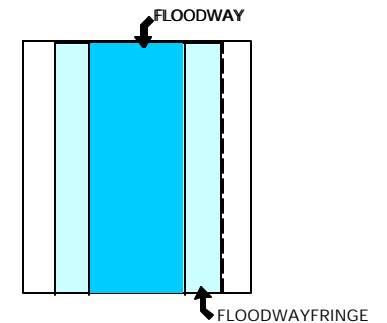


DOCKET #: W2581

PROPOSED ZONING:
IP-S (Government Offices)

EXISTING ZONING:
RS7

PETITIONER:
NC State Highway Commission



SCALE: 1" represents 400'

STAFF: Gallaway

GMA: 2

ACRE(S): 9.05

MAP(S): 630842

October 23, 2002

NC State Highway Commission
c/o NC State Property Office
1321 Mail Service Center
Raleigh, NC 27699

RE: ZONING MAP AMENDMENT W-2581

Dear Sirs:

The attached report of the Planning Board to the Board of Aldermen is sent to you at the request of the Aldermen. You will be notified by the City Secretary's Office of the date on which the Aldermen 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
Pat Ivey, NCDOT Division Office, 2125 Cloverdale Avenue, Winston-Salem, NC 27103
Sam Southern, 412 Waughtown Street, Winston-Salem, NC 27127
David R. Carter, 203 E. Devonshire Street, Winston-Salem, NC 27127
Karl Priedeman, 305 Cascade Avenue, Winston-Salem, NC 27127

ACTION REQUEST FORM

DATE: October 23, 2002
TO: The Honorable Mayor and Board of Aldermen
FROM: A. Paul Norby, AICP, Director of Planning

BOARD ACTION REQUEST:

Request for Public Hearing on zoning map amendment of NC State Highway Commission

SUMMARY OF INFORMATION:

Zoning map amendment of NC State Highway Commission from RS-7 to IP-S (Government Offices): property is located on the north side of Silas Creek Parkway and the east sides of Konnoak View Drive and Hollyrood Street (Zoning Docket W-2581).

PLANNING BOARD ACTION:

MOTION ON PETITION: APPROVAL
FOR: UNANIMOUS
AGAINST: NONE
SITE PLAN ACTION: CONFORMS

CITY ORDINANCE - SPECIAL USE

Zoning Petition of NC State Highway Commission,
Docket W-2581

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 Board of Aldermen 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 RS-7 to IP-S (Government Offices) the zoning classification of the following described property:

Tax Block 0687, Tax Lot 010B

Section 2. This Ordinance is adopted after approval of the site plan entitled NC State Highway Commission and identified as Attachment "A" of the Special Use District Permit issued by the Board of Aldermen the _____ day of _____, to NC State Highway Commission.

Section 3. The Board of Aldermen 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 NC State Highway Commission. 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 Board of Aldermen

of the City of Winston-Salem

The Board of Aldermen 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 NC State Highway Commission, (Zoning Docket W-2581). 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 IP-S (Government Offices), approved by the Winston-Salem Board of Aldermen the _____ day of _____, 20 ____" and signed, provided the property is developed in accordance with requirements of the IP-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:

C PRIOR TO THE ISSUANCE OF ANY PERMITS

- a. Developer shall have a storm water management study submitted for review by the Public Works Department of the City of Winston-Salem. Developer shall be responsible for storm water run-off from the development of this entire property and shall not be given credit or exceptions from the existing impervious surface on this property. If all storm water from the proposed development discharges on site, or via a permanent drainage easement into a 100-year floodplain, a storm water management plan review by the Public Works Department will not be required. If required, an engineered storm water management plan shall be submitted and approved by the Public Works Department of the City of Winston-Salem.
- b. Grading permits must be issued by the North Carolina Department of Environment and Natural Resources since this is a construction project of an agency of the State of North Carolina.

C PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS

- a. NCDOT shall install large variety street trees along the entire length of the site on the north side of Silas Creek Parkway in accordance with Appearance Commission recommendations and NCDOT policies. Additionally, NCDOT shall pursue landscape enhancement funds to implement other landscape improvements as identified in Section D, Segment 8 of the Community Crossing project to the extent funding is available and consistent with NCDOT policies.
- b. Developer shall construct sidewalks as shown on the site plan to the requirements of the City of Winston-Salem Public Works Department.

C OTHER REQUIREMENTS

- a. One (1) free standing sign shall be permitted. Said sign shall be a monument type with a maximum height of five (5) feet.
- b. All free standing lighting in excess of twelve (12) feet in height shall be of the “shoebox” type or otherwise shielded so as not to cast direct light onto adjacent properties.

