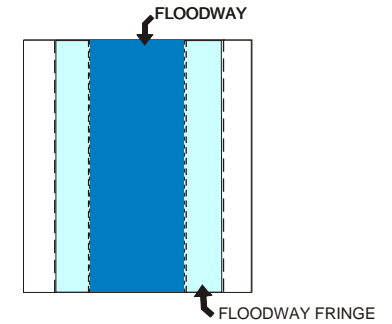


DOCKET #: W2676

PROPOSED ZONING:
RMU-S (Residential Building, Multifamily)

EXISTING ZONING:
RM18

PETITIONER:
Housing Authority of Winston-Salem for property owned by Same



SCALE: 1" represents 400'

STAFF: Hall

GMA: 1

ACRE(S): 2.71

MAP(S): 630850



February 18, 2004

Housing Authority of Winston-Salem
HHGI, LLC
c/o John T. Eagan, Jr., Partner
1415 Old Mill Circle
Winston-Salem, NC 27114

RE: ZONING MAP AMENDMENT W-2676

Dear Mr. Eagan:

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

ACTION REQUEST FORM

DATE: February 18, 2004
TO: The Honorable Mayor and City Council
FROM: A. Paul Norby, AICP, Director of Planning

COUNCIL ACTION REQUEST:

Request for Public Hearing on zoning map amendment of Housing Authority of Winston-Salem

SUMMARY OF INFORMATION:

Zoning map amendment of Housing Authority of Winston-Salem from RM-18 to RMU-S (Residential Building, Multifamily): property is located at the southeast corner of intersection of Alder Street and Mock Street (Zoning Docket W-2676).

PLANNING BOARD ACTION:

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

CITY ORDINANCE - SPECIAL USE

Zoning Petition of Housing Authority of Winston-Salem, Docket W-2676

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 RM-18 to RMU-S (Residential Building, Multifamily) the zoning classification of the following described property:

BEGINNING at a point in the eastern right-of-way of Alder Street, said point being the northwest corner of the Foltz property recorded in Deed Book 1333, Page 910, and also being known as the northwest corner of Tax Lot 59, Block 6093, and thence running along the eastern right-of-way of Alder Street and the southern right-of-way of Mock Street the following courses and distances: along a curve to the left with a radius of 337.11 feet, a chord bearing and distance north 63° 55' 18" east 79.72 feet to a point; along a curve to the right having a radius of 148.31 feet, a chord bearing and distance of north 86° 42' 35" east 142.55 feet to a point; south 64° 33' 57" east 89.02 feet, and thence along a curve to the left having a radius of 1,712.05 feet, a chord bearing south 68° 09' 50" east 214.89 feet to a point; thence leaving said Mock Street right-of-way, said right-of-way also being known as the northern line of Tax Lot 60, Block 6093; thence along a new line, south 14° 48' 20" west 183.23 feet; thence continuing along said new line south 02° 54' 18" west 141.31 feet to a point, said point being in the northern property line of the 80-foot Duke Power (transmission line) property shown on Plat Book 16, Page 88 and also being known as the southern line of Tax Lot 59, Block 6093, thence along the northern line of Duke Power Company, north 87° 05' 42" west 101.43 feet to a new iron pipe; thence leaving the northern property line of Duke Power Company and running along the north line of the properties, now or formerly of: Yoo, Daily and Foltz and also being known as the northern line of Tax Lots 54-58, Block 6093; the following courses and distances: North 40° 58' 55" west 348.25 feet and north 41° 20' 21" west 166.70 feet to the POINT AND PLACE OF BEGINNING. Tract contains 2.708 acres and all that property shown on the SENIOR SITE. SITE DEVELOPMENT PLAN prepared by Borum, Wade and Associates, P.A. Said parcel being Tax Block 6093, portion of tax lots 59 and 60, and a portion of Gill Street.

Section 2. This Ordinance is adopted after approval of the site plan entitled Housing Authority of Winston-Salem/Happy Hill Gardens and identified as Attachment "A" of the Special Use District Permit issued by the City Council the _____ day of _____, to Housing Authority of Winston-Salem.

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 Housing Authority of Winston-Salem/Happy Hill Gardens. 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 Housing Authority of Winston-Salem, (Zoning Docket W-2676). 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 RMU-S (Residential Building, Multifamily), approved by the Winston-Salem City Council the _____ day of _____, 20 ____" and signed, provided the property is developed in accordance with requirements of the RMU-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. Developer shall obtain a demolition permit from the Inspections Division.
- b. 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.
- c. If utilizing monies for the Hope VI project, grading permits will need to be issued by the Department of Environment and Natural Resources (DENR).
- d. The area at or near the drip line of any trees being preserved on site shall be cordoned off. Any approved retaining wall shall also be placed at or near the drip line.

