



**SOUTHEAST SUBURBAN**  
**AREA PLAN**  

---

**Update**

**DRAFT**

City-County  
**Planning**  
BOARD  
FORSYTH COUNTY  
& WINSTON-SALEM,  
NORTH CAROLINA

# Table of Contents

---

## **PREFACE**

How Do Area Plans Relate to Rezoning?-----	3
--	---

## **INTRODUCTION**

Boundaries of the Plan Area-----	5
Demographics-----	9
Existing Land Use-----	10
Zoning-----	11
Transportation Features-----	11
Community Facilities-----	18
Housing-----	19
Design and Appearance-----	19
Historic Resources-----	20
Economic Development-----	21
The Environment-----	21
Annexation Agreements-----	23
Existing Plans/Studies in the Plan Area-----	23

## **SOUTHEAST SUBURBAN AREA PLAN UPDATE RECOMMENDATIONS**

Land Use Recommendations-----	25
Residential-----	25
Office and Commercial-----	26
Institutional-----	27
Parks/Open Space-----	28
Industrial-----	28
Mixed-Use Land Use Categories-----	28
Special Land Use Conditions-----	35
Transportation Recommendations-----	36
Community Facilities Recommendations-----	38
Housing and Community Development Recommendations-----	40
Design and Appearance Recommendations-----	41
Historic Preservation Recommendations-----	45
Economic Development Recommendations-----	45
Environmental Recommendations-----	46

## **IMPLEMENTATION SCHEDULE**

## **APPENDICES**

Appendix A: Significant Historic Resources-----	50
Appendix B: Design Guidelines for Multifamily Developments-----	51
Appendix C: Guidelines for Conversion of Existing Homes to Office or Commercial Uses-----	52
Appendix D: Guidelines for Activity Centers-----	53
Appendix E: Forsyth County Agricultural and Historic Preservation Tools-----	55
Appendix F: Guidelines for Office/Low-Intensity Commercial Developments-----	57
Appendix G: Guidelines for Suburban Business Parks-----	58

## **MAPS**

Map 1. Planning Area Boundary-----	7
Map 2. Growth Management Plan-----	8

Map 3. Existing Land Use-----	12
Map 4. Environmental Constraints-----	24
Map 5. Proposed Land Use Map-----	30
Map 6. Proposed Land Use Change Map-----	32
Map 7. Existing and Proposed Transportation Features-----	42
Map 8. Community Facilities-----	44
Map 9. Recognized Historic Resources-----	47

## **FIGURES**

Figure 1. Area Planning Process-----	6
Figure 2. Union Cross Road/Sedge Garden Road Activity Center-----	29
Figure 3. Illustrative Kernersville Road Development Rendering -----	34
Figure 4. Kernersville Road/I-74 Rendering -----	29
Figure 5. Kernersville Road/I-74 Activity Center-----	35

## **TABLES**

Table 1. Population Statistics-----	9
Table 2. Diversity and Age Statistics-----	9
Table 3. Existing Land Use Summary-----	10
Table 4. Road Classifications and Features-----	14
Table 5. Transportation Improvement Projects-----	16, 36
Table 6. Current Transit Routes-----	17
Table 7. Bicycle Routes-----	17
Table 8. Plan Area Recreation Facilities-----	18
Table 9. Housing Statistics-----	19
Table 10. Defined Low-Intensity Commercial Uses-----	27

## **ACKNOWLEDGEMENTS**

# Preface

Under special State enabling legislation, the City-County Planning Board of Forsyth County and Winston-Salem is responsible for preparing and maintaining a comprehensive plan for Forsyth County. The *Legacy 2030 Update*, the current comprehensive plan, was adopted in 2012. Comprehensive plans take a broad, communitywide perspective for guiding growth and development. *Legacy 2030* includes chapters on local trends; growth management; land use; transportation; economic development; environmental quality and sustainability; healthy, complete, and equitable communities; community character; Downtown and the Center City; neighborhoods and towns; rural character; area plans; and key public investments.

The Planning Board prepares a series of urban and suburban area plans for the city and county in an effort to translate *Legacy 2030* into site specific recommendations. An area plan generally contains information about the plan area's existing conditions and recommendations for guiding future growth and development. Citizen participation is an important part of the area plan process, and multiple opportunities for public participation exist within the area planning process.

In 2004, the City-County Planning Board (CCPB) adopted boundaries, names, and priority rankings for seven urban area plans, a Downtown Plan, and thirteen suburban/small town area plans. Seven plans cover the Urban Neighborhoods and Downtown as defined in *Legacy 2030*. Urban Neighborhoods are older neighborhoods and commercial, industrial, and institutional development built mostly before 1940 that surround the Center City of Winston-Salem. The Urban Neighborhoods Area has been divided into study areas based on geography and common features. Thirteen plans cover the Suburban Neighborhoods and Future Growth Area as defined in the *Legacy 2030*. These areas have been divided into study areas based on geography and common features. Suburban Neighborhoods include a large portion of the county and most of the small towns where suburban development has occurred in recent decades. It is also the area with the most undeveloped land where much of the future residential, commercial, and industrial development should occur. Future Growth Areas do not usually have sewer or other facilities and services to support urban development. However, because of their potential to be served efficiently by sewer and other facilities and services in the future and/or their proximity to towns, major roads and other public investments, the Growth Management Plan calls for them to eventually be developed.

## How Do Area Plans Relate To Rezoning?

Area plans convey a community vision and general goals to the Planning Board, elected officials, and other community leaders. The land use plan component does not, however, change the zoning of an area or force property owners to develop their land before they choose to do so. Area plans are simply recommendations developed using a public process to help guide future planning decisions.

Historically, elected and appointed officials follow the area plan land use recommendations in most cases. However, decision makers must also take into account current site conditions, community needs and changing circumstances, as well as other information which was not apparent during the initial area planning process. Officials give serious consideration to the recommendations of the area plans but also must take into account all current and available information to make the most informed decisions on future rezoning proposals.

As of 2012, all planning areas within Forsyth County have a corresponding area plan which was developed since the 2001 adoption of the original *Legacy* plan to guide future area development decisions. Area plan updates, such as this one, replace these older, existing area plans. Updated area plans provide a current picture of area conditions and an up-to-date set of future development recommendations.

Area plans follow a basic, standardized format that provides for consistent terminology, information, mapping, and land use colors for all area plans. Consistency between plans is important to city staff, the CCPB, and elected officials as they use the plans to make zoning, funding, and other decisions based on area plan recommendations.

To facilitate implementation of area plan recommendations, a biennial Area Plan Status Report is prepared which includes the current status of recommendations of all adopted area plans. The report includes the status of each action/project listed in the implementation table for each plan. Area plan recommendations are funded in a variety of ways including bonds, bond referendums, transportation funds, general government funds, the Motor Vehicle Tax, capital improvements, and

Community Development Block Grants. Inclusion of a project in the area plan implementation table does not mean the recommended project has funding. Area plan projects are prioritized along with other projects and programs by the elected officials.

# Introduction

## \*BOUNDARIES OF THE PLAN AREA

The Southeast Suburban Planning Area encompasses 12,233 acres. The plan area is generally bounded on the north by Business 40 and portions of West Mountain Street; on the east by the Town of Kernersville and the boundary of the Southeast Forsyth County Plan Area; on the south by Thomasville Road and the Davidson County line; and on the west by I-40 and the boundary of the Southeast Area Plan (see **Map 1** on **page 7**). Since the original *Southeast Suburban Area Plan* was adopted in 2009, the boundaries of the area have been expanded to include portions of Walkertown and Winston-Salem, north of Business 40; areas east of Hasting Hill Road; and west of Salem Lake. The plan area includes land in the City of Winston-Salem, as well as portions of unincorporated Forsyth County and a very small amount of land area in the towns of Kernersville and Walkertown. Approximately 73% of the land area is in the City of Winston-Salem, with 52% of the total area in the East Ward and 21% in the Southeast Ward.

## \*RELATIONSHIP TO *LEGACY 2030*

*Legacy 2030*, Forsyth County's comprehensive plan serves as the framework on which all area plans are built, both geographically and as a policy guide. The original *Southeast Suburban Area Plan* was adopted in 2009. The *Southeast Suburban Area Plan Update* is intended to translate *Legacy 2030* policies into more detailed recommendations for the Southeast Suburban Plan Area, taking into account changes in the area since the adoption of the original area plan in 2009.

*Legacy 2030's* Growth Management Plan defines a series of specialized areas, each having specific characteristics. In the Growth Management Plan (**Map 2** on **page 8**), roughly 3% of the Southeast Suburban Plan Area is designated as Urban Neighborhoods, Growth Management Area (GMA) 2; 96% as Suburban Neighborhoods, GMA 3; and less than 1% as Future Growth Area, GMA 4.

## \*AREA PLAN PROCESS

Citizen participation is a critical part of the area plan process. Multiple opportunities for public participation exist in the area planning process. The steps in the development of an area plan are shown in **Figure 1**. The first step of the planning process is the assessment of current conditions and the consolidation of existing plans. A summary of this information is created and given to citizens at the plan kickoff workshop.

The plan kickoff workshop is the first meeting in the area planning process and is an opportunity for citizens who live and work in the area to share their comments and concerns about the area and its future with planning staff. Staff facilitates this process to help citizens document their thoughts, which provide the basis for the next step in the process.

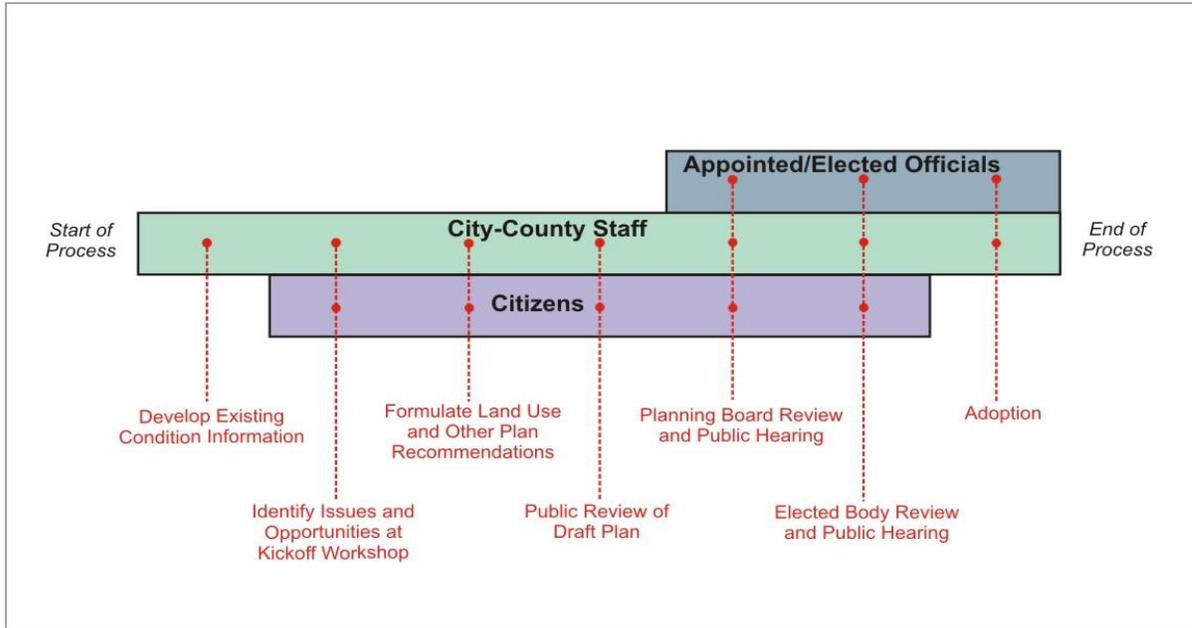
Ideas and issues identified at the process kickoff workshop, along with the policies spelled out in *Legacy 2030*, serve as the basis for the next step in the process: the formulation of recommendations by Planning staff. These recommendations primarily focus on proposed land use recommendations, and site specific design recommendations for corridors and activity centers. Staff works with the citizens on these recommendations to reach a consensus. Staff and citizens refine the plan recommendations at the meetings which follow the kickoff workshop. The final recommendations are then presented to the entire community for review at the concluding open house. If no consensus is reached, both sets of recommendations will be presented to the City-County Planning Board.