ZONING STAFF REPORT

DOCKET # W-2581
STAFF: Suzy Gallaway

Petitioner(s): NC State Highway Commission
Ownership: Same

REQUEST

From: RS-7 Residential Single Family District; minimum lot size 7,000 sf
To: IP-S Institutional Public District (Government Offices)

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

Acreage: 9.05 acres

LOCATION

Street: North side of Silas Creek Parkway east of Konnoak View Drive.
Jurisdiction: City of Winston-Salem.
Ward: South.

SITE PLAN

Proposed Use: Government Offices.
Square Footage: 28,100 sf.
Building Height: Single story.
Parking: Required: 94; proposed: 125.
Bufferyard Requirements: Type II where adjacent to residential zoning.
Vehicular Use Landscaping Standards Requirements: UDO standards apply.

PROPERTY SITE/IMMEDIATE AREA

Existing Structures on Site: Site is vacant.

Adjacent Uses:

- North - Single family homes, zoned RS-7.
- East - Motor vehicle sales, service and related uses, zoned HB.
- South - Silas Creek Parkway, right-of-way, and I-40.
- West - Single family homes across Main Street, zoned RS-7.

GENERAL AREA

Character/Maintenance: Area consists of well-maintained residential homes and high intensity commercial uses to the west.

Development Pace: Moderate.

PHYSICAL FEATURES/ENVIRONMENTAL REVIEW

Impact on Existing Features: Site plan indicates significant grading would be done on the site.

Topography: There is an approximate change in elevation on the subject property of 80' (from an approximate elevation of 850' in the northeast down to an approximate elevation of 770' in the southwest).

Streams: Tributary to Park Branch (part of the Salem Creek system) on the subject property.

Vegetation/habitat: The site has some existing vegetation, especially along the northern property line.

Watershed: Site is not within the boundaries of a water supply watershed

TRANSPORTATION

Direct Access to Site: Silas Creek Parkway; Hollyrood Street; Main Street; I-40.

Street Classification: Silas Creek Parkway - major thoroughfare; Hollyrood Street - collector street; Main Street - minor thoroughfare; I-40 - freeway.

Average Daily Traffic Count/Estimated Capacity at Level of Service D (Vehicles per Day):

Silas Creek Parkway between Main Street and Konnoak View Drive = 14,000/32,200

Main Street between Silas Creek and Sprague Street = 11,000/16,100

I-40 between Peters Creek Parkway and Silas Creek Parkway Ramps = 78,000/95,900

Trip Generation/Existing Zoning: RS-7

$9.05 \times 43,560 / 7,000 = 56 \text{ units} \times 9.57 \text{ (SFR Trip Rate)} = 535 \text{ Trips per Day}$

Trip Generation/Proposed Zoning: IP-S

$28,100/1,000 \times 11.03 \text{ (Government Office Trip Rate - Peak Hour)} = 309$

Traffic Impact Study recommended: Yes.

Sidewalks: Currently located on the south side of Brookline Street.

Transit: Route 14 along Main Street; Route 13 along Buchanan Street (just west of site).

HISTORY

Relevant Zoning Cases:

1. W-1557; R-4 to R-4-S (Dwelling, Single Family); approved January 3, 1989; east and west sides of Konnoak Drive north of Hollyrood Drive intersection; 0.86 acre; Planning Board and staff recommended approval.

2. W-1545; R-4 to B-3-S (Parking Area); approved January 3, 1989; west side of Konnaok Drive north of Wells Street; 1.66 acres; Planning Board and staff recommended approval.
3. W-1369; R-4 to B-3; withdrawn June 12, 1986; west side of Konnoak Drive north of Hollyrood Street; 2.47 acres; no recommendation listed in docket.

CONFORMITY TO PLANS

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

Relevant Comprehensive Plan Recommendation(s):

Encourage quality infill development, greater residential densities where appropriate, neighborhood retail, and community services. Protect residential areas from inappropriate commercial and industrial encroachment.

Show pride in our community by setting high standards of architectural and landscape design for public buildings. Ensure that each new building complements the area in which it is located and the site is developed in a manner to work with the natural features.

Area Plan/Development Guide: *Washington Park Development Guide* (adopted in 1988) and draft *South Central Winston-Salem Area Plan* (not yet adopted).

