Winston-Salem. The site is strategically located in the center of various historical neighborhoods, educational institutions and recreational opportunities. This proximity provides both an excellent opportunity and a challenge to create a strong unifying presence amidst these diverse components of the community. Additionally, this site possesses a substantial degree of natural and man-made constraints which place practical limitations on any potential redevelopment activity. These constraints include multiple ownership, extensive overhead and underground utilities, isolated locations of contaminated soil, and being bisected by Salem Creek along with its associated 100 year floodplain.

The site is divided into two tracts. Tract One consists of approximately 26.57 acres and is located on the south side of Salem Avenue between Main Street and Broad Street. Tract Two consists of approximately 22.47 acres and is located along the western side of Broad Street west to Washington Park.

Tract One is located within the area covered by the *Southeast Gateway Plan* which was adopted in 1993. The Plan recommends the site to be redeveloped into a focal point of open spaces, convenience, service and retail shops. Other relevant recommendations in the Plan include: making Salem Creek a focus of use and source of enjoyment in the area; extending the Strollway to the NCSA; and relocating the greenway from Salem Avenue to Salem Creek between Main and Broad Streets.

Tract One is also located within the boundaries of the more recently adopted *South Central Area Plan, (SCAP).* Along with property located to the north and south, the Plan designates this area as the Southeast Gateway Neighborhood Activity Center (NAC) and the Southeast Gateway Urban Village Mixed Use Opportunity Area. *SCAP* recommends that the area be developed as an urban village with a mix of uses, pedestrian orientation and a village character. Residential uses and combined use buildings are a key aspect of the urban village concept. Tract Two is recommended to remain as open space/parkland although a portion of the site is currently zoned LI.

Tract One is currently zoned a combination of HB on the north side of Salem Creek and GI on the south side of the creek. Some of the existing structures are in the process of being demolished in order to accommodate the proposed site plan improvements along with a two lane roundabout which is now being constructed at the intersection of Main Street and Salem Avenue. The single phase site plan includes a mixture of multifamily residential, retail, office and recreational uses. The residential component consists of 99 one, two and three bedroom units divided amongst three separate four story buildings. These structures would be vertically mixed with retail on the ground floor and residential on the top three floors. The most prominent of these structures is located in the northeast corner of the property adjacent to the soon to be
completed roundabout. Obviously, the proximity of this portion of the site to historic Old Salem and said main intersection, along with the Strollway, warrant a special attention to building orientation and architectural detailing. In accordance with the requirements of the MU-S District, the preference ideally would be to strengthen said building’s relationship to the street by not having the proposed double row of parking between the building and Salem Avenue and Main Street. The proposed parking arrangement however, is partially due to some of the previously mentioned constraints of the site. The UDO does allow the Planning Board to permit a limited number of spaces in this area if all required spaces cannot be located to the side or rear, due to lot size, shape or topographic features. Staff has discussed with the petitioner the importance of low-level vegetative screening and other measures to deemphasize the presence of surface parking at this visually prominent location.

Elsewhere within Tract One are two additional buildings which would accommodate further retail and restaurant uses. On the south side of the Salem Creek, an adaptive reuse of the existing Duke Power office building would be accompanied by a two-story addition totaling 67,710 square feet of office space. To the east and fronting on Main Street a two-story 93,530 square foot YWCA is proposed. A pedestrian bridge, which would serve as a southern extension of the Strollway, will span over Salem Creek. The City of Winston-Salem has obtained grant money to construct this footbridge, along with the greenway link between Main Street and Broad Street. The bridge will not only provide convenient pedestrian access between the different portions of the proposed development but further establish a needed linkage between the surrounding neighborhoods and institutions. Likewise, the relocated greenway will provide a much improved connection between Washington Park, Central Park and ultimately Salem Lake for both pedestrians and cyclists.

