DOCKET #: F1290
PROPOSED ZONING: NSB-S, LO-S, and RM18-S
EXISTING ZONING: RS20
PETITIONER: Pearl W. Neal

SCALE: 1” represents 400’
STAFF: G. Simmons
GMA: 4B
ACRE(S): 28.23
MAP(S): 660878, 660882
DOCKET #  F-1290
STAFF:    Glenn Simmons

Petitioner(s): Pearl W. Neal
Ownership: Same

REQUEST

From: RS-20 Residential Single Family District; minimum lot size 20,000 sf
To: Tract 1: NSB-S Neighborhood Shopping Center Business District (Shopping Center - TWO PHASE)
    Tract 2: LO-S Limited Office District (Medical and Surgical Offices; Professional Office; Offices, Miscellaneous; Banking and Financial Services; Non-Store Retailer; and Funeral Home - TWO PHASE)
    Tract 3: RM-18-S Residential Multifamily District; maximum density 18 units/acre (Residential Building, Multifamily - TWO PHASE)

Acreage: Tract 1: 11.97 acres
         Tract 2: 5.28 acres
         Tract 3: 10.98 acres
         Total: 28.23 acres

LOCATION

Street: Properties are located in the northeastern quadrant of the intersection of NC 66 (Old Hollow Road) and US 158 (Reidsville Road). The proposed NSB portion of the property is contiguous to both NC66 on the south and US158 to the west. The proposed LO-S is located east of the NSB-S portion and is located on the north side of NC 66. The RM-18-S portion of the zoning request is located on the north side of the proposed NSB-S on the east side of US 158.
Jurisdiction: Forsyth County.

SITE PLAN

Proposed Use: A 61,950 square foot shopping center is proposed as part of the first phase of this two phase zoning proposal, with various office, residential multifamily, and other uses proposed in the LO-S and RM-18-S portions of the TWO PHASE development. Three outparcels as part of the NSB-S shopping center are also included in the second phase of development.
Building Height: One (1) story shopping center is proposed in the first phase of development.
Parking: A UDO minimum of 275 total spaces required at one space per 225 sf of shopping center and a UDO maximum of 310 spaces are allowed at one space per 200 sf; 308 spaces shown on the site plan.
Bufferyard Requirements: Type III bufferyard is required for all NSB zoned land adjoining all residentially zoned land where there is no intervening street. Type II bufferyards are required on LO and RM zoned properties adjacent to residentially zoned land where there is no intervening street. A type I bufferyard is required on LO zoned properties adjacent to RM-18.

Vehicular Use Landscaping Standards Requirements: County standards will apply for all surface vehicle areas.

**PROPERTY SITE/IMMEDIATE AREA**

Existing Structures on Site: One existing home to be removed as part of the proposed site improvements.

Adjacent Uses:
- North - Large lot, mostly vacant RS-20 zoned property.
- Northeast - Large lot, mostly vacant RS-20 zoned property.
- East - Large lot, mostly vacant RS-20 zoned property.
- Southeast - Vacant and sparsely developed RS-20 zoned properties.
- South - Vacant and sparsely developed RS-20 zoned properties.
  Note: A comparably sized mixed use HB-S/LO-S/RM-18-S zoning proposal is currently scheduled for consideration by the Forsyth County Commissioners at this location.
- Southwest - Sparsely developed RS-20 zoned properties accessing US 158.
- West - RS-20 zoned residential subdivision and other sparsely developed RS-20 zoned properties.
- Northwest - Vacant and sparsely developed RS-20 zoned properties.

**GENERAL AREA**

Character/Maintenance: The site is located at the intersection of two busy highways. Much of the area is comprised of sparsely populated rural residential developments and vacant land tracts. Homes and out buildings in the area are generally well maintained.

Development Pace: Slow; more recently the development interest has increased with the prospect of improved sewer service to this area.

