

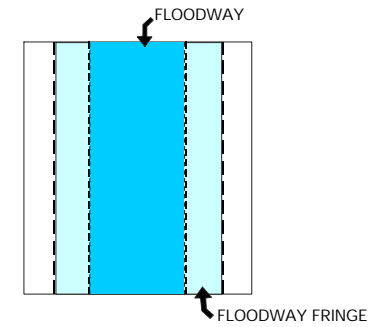


DOCKET #: W2482

PROPOSED ZONING:
 PB-S-HO (Professional Office; Club or Lodge; Offices, Misc.) and
 IP-S-HO (Club or Lodge)

EXISTING ZONING:
 RSQ-HO

PETITIONER:
 YMCA of Greater Winston-Salem



SCALE: 1" represents 200'

STAFF: McGee

GMA: 2

ACRE(S): 0.72

MAP(S): 624854



July 25, 2001

YMCA of Greater Winston-Salem, Inc.
c/o Joan Marie Belnap, Vice Assistant
1144 West Fourth Street
Winston-Salem, NC 27101

RE: ZONING MAP AMENDMENT W-2482

Dear Ms. Belnap:

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
Bell, Davis, Pitt, 100 N. Cherry Street, Suite 600, Winston-Salem, NC 27101
Andy Carmen, P. O. Box 21029, Winston-Salem, NC 27120
George Bryan, 813 West End Blvd., Winston-Salem, NC 27101
Paul Shepard, 8 West Third Street, Suite 245, Winston-Salem, NC 27101
Jerry Herman, 5113 Carversham Court, Winston-Salem, NC 27106
Jim Wall, P. O. Box 21029, Winston-Salem, NC 27120
Jeff Smith, 1223 W. First Street, Winston-Salem, NC 27101

ACTION REQUEST FORM

DATE: July 25, 2001
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 YMCA of Greater Winston-Salem, Inc.

SUMMARY OF INFORMATION:

Zoning map amendment of YMCA of Greater Winston-Salem, Inc. from RSQ-HO to PB-S-HO (Club or Lodge; Offices, Miscellaneous; Professional Office) and IP-S-HO (Club or Lodge): property is located south of the intersection of Sunset Drive and West End Boulevard (Zoning Docket W-2482).

PLANNING BOARD ACTION:

MOTION ON PETITION: APPROVAL
FOR: AVANT, CLARK, DOYLE, KING, NORWOOD
AGAINST: POWELL, SCHROEDER
SITE PLAN ACTION: CONFORMS

CITY ORDINANCE - SPECIAL USE

Zoning Petition of YMCA of Greater Winston-Salem, Inc., Docket W-2482

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 RSQ-HO to PB-S-HO (Club or Lodge; Offices, Miscellaneous; Professional Office) and IP-S-HO (Club or Lodge) the zoning classification of the following described property:

Tax Block 123, Tax Lots 1, 3, 4, 5, 6, 7, and 104

Section 2. This Ordinance is adopted after approval of the site plan entitled YMCA of Greater Winston-Salem, Inc. and identified as Attachment "A" of the Special Use District Permit issued by the Board of Aldermen the _____ day of _____, to YMCA of Greater Winston-Salem, Inc.

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 YMCA of Greater Winston-Salem, Inc.. 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 YMCA of Greater Winston-Salem, Inc., (Zoning Docket W-2482). 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 PB-S-HO (Club or Lodge; Offices, Miscellaneous; Professional Office) and IP-S-HO (Club or Lodge), 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 PB-S-HO and IP-S-HO zoning districts 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 ISSUANCE OF GRADING PERMITS

- a. The existing evergreen trees along the south property line and the existing oak tree(s) within the property shall be protected from encroachment in accordance with UDO Section 3-4.2(H)(3). These trees are to be maintained by the petitioner to serve as a buffer to the existing YMCA structure.

C PRIOR TO ISSUANCE OF BUILDING PERMITS

- a. The architectural detailing and character of the proposed structure is to be of traditional residential design which does not substantially deviate from the sketch elevation submitted by the petitioner (Exhibit A).
- b. Certificate of Appropriateness must be granted from Historic District Commission.