Relevant Development Guide Recommendation(s):

The *Washington Park Development Guide* designates the site for Recreation/Open Space in the development plan, as "potential park land" in the Recreation/Greenway recommendations, and "buffer needed" in the Appearance/Streetscape recommendations. The plan designates the I-40/Main Street intersection as a citywide gateway to provide a scenic entryway to the neighborhood and Downtown and to reinforce retention of the open space at the intersection.

COMMUNITY DEVELOPMENT

Certified Area/Name: Washington Park.

Type of Certification: Rehabilitation, Conservation, and Reconditioning.

ANALYSIS

NCDOT has submitted this request to rezone just over nine acres from RS-7 to IP-S (Governmental Offices). The site is uniquely located at the terminal vista for a major off-ramp of I-40, is adjacent to a well-maintained single family neighborhood and is close to a very intense commercial area. The site is currently undeveloped and covered with a wild growth of vegetation. This site has been identified in the *Community Crossings* plan as an integral entrance to Winston-Salem from I-40. Until recently the property was part of NCDOT right-of-way for Silas Creek Parkway and I-40.

The *Washington Park Development Guide* calls for this site to remain as open space and potentially be further developed as a park. Also, the *Community Crossings* plan adopted by the Winston-Salem Board of Aldermen June 13, 1994, has specific landscaping recommendations for this site such as walls, street trees and lighting to help create an aesthetically pleasing entryway to the City from I-40.

The original site plan submitted did not address these adopted development guides. The site plan showed a parking lot as the terminal vista from I-40 and limited landscaping throughout the site. Staff has coordinated with NCDOT and has worked to resolve these issues. NCDOT has indicated to staff that it is willing to remove the upper parking area as well as the walkway connecting the parking lot with the building and provide for landscaping that meets the recommendations of the *Community Crossings* plan.

Topographically, the site slopes downward from the adjacent residential properties and is somewhat isolated from them. Also, the proposed parking lot for the DOT offices is shown on the site plan at a higher grade than Silas Creek parkway, so it will not be easily visible from the roadway.

While the revised site plan does not leave the entire site as an undeveloped open space, it does provide key elements of open space in accordance with the recommendations of the adopted development guides and the *Community Crossings* gateway related landscape elements. The portion of the site which is immediately visible from the off-ramp of I-40 would now remain undeveloped with attractive landscaping.

With the understanding that a revised site plan will be submitted prior to the Planning Board meeting addressing the aforementioned agreements and concerns, staff would recommend approval of a site plan and zoning request meeting the conditions listed in this report.

FINDINGS

1. NCDOT has submitted this request to rezone just over nine acres from RS-7 to IP-S (Governmental Offices).
2. The site is uniquely located at the terminal vista for a major off-ramp of I-40, is adjacent to a well-maintained single family neighborhood and is close to a very intense commercial area.
3. Topographically, the site is somewhat isolated from the adjacent residential properties.
4. Staff has worked with NCDOT to resolve site plan issues by removing parking at the terminal vista of the I-40 exit ramp and providing additional landscaping in accord with *Community Crossings* plan recommendations.

STAFF RECOMMENDATION

Zoning: **APPROVAL**.

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

C PRIOR TO THE ISSUANCE OF ANY PERMITS

- a. Developer shall have a storm water management study submitted for review by the Public Works Department of the City of Winston-Salem. Developer shall be responsible for storm water run-off from the development of this entire property and shall not be given credit or exceptions from the existing impervious surface on this property. If all storm water from the proposed development discharges on site, or via a permanent drainage easement into a 100-year floodplain, a storm water management plan review by the Public Works Department will not be required. If required, an engineered storm water management plan shall be submitted and approved by the Public Works Department of the City of Winston-Salem.
- b. Grading permits must be issued by the North Carolina Department of Environment and Natural Resources since this is a construction project of an agency of the State of North Carolina.

C PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS

- a. Developer shall install landscaping per landscape plan reviewed and approved by Community Appearance Commission; said plan shall include recommendations for landscaping elements as illustrated in Section D, Segment 8 of the Community Crossing project.
- b. Developer shall construct sidewalks as shown on the site plan to the requirements of the City of Winston-Salem Public Works Department.

C OTHER REQUIREMENTS

- a. One (1) free standing sign shall be permitted. Said sign shall be a monument type with a maximum height of five (5) feet.

Philip Doyle was excused from participation in this rezoning request due to a potential conflict of interest.

Suzy Gallaway presented the staff report.