• **PRIOR TO THE ISSUANCE OF BUILDING PERMITS**

- a. On-site fire hydrant locations shall be approved in writing by the City of Winston-Salem Fire Department.
- b. If the building is not to utilize sprinklers, the site plan will need to be amended in such a way as to provide fire apparatus access around the perimeter of the building.

- c. The eastern “wing” of the proposed building (closest to Alder Street) shall be stepped down one full story to accommodate the change in grade of the site.
 - d. Any retaining walls used on site shall be of a similar material and color to any masonry utilized on the façade of the subject building. Compliance to be determined by Planning staff.
 - e. The subject building shall be constructed and/or ordained substantially in compliance with the materials and design as submitted by the petitioner in Exhibit “A”. Compliance to be determined by Planning staff.
- **PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS**
 - a. Developer shall install public fire hydrants in accordance with the City Fire and Utilities Departments.
- **OTHER REQUIREMENTS**
 - a. Any sidewalks and/or curb and gutter damaged during demolition of existing structures on site or during the course of construction of the subject property shall be repaired to the specifications of the Public Works Department of the City of Winston-Salem.

ZONING STAFF REPORT

DOCKET # W-2676
STAFF: S. Chad Hall

Petitioner(s): Housing Authority of Winston-Salem
Ownership: Same

REQUEST

From: RM-18 Residential Multifamily District; maximum density 18 units/acre
To: RMU-S Residential Multifamily District; unlimited density (Residential Building, Multifamily)

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

Acreage: 2.71 acres

LOCATION:

Street: Southeast corner of intersection of Alder Street and Mock Street.
Jurisdiction: City of Winston-Salem.
Ward: East.

SITE PLAN

Proposed Use: Multifamily.
Square Footage: 32,940 square feet.
Building Height: Three story.
Density: 36.9 Units per acre.
Parking: Required: 50; Proposed: 73.
Bufferyard Requirements: None required.
Vehicular Use Landscaping Standards Requirements: UDO standards shall apply.

PROPERTY SITE/IMMEDIATE AREA

Existing Structures on Site: Existing multifamily buildings
Adjacent Uses:

North:	Developed multifamily zoned RM-18.
East:	Developed multifamily zoned RM-18; said tract is also to be razed and redeveloped utilizing existing zoning.
Southeast:	Zoned HB.
Southwest:	Zoned HB.
Northwest:	Across Alder Street zoned IP; mostly floodplain.

GENERAL AREA

Character/Maintenance: Fair to moderately well maintained housing and businesses exist in the area; redevelopment of the area is slowly occurring.

Development Pace: Slow to Moderate.

HISTORY

Relevant Zoning Cases:

1. W-2583; RS-7 to C; approved November 4, 2002; west side of Chapel Street south of Waughtown Street; 0.44 acre; Planning Board and staff recommended approval.
2. W-2484; RM-18 to RS-7; approved August 6, 2001; northeast side of Powell Street and Alder Street; 0.86 acre; Planning Board and staff recommended approval.
3. W-2123; HB and RM-18 to C; approved February 3, 1997; east side of South Main Street between Doune Street and Vintage Avenue and the southeast side of Waughtown Street between Alder Street and Fayetteville Street; 11.13 acres; Planning Board and staff recommended approval.
4. W-921; B-3 to R-2; approved February 15, 1982; southwest corner of Alder Street and Waughtown Street; 11 acres; Planning Board and staff recommended approval.

PHYSICAL FEATURES/ENVIRONMENTAL REVIEW

Impact on Existing Features: The proposed site plan does not appear to significantly impact the subject property's existing physical features.

Topography: The subject property experiences a significant elevation change of about 46 feet, falling from about 832 feet along the site's western boundary, down to about 786 feet at the site's northwestern corner.

Streams: Salem Creek lies about ¼ of a mile to the northwest of subject property.

Vegetation/habitat: No vegetation is present on the subject property.

Floodplains: The property itself is not located in a floodplain. However, the floodway fringe from Salem Creek lies just across Alder Street, about 200 feet away from the property's northwestern border.

Wetlands: None – *Winston-Salem East Quad*.

Natural Heritage Sites: None.

Farmland Preservation Sites: None.

Environmental Resources Beyond The Site: The proposed site plan does not appear to impact the environmental resources beyond the site.

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

TRANSPORTATION

Direct Access to Site: Mock Street; Gill Street; Alder Street; Waughtown Street.

Street Classification: Mock Street – Local Street; Gill Street – Local Street; Alder Street – Collector Street; Waughtown Street – Major Thoroughfare.