C PRIOR TO ISSUANCE OF OCCUPANCY PERMITS

- a. Signage, as desired by the petitioner, will be allowed within the constraints of the West End Historic Overlay District and meet minimum zoning requirements.

ZONING STAFF REPORT

DOCKET # W-2482
STAFF: Tony McGee

Petitioner(s): YMCA of Greater Winston-Salem, Inc.
Ownership: Same

REQUEST

From: RSQ-HO Residential Single Family District; up to quadraplex and Historic Overlay District
To: PB-S-HO Pedestrian Business District and Historic Overlay District (Club or Lodge; Offices, Miscellaneous; and Professional Office) and IP-S-HO Institutional and Public District and Historic Overlay District (Club or Lodge)

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

Acreage: 0.72 acre

LOCATION

Street: South of the intersection of Sunset Drive and West End Boulevard.
Jurisdiction: City of Winston-Salem.
Ward: Northwest.

SITE PLAN

Proposed Use: Offices and parking.
Square Footage: 4,767 sf.
Building Height: 2 story commercial.
Parking: Required: 30; proposed: 33; layout.
Bufferyard Requirements: N/A.
Vehicular Use Landscaping Standards Requirements: One tree within 50' of each provided space as per UDO requirements.

PROPERTY SITE/IMMEDIATE AREA

Existing Structures on Site: Four houses and a parking lot. The southernmost house will be retained, the next house to the north will be moved to another site, and the two northernmost houses will be removed.

Adjacent Uses:

- North - Hanes Park zoned IP-HO.
- East - Single family homes zoned RSQ-HO.
- Southeast - YWCA zoned IP-HO.
- South - YMCA and parking area zoned IP-HO.
- West and
- Northwest - Across Sunset Drive is Hanes Park zoned IP-HO.

GENERAL AREA

Character/Maintenance: Designated West End Historic District with well-maintained historic structures and properties.

Development Pace: Slow to Moderate.

Impact on Existing Features: Two existing houses to be demolished, one existing house to be relocated, and one existing structure to be retained on site.

Topography: GIS maps indicate a downward grade change of approximately 30' to the west.

Streams: Although there are no streams that cross this property, it exists within a few hundred feet of Peters Creek.

Floodplains: This property is across Sunset Drive from floodway and floodway fringe areas.

Is the project in a Water Supply Watershed: Site is not within a Water Supply Watershed.

TRANSPORTATION

Direct Access to Site: West End Boulevard; Sunset Drive; Glade Street.

Street Classification: West End Boulevard - collector; Sunset Drive - collector; Glade Street - minor thoroughfare.

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

Glade Street between N. Hawthorne St. and W. Fourth Street = 8,200/16,000 ('95 count)

Trip Generation/Existing Zoning: RSQ-HO

4 units x 9.57 (SF Trip Rate) = 38 trips per day

Trip Generation/Proposed Zoning: PB-S-HO

4,767/1,000 = 4.767 x 22.88 (Recreation Center Rate) = 109 trips per day

Transit: Route #16, along West End Boulevard; Route #18, along Glade Street.

Bike: Route #13, Hanes Park; Route #6, Downtown Loop.

HISTORY

There are no relevant zoning cases in the area, however, the adoption of the Historic Overlay requires that issues of site and architectural design be addressed.

CONFORMITY TO PLANS

Area Plans/Development Guide: This site is not within the boundaries of a development guide or an area plan.

[In this section of the zoning report, staff only makes reference to plans that are **adopted public policy**, (that is adopted by an elected body) and are still deemed as up to date. The Center City Development Guide (1979), which was discussed by the West End Association as being a current plan for the area during the CCPB public hearing, has not been used for zoning decisions for 20 years. Additionally, the Guide was never adopted by the Board of Aldermen.

Interestingly, the Guide's proposed land use map for West End shows the expansion of semi-public use, not residential, for the subject site. The plan narrative specifically states that landmark institutions in the area, including the YMCA, "are to be assisted in future expansion plans." Having said that, the staff stands by the position that the plan is outdated and should not be used as a guide for this zoning proposal.]