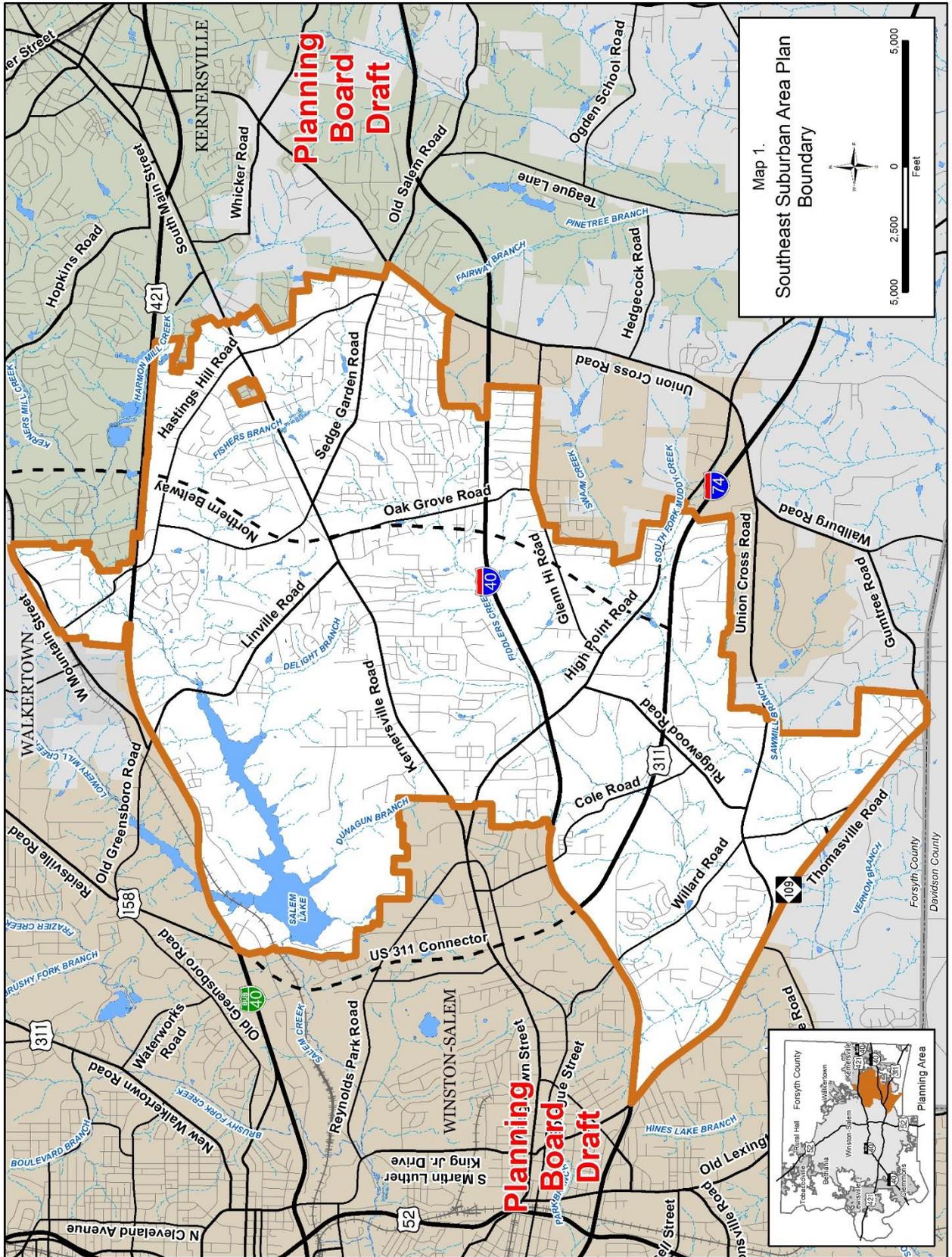
The Planning Board reviews the recommendations for consistency with the broad public interest and with *Legacy 2030*. The Planning Board holds a public hearing to consider the plan and make amendments, as appropriate, before recommending adoption of the plan. The document is then forwarded to the Winston-Salem City Council, and the Forsyth County Board of Commissioners for consideration, amendment, and adoption after a public hearing.

The adopted plan replaces the existing adopted plan for the area and will be used on an ongoing basis by the Planning Board and City Council to guide land use, infrastructure, and public investment decisions. An implementation schedule is

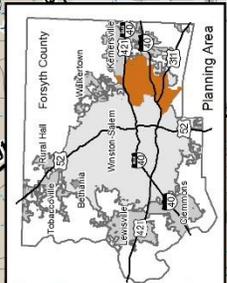
included in the adopted plan to outline tasks and timing needed for each recommendation. Additionally, developers and neighborhood groups may also use the plan to guide their future business and community development decisions.

**Figure 1. Area Planning Process**

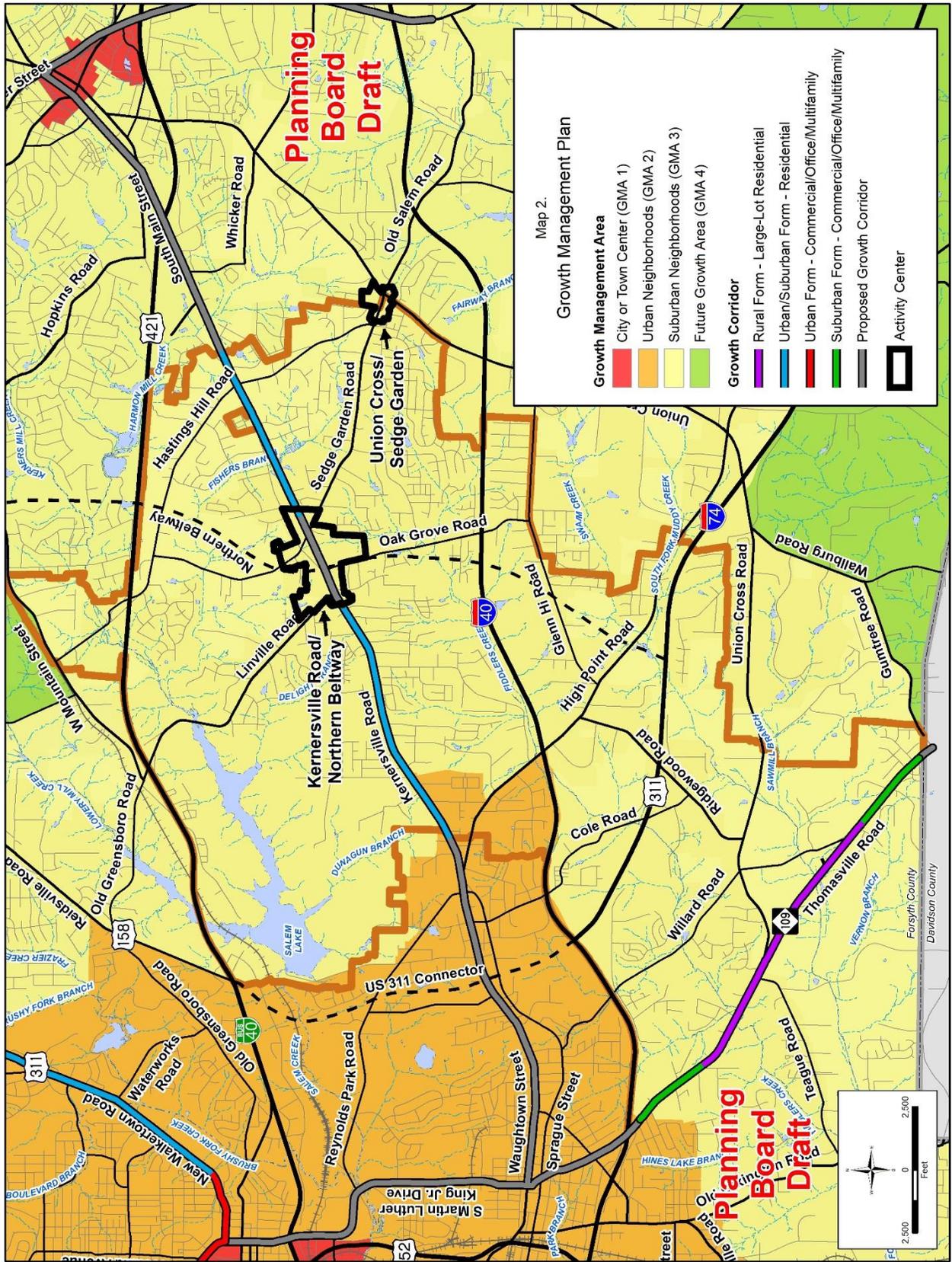




Map 1.  
 Southeast Suburban Area Plan  
 Boundary



1/6/2016



# Existing Conditions

## \*GENERAL CHARACTER

The Southeast Suburban Plan Area is rich in history and character; and even more diverse in land use. The earliest settlement within the planning area was called Friedland, which dates back to the 1770s. Friedland was one of the Moravians' Country Congregations and was located on the South Fork of Muddy Creek. Country Congregations were rural settlements with a church and a school house surrounded by farmsteads established to supplement the urban settlement of Salem. Although there has been significant growth and development in Winston-Salem, portions of the original Friedland settlement remain the least developed in the planning area.

Segments of the planning area are experiencing the same challenges faced by suburban areas elsewhere in the city and county including aging building stock and infrastructure, pressure to develop open space/agriculture lands, and conflicts between land uses.

## \*DEMOGRAPHICS

Based on the 2010 Census data, 18,380 people live in the Southeast Suburban Planning Area, an increase of 60% - 6% annually from the 2000 Census. The area's population accounts for approximately 6.4% of Forsyth County's total population. The racial make-up of the planning area is 53% white, 24% African-American/Black and 19% Hispanic (see **Table 1** and **Table 2**).

**Table 1. Population Statistics**

Population Statistics					
Area	Population				
	2010	2000	2000-2010 Average Annual Growth (percent)	2010 Portion of Forsyth County Population (percent)	2010 Density (Persons per Acre)
Southeast Suburban Area Plan	18,380	11,479	6%	5.2%	1.5
Winston-Salem	230,345	185,776	2.3%	65.6%	2.7
Forsyth County	351,798	306,067	1.4%	N/A	1.3

**Table 2. Diversity and Age Statistics**

Diversity Statistics					
Area	Diversity (Percent)				
	African-American	White	Asian	Other	Hispanic
2010 Southeast Sub. Area Plan	24	53	1	2	19
2000 Southeast Sub. Area Plan	18	75	<1	6	9
2000-2010 Change	+6	-22	NA	-4	+10
2010 Winston-Salem	33	48	2	2	14
2000 Winston-Salem	37	56	1	5	9
2000-2010 Change	-4	-8	+1	-3	+5

<b>Age Statistics</b>					
<b>Area</b>	<b>Age (Percent)</b>				
	<b>Less than 5 years</b>	<b>5 - 17 years</b>	<b>18 - 39 years</b>	<b>40-64 years</b>	<b>65 years and older</b>
2010 Southeast Sub. Area Plan	9	15	33	30	8
2000 Southeast Sub. Area Plan	7	12	32	31	13
2000-2010 Change	+2	+2	+1	-1	-5
2010 Winston-Salem	7	17	32	31	13
2000 Winston-Salem	7	17	35	28	14
2000-2010 Change	0	0	-3	+3	-1

Source: 2010 U.S. Census - \*Note: "Hispanic" is not a race; it is an ethnic group. Numbers are provided for comparison purpose.

## \*EXISTING LAND USE

The existing land uses in the Southeast Suburban Planning Area include residential, office, commercial, institutional, parks and open space, industrial, utilities, and agricultural uses (see **Table 3** and **Map 3** on **page 12**). The majority of the developed area is single-family residential in character with limited amounts of multifamily residential, commercial and office development. There still remains a significant amount of undeveloped land throughout the planning area in the forms of parks/open space and agriculture land, including the Salem Lake Park area in the northern part of the planning area.

**Table 3. Existing Land Use Summary**

<b>Land Use</b>	<b>Acres</b>	<b>%</b>	<b>Land Use</b>	<b>Acres</b>	<b>%</b>
Single-Family	3872.8	31.6	Commercial Recreation	11.4	0.09
Large Lot Residential	904.4	7.4	Parks, Recreation & Open Space	1185.9	9.7
Low-Density Attached Res.	0.9	0.01	Agriculture	1468.6	12
Manufactured Housing	159.3	1.3	Rail & Road Right-of-Ways	1477.9	12.2
Multifamily	100.1	.8	Utilities	37.9	0.31
<b>Total Residential</b>	<b>5037.5</b>	<b>41.1</b>	Total Utilities & ROW	1515.8	12.5
Commercial/Office	56.2	0.5	<b>Total Developed</b>	<b>9,895</b>	<b>80.9</b>
Industrial	298.5	2.4	Undeveloped Land	2338.7	19.1
Institutional	321.1	2.6	<b>Total Area</b>	<b>12233.7</b>	<b>100.0</b>

Source: Survey by City-County Planning Staff, July 2015

## RESIDENTIAL

The planning area has a variety of housing types ranging from individual large lot homes to high (over 18 du/ac) and intermediate-density (8 to 18 du/ac) multifamily developments. The predominant land use in the planning area is residential, which accounts for approximately 41% of the total land area. Single-family residential is the most common of the residential types, accounting for roughly 31% of land uses. Multifamily (4.9%) and manufactured housing parks (1.3%) also exist in the planning area.

## COMMERCIAL AND OFFICE

Approximately 56 acres, about .5% of the planning area, is developed with commercial and office uses. Most of this areas, 55 acres, is commercial land use. There are small commercial areas scattered throughout the planning area, primarily along Kernersville, Linville, Union Cross Road and Thomasville Roads. Office uses account for .01% of the planning area and are found primarily on Kernersville Road.

The planning area lacks a significant retail commercial area. However, retail shopping areas in Kernersville, Winston-Salem (along Kernersville Road or Union Cross Road) and Davidson County (Thomasville Road) serve the planning area.

## **INSTITUTIONAL**

Institutional uses are located throughout the planning area. The 321 acres of institutional use accounts for approximately 2.6% of the land in the planning area. This includes both public institutional uses such as schools, fire stations, and community centers; and private uses such as churches and cemeteries. The most common institutional uses in the planning area are churches and cemeteries.

## **INDUSTRIAL**

Industrial uses comprise 298 acres, 2.4% of the plan area. Most industrial uses are located along Cole, Ridgewood and Thomasville Roads, with other small pockets located along West Mountain Street and Lowery Street.

