

STAFF REPORT

DOCKET #: UDO-98

STAFF: G. Simmons

REQUEST

This UDO text amendment is a proposal by the City-County Planning staff to increase the maximum height of buildings allowed in the Pedestrian Business (PB) zoning district from the current 60 feet to new maximum height of 150 feet. The proposed height increase is intended only for application within the City and Town Center (GMA 1) Growth Management Area as delineated in *Legacy*. This amendment also includes alternative compliance provisions for shared off-street parking and loading spaces whereby a comprehensive parking and loading study must be approved by the City's Director of Public Works in lieu of standard parking and loading requirements. Staff notes that an associated amendment to remap the GMA 1 boundary in the *Legacy* Comprehensive Plan (See attached GMA 1 map amendment) is also under consideration.

BACKGROUND

As adopted with the UDO in 1995, the Pedestrian Business (PB) zoning classification was intended to support a broad array of residential, office, and commercial retail uses in a small-scale, pedestrian-oriented setting. Currently, the UDO defines the PB district as follows:

The PB District is primarily intended to accommodate office, retail, service, institutional, and high density residential uses which customarily serve community and convenience business needs of smaller communities and urban nodes in the city and county. The district is intended to encourage the development of attractive, identifiable small towns, and to accommodate the pattern of building in the business concentrations surrounding the central core of Winston-Salem, and the central core of other municipalities in the County. The district is intended for application in Growth Management Areas 2 and 3.

Whereas the PB District as defined above is currently intended for GMA's 2 (Urban Neighborhoods) and 3 (Suburban Neighborhoods), certain unique circumstances adjacent to downtown Winston-Salem suggest that the district may be appropriately modified for broader application in the City Center (GMA 1) Growth Management Area. Correspondingly, staff believes that the current GMA 1 district boundary, as delineated in *Legacy*, may be appropriately expanded to include certain areas now classified as GMA 2 (Urban Neighborhoods).

One area recommended by Planning staff for inclusion in GMA 1 is the area contiguous to, and west of Broad Street, which has historically been the home of Modern Chevrolet Company. (Please refer to attached GMA 1 map amendment). Given the likelihood that this highway-oriented business use may soon vacate the premises, staff wishes to consider the economic future of this large, contiguous area of urban land and encourage its successful redevelopment. At the same time, staff is mindful of the need not to adversely affect other business and residential

properties proximate to that or any other area of PB Zoning in GMA 1. Accordingly, the current UDO text amendment is intended to discourage inappropriate development by limiting the height of new structures in the PB District and provide adequate parking near existing single family residential and smaller-scale business properties.

ANALYSIS

Currently, the PB District has a sixty foot building height limitation. While staff believes that the sixty foot maximum is suitable for locations in smaller communities and in proximity to single family residential areas, the limit may unnecessarily restrict the economic viability of certain properties at the edge of the city's Central Business core. Such areas are suited to accept higher building heights, albeit not the unlimited heights afforded by the CB District. Planning staff concluded that modifying the current PB District to accommodate building heights up to 150 feet would be acceptable, provided that such buildings be set back sufficiently far enough from single family residential areas so as not to pose a compatibility threat. Staff therefore recommends that each additional foot above the currently permitted sixty foot height be set back a minimum of four feet (1:4 ratio) from any single family residentially zoned property.

With respect to off-street parking requirements, the PB district currently has provisions to reduce standard parking requirements by thirty percent. Although this is a significant feature of the PB District, it does not accommodate the development needs of a true mixed-use development in an urban setting. Especially where public participation may allow for centralized, structured parking, Planning staff further proposes alternative compliance provisions to accommodate the anticipated needs for parking and commercial loading spaces. Staff recommends that a comprehensive parking and loading study may serve in lieu of strict compliance with narrowly defined parking requirements for individual land uses upon approval by the City's Public Works Director. Staff believes that such a study may be a more responsive and cost-effective way to address the complex needs of a mixed-use development within an urban setting.

In summary staff believes that the enhanced provisions for the PB District within The City and Town Centers GMA is the best way to promote quality mixed-use development in accordance with broader economic development objectives for the downtown. Further, staff believes that the provisions will provide adequate protection for residential neighborhoods and pedestrian-scale businesses which may lie outside the City Center Growth Management Area.

STAFF RECOMMENDATION

APPROVAL

UDO-98
AN ORDINANCE AMENDING CHAPTER B
OF THE *UNIFIED DEVELOPMENT ORDINANCES*
REGARDING SUPPLEMENTAL HEIGHT AND ALTERNATIVE SHARED PARKING
AND LOADING ALLOWANCES IN THE PB ZONING DISTRICT IN GMA 1

Be it resolved, by the City of Winston-Salem, North Carolina, that the *Unified Development Ordinances* (UDO) is hereby amended as follows:

Section 1. Chapter B Zoning Ordinance: Article II – Section 2-1.3 (F) PB Pedestrian Business District purpose statement is hereby amended as follows:

(F) PB Pedestrian Business District

(1) Purpose. The PB District is primarily intended to accommodate office, retail, service, institutional, and high density residential uses which customarily serve community and convenience business needs of smaller communities and urban nodes in the city and county. The district is intended to encourage the development of attractive, identifiable small towns, and to accommodate the pattern of building in the business concentrations surrounding the central core of Winston-Salem, and the central core of other municipalities in the County. The district is intended for application in Growth Management Areas 1, 2 and 3.

Section 2. Chapter B Zoning Ordinance: Article III – Section 2-1.3 (F) Supplementary District Standards is hereby amended by adding a new subsection (c) as follows:

- c. Within the City Center Growth Management Area (GMA 1).
- (i) General Dimensional Requirements. Except as specified in this section, there are no general dimensional requirements for the PB District within GMA1, provided that each additional foot of height in excess of sixty (60) feet shall be set back a minimum of four (4) feet from properties zoned RS, RSQ, or H. Under no circumstances shall the heights of structures exceed one hundred and fifty (150) feet.
 - (ii) Parking and Loading. A comprehensive off-street parking and loading study which includes shared parking may be approved by the Director of Public Works in lieu of the standard parking and loading requirements as specified in UDO section 3-3.2.
 - (iii) Parking may be allowed in front of the principal building provided that no parking area shall extend into the site from the right of way more than sixty-one (61) feet.
 - (iv.) Streetyard. Refer to Section 3-4.3(B)(G) for streetyard requirements applicable in the PB District within GMA 1.

Section 3. Chapter B Zoning Ordinance: Article III- Section 3-4.3(B) Streetyards is nearly amended by adding a new subsection 6 as follows:

- (6) PB District. In the PB District within GMA 1, a minimum two (2) foot wide strip planted with trees and shrubs in accordance with this section shall be provided.

Section 4. This ordinance shall be effective upon adoption.

NOTE: Items to be deleted are indicated with a ~~strikeout~~; items to be added are indicated with an underscore.