HISTORIC RESOURCES REVIEW:

Known Historic Resources?: Located in the locally designated West End Historic Overlay District and a National Register District with structures on the property contributing to both.

Comments: The rezoning request is in anticipation of the removal of three historic structures to accommodate the construction of a new facility on the property. As required by law, the Winston-Salem Historic District Commission granted approval for demolition after imposing a 365 day delay to allow for possible alternatives to the demolitions. The applicant has satisfied all conditions to the removal of the structures including documentary photographs, attempts to relocate the structure, (one of which is to be relocated within the month), and salvaging of significant materials. With the conditions and delay period met, the applicant may proceed at their convenience with the demolition or other removal of the structures. Any new construction on the property will require review and approval by the Historic District Commission. The West End Historic District Design Review Guidelines will be utilized to review the appropriateness of the new construction. Historic resources staff believes that the special use zoning should require that the new construction be of traditional design such that any building(s) relate strongly to historic & contributing structures in the immediate **area with regards to scale**, height, placement, setback, lot coverage, orientation, roof types, shape & form, exterior materials & textures, site planning, and exterior architectural components.

ANALYSIS

This petition was submitted to accommodate the relocation of the Metro YMCA facilities in closer proximity to the Central YMCA. The site is currently zoned RSQ-HO and the requested zoning is PB-S-HO for the eastern portion and IP-S-HO for the western portion. The entire site is within the West End Historic Overlay District created in 1993. When the Historic Overlay District was developed, these parcels and the adjacent existing YMCA facility were zoned R-2. The former R-2 District permitted Clubs and Lodges as a use by right. The current zoning districts on the subject site were established in 1995 as part of the general Unified Development Ordinances (UDO) conversion. The existing parking lot on the western portion of the subject site was made legally nonconforming with the UDO map conversion. The requested zoning change for the existing parking lot to IP-S-HO would remove the nonconforming status by bringing it into accord with the remainder of the YMCA building site it serves. The remainder of this analysis will deal with the eastern PB-S-HO portion of the site.

The eastern portion of the site contains four residential structures, though one of those structures is scheduled to be moved within a week of the writing of this report. The structures are fairly prominent on the street and contribute to a unified and well organized streetscape. The three northernmost structures are to be removed and the southernmost structure, the Freeman duplex which is closest to the existing YMCA building, will be retained on the site for office purposes under this proposal. A single structure, which is proposed to be attached to the rear of the Freeman duplex, would replace the three houses. The building footprint of this new two-story structure is 4700 square feet, and the building front is articulated to give the appearance of separate structures consistent with the existing character of the current streetscape. The proposed structure has a minimal front setback in keeping with the current building setbacks of the existing homes. The proposed Pedestrian Business zoning classification provides the flexibility of reduced setbacks to achieve this result.

Because the property is in a Historic Overlay District, it comes under the jurisdiction of the Historic District Commission (HDC). The HDC may delay demolition of historic structures for 365 days when a Certificate of Appropriateness (COA) is applied for. The HDC delayed the demolition of the four homes for the maximum duration allowed, and the petitioner may now proceed with the removal of the structures at their convenience. The four houses are also contributing structures in the West End National Register District; however, being in the National Register District does not prohibit the removal of structures.

It should be kept in mind that the West End Historic Overlay Design Guidelines do not disallow modern designs for new construction, however it is staff's desire that a traditional design for the new structure be required as a condition of zoning in order to preserve a semblance of the existing streetscape. In addition, the scale, height, placement, lot coverage, orientation, roof type, shape, form, materials, and architectural components are essential to retaining the District's character. The HDC will look at all these components in great detail when the YMCA applies

for a COA which will be required before building permits are issued. Another component of the streetscape is landscaping in front of the new structure and this too will be looked at closely during the COA process. The need to block the view of the YMCA building while traveling south on West End Boulevard is of particular importance.