## **PARKS, RECREATION, COMMERCIAL RECREATION AND OPEN SPACE**

There are two public parks in the planning area, totaling 1,186 acres and accounting for approximately 10% of the land area. The largest park in the planning area is the southern portion Salem Lake Park, south of Business 40/US 421. Sedge Garden Park is the only other public park in the area. It includes facilities for conducting baseball, basketball, and sheltered events/activities. There are also small commercial recreation uses that account for .09% (11 acres) which are found throughout the planning area. Recreation facilities are discussed in more detail in the Community Facilities section.

## **UTILITIES AND RIGHTS-OF-WAY**

Combined together, utilities, road and railroad rights-of-way account for approximately 12% of the land area, 1,515 acres.

## **AGRICULTURAL**

Agriculture accounts for 1,469 acres, 12.1% of the plan area, the majority of which is located south of Interstate 40. Sites designated as agricultural are either enrolled in the Farmland Preservation or Voluntary Agricultural District Programs.

## **UNDEVELOPED**

Undeveloped land accounts for 2,338 acres, 19% of the land area. Undeveloped land is distributed throughout the planning area.

## **\*ZONING**

Rezoning petitions since the early 2000s have had some impact on land use patterns in portions of the planning area. Although the number of rezonings has decreased or remained stagnant in the area, signs are pointing to increased interest in developing and investing in the planning area. Since the adoption of the original *Southeast Suburban Area Plan* in 2009, there have been 6 rezoning petitions approved for the plan area. Most rezoning petitions were for commercial and industrial zoning.

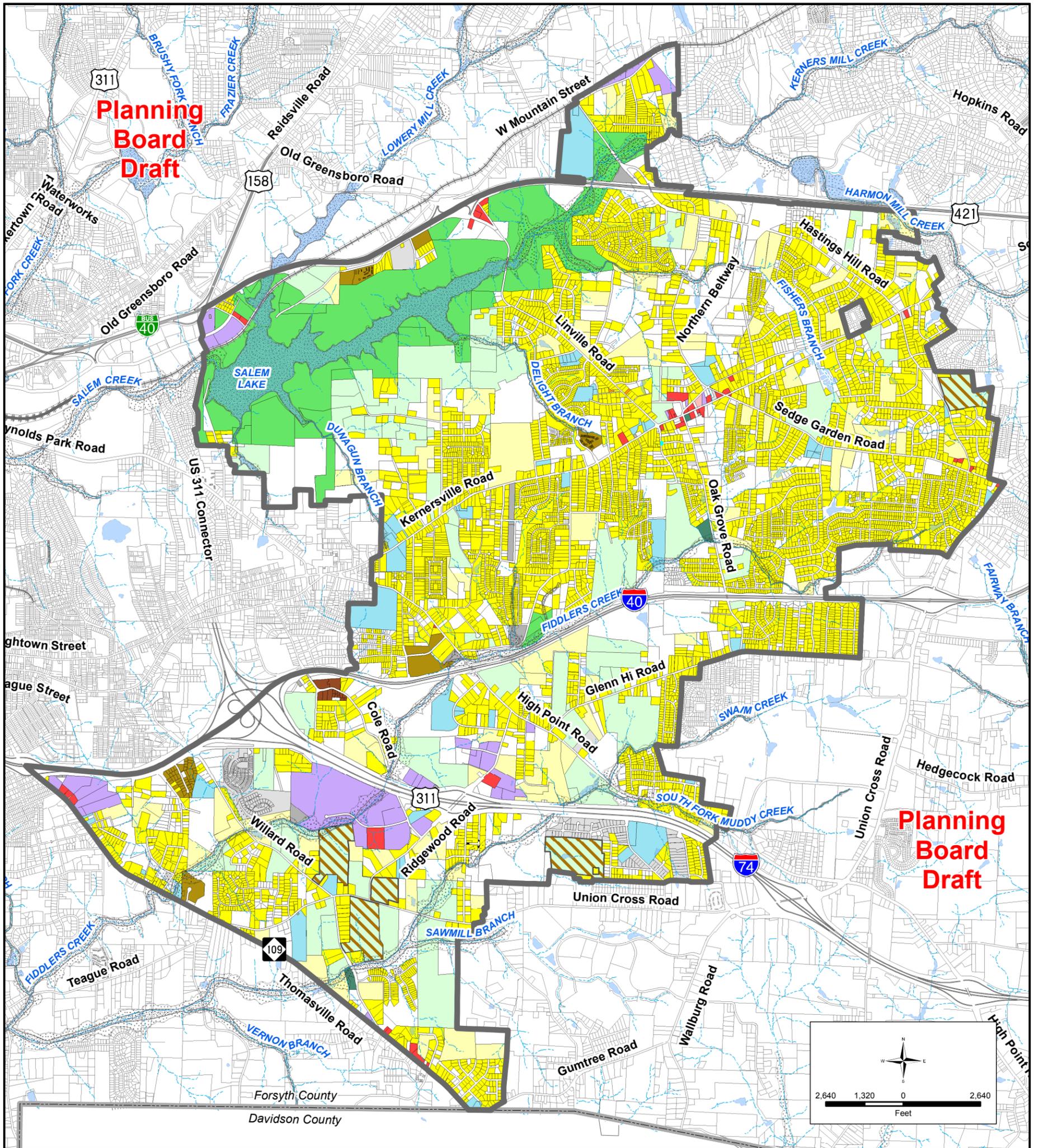
## **\*TRANSPORTATION FEATURES**

Existing transportation features include roads, bus routes, bicycle routes, sidewalks, and greenways. The location and function of transportation features have a significant impact on land use decisions (see **Map 7** on **page 42**).

## **ROADS**

### **Overall Street Pattern**

The Southeast Suburban Plan Area's street and highway pattern is dominated by the presence of three different freeway and Interstate highways (Business 40, US 311 and Interstate 40) that more or less run parallel to each other in an east-west direction. However, local access to those facilities is relatively limited with only two interchanges within the plan area and two others just beyond the plan boundary. The future eastern leg of the Northern Beltway will provide the area's only major north-south highway or freeway. Connectivity between subdivisions is poor as many residential neighborhoods have been built with only one external street connection to major roads.



- |   |  |  |
|---|--|--|
|  Agriculture Tax Deferred                        |  Commercial            |  Streams              |
|  Voluntary Agriculture District                  |  Industrial            |  Ponds, Lakes, Rivers |
|  Large-Lot Residential (over 5 Ac)               |  Institutional         |  Floodway             |
|  Single-Family Residential (0-8 Du/Ac)           |  Park                  |  Floodplain           |
|  Low-Density Attached Residential (0-8 DU/Ac)    |  Commercial Recreation |  |
|  Intermediate-Density Residential (8.1-18 DU/Ac) |  Utilities             |  |
|  High-Density Residential (over 18 DU/Ac)        |  Undeveloped           |  |
|  Manufactured Housing Park                       |  |  |
|  Office  |  |  |



NC 109 (Thomasville Road), which defines the area’s southern boundary, Union Cross Road, High Point Road, Kernersville Road, Linville Road, and Sedge Garden Road are all major thoroughfares in the planning area.

Major north-south road connections within the planning area are limited. Ridgewood Road, Hasting Hill Road, and Oak Grove Church Road are the primary north-south boulevards in the planning area.

Several other minor thoroughfares, residential collectors and other local streets connect and feed vehicular traffic to the major thoroughfares for circulation in the planning area. **Map 7** (on **page 42**) and **Table 4** show existing streets, thoroughfares and highways.

**Table 4. Road Classifications and Features**

<b>Interstate Highways</b>	<b>Description</b>	<b>2013 Average Daily Traffic</b>	<b>2035 Estimated Volume</b>	<b>Current Road Capacity</b>	<b>Road Width</b>	<b>Future Cross-Section</b>
Interstate 40	4-6 lanes with median	59,000 - 89,000	102,000 – 106,200	62,300 – 94,700	48 - 72	8-lane freeway (8-A)
Interstate 74 (US 311)	4 lanes with grass median	24,000 – 29,000	30,600 – 50,500	61,200 - 62,300	48	4-lane freeway (4-A)
Business 40 (US 158, 421)	4 lanes with grass median	48,000 – 52,000	41,600 – 56,300	62,300	48	4-lane freeway (4-A)
<b>Expressways</b>	<b>Description</b>	<b>2013 Average Daily Traffic</b>	<b>2035 Estimated Volume</b>	<b>Current Road Capacity</b>	<b>Road Width</b>	<b>Future Cross-Section</b>
Reidsville Road (US 158)	Business 40 – Old Greensboro Road	17,000	28,700	49,000	48	4-lane divided with depressed median, paved shoulders
Thomasville Road (NC 109)	2-4 lanes	10,000 – 17,000	27,100	23,600	24 - 44	4-lane divided with raised median, curb and gutter, widened outside lanes with sidewalks (4-C)
<b>Major Thoroughfares</b>	<b>Description</b>	<b>2013 Average Daily Traffic</b>	<b>2035 Estimated Volume</b>	<b>Current Road Capacity</b>	<b>Road Width</b>	<b>Future Cross-Section</b>
Gumtree Road	2 lanes	6,300	10,600	15,800	22	3-lanes, curb & gutter, wide outside lanes with sidewalks (3-B)
High Point Road	2 lanes	2,400 – 6,400	4,500 – 12,900	15,800 – 18,800	20-22	3-lanes, curb & gutter, wide outside lanes with sidewalks (3-B)
Kernersville Road	2 lanes	7,800 – 17,000	7,900 – 28,600	15,800 – 18,800	24-26	3-lanes, curb & gutter, wide outside lanes with sidewalks (3-B)
Linville Road	2 lanes	6,800 – 7,200	7,300 – 8,200	15,800	22-24	3-lanes, curb & gutter, wide outside lanes with sidewalks (3-B)
Ridgewood Road	2 lanes	2,400 – 6,700	4,700 – 6,900	15,800	22-36	3-lanes, curb & gutter, wide outside lanes with sidewalks (3-B)

Sedge Garden Road (Kernersville Road to Hastings Hill Road)	2 lanes	4,800 – 9,700	10,800	15,800	21	3 lanes, curb and gutter, wide outside lanes, sidewalks (3-B)
Union Cross Road (NC 109 to Wallburg Road)	2 lanes	1,800 – 15,000	3,700 – 7,400	15,300 – 15,800	23-24	3-lanes, curb & gutter, wide outside lanes with sidewalks (3-B)
Minor Thoroughfares	Description	2013 Average Daily Traffic	2035 Estimated Volume	Current Road Capacity	Road Width	Future Cross-Section
Cole Road	2 lanes	1,300 – 2,800	3,300- 3,900	13,800 – 15,800	18-40	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Glenn Hi Road	2 lanes	4,700 – 6,300	4,400 – 7,300	15,300 – 15,800	21	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Hastings Hill Road	2 lanes	4,100 – 6,300	3,800 – 6,300	13,800 – 15,300	22-23	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Oak Grove Church Road	2 lanes	3,500 – 3,600	2,600 – 5,900	15,800	22	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Sedge Garden Road (Kernersville Road to Hastings Hill Road)	2 lanes	2,100	400	18,200	22	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Willard Road	2 lanes	1,200 – 3,000	2,200 – 7,900	13,800 – 15,300	23-26	2 widened inside lanes, curb & gutter, parking on one side with sidewalks (2-H)
Cole Road	2 lanes	1,300 – 2,800	3,300- 3,900	13,800 – 15,800	18-40	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Glenn Hi Road	2 lanes	4,700 – 6,300	4,400 – 7,300	15,300 – 15,800	21	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Cole Road	2 lanes	1,300 – 2,800	3,300- 3,900	13,800 – 15,800	18-40	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Hastings Hill Road	2 lanes	4,100 – 6,300	3,800 – 6,300	13,800 – 15,300	22-23	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)
Oak Grove Church Road	2 lanes	3,500 – 3,600	2,600 – 5,900	15,800	22	3 lanes, curb and gutter, wide outside lanes with sidewalks (3-B)

List of Existing Collector Streets		
Baden Road	New Greensboro Road	Sawmill Road
Beeson Park Lane	Oak Garden Drive	Solomon Drive
Charles Street	Oakridge Place	Southland Avenue
Fanning Road	Drive	Spring Hill Circle
Glen Way Drive	Old Winston Road	Stewart Road
Green Oaks Drive	Pecan Lane	Sun Valley Lane
Jubilee Trail	Pecan Ridge Circle	Wayside Drive
Lowery Street	Piedmont	Weavil Road
Martindale Road	Memorial Drive	Woodbridge Drive
Merriweather Road	Plaza Hollow Drive	Ridgewood Place Drive
Motsinger Drive	Presley Drive	
Robbins Road		

## CURRENT PROPOSED STREET AND HIGHWAY IMPROVEMENTS

Forsyth County has several long-range transportation plans/processes: the *Metropolitan Transportation Plan (MTP)*, formerly called the *Long Range Transportation Plan (LRTP)*; the *Comprehensive Transportation Plan (CTP)*; and the *Metropolitan Transportation Improvement Program (MTIP)*. Details of these plans are available online.