The circulation system consists of private drives. However, the primary entrance into the residential and retail portion from Salem Avenue will appear as a ±500 foot extension of Marshall Street. By using angled, rather than head-in 90º on-street parking, along with minimal building setbacks for the four story buildings, the feeling of a traditional main street will hopefully result. This “street” will extend southward to Salem Creek where the footbridge will pickup and connect to the YWCA. This alignment provides an excellent opportunity to create a strong terminating vista, where upon entering the development, one’s eye is naturally drawn to a significant feature of said recreational facility.

The developer has submitted representative building elevations with written notations as shown in Exhibit A. Staff notes that these elevations and notations will generally define, key design elements which will be adhered to as part of final construction plan approval.

Tract Two is located on the west side of Broad Street and is primarily zoned IP and undeveloped with the exception of the former Duke Power transmission operations building, which is zoned LI. Tract Two is the TWO PHASE portion of the request therefore the site plan is essentially undefined except for the illustrative master plan, (see Exhibit A), which illustrates the northern side of Salem Creek to be developed as a school and a retail/residential area. Staff notes that the second phase of this Two Phase site plan may be approved at the staff level after an interdepartmental review, provided that the final development plan is in general conformance with the attached illustrative master plan and any conditions of Phase One approval.
The southern side of Tract Two is shown as athletic fields. The Salem Creek Greenway, which extends along the northern side of Salem Creek and extends to Washington Park and the Dog Park, would remain intact. The developer has agreed to preserve a significant portion of the heavily wooded area located on the northwestern side of the greenway and generally south of the Shuman Street right-of-way.

In summary, the subject request proposes a vertically and horizontally mixed use development at a very strategic location in Winston-Salem. In spite of numerous site constraints, and after many years of planning and negotiation, the developer and various other public, private and institutional entities have come together in a manner that should serve as a future model for other redevelopment projects. Staff recommends approval.

**FINDINGS**

1. *Legacy* recommends quality infill development, greater residential densities where appropriate, neighborhood retail and community services to support neighborhood needs; historic preservation, rehabilitation and reuse of existing structures; and, provision of a variety of quality housing types in all parts of the community.

2. *The Southeast Gateway Plan* designates the portion of the subject property east of Broad Street (Tract One), to be redeveloped into a focal point of open spaces, convenience, service and retail shops. Other relevant recommendations in the Plan include: making Salem Creek a focus of use and source of enjoyment in the area; extending the Strollway to NCSA; and relocating the greenway from Salem Avenue to Salem Creek between Main and Broad Streets.

3. *The South Central Area Plan*, the portion the subject property on the site east of Broad Street (Tract One), along with property to the north and south, are in the designated Southeast Gateway Neighborhood Activity Center (NAC) and the Southeast Gateway Urban Village Mixed Use Opportunity Area. SCAP recommends that the area be developed as an urban village with a mix of uses, pedestrian orientation and a village character. Residential uses and combined use buildings are a key aspect of the urban village concept.

4. The subject request proposes a mixture of residential, retail, restaurant, office and recreational uses designed in a generally walkable manner.

5. The proposed development is compatible with the surrounding mixture of uses.

6. The Phase II portion of the petition may be approved at the staff level in accordance with the illustrative master plan and Phase I conditions.

7. The subject request represents a long term, collaborative redevelopment effort between various public and private entities.
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 GRADING PERMITS
  a. A storm water management study shall be submitted to the Public Works Department of the City of Winston-Salem for review. If required, an engineered storm water management plan shall be submitted and approved by the Public Works Department.
  b. Developer shall obtain a driveway permit from WSDOT and NCDOT, if applicable.
  c. Upon approval of the Final Development Plan for Tract Two, the limits of clearing on the site shall be flagged in the field.
  d. In conjunction with the Flood Study being prepared by other parties for the City’s work along Salem Creek, the developer will, in coordination with the Floodplain Manager, provide additional cross sections that may be added to this study to include areas of the subject property which are a concern.