While the proposed uses of the new structure are Clubs or Lodges and Offices, Miscellaneous, the zoning district being requested is Pedestrian Business (PB), a district that is commonly associated with retail uses, though retail will not be a permitted use in this instance. There are three primary reasons for the selection of PB over more seemingly logical choices such as Neighborhood Office (NO) or Limited Office (LO): 1) setbacks, 2) building size, and 3) shared parking needs. Both the NO and LO Districts require a 20 foot minimum setback which is not in keeping with the current structure setback and streetscape. Also, the NO District permits only 4000 square feet of building for new construction which would not allow for the same scale and massing of the existing homes. Lastly, neither NO or LO permit Clubs or Lodges as a use while PB does. The consequence here is the inability to use the proposed parking to the rear of the new structure for YMCA member parking in the evenings. The UDO restricts the sharing of parking between different zoning districts unless both districts allow the use for which the parking is intended.

Other PB uses are found throughout the West End Overlay District such as on Reynolda Road across from Hanes Park and on Fourth Street by Grace Court. However, these businesses are more peripheral to the neighborhood than the subject site.

Another major issue is parking. A shortage of parking for the YMCA has been an issue for the West End neighborhood for a number of years. The West End Neighborhood Association has consistently maintained a position of preferring an overflow of on-street parking as opposed to more surface lots, and has supported parking variances for the YMCA on several occasions. The proposal provides the benefit of additional safe, off street parking for evening use. The downside is the loss of the current green space behind the homes and the look of an additional surface lot on the block. The parking is not accessible from West End Boulevard and can only be reached through existing entrances into the existing YMCA lot.

The staff recommendation for this petition was not an easy task. Many hours were spent by the West End Neighborhood Association, the YMCA staff, the Ward Alderman, and staff discussing options and their pros and cons. *Legacy* has a number of relevant guidelines for older neighborhoods that could apply to this case such as quality infill development in older neighborhoods, the provision of community services, historic preservation, and the reuse of existing structures. Maintaining the historical character of the street is of primary importance, and that is the driving force behind staff's recommendation for approval. The YMCA has the ability to remove all four structures today, potentially leaving a large, vacant area which would have a huge negative impact on not just the streetscape for this block, but for the entire community. Staff believes that the proposed development can maintain the streetscape pattern with the Freeman duplex in place and the new construction if the issues of location, size, scale,

and detailing are adequately addressed. The site plan, which will undergo scrutiny from the HDC, and the sketch elevations presented with the petition indicate sensitivity to this concern. It is also staff's opinion that this should be the logical limit of the YMCA's presence in West End, and that further rezoning by the YMCA to expand space at this location would not be looked upon favorably.

FINDINGS

1. This petition was submitted to accommodate the relocation of the Metro YMCA facilities in closer proximity to the Central YMCA.
2. The site is within the West End Historic Overlay District.
3. The eastern portion of the site contains four historic residential structures.
4. The proposal retains one of the historic structures and contains a new structure which is articulated to give the appearance of separate structures consistent with the existing character of the current streetscape.
5. The Historic District Commission (HDC) will have to issue a Certificate of Appropriateness before building permits will be issued.
6. The HDC will look at scale, height, placement, lot coverage, orientation, roof type, shape, form, materials, architectural components and landscaping during the COA process.
7. Staff believes that with the HDC review, the proposed development can maintain the character of the streetscape.

STAFF RECOMMENDATION

Zoning: **APPROVAL**.

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

C PRIOR TO ISSUANCE OF GRADING PERMITS

- a. The existing evergreen trees along the south property line and the existing oak tree(s) within the property shall be protected from encroachment in accordance with UDO Section 3-4.2(H)(3). These trees are to be maintained by the petitioner to serve as a buffer to the existing YMCA structure.

C PRIOR TO ISSUANCE OF BUILDING PERMITS

- a. The architectural detailing and character of the proposed structure is to be of traditional residential design which does not substantially deviate from the sketch elevation submitted by the petitioner (Exhibit A).

- b. Certificate of Appropriateness must be granted from Historic District Commission.

C PRIOR TO ISSUANCE OF OCCUPANCY PERMITS

- a. Signage, as desired by the petitioner, will be allowed within the constraints of the West End Historic Overlay District and meet minimum zoning requirements.