**PHYSICAL FEATURES**

Topography: The site slopes gently downward toward the southeast toward NC 66 and US 158.
Vegetation/habitat: The site consists of cleared pasture land.
Constraints: No major physical constraints. Lack of existing sewer service is an obstacle to development.
Impact on Existing Features: One historically significant residential structure to be removed; none are proposed to remain.
TRANSPORTATION

Street Classification: US 158 and NC 66 - major thoroughfares.
Average Daily Traffic Count and Estimated Capacity at Level of Service D (Vehicles/Day):
  US 158 north of NC 66 - 14,000/16,100 (1998)
  US 158 south of NC 66 - 13,000/16,100
  NC 66 west of US 158 - 14,000/16,100
  NC 66 east of US 158 - 11,000/16,100
Trip Generation/Existing Zoning: RS-20 (28.23 acres) 61 lots x 9.55 = 583 trips per day
Trip Generation/Proposed Zoning: NSB-S (61,950 sf @11.97 acres) 42.92 x 61.9 = 2,659 new
trips per day for phase one only. Although substantial additional trips will be generated
from the second phase of development (office and multifamily zones), projected counts
cannot be accurately determined without more detailed site development information.
Estimates are that as much as 1,275 new trips would be generated under typical
circumstances for the RM-18 component of the mixed-use development.
Planned Road Improvements: Future widening (long-term) of US 158 to multi-lanes.
Sight Distance: Good.
Interior Streets: Private drives to serve shopping center.
Transit: None available.

HISTORY

Relevant Zoning Cases:
1. F-1284; RS-20 to HB-S/LO-S/RM-18-S (multiple district zoning request); currently
   pending consideration by the Forsyth County Board of Commissioners; 27.69 acres);
   Planning Board and staff recommended approval.
2. F-431; R-6 (comparable to RS-20) to B-3 (comparable to HB); denied February 21, 1977;
   portion of current site; approximately 5.1 acres; Planning Board and staff recommended
   denial.
3. F-1256; RM-8 to GB-S (Recreation Services, Outdoor); denied May 10, 1999; 3,000 feet
   south of current site on US 158; 2.21 acres; Planning Board and staff recommended
   denial. This was the paint ball facility proposal.

CONFORMITY TO PLANS

Vision 2005 Policies: This site is in the long-range growth area identified in the Vision 2005 plan.
The plan says that shopping centers should not be located in areas 4B and 5 until the areas
identified as urban and for short-range growth are more fully developed. When the long-
range growth area develops, commercial development is to be clustered at activity nodes,
rather than occur in a linear fashion along highways. It is also to be separated and
buffered from residential uses.
GMP Area (Vision 2005): Area 4B: Long-Range Growth.
Relevant Comprehensive Plan Recommendation(s): Promote mixed-use developments as alternatives to standard office buildings. Improve compatibility of shopping centers to adjacent land uses. Promote compatibility of business/industrial uses with residential uses.

Area Plan/Development Guide: None.

Relevant Development Guide Recommendation(s): None.

ANALYSIS

The proposed zoning request is a 28.23 acre shopping center, office, and multifamily residential development. The request consists of three zoning districts which include 11.97 acres of NSB-S, 5.28 acres of LO-S, and 11.97 acres of RM-18-S. The developer also proposes a TWO PHASE site plan review process for the requested shopping center outparcels, offices and multifamily uses.

Sewer is not currently available to the site. As an interim solution the developer proposes a septic leach field on the LO-S and portions of the site. Development of the LO-S and RM-18-S portions of the property will require sewer service in order for development to occur.

Sanitary sewer is currently not available to the site. Therefore, as an interim provision, the developer proposes to treat waste water from the NSB portion of the site on the proposed location of the LO-S second phase portion of the mixed-use development. Accordingly, neither the RM-18-S nor the LO-S portions of the mixed-use development can occur until sewer service is brought to the site.