• PRIOR TO THE SIGNING OF PLATS
  a. All documents including covenants, restrictions, and homeowner’s association agreements shall be recorded in the office of the Register of Deeds.
  b. All required fire hydrants shall be installed or bonded in accordance with the Winston-Salem Fire Department.
  c. Developer shall install or financially guarantee large variety street trees as defined in UDO Section 3-4.10, within street yards, bufferyards and motor vehicle parking areas where no conflict occurs with overhead utility lines.
  d. Easements for the greenway and fee simple dedication for the Strollway shall be recorded on a final plat.

• PRIOR TO THE ISSUANCE OF BUILDING PERMITS
  a. Developer shall record a plat showing utility, access and greenway easements in the office of the Register of Deeds.
  b. Developer shall provide profile and cross section of the proposed sewer relocation along Main Street adjacent to the proposed YWCA.
  c. The final building elevations for the multifamily residential buildings shall be in substantial conformity with the elevations and narrative as provided in Exhibit A.

• PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS
  a. All road improvements shall be completed before the issuance of occupancy permits.
  b. All Fire Hydrants shall be installed in accordance with the City of Winston-Salem Fire Department in logical phasing of the development.
c. The sidewalk along Salem Avenue shall be removed from the back of the curb and relocated to provide a 5 foot minimum planting strip between the sidewalk and the curbing in accordance with the specifications of the Public Works Department of the City of Winston-Salem.

d. No on-site lighting shall be taller than 18 feet. All on-site lighting will consist of cutoff type fixtures that prevent glare onto adjacent residential properties.

e. Upon approval of the Final Development Plan for Tract Two, the developer shall allow the City of Winston-Salem to access Washington Park from a new entrance on Broad Street. The entrance will be approved by the developer, with input from the Recreation and Parks Department.

f. Upon approval of the Final Development Plan for Tract Two, the developer shall ensure that an internal vehicular connection is provided between the various components of the site i.e. the proposed school and the residential/retail area.

g. Provide access for Winston-Salem Fire Department and Sanitation Department to the gated residential parking.

• OTHER REQUIREMENTS

a. All uses and square footages shall match those indicated in the associated Traffic Impact Study. A Site Plan Amendment will be required for any changes not in keeping with those calculations and a new TIS may need to be submitted as part of the Site Plan Amendment process.

b. Phase II development may be approved after a site plan review by appropriate city and state officials (interdepartmental review), upon finding that the Phase II site plan meets all conditions of the Phase I approval, meets all requirements of the UDO, and is consistent with the intent of the attached illustrative master plan (Exhibit A) for Phase II development.

c. Developer shall be permitted a maximum of two freestanding signs along each of the following street frontages for Tract One: Broad Street, Salem Avenue and Main Street. Freestanding signage for Tract Two shall be limited to one sign along Broad Street. All signage shall be of a monument type with a six (6) foot maximum height and a 24 foot maximum area each.

Paul Norby presented a brief report.

This was a collaborative effort that came out of a charette that was held back in the early nineties and defined a vision for the Southeast Gateway area. What we have today is the core of that Southeast Gateway area for which there has literally been ten years of planning and patience and a lot of work going on.

There have been a few minor changes to the site plan which was sent to you. In the northeastern corner of the site, one of the buildings there (nearest the roundabout) originally had a parking deck. It does not have a parking deck now, however the shape of the building is basically the same.

Some notes have been added to define the flexibility that we are looking for on architectural elements. There may be minor changes as it goes forward.
There were added details concerning landscaping, sidewalks, outdoor spaces, etc.

This is just a very significant project in both its strategic value to the City and the scope of the project.

This has been a huge collaborative effort among a number of parties, including public and private entities. The strategic value of this project is that it ties together neighborhoods, the colleges and universities in the area, and Old Salem with the area that is in between all of them. It transforms an area that previously not many folks had a reason to go to into a lively, active area. It provides a true mixed use, both horizontally and vertically. It does it all in a walkable fashion, tying the built environment to the natural environment.

I'd like to give my personal thanks to East Coast Capital, Chad & Derrick Davis for their persistence, their patience, their talent, their vision in seeing this through. It really took a pioneering effort to put this together. Their architect, Tom Calloway, prepared the plans you see here today.