Significant North Carolina Department of Transportation (NCDOT) and Metropolitan Transportation Improvement Program (MTIP) Projects include (also see **Table 4** on **page 14**):

**The Northern Beltway (Eastern Section) (U-2579AA and AB)** - 6 lane freeway, from Interstate 74 (US 311) to Business 40 (US 421); right-of-way begins in 2020 with construction in 2022.

**Thomasville Road (NC 109) (U-2568C)** - 4 lane median divided boulevard, from Interstate 40 to Davidson County; right-of-way and construction – post 2025.

**US 311 Connector** - The proposed project is to construct a four lane expressway from the interchange at Business 40/US 421 and US 158 to the interchange at I-40 and I-74. This project is within the 2035 horizon year of the Winston-Salem Urban Area’s LRTP and is regionally significant. This project lies just outside the planning area, but will have an impact on the area’s residents when constructed.

## COLLECTOR STREETS

As properties come in for zoning or subdivision review, the *Winston-Salem Urban Area Collector Street Plan* will be consulted for recommended street connections. The *Collector Street Plan* includes the general location of new collector streets and recognizes existing streets that function as collector streets.

**Table 5. Transportation Improvement Projects**

Location	Description	Current Status	Completion
<b>Road Widening and Improvements</b>			
Union Cross Road	Widen Road to 4-6 lanes median divided boulevard	Under construction	2015
Gumtree Road	Safety improvements at Reid Road intersection	Under construction	2015
<b>New Roads</b>			
Northern Beltway (Eastern Section) (U-2579AA and AB)	6 lane freeway on new location	Under design; right-of-way in 2020, construction in 2022.	2025
Thomasville Road (NC 109) (U-2568C)	4 lane median divided boulevard	Planning	After 2025

Sources: 2040 Metropolitan Transportation Plan (MTP), the Comprehensive Transportation Plan (CTP), and the 2016-2025 Metropolitan Transportation Improvement Program (MTIP).

## PUBLIC TRANSPORTATION

### Local Bus Routes

The Winston-Salem Transit Authority currently provides limited bus services within the Southeast Suburban Planning Area. **Table 6** describes the routes in more detail.

**Table 6. Current Transit Routes**

Route Number	Route Name	Major Stops in North Central Area
29	Inbound/outbound	Cole Road, Utah Street, Kernersville Road
30	Inbound/outbound	Willard Road, Fanning Road

### Regional Transit

PART, The Piedmont Authority for Regional Transportation, was authorized in 1997 by the North Carolina General Assembly as a Regional Transportation Authority. Based on regional cooperation, PART coordinates regional bus service, vanpools/carpools, and other transportation-related services in the plan area. PART has several service stop and pick-up locations within and surrounding the planning area including on Kernersville Road/S. Main Street and Thomasville Road (NC 109).

### RAIL

The Norfolk Southern K Line (Winston-Salem to Greensboro) is located in the northwest corner of the Southeast Suburban Planning Area, north of Salem Lake and parallel to Business 40 (US 421).

### BICYCLE FACILITIES

The *Winston-Salem Urban Area Comprehensive Bicycle Master Plan* was adopted by the Winston-Salem City Council and the Winston-Salem Metropolitan Planning Organization's Transportation Advisory Committee in 2005. This detailed study evaluates current cycling facilities in Forsyth County including the use of a Bicycle Level of Service (BLOS) model, and makes recommendations to create a comprehensive bicycle network for the area. The recommended network includes off-road trails, designated bike lanes, wide shoulders for roads, and bicycle route signage.

### Bicycle Routes

The plan area has two signed bike routes described in **Table 7** and shown on **Map 7** (on **page 42**).

**Table 7. Bicycle Routes**

Route Name	Route Map Symbol	General Route
10	10	From Sprague Street, right at Willard Road, left at Union Cross road to Ridgewood Road, back along Union Cross Road, right at Thomasville Road (NC 109), left at Teague Road
Mountains to Sea Alternate Route	NA	From High Point Road, left at Union Cross Road, right at Thomasville Road (NC 109), left at Teague Road

### PEDESTRIAN FACILITIES

With the adoption of the multimodal transportation plans, enhancing and improving the pedestrian infrastructure throughout the City of Winston-Salem has become a transportation priority.

### Sidewalks

The *Winston-Salem Urban Area Sidewalk and Pedestrian Facilities Plan (Pedestrian Plan)* adopted by the City Council in 2007 takes a comprehensive look at pedestrian needs including sidewalks policies, sidewalk standards, existing sidewalks needing repair, and recommendations for location of new sidewalks.

Area plans may make additional recommendations for sidewalks beyond what the *Pedestrian Plan* currently recommends. As each area plan is adopted, these additional recommendations become part of the *Pedestrian Plan*. All proposed sidewalks in the *Pedestrian Plan* are evaluated on an annual basis and ranked for future construction. Topography and the presence of curb and gutter along streets are considered, among other factors, when evaluating projects.

The only existing sidewalks in the area are located in subdivisions such as Thornaby Park, Smith Farm, Robbins Brook and Vernon Farms; and along Union Cross Road.

The City of Winston-Salem and Forsyth County have adopted street design standards for new developments that include requirements for sidewalks. Sidewalks are recommended for all thoroughfares and collector streets within growth management areas other than GMA 5, except for freeways and expressways.

## \*COMMUNITY FACILITIES

The Southeast Suburban Planning Area has a number of facilities that serve the community including parks, schools, churches, and other institutional uses (see **Map 8 on page 44**).

### SCHOOLS

The Winston-Salem/Forsyth County Board of Education uses a “controlled choice” plan to assign students to schools. The plan gives parents and students a choice between their residential school and several others within the same zone. There are three public schools in the planning area. Of these, two are elementary schools (Smith Farm and Sedge Garden Elementary Schools) and one is a high school (East Forsyth High School). Hall-Woodward Elementary School and Glenn High School are located just outside the boundaries of the planning area. There is also one private school within the planning area: Berean Christian School.

### RECREATION FACILITIES

#### Parks

The *2015 Parks and Open Space Plan* was adopted in 2007. This plan discusses existing parks, community park needs, existing open space and open space needs, park proposals and recommended facilities. Two public parks are currently located in the Southeast Suburban Plan Area. Parks are classified based on their size, facilities, and function (see **Table 8** and **Map 8 on page 44**).

Salem Lake Park is a regional park that exists to protect one of Winston-Salem’s drinking water sources. Based on the service area analysis completed for the *2015 Parks and Open Space Plan*, the Southeast Suburban Planning Area is not adequately served by community parks and recreation center facilities. The *2015 Parks and Open Space Plan* recommended the improvement of facilities at Salem Lake Park and additional facilities at Sedge Garden Recreation Center. The plan also recommended locating a new Community Park in the planning area.

**Table 8. Plan Area Recreation Facilities**

<b>Park Type/Name</b>	<b>Acreage</b>	<b>Major Facilities</b>
<b>Neighborhood Parks:</b> Provide intense recreational activities accessible to neighborhoods.		
Sedge Garden Park	21	Tennis courts, softball field, fitness course, playground, picnic shelter and picnic tables, recreation center
<b>Park Type/Name</b>	<b>Acreage</b>	<b>Major Facilities</b>
<b>Regional Parks:</b> Large areas for natural resource-based outdoor recreation or very large parks offering a wide array of recreational opportunities or very specialized recreational activities.		
Salem Lake Park	1455	Fishing and boating, playground, picnic shelter, picnic tables, 6.5 mile trail for pedestrian, horses and bicyclists.

## Greenways

Greenways are linear open space corridors that can be managed for conservation, recreation, and/or transportation purposes. Many greenways have paved trails and accompanying land that provide pedestrian and bicycle access to neighborhoods and community facilities in addition to waterways of Forsyth County.

Currently, there are two existing greenways within the planning area: the Salem Creek Trail and the Salem Lake Trail. The Salem Creek Trail is 5.2 miles in length and runs from Market Place Mall on Peters Creek Parkway to Salem Lake. The Salem Lake Trail is a seven mile, unpaved trail around Salem Lake. The unpaved trail is used by walkers, runners, cyclists and horseback riders.

One of the major initiatives of the *Greenway Plan Update* is the proposal to construct the Piedmont Regional Greenway Trail which is intended to link the existing Salem Lake Trail to Triad Park and to the existing Lake Brandt Greenway Trail in Greensboro. The Piedmont Land Conservancy is spearheading regional efforts to construct the Piedmont Greenway Trail. Other proposed greenway trails will be discussed in the Community Facilities Recommendations section of this Update.

## Library Facilities

There are no library facilities in the Southeast Suburban planning area. Area residents are currently served by three nearby libraries in Winston-Salem and Kernersville.

## Fire Stations

There are no fire stations in the Southeast Suburban Planning Area. Portions of the planning area are covered by Winston-Salem fire stations 5, 11, 17, and 19, the Town of Kernersville and Forsyth County.

## \*HOUSING

According to the US Census American Community Survey there are 8,309 housing units in the Southeast Suburban Planning Area. Approximately 66% of the housing units in the planning area are owner-occupied, significantly higher than the 51% of the housing units citywide that are owner-occupied (see **Table 9**). Rates of ownership vary by neighborhood within the plan area. Housing conditions also vary widely in the planning area from neighborhoods where most homes are well-maintained to neighborhoods with deteriorated structures.

**Table 9. Housing Statistics**

Housing Tenure				
Area	Total Housing Units	Owner-Occupied (Percent)	Renter-Occupied (Percent)	Vacant Units (Percent)
Southeast Suburban Area Plan	8,309	66	26	8
Winston-Salem	107,915	51	36	13
Forsyth County	158,311	57	31	12

*Source: U.S. Census Bureau, 2008-2012 American Community Survey (5 year estimates)*

## \*DESIGN AND APPEARANCE

Urban design can bring order, clarity and pleasing harmony to the network of public spaces, streets, parks, and sidewalks in a community. The majority of the Southeast Suburban Planning Area was developed after 1940 during a period that marked the dominance of the automobile. The automobile, combined with the construction of the U.S. Interstate System, were two major factors that led to suburban residential and then commercial development. With the relatively inexpensive cost of gasoline, the burden of commuting became less of a factor, and rural areas began to develop with inexpensive large lot houses. In response to the growing demand for housing, the first homogenous style housing subdivisions started popping up throughout rural areas nationwide. As a result, newer zoning codes began to

inadvertently promote suburban development requiring larger minimum lot sizes, greater setbacks from streets, and wider streets for public safety purposes. Additionally, commercial centers started developing along highways, road corridors, and other major intersections near these sprawling area. Unfortunately many of these suburban residential areas and commercial developments lacked special character and a sense of community that is often found in more urban neighborhoods. The future design challenge in suburban areas is to integrate housing and commercial/office/institutional development and encourage aesthetically pleasing, walkable communities with character while attracting the right mix of development in activity centers to create a mix of uses so residents can choose to live, work, shop and play in the same area. The Southeast Suburban Planning Area still lacks commercial, office and service developments.

There have been a number of initiatives to improve the appearance and pedestrian orientation of neighborhoods and commercial areas in Winston-Salem and Forsyth County. City efforts are usually, but not always, undertaken in the right-of-way and can include: landscaping and tree planting, sidewalks and other pedestrian improvements; benches; trash receptacles and other street furniture; public art; decorative street lighting; and public spaces. Other design standards have been adopted as part of the community's *Unified Development Ordinances*.

I-40, Business 40/US 421, and US 311 (I-74) are designated as Thoroughfare Overlay Districts (TO Districts). The main purpose of the TO District is to encourage development and redevelopment that preserves the visual quality and functional operations of the roadway. All development within the TO District are subject to specific site development standards in addition to the standards of the underlying zoning district. These additional standards relate mainly to screening outside storage, shielding of on-site utilities, screening of loading and garage bays, establishing minimum setbacks from the right-of-way and creating landscaped streetyards.

### **LEGACY 2030 GROWTH CORRIDORS**

Growth corridors are recommended in *Legacy 2030* as tools for improved utilization of development sites and infrastructure along major transportation corridors. *Legacy's* growth corridor policies are particularly important when revitalizing older, automobile-oriented strip commercial sites experiencing decline. The redevelopment of these corridors should include increased residential densities where appropriate, mixed-use development, improved design and appearance, and more transportation options. *Legacy* recommendations include:

- Develop corridor master plans for improvements taking into account the unique character of each corridor. The basis for such master plans will be found in the design standards for the growth corridor identified in this plan.
- Define the boundaries of growth corridors through area plan updates.
- Identify potential locations for redevelopment along growth corridors for transit-oriented, high density, mixed-use nodes.
- Ensure compatibility between commercial and residential land uses and appropriate transitions between higher-density development and single-family residential areas.
- Provide development standards for site planning and design.
- Explore the use of zoning overlay districts to ensure good site planning principles and sensitive design, and to promote continuity in the design of corridors.

*Legacy* identifies two Growth Corridors in the planning area: NC 109 (Thomasville Road) and Kernersville Road (see **Map 5**).

### **\*HISTORIC RESOURCES**

The Southeast Suburban Planning Area is home of the Friedland Lower Tier properties. Friedland was settled by Moravians from Broad Bay, Maine. This area played a vital role in the development of Salem, as the produce and agriculture grown in this area often supplemented the needs of the larger Salem community. Historic resources in this area have been impacted by the development and growth of the surrounding urban areas (see **Map 9** on **page 47**).