The current multiple use zoning request is coming only one month after the Planning Board considered a similar multiple use proposal which was located on the south side of NC 66 at the current intersection with US158. Both the current request and the previous request (F-1284) proposed retail commercial, office, and multifamily residential uses. Both cases signify increased developer interest for new construction in the Walkertown area based largely on the town’s active pursuit of expanded sewer service to the subject area. In addition to the increased development potential that sewer offers, Walkertown is also well served by transportation access via US 158 to employment centers and other destinations in Winston-Salem. The future extension of the eastern leg of the Northern Beltway through southern Walkertown will further improve transportation access to other Triad destinations and is likely to make the community even more attractive for new development activity.

With increased potential for growth, however, there is also the potential for growth to occur in an inefficient or haphazard manner. While new commercial investment is vital to the economic success of any community, inappropriate development which results in leapfrog or sprawl development can undermine the longer term benefits of economic growth. In many instances highway oriented strip commercial developments have unintentionally siphoned economic activity away from traditional town centers leaving behind derelict or underutilized properties near town centers and creating traffic congestion and visual clutter along primary transportation corridors. These potential problems are even greater when, as in Walkertown, there is no adopted plan to define the limits of future highway oriented developments outside established commercial districts.
The current proposal, which includes a retail shopping center, reinforces planning staffs' concerns that new commercial development away from other business districts in Walkertown could diminish the economic vitality of established commercial districts and promote commercial strip development along both US 158 and NC 66.

While staff is of the opinion that a well designed, mixed-use development could offset our concerns for a commercial-only development at this location, we are discouraged that the site plan as submitted failed to address fundamental elements of a true mixed use proposal. Pedestrian connections between the commercial, office, and multifamily components of the site plan are either ill-defined or missing altogether and the main shopping center building turns its back to the multifamily component of the mixed-use proposal. The only thing these various uses have in common appears to be their geographic proximity to each other.

The shopping center site plan is itself deficient with respect to the conventional layout of site elements that work against, rather than for, the mixed-use concept. Internal pedestrian connections between the principal shopping center building and associated outparcels are not defined and the large, relatively austere vehicular parking lot is only minimally landscaped. The triangular shaped stormwater detention basin, which is located in front of the proposed shopping center, could be designed as a landscape amenity, but instead, appears to be designed for functional engineering needs only. The project could also benefit from enhanced streetyards to frame focal points and minimize the visual impacts of the commercial phase of development.

As with the other adjacent proposal considered last month, traffic impacts of the current project are a major factor in staffs’ evaluations. NCDOT recommends that a divided median be installed a minimum of 900 feet from the intersection along both NC66 and US158 to control left turn movements into the project. This recommendation will necessitate moving the primary entrance to the shopping center farther north along US 158 from the location shown on the initial site plan. This recommendation will push the main shopping center entrance into the location designated for the multifamily component of the project.

Although the site generally has good vehicular access and is large enough to support a quality mixed-use development, significant issues remain to be resolved before staff could support such a project. While the issues cited above were communicated to the petitioner as part of the interdepartmental staff review, as of this writing, staff had not received revised plans showing how such issues might be addressed. Although staff anticipates receiving an improved site plan, the scope of site problems and the inflexibility of the property boundaries of the NSB portion of the project make it doubtful that improvements can be achieved without a substantial resubmittal of the project.
As of this writing, staff also had not received official comment from the Town of Walkertown with respect to the Town’s opinion on the current zoning request. Irrespective of the site plan issues stated above, staff is concerned about the cumulative traffic impact that the current project may have on the NC66 / US 158 intersection. While the NCDOT has established conditions for turn lanes and divided medians to address the immediate impacts of the proposed development, further studies may be warranted to evaluate the transportation needs of this emerging growth area. Currently, Planning staff and DOT officials are exploring a possible UDO amendment that would establish development thresholds above which formal traffic impact studies (TIS) may be required.

**FINDINGS:**

1. The project consists of three zoning proposals, of which the proposed shopping center constitutes the first phase of the TWO PHASE zoning request. The shopping center outparcels, LO-S and RM-18 components of the zoning request constitute the second phase of development.