PUBLIC HEARING

FOR:

Pat Ivey, Division Engineer, NCDOT, 2125 Cloverdale Avenue, Winston-Salem, NC 27103

NCDOT has been trying to find new facilities for our Cloverdale office since this office is

50 years old, inefficient, outdated, too small both in work space and in parking supply. We cannot expand either the building or the parking area to accommodate the employees that we currently have.

We've been working with a private developer for the past three years to try to work out a building/property swap which would result in the State of NC spending no money at all for the particular building.

Moving our office to this site would not take property off the City's tax roles since this site is already government owned.

This site has excellent access to I-40; provides great visibility to citizens of the area and the State that have to use our facility regularly.

There's no State money used in building this facility.

This is a one-level brick office building with the parking located in the front. We did that, of course, to keep the parking and lighting as far away from the residential areas as possible.

Being a government office building, this is also a very low traffic impact on Silas Creek Parkway as well as the other residential low volume roads in there because this is a non-commercial use.

This is a good transitional use.

The development will be a catalyst for the Community Crossing gateway. We have worked with the Planning staff and the Engineering staff to work out a plan to assist with additional landscaping both as part of this development and in the future to really make that a nice gateway both into the City of Winston-Salem and into the historic area in this particular location.

This area is overgrown and used as a trash dump. This facility would clean up the area and would make a very nice addition to the area through this particular section of Silas Creek.

If approved, this site cannot be used for anything else but a DOT Division Office both with the requirements that the Planning staff has made plus our own requirements from our local staff at the DOT in Raleigh.

We did work with the adjoining neighborhoods to try to address concerns in this area. We made some significant revisions to our site plan as was mentioned earlier.

I think you also have a letter of support from the Southside Community Development Corporation which does give their support for this development.

Sam Southern, 412 Waughtown Street, Winston-Salem, NC 27127

On board of Southside Community Development Corporation.

This would truly be an asset to our side of town. We need all the good, smart, attractive buildings we can get and it would do great. When you look over at a place that is littered most of the time with people wandering in and out of there, with this new building it will eliminate that problem and we'll have a safer neighborhood.

AGAINST:

David R. Carter, 203 East Devonshire Street, Winston-Salem, NC 27127

I represent Sunnyside Neighborhood Association.

I've been working on the South Central Area Plan Citizens Advisory Committee for about a year.

Some of the things I heard today were news to me. I heard it was just basically going to be a box with a parking lot next to it.

Latest draft of SCAP proposed low density residential infill in that area. I guess maybe we're going to have to amend that. There are two new residential structures on Brookline Street at its intersection with Hollyrood Street. That's a good beginning toward fulfilling the plan's residential infill proposal.

There are vacant lots on both sides of Konnoak View Drive which could also be used as residential infill.

This will discourage any more residential development in this area.

If we're going to approve this rezoning, I think we should stipulate that Washington Park Neighborhood Association have design approval rights.

The Chairman asked staff to read the additional condition regarding landscaping. It reads as follows:

“ NCDOT shall install large variety street trees along the entire length of the site on the north side of Silas Creek Parkway in accordance with Appearance Commission recommendations and NCDOT policies. Additionally, NCDOT shall pursue landscape enhancement funds to implement other landscape improvements as identified in Section D, Segment 8 of the Community Crossing project to the extent funding is available and consistent with NCDOT policies.”

Karl Priedeman, 305 Cascade Avenue, Winston-Salem, NC 27127

Speaking for the Washington Park Neighborhood Association as current president.

We as an association oppose the zoning change unless the following stipulations are considered implemented:

- C A dense buffer and screening between the DOT building and the houses using perhaps layers of evergreen
- C Directional, unobtrusive lighting focusing within those DOT boundaries
- C Landscaping to enhance the entrance of our neighborhood and the appearance of the building basically be considered and specifically be put in there so the building have a nice appearance
- C The entrances and exits not create additional traffic through our neighborhood.

WORK SESSION

During discussion by the Planning Board, the following points were made:

1. Kerry Avant noted that it appears the four things about which Mr. Priedeman expressed concern have already been addressed.

2. Shoebox type lighting is the type lighting that is proposed and the petitioner would be happy to include that as a condition.
3. This is a good transitional use of this property.

MOTION: Dara Folan moved approval of the zoning map amendment, certified that the site plan meets all code requirements and recommends staff conditions, with the additional conditions mentioned today.

SECOND: Arnold King

VOTE:

FOR: Avant, Bost, Clark, Folan, King, Norwood

AGAINST: None

EXCUSED: Doyle

A. Paul Norby, AICP
Director of Planning