Forsyth County's first comprehensive architectural survey was completed in 1980 and an update to that survey was finalized in 2009. As might be expected, during the intervening years, a number of historic resources were demolished or removed from their original sites. This was found to be the case throughout all of Forsyth County, including in the Southeast Suburban area. The updated architectural survey documents properties that are currently designated Local Historic Landmarks and those listed on the National Register of Historic Places. The survey also includes properties that

have been determined eligible for the National Register and those identified as North Carolina Study List properties. Some properties were simply identified for written and photographic documentary purposes.

Historic Resources Commission staff has reviewed the major historic resources studies/surveys to identify historic resources located within the planning area. **Appendix A (on page 50)** includes a list of recognized historic resources in the Southeast Suburban Planning Area and lists their current designations.

## **\*ECONOMIC DEVELOPMENT**

Economic development covers a wide variety of issues in the planning area including health of existing retail, commerce and industry, strategies for attracting new businesses to the community, small business development, the provision of jobs for citizens, the revitalization of older business areas and the availability of sites for new businesses.

The Development Office, a division of the City's Community and Business Development Department, monitors and promotes economic development opportunities throughout the city. Programs providing concentrated assistance to targeted areas and groups include:

- **Small Business Training Program:** The City of Winston-Salem offers a eight-week training program to provide participants with basic skills necessary to become owners/operators of small businesses. Participants learn how to write a business plan and about a wide range of issues, including legal, insurance and management/marketing. The class is free and open to local entrepreneurs, minorities, and women business owners.
- **NRSA Building Rehabilitation Program:** Provides financial assistance to commercial and industrial property owners for building rehabilitation and site improvements. The Neighborhood Revitalization Strategy Area (NRSA) covers a majority of the western portion of the plan area.
- **Small Business Loan Program:** Provides financial assistance to businesses unable to secure financing from conventional sources. The business must be located in the Winston-Salem Neighborhood Revitalization Strategy Area.
- **Housing Rehabilitation:** Provides financial and technical assistance to qualified owner occupants and investor owners to repair substandard properties.

Depending on the program selected, funds can be used for buying properties, for site or facility improvements, rehabilitation of older buildings, purchasing equipment, or starting a new business.

## **\*THE ENVIRONMENT**

A number of environmental issues are of concern in the plan area including floodplains, wetlands, topography, and Natural Heritage sites (see **Map 4 on page 24**).

### **FLOODPLAINS**

Floodplains are flood-prone lands adjacent to creeks and streams. There are requirements to manage development activities in these areas. There is more than 1,027 linear feet of floodplain in the Southeast Suburban Planning Area. Portions of Fiddlers Creek, Sawmill Branch, South Fork Muddy Creek, Kerners Mill Creek, Fisher Branch, St. Delight Branch, Dunagun Branch and Swaim Creek include identified mapped flood-prone areas.

### **WATERSHEDS**

Water-supply watersheds have specific State-mandated protection regulations. These regulations attempt to maintain or restore the natural storm water infiltration and purification process by:

- Limiting housing density by restricting the maximum number of housing units per acre.
- Limiting the built-upon area, the amount of land cover by pavement and structures.
- Maintaining natural vegetative buffers along streams.
- Requiring engineered storm water controls that trap sediments and other pollutants before reaching streams.

## **Salem Lake Watershed Regulations**

The northern portion of the planning area is in the Salem Lake Watershed (see **Map 4**, Environmental Constraints on **page 24**). Salem Lake is one of the drinking water sources for residents of the City of Winston-Salem and others served by the City-County Utilities Commission.

Because the Salem Lake Watershed is a relatively small watershed and wholly within Forsyth County, the City of Winston-Salem and Forsyth County have adopted regulations as part of the Unified Development Ordinances (UDO) that not only achieve the minimum State requirements, but in some cases exceed the minimums to provide a greater level of drinking water quality protection.

Under the UDO provisions, development in the Salem Lake watershed can be done under either the low density option or the stormwater quality option. The stormwater quality option allows higher density development with the use of engineered methods to control runoff and protect water quality. Development requirements are more stringent closer to Salem Lake in the defined Reservoir Protection Area (RPA), the area within approximately one mile of the normal pool elevation of the lake. A minimum 100-foot wide vegetated buffer area is required along all perennial streams in the watershed.

The Salem Lake regulations in the UDO allow limited areas of intense development under the Special Intense Development Allocation (SIDA) provisions. A SIDA can be granted by the Winston-Salem City Council or by the Forsyth County Commissioners to non-single-family projects that provide economic benefits or fulfill community needs on sites outside the Salem Lake Critical Area.

In addition to the development regulations included in the UDO, the Public Health Department requires new lots to be at least 40,000 square feet for septic tanks in drinking water supply watersheds, including the Salem Lake Watershed.

## **NATURAL HERITAGE INVENTORY SITES**

The State's *Natural Heritage Inventory for Forsyth County* identified the occurrence of significant plant and animal communities, geologic features, historic resources and stream corridors in Forsyth County. A portion of one Natural Heritage site, Salem Lake Natural Area, is located in the planning area.

The Salem Lake Natural Area is of regional significance and is located in the northern part of the planning area just south of Business 40/US 421, within Salem Lake Park, a City-owned park managed by the Winston-Salem Recreation and Parks Department.

## **WETLANDS**

Wetlands are defined as areas inundated or saturated, permanently or seasonally, by surface or ground water. Wetlands can be distinguished from other land forms or water bodies because of the characteristic vegetation that is adapted to its unique soil conditions. Wetlands have been identified along the same creeks where floodplains have been mapped.

## **TOPOGRAPHY**

Most of the land in the plan area consists of slopes that are developable. The majority of the land with slopes greater than 20% is located along the identified creeks and their tributaries.

## **CONTAMINATED SITES**

Some sites in the planning area may have environmental contamination due to the presence of a hazardous substance, pollutant, or other contaminant. Contamination is often found on or near sites that were previously used for industrial, dry cleaning, fuel sales, or other commercial uses. Often, contamination issues only surface as properties are more closely examined as they are being developed or redeveloped. For more specific and up-to-date information on contaminated sites, contact the North Carolina Department of Environment and Natural Resources (NCDENR).

## **\*ANNEXATION AGREEMENTS**

An annexation agreement is a legal agreement which defines land that each participating municipality may not annex within a specific timeframe. The agreement sets limits on each municipality's future annexation into an area, thus

establishing its potential future jurisdiction. The agreement, however, does not obligate a municipality to undertake annexations. Two major benefits from this type of agreements are that:

- It promotes the orderly and logical extension of municipal services because communities are not competing to annex an individual development; and
- It reduces uncertainty among property owners and public or private development interests.

North Carolina General Statutes authorize municipalities to enter into agreement for up to 20 years. Once adopted, participating municipalities must both agree to change or terminate the agreement before it expires. A municipality may unilaterally terminate an agreement after a five-year notification period. Each participating municipality must also notify the other(s) of all subsequent annexation proposals within the affected area.

The City of Winston-Salem has had annexation agreements in place with several of its surrounding communities for years. These agreements have fostered positive relationships among our local governments as well as provided enhanced predictability and stability for development within the county. In 1992, the City of Winston-Salem and the Town of Kernersville entered into an annexation agreement. The agreement essentially outlined the annexation limits of each respective municipality along Union Cross Road, US Highway 311, between Hastings Hill and Sedge Garden Roads and NC Highway 66. Several amendments were made to this agreement prior to its expiration in 2013.

## **\*EXISTING PLANS/ STUDIES IN PLAN AREA**

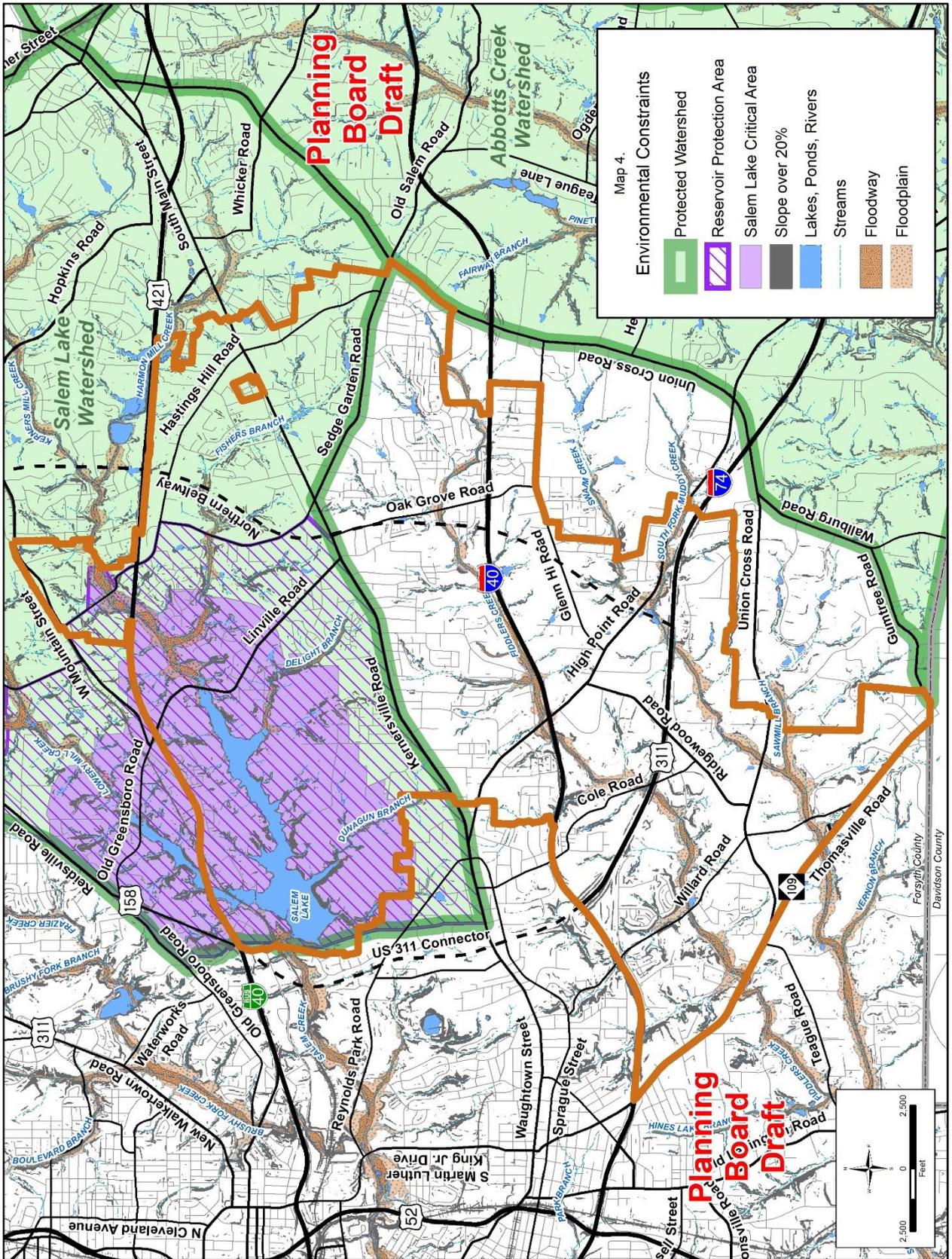
The following studies have been completed for the plan area:

### **SOUTHEAST SUBURBAN AREA PLAN (2009)**

The *Southeast Suburban Area Plan*, which this document updates, made land use and public investment recommendations within generally same geographic boundaries as this plan. Major recommendations included continued development of commercial areas around the proposed Interstate 74/Kernersville Road interchange; continued preservation of existing historic resources; exploration of adding a community park; and designation of higher density mixed use areas within activity centers.

### **FUTURE INTERSTATE 74/KERNERSVILLE ROAD INTERCHANGE STUDY (2008)**

The Future Interstate 74/Kernersville Road Interchange Study, completed in 2008, encompassed 170 acres along Kernersville Road. The study examined land use and transportation issues around the proposed Kernersville Road Interchange with the Northern Beltway to determine impacts of different land use scenarios on the transportation system.



# Southeast Suburban Area Plan Update

## Recommendations

General policies from *Legacy 2030* provide the framework for recommendations in all area plans. Specific recommendations for the *Southeast Suburban Area Plan Update* were developed through comments heard from citizens at public meetings in conjunction with the work of the City-County Planning Staff.

### **\*LAND USE RECOMMENDATIONS**

Land use recommendations serve as a guide for future development and zoning decisions in the planning area. As directed by *Legacy 2030*, land use recommendations designate the locations and formulate policies for compatible residential development, commercial and office uses, industrial uses and activity centers. All future recommendations are shown on the Proposed Land Use Map (**Map 5 on page 30**). Additionally, the Proposed Land Use Changes Map (**Map 6 on page 32**) identifies properties where the Proposed Land use indicated on **Map 6** is different than the existing land use shown on the Existing Land Use Map (**Map 3 on page 12**). Proposed land use changes may or may not require a change in zoning. Determinations of the need for rezoning would be evaluated when site-specific development proposals are submitted for review.

### **GENERAL RECOMMENDATIONS**

Planning policies used to develop land use recommendations for the Southeast Suburban Planning Area are:

- The highest intensity, mixed use development should be located in proposed activity centers.
- Commercial development should be concentrated in designated areas and not allowed to take the form of strip development along the major roads in the planning area.
- Goods and services should be available near where people live and work.
- The mix, type, and design of development should facilitate walking and bicycling where feasible.
- Industrial development should be concentrated in designated industrial areas.
- The revitalization of older/underutilized commercial and industrial sites and buildings is to be encouraged.
- Neighborhoods should be protected from inappropriate residential, commercial, industrial, and institutional encroachment.
- Site design should incorporate pedestrian-oriented design elements such as street trees, buildings located close to the street, building façade articulation and variety, and transparent windows and doors.
- Consideration should be given to protecting significant natural features, natural vegetation, historic resources and open space by clustering development on site.