2. The property is located outside established commercial districts within Walkertown.

3. Although staff is concerned that this project may siphon economic activity away from established commercial areas within Walkertown, staff believes that a true mixed-use HB-S/LO-S/RM-18-S may establish a positive precedent for future mixed-use developments in the vicinity of US 158 and NC 66 and minimize the potential for piecemeal, strip commercial development in the area.

4. The mixed-use aspect of the project, as submitted, fails to meet planning staffs' expectations of a true mixed-use development with respect to both internal design elements of the shopping center portion of the proposal, and the relationship of the shopping center to RM-18 and LO-S components of the project.

5. Sewer is not currently available to the site. As an interim solution the developer proposes a septic leach field on the LO-S and portions of the site. Development of the LO-S and RM-18-S portions of the property will require sewer service in order for development to occur.

**STAFF RECOMMENDATION:**

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

C PRIOR TO THE ISSUANCE OF GRADING PERMITS
a. Developer shall have a storm water management study submitted for review by the Public Works Department of the City of Winston-Salem. If required, an engineered storm water management plan shall be submitted and approved by the Public Works Department of the City of Winston-Salem.

C PRIOR TO THE ISSUANCE OF BUILDING PERMITS
a. Developer shall dedicate forty (40) feet from centerline along the entire frontage of the property on NC 66 and seventy-five (75) feet from centerline along the entire frontage of the property on Reidsville Road/US 158 as new right-of-way in fee simple to the North Carolina Department of Transportation.

b. On-site fire hydrant locations shall be approved by the County Fire Department in writing to the Inspections Division.

c. Septic system must be approved by the Forsyth County Health Department.

C PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS
a. All required storm water management devices shall be installed.

b. All requirements of the SIDA permit shall be installed.

c. All required fire hydrants shall be installed in accordance with the County Fire Department.

d. All required widenings, medians, and traffic signals (if recommended) for NC 66 and Reidsville Road/US 158 shall be completed to the specifications of the North Carolina Department of Transportation.

e. The abandonment and closure of White Road (SR 2012) must be completed as part of Phase One development.

C OTHER REQUIREMENTS
a. Signage shall be limited to one (1) fifteen (15) foot free-standing monument sign on NC 66 and one (1) fifteen (15) foot free-standing monument sign on Reidsville Road/US 158.

b. Outparcels 1, 2, and 3 as well as the property approved for LO-S and RM-18-S are TWO PHASE areas that require a Final Development Plan to be approved by the City-County Planning Board prior to the issuance of any permits. The City-County Planning Board reserves the right to add any reasonable conditions to said Final Development Plans in accordance with UDO Section 6-2.2(D)(2)(b). The following are general conditions for those areas:

1. Outparcels 1, 2, and 3 shall each be permitted one (1) five (5) foot free-standing monument sign. All signage in the LO-S and RM-18-S zoning districts shall also be limited to five (5) foot monument signs.
2. Outparcels 1, 2, and 3 shall only be internally served with access through the shopping center property. All internal drives into these sites shall be located at least one hundred (100) feet from NC 66 or Reidsville Road/US 158.

3. Public sewer will be required for either the HB-S, LO-S or RM-12-S properties to be developed.
   c. No lighting fixture shall exceed thirty (30) feet in height.
   d. All lighting over fifteen (15) feet in height shall be of the "shoebox" type which utilizes 180 degree sharp cut-off shielding. Such lighting shall be installed and operated so as to minimize impact on adjacent residentially zoned properties.
   e. All free-standing lighting, including decorative lighting, shall utilize high-pressure sodium lamps.
   f. All decorative lighting fifteen (15) feet in height or lower shall use hooded light fixtures. Such lighting shall be installed and operated so as to minimize impacts on adjacent residentially zoned properties.

PUBLIC HEARING

FOR: None

AGAINST: None

WORK SESSION

MOTION: James Rousseau moved withdrawal of the zoning map amendment and site plan.
SECOND: Kem Schroeder
VOTE:
   FOR: Avant, Bost, Johnson, Powell, Rousseau, Schroeder, Snelgrove, Williams
   AGAINST: None
   EXCUSED: None

A. Paul Norby, AICP
Director of Planning