Tony McGee presented the staff report. Staff recommended approval.

PUBLIC HEARING

FOR:

Andy Carmen, P. O. Box 21029, Winston-Salem, NC 27120

Chair of Central YMCA managers. It's a volunteer board that is essentially the Board of Directors.

A number of board members are here in support of this request because we believe in the potential of this organization.

We have been in West End neighborhood since 1975 and have attempted to be a good neighbor.

We have met with the West End Neighborhood Association several times over the past couple of years.

Over the past few weeks, another possibility has arisen to move a second house. We will continue to follow up on that.

We considered renovating the houses, but from a cost factor and the fact that the layout of the homes would not meet the need of the YMCA, that option was dropped from consideration.

The four structures will be connected as the Ronald McDonald house on Hawthorne Road is connected, with appropriate landscaping to buffer the connections.

The items in the houses which have historical value will be removed and donated for use in appropriate manner.

AGAINST:

George Bryan, 813 West End Blvd., Winston-Salem, NC 27101

The issue here is saving homes that have a contributing nature in the West End and the zoning of that property. We are trying to work against precedents where people will come in, destroy, and rebuild.

West End has been pro-development, but it's a different type of zoning. Displayed photographs of businesses and landscaping at Burke/First Streets and Fourth Street.

We've made improvements within the neighborhood, like Grace Park.

We maintain that this area should remain residential. There is a very tenuous balance that exists between the schools, the Ys, and the balance of residents. More recreational facilities and parking are not the issues. The issue is that this area should be residential.

This is a corporate office which could be placed anywhere in the City. There are plenty of opportunities where office zoning already exists - such as the Burke/First area or the Clemmons Y or the Winston Lake Y. There are many options for their offices. The elevation that has been shown is vastly different than what the footprint shows. It cannot be retained.

Current structures are not linked and should not be linked.

These structures are too close to the sidewalk. They don't contribute to the historical nature. We adamantly are opposed to tearing down homes for parking lots.

About 14 people stood in opposition to this request and a petition of 387 signatures of those in opposition to this request was submitted.

Paul Shepard, 8 West Third Street, Suite 245, Winston-Salem, NC 27101

This association was formed in the 1970s around zoning issues.

This is really what saved the neighborhood.

The association approached the Planning staff and worked with them to create a plan for this area.

There is a West End Area Plan which was pulled into a *Center City Development Guide* which was adopted.

This area has been purely residential for many years.

The issue before us today is not the relationship with the YMCA. The issue is whether this site should be rezoned for office use. This is the very center of the neighborhood, right next to Hanes Park. The plans which have been adopted for 30 years say clearly that this area should be residential.

The purpose of the PB District is to meet the needs of residents. This doesn't. It isn't accessory to the Y. What happens when they outgrow this site? Do we want architect offices, etc. or want it to remain residential?

Empty land can be attractive.

WORK SESSION

During discussion by the Planning Board, several different points were made by different Board members:

1. There is no cap on membership in the YMCA. However, as new branches are built around the county, members move to branches which are more convenient.
2. This is a tough decision. The neighborhood is beautiful and everyone knows the good work that the YMCA does.

3. If part of our goal of *Legacy* is to retain residential downtown, the issue is purely whether this be rezoned from residential to business.
4. What the Yis proposing is appropriate for this area.

MOTION: Kem Schroeder moved denial of the zoning map amendment.

SECOND: Terry Powell

VOTE:

FOR: Powell, Schroeder

AGAINST: Avant, Clark, Doyle, King, Norwood

MOTION FAILED.

MOTION: Phil Doyle moved approval of the zoning map amendment.

SECOND: Arnold King.

VOTE:

FOR: Avant, Clark, Doyle, King, Norwood

AGAINST: Powell, Schroeder

EXCUSED: None

SITE PLAN MOTION: Phil Doyle certified that the site plan meets all code requirements and recommended staff conditions.

SECOND: Arnold King

VOTE:

FOR: Avant, Clark, Doyle, King, Norwood

AGAINST: Powell, Schroeder

EXCUSED: None

A. Paul Norby, AICP
Director of Planning