### **\*RESIDENTIAL**

*Legacy 2030* recommends a variety of housing types throughout the county. Residential recommendations are made for housing densities, and in some cases, types of housing. Factors such as amount of land available, surrounding land uses, proximity to major roads and services and access to utilities are all considered in determining recommendations for residential uses and densities.

The following are general descriptions for categories of residential land uses and specific recommendations for locations within the planning area suitable for these categories of use. The sites shown on the Proposed Land Use Changes Map and the overall Proposed Land Use Map (see **Maps 5 and 6 on pages 30 and 32**, respectively).

#### **Single-Family Residential**

Single-family residential development consists mostly of single-family, detached units; however, scattered throughout neighborhoods are duplex, triplex, quadraplex, and a few multifamily developments built before zoning was established for the City and County. This plan makes no assumption on the legality of these uses. If uses are legally non-conforming,

they should be allowed to remain. If they are illegal uses, this plan does not recommend rezoning these properties to legalize their nonconforming status. Single-family residential development is recommended for:

- Existing individual lots and small tracts of land in existing single-family neighborhoods.
- Larger parcels of undeveloped residential land in many parts of the planning area, excluding uses within proposed activity centers and other designated sites. This land is generally located north of US Highway 311 in the planning area and along Thomasville Road in the southern portion of the planning area.

### **Low-Density Attached Residential**

Low-density attached residential development has a density of zero to eight dwelling units per acre. Generally, low-density attached residential land use is recommended for sites greater than two acres that are most appropriately developed with duplex, triplex, quadraplex, multifamily, and townhouse uses. Design Guidelines for Multifamily Developments can be found in **Appendix B** on **page 51**. Low-density residential attached residential uses is recommended for:

- Sedge Garden Road within the Union Cross/Sedge Garden Activity Center.
- Linville Road, Sedge Garden Road and Old Winston Road within the Kernersville Road/I-74 Beltway Activity Center.

### **Intermediate Density Residential**

Intermediate-density residential development has a density of eight to eighteen dwelling units per acre. Generally intermediate-density residential land use is recommended for sites greater than two acres that are most appropriately developed with multifamily or townhouse structures. Design Guidelines for Multifamily Development can be found in **Appendix B** on **page 51**. Intermediate-density residential is recommended for:

- Parcels previously approved for intermediate-density residential in the Vernon Farms subdivision.
- Parcels on the west side of Plaza Ridge Circle, adjacent to the Plaza South Apartment complex. These parcels were originally part of the Plaza South Apartments development plan and are already zoned for multifamily, except the parcel on the southwest corner at the intersection of Plaza Ridge Circle and Ridgewood Place Drive which is currently zoned for single-family residential.
- White Meadow Lane.
- A single parcel between the Cole Village Apartments and I-40.
- Green Oaks Court.
- Green Oaks Drive.
- Oak Grove Church Road within the Kernersville Road/I-74 Beltway Activity Center.

## **\*OFFICE AND COMMERCIAL**

This plan recommends the consolidation of office and commercial uses at existing commercial/office locations, in designated activity centers, and in Special Land Use Condition Areas. All new and redeveloped commercial and office uses should be designed and developed to be compatible with nearby residential uses.

### **Office**

Office uses typically have few negative impacts on adjacent land uses and can provide services to area residents, making them an appropriate transitional use between residential uses and more intense uses. Small-scale office development is recommended for:

- Parcels on the east side of Union Cross Road between Shepard Grove Road and Solomon Drive. This area is currently zoned for single family residential development, but with the changing conditions and improvements along Union Cross Road, this area would be viable for office development. (See \*c in Special Land Use Conditions on **page 36**).

### **Office/Low-Intensity Commercial**

This land use category includes all office uses as well as commercial uses listed in **Table 10**. This plan recommends three areas for new office/low intensity commercial and the conversion of some existing residential structures into office/low intensity commercial land use. Preserving the existing character of the older historic neighborhoods in the planning area is

a priority of the plan; however, at certain locations it may be difficult to retain the existing single-family use on a specific property. The establishment of a transition between residential uses and commercial uses is recommended at the following locations:

- Along Thomasville Road, east of Devoe Road.
- Parcels between Beesons Field Drive and Hastings Hill Road within the Union Cross Road/Sedge Garden Road Activity Center.
- Along Sedge Garden Road and Kernersville Road within the Kernersville Road/I-74 Beltway Activity Center.

Guidelines for Conversion of Existing Homes to Office or Commercial Uses can be found in **Appendix C** on **page 52**.

**Table 10. Defined Low-Intensity Commercial Uses**

<b>Uses* Include:</b>		
Adult Day Care	Food/Drug store without Drive-through	Residential Building, Townhouse
Arts/Crafts Studio	Funeral Home	Restaurant without Drive-through
Bed and Breakfast	Furniture/Home Furnishings	Services A
Child Care Drop-in	Museum, Art Gallery	Veterinary Services
Child Day Care Center	Post Office	Retail Store
Combined Use	Residential Building, Multifamily	
<b>Uses* Do Not Include:</b>		
Auto-related Uses	Convenience Stores	Clubs/bars

*\*Uses defined in the Unified Development Ordinances.*

## COMMERCIAL

This plan calls for the creation of new commercial opportunities and the improvement of existing commercial areas that blend with existing development and do not negatively impact nearby neighborhoods. Commercial areas should be compact with limited access to major thoroughfares and should not promote strip development. The reuse of vacant buildings and the redevelopment of existing undeveloped and underutilized sites is recommended, where possible. New commercial development and improvements of existing commercial areas are recommended for the following areas:

- Undeveloped parcel on the northeast corner of Kernersville Road and Vernon Farms Boulevard, previously approved as part of the Vernon Farms subdivision.
- Commercially zoned parcel on the northwest corner of Hastings Hill Road and Sedge Garden Road.
- Parcels located at the southwest corner of Union Cross Road and Sedge Garden Road in the Union Cross Road/Sedge Garden Road Activity Center.

## \*INSTITUTIONAL

Institutional uses in the planning area are an important aspect of its character, vitality and future. Institutional uses include schools, churches, government offices and services, community organizations and nonprofit agencies. Existing institutions should be permitted to grow and expand in a manner that is compatible with surrounding neighborhoods. Because of the unique nature of institutions (many of which are allowed by right in residential zoning), it is not possible to indicate on the Proposed Land Use Map all properties for which institutional use would be appropriate.

Many institutional uses found in the planning area are surrounded by single-family residential uses. As these facilities grow, the potential to tear down single-family structures can be detrimental to the urban fabric of the neighborhood, particularly in older historic areas. New construction or additions to institutional uses can have a negative effect on adjacent single-family homes because institutional uses typically have a larger building footprint and massing. This plan recommends the following:

- Retain older single-family structures adjacent to institutional uses.
- When converting parcels to parking lots for institutional uses in residential districts, maintain neighborhood character by buffering lots with street yards.
- Encourage institutions owning single-family homes adjacent to their properties to maintain these structures in good condition.

## **\*PARKS/OPEN SPACE**

The Proposed Land Use Changes Map (**Map 6** on **page 32**) shows proposed parks and open space areas. Open space may consist of land protected by conservation easements or City-, State- or railroad-owned land (see Community Facilities Recommendations on **page 38**, for detailed park recommendations).

## **\*INDUSTRIAL**

With access to both I-40 and I-74 (US 311), there are several areas suitable for industrial land use in the planning area. The plan recommends the following:

- New and redeveloped industrial uses should be designed in a manner that makes them compatible with nearby residential uses.
- Continue revitalization of vacant or underutilized industrial sites in the planning area. Existing industrial sites could be converted to other uses compatible with surrounding residential areas.

Specific areas recommended for industrial development include:

- Undeveloped parcels along Centre Park Boulevard.
- Several large undeveloped parcels along Cole Road between I-40 and US 311.
- Several parcels along Ridgewood Road, north of US 311.
- Parcel located on the southwest corner of Ridgewood Road and Cole Road.

## **\*MIXED-USE LAND USE CATEGORIES**

### **MIXED-USE DEVELOPMENT**

Mixed-use development typically includes a mixture of compatible commercial, office, varied residential types and densities, institutional, and recreational uses. This plan recommends four areas for mixed-use, all within the Kernersville Road/I-74 Beltway Activity Center and shown on the Proposed Land Use Changes Map (see **Map 6** on **page 32**). However, the concept of mixing uses is not limited to these areas only. Other locations may be appropriate and will need to be evaluated individually based on how they are integrated with and compliment the surrounding neighborhoods.

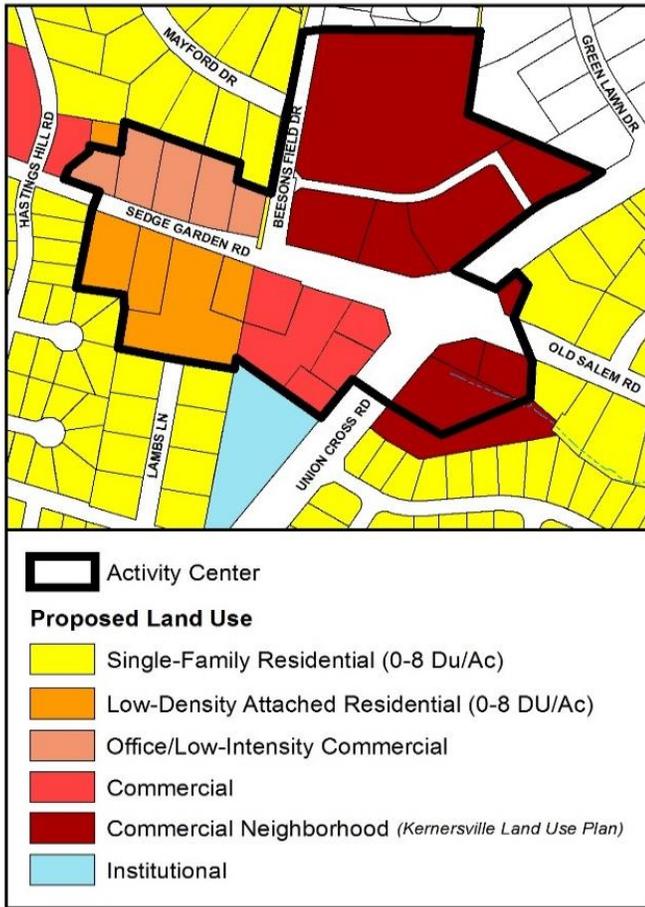
### **ACTIVITY CENTERS**

Activity centers are compact, pedestrian-oriented, neighborhood business areas that provide needed services within walking distance of residential areas. Activity centers may serve as neighborhood gathering places. Larger activity centers are envisioned to provide shopping and services meeting the day-to-day needs of nearby residences, and ideally contain a grocery store and a pharmacy. Activity centers may also include a housing component, especially in suburban or future growth areas where new activity centers are being proposed. Certain very large activity centers can serve as compact mixed-use regional centers for retail, office, civic and residential activity. It is important to install sidewalk connections throughout activity centers to encourage pedestrian connections between uses. The *Southeast Suburban Area Plan Update* identifies two activity centers: the Union Cross Road/Sedge Garden Road Activity Center and the Kernersville Road/I-74 Beltway Activity Center.

### **Union Cross Road/Sedge Garden Road Activity Center**

The Union Cross Road/Sedge Garden Road Activity Center contains approximately 32 acres and is located at the intersection of Sedge Garden Road and Union Cross Road, extending to the west almost to Hastings Hill Road. This activity center currently contains a mixture of older and new commercial establishments (including a Neighborhood Wal-Mart and CVS), vacant commercially zoned land and low-density single-family residential development. This area provides limited commercial services to the northeastern portion of the planning area.

Most of the existing commercially zoned property in this activity center is within the Town of Kernersville's zoning jurisdiction.