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

Waughtown Street between Main and Vargrave Streets = 8,300/12,700

Trip Generation/Existing Zoning: RM-18

22 units x 6.59 = 144 Trips per Day

Trip Generation/Proposed Zoning: RMU-S

100 units x 3.48 (Elderly Housing: Attached Trip Rate) = 348 Trips per Day

Planned Road Improvements: None.

Sight Distance: Good.

Traffic Impact Study recommended: No.

Sidewalks: South side of Alder Street, both sides of Gill and Mock Streets.

Transit: Route 3 along Alder and Mock Streets; Route 29 along Waughtown Street.

CONFORMITY TO PLANS

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

Relevant Comprehensive Plan Recommendation(s): Encourage quality infill development, greater residential densities where appropriate, neighborhood retail, and community services. Encourage a mix of housing types in types within residential neighborhoods to provide housing for older adults and handicapped persons.

Area Plan/Development Guide: *South Central Area Plan*, adopted August 18, 2003

Relevant Development Guide Recommendation(s): The Happy Hill Gardens public housing development, including the subject site, is identified as a Residential Infill Opportunity Area in SCAP. Plan recommendations include: redevelop Happy Hill Gardens into a mixed-income, traditional neighborhood at moderate to intermediate densities (6 to 10 dwelling units per acre); residential types should include single-family, duplexes, townhouses and quadraplex units; integrate rental housing with owner-occupied housing and vary housing types on the same street; maintain a traditional grid street pattern; apply design standards to maintain historic and traditional neighborhood character; and, provide public open spaces in the neighborhood.

Other (including plans of other agencies): The project site is part of Happy Hill Gardens, a 488 unit public housing development. In 2002, the Housing Authority of the Winston-Salem (HAWS) was awarded an \$18 million HOPE VI Grant to begin revitalization of Happy Hill Gardens. The redevelopment effort will involve demolition of all existing units and replacement with 425 units of mixed income housing in a variety of dwelling types, including a senior residential building, garden apartments, townhouses and single-family detached structures. Units will be both renter and owner-occupied. The City of Winston-Salem has committed \$1 million to the redevelopment effort. Private investment could bring the total redevelopment cost to \$70 million or more.

HISTORIC RESOURCES REVIEW

Known Historic Resources: See Comments Below

Comments:

In spring of 2000 as part of the review for using federal monies in the first phase of work in Happy Hill, Planning staff consulted with the State Historic Preservation Office, as well as local preservation consultants regarding the integrity of the area and the impact of the proposed revitalization plan on the neighborhood. All sources agreed that while the historical significance of the area is high, the loss of architectural cohesiveness and integrity over the years results in an area not currently eligible for listing as a National Register of Historic Places District.

However, Mel White who works with African-American historic resources with Old Salem has stated that while Happy Hill has lost architectural resources, the area may be able to qualify for the National Register based on cultural significance. The area proposed for rezoning includes a section of land that Mr. White feels strongly was the location of the first African American school in Winston and Salem, built in 1867, by African-American from Salem. The school was a one-room schoolhouse. The date of the school closure and its demolition is unclear. Further discussion with Mel White and Old Salem's archeology department regarding the possibilities of any archeological resources and how best to locate and secure any artifacts should take place before construction.

ANALYSIS

The current request is to rezone 2.71 acres of land in the City of Winston-Salem from RM-18 to RMU-S. The property is located on the Southeast corner of intersection of Alder Street and Mock Street.

The request involves development of a three-story building with 100 residential units for elderly/senior housing. The structure would also include a community room for use by the residents.

The Happy Hill Gardens Hope VI master plan that was submitted with the grant application illustrated a four story senior building on the subject property and a mixture of other types of residential buildings. The smaller footprint of the senior building in the Master Plan, along with the others, created a village setting with buildings pulled up close to the street and parking behind so as not to be visible from Mock Street. The current model is in contrast to that master plan illustration. However, Planning staff notes that the existing topography of the area would make implementing the village pattern concept a challenge.

The Happy Hill Gardens public housing development, including the petition site, is identified as a Residential Infill Opportunity Area in the *South Central Area Plan*, (SCAP), adopted August 18, 2003. Plan recommendations include the redevelopment of Happy Hill Gardens into a mixed-income, traditional neighborhood, integrating rental housing with owner-occupied housing. It also includes varied housing types on the same street while maintaining a traditional grid street pattern and providing public open spaces in the neighborhood.