PUBLIC HEARING

FOR:

Chad Davis
- This project has been ten years in the making, so it's extremely exciting to be here today.
- This is the culmination of a lot of hard work by many organizations.
- We're building a village. What is a village? It's a mix of diverse activity and people. It's access to parks and pedestrian paths, easily accessible by car, lively at night and during the day, architectural design is distinctive, but it reflects its surroundings.
- To give you an idea of the Gateway and a perspective of all the surrounding institutions it affects and draws in, Mr. Davis pointed out various places on a map. They included: Washington Park, West Salem, Old Salem, Salem College and Academy, the Central Business District, the Research Park, Winston-Salem State University, Happy Hill, and North Carolina School of the Arts. Other items impacting the gateway are the crossroads of the greenway system and the strollway system and major interstate access via Business 40, Bypass 40, and US 52.

Tom Calloway then presented an overview of the project.
- It's important to understand the nature and character of the surrounding neighborhoods and institutions.
- Downtown, the Central Business District is undergoing a great deal of change. A lot of money is being spent downtown and downtown is changing.
- Old Salem is a community treasure. Recently the new visitors center has been built. They attract over half a million visitors a year.
- Salem Academy and College has over 1,100 resident students in the College and 200 additional students in the Academy, plus faculty.
• The magnitude of what the Triad Research Park will be and its economic impact on this community is hard to project. It may involve employment of up to 30,000 people over 2,000,000 sf of office space, classroom space, and research labs. This project is being driven by Wake Forest University Medical Center and supported by everybody.

• Winston-Salem State is the fastest growing component of the State university system. They are currently spending and will continue to spend over the next ten years approximately $130,000,000 making improvements to their campus. They have over 3,100 students at present and project their enrollment to grow to 6,000 students by 2010.

• Happy Hill Gardens is an amazing development. Mr. Calloway showed the site plan of the development. There is a significant amount of money being spent to provide rental and ownership units. There is a very inspired leadership group developing this area.

• North Carolina School of the Arts has over 1,000 students. They re currently spending approximately $60,000,000 to make improvements on their campus. They have over 300 events a year that attract an audience of over 90,000 people.

• Washington Park is an Historic Register neighborhood that includes over 800 households. It includes Washington Park (the largest City park with 77 acres of land). It's truly a unique turn-of-the-century neighborhood with quality architecture.

• West Salem has over 1,100 households. Many improvements have taken place here over the past few years with the addition of new apartments and condominiums.

• You put all that together and the demographics for the Gateway area are compelling. We have more students among the three schools than attend Wake Forest and that number will increase. A lot of people live nearby and the number of visitors to this area is approaching 600,000 visitors a year to the Gateway area.

• Mr. Calloway then described the plan, pointing out existing features and planned features. A copy of his illustrations is on file.

Chad Davis

• One of the major features is the retail component. We have a lot of audiences which we'll be catering to: tourists from Old Salem, parents and kids at schools, the surrounding neighborhoods, and the greater Winston-Salem, and hopefully with the unique nature of the project the greater Triad area.

• The residential component includes a wide range of unit sizes. Mr. Davis showed a rendering of an average size unit and the elevations for the YWCA.

• This has been a long journey and we have a ways to go on the construction side, but it's something we can all be proud of as a community because it really is a community project.

Tom Calloway

• This project is the result of a lot of people working together who wanted this project to succeed. In particular, in this room Paul Norby, Derwick Paige, and Glenn Simmons have been invaluable in their efforts, their diligence, their willingness to work with us. This is a very difficult project. It's the first true mixed use project to be built in Winston-Salem. If they were easy to develop, we'd have one already. We have learned that this is difficult and challenging to do, but when everyone works together as a team, the project can and will be successful. Thank you for your efforts.
AGAINST: None

WORK SESSION

The Planning Board expressed their thanks to those who worked on this project and complimented the results of their hard work.

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

A. Paul Norby, AICP
Director of Planning