**Figure 2. Union Cross Road/Sedge Garden Activity Center**

The southern portion of this activity center is in Winston-Salem and the sections between Bessons Field Drive and Hastings Hill Road are in Forsyth County’s zoning jurisdiction. This plan recommends:

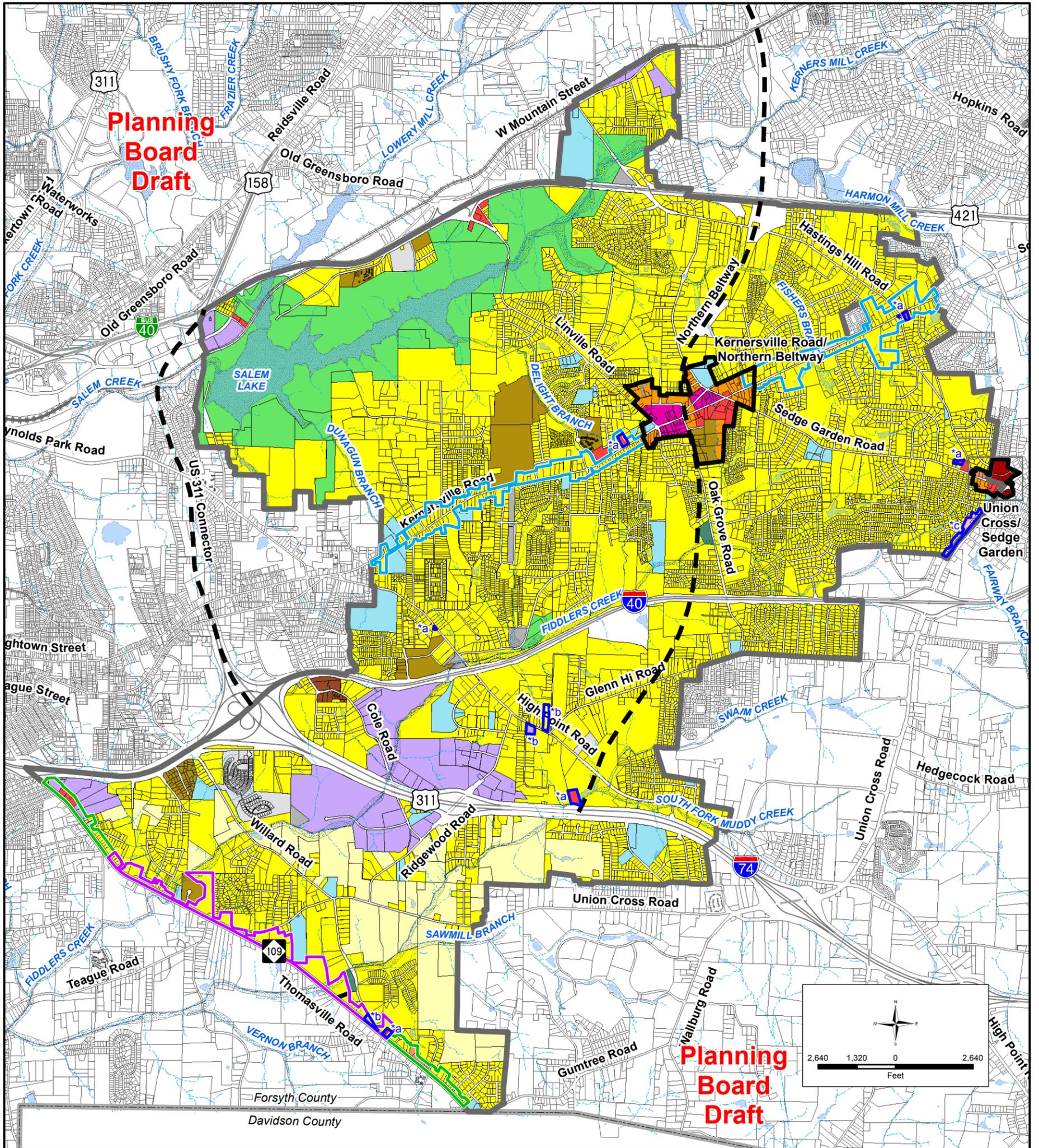
- Comprehensive redevelopment with a mixture of neighborhood-scaled commercial and office uses that complement the surrounding residential area. Buildings placed close to the intersection of Sedge Garden and Union Cross Roads with parking located to the rear of the buildings.
- Sidewalks should connect this site with other sites in the activity center.
- Low-density attached residential is proposed for a portion of this activity center to provide a transition from the commercial area to the more traditional residential areas along Sedge Garden Road.
- A fifty-foot buffer should be established along the northern boundaries of the activity center to provide substantial buffering to the stable residential neighborhoods adjacent to the activity center.

### Kernersville Road/I-74 Beltway Activity Center

The Kernersville Road/I-74 Beltway Activity Center contains approximately 170 acres and is located at the intersection of Kernersville Road and the proposed Northern Beltway/Future Interstate 74. The proposed activity center is focused around an existing commercial development that serves the existing residential area, but is in need of redevelopment.



**Figure 3. Illustrative Kernersville Road Development Rendering**



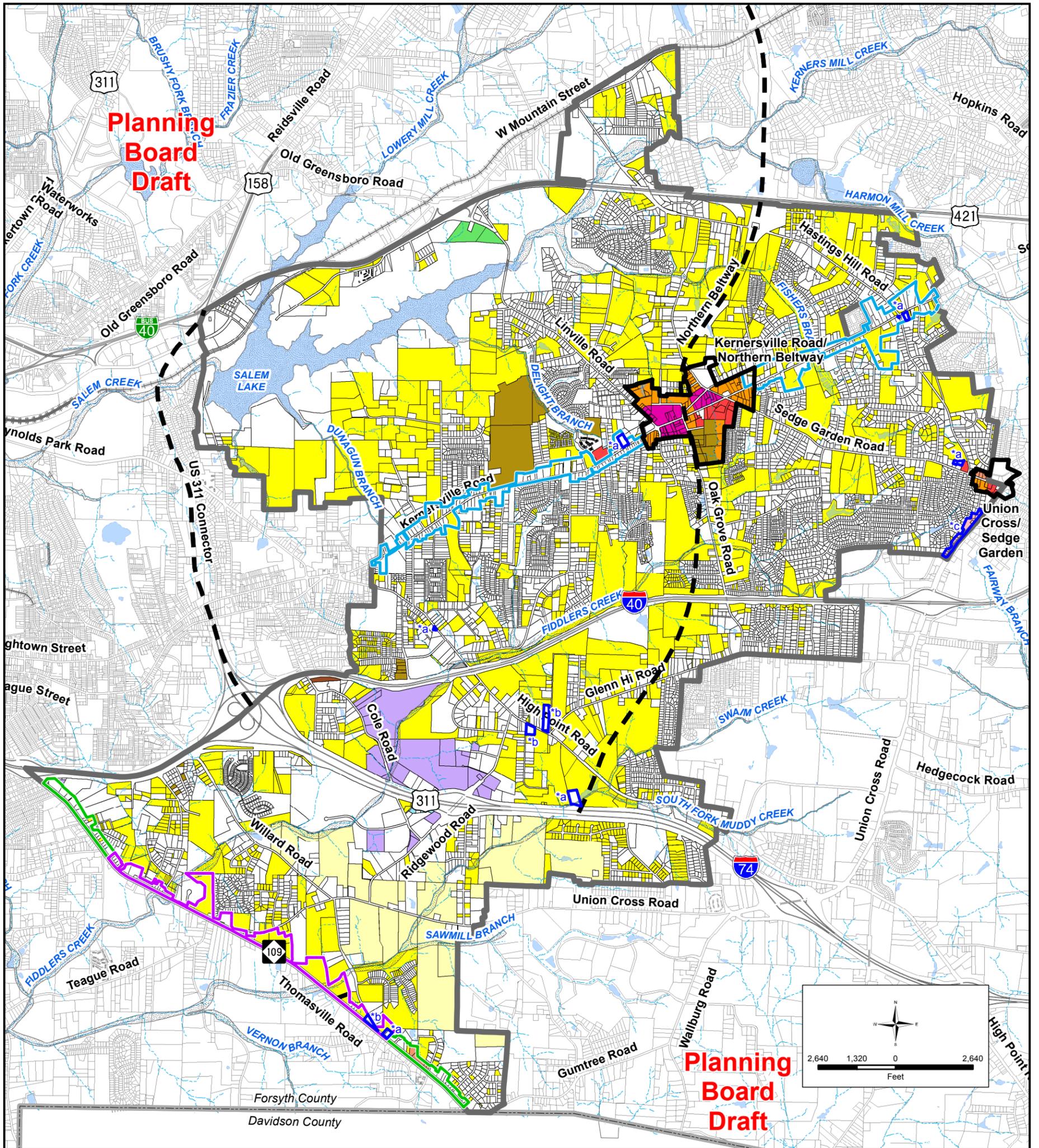
Map 5.

Proposed Land Use

(See Area Plan for specific recommendations starting page xx.)

- |  |                       |   |
|--|-----------------------|---|
| Large-Lot Residential (over 5 Ac)                    | Mixed-Use Development | Special Land Use Condition Area               |
| Single-Family Residential (0-8 Du/Ac)                | Industrial            | Activity Center                               |
| Low-Density Attached Residential (0-8 DU/Ac)         | Institutional         |   |
| Intermediate-Density Residential (8.1-18 DU/Ac)      | Park                  | <b>Growth Corridors</b>                       |
| High-Density Residential (over 18 DU/Ac)             | Commercial Recreation | Rural Form - Large-Lot Residential            |
| Manufactured Housing Park                            | Utilities             | Urban/Suburban Form - Residential             |
| Office   | Streams               | Suburban Form - Commercial/Office/Multifamily |
| Office/Low-Intensity Commercial                      | Ponds, Lakes, Rivers  |   |
| Commercial   | Floodway              |   |
| Commercial Neighborhood (Kernersville Land Use Plan) | Floodplain            |   |





Map 6.  
Proposed Land Use Changes

(See Area Plan for specific recommendations starting page xx.)

- |   |  |   |
|---|--|---|
|  Large-Lot Residential (over 5 Ac)               |  Industrial           |  Special Land Use Condition Area               |
|  Single-Family Residential (0-8 DU/Ac)           |  Institutional        |  Activity Center                               |
|  Low-Density Attached Residential (0-8 DU/Ac)    |  Park                 |   |
|  Intermediate-Density Residential (8.1-18 DU/Ac) |  Utilities            | <b>Growth Corridors</b>   |
|  High-Density Residential (over 18 DU/Ac)        |  Streams              |  Rural Form - Large-Lot Residential            |
|  Manufactured Housing Park                       |  Ponds, Lakes, Rivers |  Urban/Suburban Form - Residential             |
|  Office  |  Floodway             |  Suburban Form - Commercial/Office/Multifamily |
|  Office/Low-Intensity Commercial                 |  Floodplain           |   |
|  Commercial                                      |  |   |
|  Mixed-Use Development                           |  |   |



The area currently contains low-density residential development, underutilized commercially-zoned land and institutional uses including Sedge Garden Elementary and several churches. The preliminary design of the interchange at Kernersville Road and the Beltway/Future Interstate 74 indicates that the road network in the area will be impacted and some of the existing commercially zoned land will be lost.

In 2008, in anticipation of the construction of the Northern Beltway and the impact it would have on development pressure in the area, City-County Planning staff worked with private consultants to conduct a study of the Kernersville Road/I-74 interchange area. After months of discussion with local residents and gathering information, they completed a proposal with two different development models for the area. One version recommended a limited built out proposal while the other represented a full build out of the area. Each version included a mixture of higher density housing, commercial and mixed-use opportunities. Recommendations for this plan are based on the study's fully built out version with the addition of two mixed-use areas and a transitional low-density attached residential area west of Motsinger Drive.



**Figure 4. Kernersville Road/I-74 Rendering**

This plan recommends the following for this activity center:

- A mix of retail, office and residential land uses at the scale typical of a small shopping center. Examples of local mixed-use developments such as Harper Hill Commons and Hillcrest were preferred over big-box retail.
- Locate direct entrances next to the street along sidewalks with parking to the rear or internally.
- Allow building heights to be highest along the beltway before transitioning to typical lower building heights along the periphery.
- Design activity center to be pedestrian friendly with sidewalks connecting residential and nonresidential uses.
- Implement recommendations for road improvements to Kernersville Road and Sedge Garden Road within and in the vicinity of this activity center (see Transportation Recommendations, starting on **page 36**).

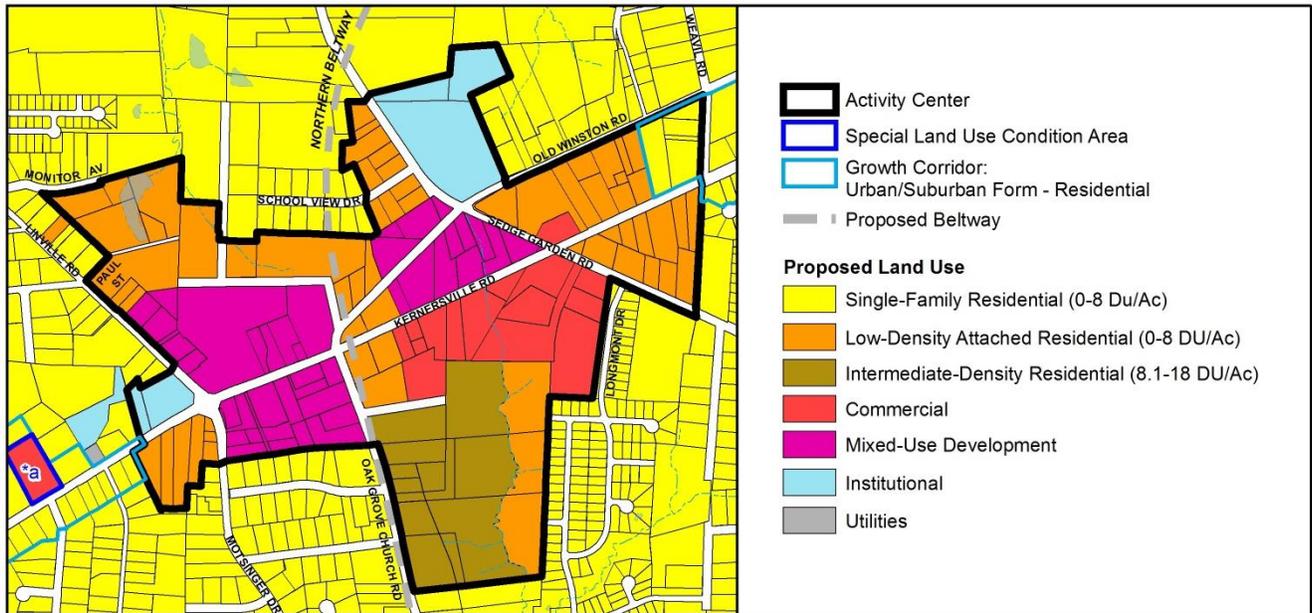


Figure 5. Kernersville Road/I-74 Mixed Activity Center

### \*Special Land Use Conditions

The Proposed Land Use Map (Map 5 on page 30) shows recommended land uses for all undeveloped property in the planning area and changes in land use for some developed sites. In some circumstances, there are special conditions or prohibitions of certain uses. These situations are referenced on the map with a blue ★ (star) and a lower case letter as follows:

#### \*a. Nonconforming Uses

A number of properties with similar characteristics are grouped under this Special Land Use Condition. These properties are currently zoned Agriculture (AG) or Residential Single-Family (RS9 or RS20) and have an existing nonconforming commercial use. These properties are listed as follows:

- A commercial building located at the intersection of Willard Road and Thomasville Road zoned AG.
- A commercial building located on the north side of High Point Road, between Magnolia Place Lane and Glenn Hi Road zoned RS9.
- A commercial building located on the west side High Point Road, between Plaza Hollow Road and Wayside Drive zoned RS9.
- A commercial building located on the north side of Kernersville Road between Maynard Drive and Linville Road at the entrance of Corbin Street zoned RS9.
- Two commercial buildings located at the intersection of Hastings Hill Road and Kernersville Road zoned RS9.
- Commercial operation on the south side of High Point Road between Durant Drive and Swaim Road on a residential lot zoned RS20.
- Commercial operations on north side of Sedge Garden Road, just west of Hastings Hill Road on two residential lots zoned RS9.