The current site is a small component to the overall plan. Nonetheless, the layout of the originally proposed site plan was somewhat in contrast to the recommendations of SCAP. The large footprint building was pulled back off the public street and the associated parking area was up near the street, as viewed from Mock Street. However, the site has a very positive relationship to Alder Street. This site is a landmark site for Happy Hill, as the building will serve as a gateway feature.

The applicant and staff met and identified changes to the building and site design that address most of the staff's concerns. The petitioner has agreed to those changes. Planning staff is now of the opinion, based on the goals of the area plan, which recommends new development to be compatible with the scale, height, orientation and historical architectural character, that this submission satisfies the intent of that plan. The current request includes open space near the intersection of Alder Street and Mock Street, helping to create a gateway feature. Opportunities exist for the incorporation of public art in this area as well. Hope VI projects, customarily, have embraced more of a traditional neighborhood design; the proposed three-story building with a lowered wing nearest Alder Street is, for the most part, compatible with the existing neighborhood and the proposed redevelopment plan. Other measures, such as matching any retaining wall materials/colors to any masonry used on the structure, preserving existing street trees, and minimizing the amount and visibility of parking closest to Mock Street aids in implementing a successful plan. In the grand scheme of the concept plan, this site is a small component and the assortment of housing types and mix of renter and home owner occupants is critical to the success of the Hope VI project. With a large footprint building limited to three stories in height, and with the site plan and condition changes volunteered by the petitioner, staff can recommend this request.

FINDINGS

1. The subject property is within the Happy Hill Gardens Hope VI project area.
2. The site is identified as a Residential Infill Opportunity Area in the *South Central Area Plan*.
3. SCAP recommends a traditional neighborhood development pattern, as is customary with Hope VI projects.
4. The request proposes to erect a three-story building for elderly/senior housing.
5. The large footprint building is pulled somewhat back off of the public street and the associated parking area is near the street, although measures have been taken to preserve existing street trees and to provide for additional landscaping areas.
6. The current site design steps the building with the topography of the land, matches materials on site, and provides opportunities for public art.
7. This site is a small portion of the concept plan and the integrity of said plan is more so in the mixture of housing types and tenants.

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. Developer shall obtain a demolition permit from the Inspections Division.
 - b. 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.
 - c. If utilizing monies for the Hope VI project, grading permits will need to be issued by the Department of Environment and Natural Resources (DENR).
 - d. The area at or near the drip line of any trees being preserved on site shall be cordoned off. Any approved retaining wall shall also be placed at or near the drip line.

- **PRIOR TO THE ISSUANCE OF BUILDING PERMITS**
 - a. On-site fire hydrant locations shall be approved in writing by the City of Winston-Salem Fire Department.
 - b. If the building is not to utilize sprinklers, the site plan will need to be amended in such a way as to provide fire apparatus access around the perimeter of the building.
 - c. The eastern “wing” of the proposed building (closest to Alder Street) shall be stepped down one full story to accommodate the change in grade of the site.
 - d. Any retaining walls used on site shall be of a similar material and color to any masonry utilized on the façade of the subject building. Compliance to be determined by Planning staff.
 - e. The subject building shall be constructed and/or ordained substantially in compliance with the materials and design as submitted by the petitioner in Exhibit “A”. Compliance to be determined by Planning staff.

- **PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS**
 - a. Developer shall install public fire hydrants in accordance with the City Fire and Utilities Departments.

- **OTHER REQUIREMENTS**
 - a. Any sidewalks and/or curb and gutter damaged during demolition of existing structures on site or during the course of construction of the subject property shall be repaired to the specifications of the Public Works Department of the City of Winston-Salem.

Glenn Simmons presented the staff report.

PUBLIC HEARING

FOR:

John Eagan, 4310 Cold Spring Road, Winston-Salem, NC 27106

We have said before we start construction we will consult with Old Salem and do whatever we had to do to accommodate whatever interest they had in doing something there.

AGAINST: None

WORK SESSION

The Board discussed building elevations; the suburban nature of the design as it relates to the architecture, parking, and elevation; and concurred with staff's recommendation to allow archaeological work to be done prior to construction. The elevations are part of the record as noted by condition "e" under "Prior to Building Permits" and the petitioner volunteered to work with Old Salem as indicated above. Also, the petitioner confirmed their agreement to the additional conditions and site plan changes made prior to the Planning Board hearing.

MOTION: Jerry Clark moved approval of the zoning map amendment, certified that the site plan meets all code requirements and recommends staff conditions and the revised conditions agreed to by the petitioner.

SECOND: Paul Mullican

VOTE:

FOR: Bost, Clark, Eickmeyer, Folan, Glenn, King, Lambe, Mullican, Norwood

AGAINST: None

EXCUSED: None

A. Paul Norby, AICP
Director of Planning