The plan recommends the following for all the sites listed above:

- Do not rezone any of these properties to a nonresidential district. Lot sizes make it difficult to appropriately protect adjacent single-family homes and to provide adequate parking on site.
- The existing commercial uses can continue to operate under their existing nonconforming status.
- If the nonconforming status is lost because the nonconforming use ceases to operate for a period of time, a determination to leave the property zoned for single-family residential or to rezone to a nonresidential zoning district should be made on a case-by-case basis.

**\*b. Scattered Small-Scale Commercial Sites**

A number of properties with similar characteristics are grouped under this Special Land use Condition. These isolated small businesses are currently zoned for business (HB, HB-S and LB-S) and are generally surrounded by single-family residential. These properties are listed as follows:

- A commercial building located on the southeast corner of the intersection of High Point Road and Durant Drive, currently zoned HB.
- A church and commercial building located at the intersection of Willard Road and Thomasville Road, currently zoned HB-S and LB-S.

The plan recommends the following for all the sites listed above:

- Do not expand current nonresidential zoning to adjoining properties.
- Redevelop the existing sites under current zoning or a less intensive zoning classification.

**\*c. West side of Union Cross Road between Shepard Grove Road and Solomon Drive**

The area between Shepherd Grove Road and Solomon Drive along the west side of Union Cross Road is proposed for new residentially-scaled office or home office conversion. Existing homes in this area are suitable for conversion to office uses. Alternatively, new residentially-scaled office development is also appropriate in this area. New office development or home office conversions in this area should follow the development standards in Appendix C: Guidelines for Conversion of Existing Homes to Office or Commercial Uses on **page 52**.

**\*TRANSPORTATION RECOMMENDATIONS**

*Legacy 2030* calls for a balanced, sustainable network of all transportation modes that provide choices for travel needs. Street networks should develop in a manner that is consistent with the land use plan and promotes connectivity in communities. A more compact pattern of growth as outlined in the land use recommendations supports public transportation as a practical alternative to the automobile. Developing walkable neighborhoods and creating a network of bikeways, sidewalks, and greenways will provide for needed transportation choices for all segments of the population.

**CURRENT PROPOSED STREET AND HIGHWAY IMPROVEMENTS**

Forsyth County has several long-range transportation plans/processes: the *Metropolitan Transportation Plan* (MTP), formerly called the *Long Range Transportation Plan* (LRTP); the *Comprehensive Transportation Plan* (CTP); and the *Metropolitan Transportation Improvement Program* (MTIP). Details of these plans are available online. **Table 5** and **Map 7** (on **page 42**) show future street and highway projects in the MTIP and the CTP for the North Central Plan Area.

**Table 5. Transportation Improvement Projects**

Location	Description	Current Status	Completion
<b>Road Widening and Improvements</b>			
Union Cross Road	Widen Road to 4-6 lanes median divided boulevard	Under construction	2015
Gumtree Road	Safety improvements at Reid Road intersection	Under construction	2015
<b>New Roads</b>			
Northern Beltway (Eastern Section) (U-2579AA and AB)	6 lane freeway on new location	Under design; right-of-way in 2020, construction in 2022.	2025
Thomasville Road (NC 109) (U-2568C)	4 lane median divided boulevard	Planning	After 2025

*Sources: 2040 Metropolitan Transportation Plan (MTP), the Comprehensive Transportation Plan (CTP), and the 2016-2025 Metropolitan Transportation Improvement Program (MTIP).*

## **Comprehensive Transportation Plan Projects**

### **Winston-Salem Northern Beltway, Eastern Section (U-2579AA and AB)**

Existing US 52 and Business 40 in Winston-Salem are currently over capacity. The 2012-2018 TIP includes project U-2579 that is intended to address this problem. The project consists of constructing a four-to-six lane freeway from US 52 north of Winston-Salem to US 311 southeast of Winston-Salem. This project will improve north-south connectivity in eastern Forsyth County, provide direct connections to US 421, I-40, and Kernersville Road, and provide congestion relief on local roadways. This project is currently in the project development phase.

### **Thomasville Rd/NC 109 Improvement Project**

NCDOT plans to improve NC 109 between Old Greensboro Rd in Davidson County and I-40/US 311 in Forsyth County. Those plans include widening the existing highway and adding new roadway. Currently this section of 109 carries as many as 19,000 vehicles per day. In 2035, that figure is estimated to increase to 30,000 vehicles per day. By improving the highway, NCDOT will help reduce accidents and congestion. NCDOT, along with federal, state and local officials, selected Corridor Alternative 6 as the preferred route for the NC 109 Improvement Project in Davidson and Forsyth counties. Corridor Alternative 6 will involve widening parts of existing road and building sections of new roadway to create a 10-mile, four lane highway with a median. The project is in development, the let date is FY 2021 and the completion date is currently undetermined.

### **Union Cross Road Widening Project**

The project will widen 4.2 miles of Union Cross Road in Winston-Salem and Kernersville from Sedge Garden Road north of I-40 to just south of U.S. 311. It also includes constructing the area's first diverging diamond interchange at I-40. This project is scheduled to complete in late January 2016.

### **Road Realignment at Gumtree and Sawmill Intersection**

This project lowers the elevation of Gumtree Road and realigns Sawmill Road to improve sight distance and safety at the intersection. It was let in September 2014 and completed in August 2015, and is awaiting permanent vegetation.

## **PEDESTRIAN**

Construction of sidewalks in the planning area is likely to be achieved through public funding and through private developments designed to meet street design standards. Sidewalks are recommended in the *Sidewalk and Pedestrian Facilities Plan* for all thoroughfares and collector streets except for freeways and expressways. All proposed sidewalks in the *Sidewalk and Pedestrian Facilities Plan* are evaluated on an annual basis and ranked for future construction. Topography and the presence of curb and gutter along streets are considered when evaluating projects. The City of Winston-Salem and Forsyth County have adopted street design standards for new developments that include requirements for sidewalks. The *Sidewalk and Pedestrian Facilities Plan* does not make any recommendations for sidewalks in the planning area. General sidewalk recommendations for the planning area include:

- Identify and recommend locations for pedestrian crossing signals at key intersections
- Assure that pedestrian are accommodated in all road and bridge construction and modification projects.
- Provide sidewalks on at least one side of all new roads and on both sides of roads that provide access to institutions and public facilities.

## **GREENWAYS**

Greenways serve a dual purpose within a community. Beyond being a residential amenity, greenways play an integral role in establishing an active transportation network along with sidewalks and bikeways. Two greenways currently exists in the planning area and four additional greenways have been proposed here. Information and recommendations pertaining to greenway projects can be found in the Community Facilities section.

## **BICYCLE**

### **Bicycle Lanes and Shared Lane Markings**

The City of Winston-Salem has begun installing bicycle lanes and shared lane markings on city streets to provide a network of bicycle facilities that connect residential areas with key destinations, such as schools, parks, libraries, and commercial areas. Bicycle lanes provide a separate lane (typically five or six feet wide) on the road for cyclists, while shared lane markings are placed in the travel lane and indicate to drivers that they should expect to share the lane with

cyclists. The City of Winston-Salem Department of Transportation has no proposed bicycle lane projects within the planning area.

## **GROWTH CORRIDORS**

Growth corridors are identified in *Legacy 2030* as major roadways that connect activity centers to each other and Downtown Winston-Salem. They are often characterized by older automobile-oriented strip commercial areas experiencing decline. To help improve the function, safety, and appearance of growth corridors, redevelopment should include mixed-use development, increased residential densities where appropriate, attention to design and appearance, and multiple transportation options. The Southeast Suburban Planning Area includes the Kernersville Road and Thomasville Road Growth Corridors. These corridors are proposed to generally include the first tier properties on both sides of these roads. Design recommendations for growth corridors are outlined on page 43. Transportation recommendations include:

- Improve all identified growth corridors by adding pedestrian and bicycle facilities, making landscape improvements, and reducing lanes where feasible.
- Develop minimal and simple standards to preserve design flexibility and creativity in making an urban, pedestrian-oriented corridor.

## **\*COMMUNITY FACILITIES RECOMMENDATIONS**

Both public and private community facilities such as schools, parks, medical offices and day care providers should be easily accessible to all segments of the population. *Legacy 2030* promotes the sharing of institutional facilities as a way to meet the various needs of the community. An important recommendation from *Legacy 2030* is the creation of a central public space in all communities to serve as an urban reference point and the focus of civic and community life. The Community Facilities Recommendations Map (see **Map 8** on **page 44**) shows existing and proposed community facilities.

## **GENERAL RECOMMENDATIONS**

- Encourage schools, churches and recreational facilities to share facilities and work cooperatively to provide services and host community events.
- Provide a high level of maintenance at schools, parks and other facilities on an ongoing basis.
- Consider safety and environmental sensitivity when designing community facilities.
- Assess the need for additional police and fire services in the planning area based on future growth and development.
- Acquire land or obtain easements for parks, recreation facilities, open space and other community facilities.
- Actively pursue local, state, federal and private funding for land acquisition and development of these facilities.
- Seek cooperation with the school board, non-profit and private organizations, where appropriate, to implement park and recreation proposals.
- Involve residents in master planning for parks, greenways and other community facilities.

## **SCHOOLS**

*Legacy 2030* calls for quality schools that are assets to the neighborhoods in which they are located. School planning should be coordinated with parks and other public facilities. Recommendations for schools in the planning area are:

- Replace, upgrade or expand existing schools to meet the needs of the planning area as its population grows.
- Promote alternative uses for school property that is no longer needed for school facilities.
- Consider improved arrangements for using school property and facilities for community events and recreational activities.
- Provide a high level of maintenance at schools on an ongoing basis.
- Build new schools that are integrated with surrounding neighborhoods through pedestrian and bicycle connections.

## **RECREATION FACILITIES**

Recommendations for proposed parks, recreation facilities, greenways and open space take into consideration the number, size and location of existing facilities; the need for updating existing recreational facilities; the anticipated location of future growth; and the expectations of the community as identified during this planning process. The following are recommendations for various categories of recreation and open space:

- Assess usage of the area’s existing parks, recreation facilities and the community’s preferences for facilities and programs. Modify facilities and programs as needed.
- Integrate recreation facilities/open space into design of large-scale residential developments to provide neighborhood parks, activity areas, focal points, and green spaces.
- Consider multi-purpose courts and fields to meet existing and future needs.
- Consider the establishment of a new community park to provide for future recreation needs. Consider potential sites near the Kernersville Road/I-74 Beltway Activity Center where there are no existing parks. The site should be easily accessible from a main road, designed to serve also as a neighborhood park and connected to a proposed greenway trail, where possible.
- Consider the expansion of Salem Lake Park by the addition of suitable land as it becomes available off New Greensboro Road and Linville Road.
- Complete projects for recreation facilities improvements listed in the 2014 bond package:
  - Sedge Garden Recreation Center – Water spray ground, restrooms, and gymnasium addition to existing structure.
- Complete proposed improvements to Salem Lake Park as proposed in the 2012-2013 Salem Lake Master Plan:
  - Phase I of the project would consist of an updated and new playground, renovating and expanding lakefront activities (fishing, walking trails, and picnic shelter), a new multifunctional marina center, new restroom facilities, water spray ground and parking.

## **TREES AND OPEN SPACE**

The planning area not only contains older neighborhoods and commercial areas, but also has some large acreage tracts either undeveloped or used for agriculture purposes. Many trees are found in these open areas and throughout the whole of the Southeast Suburban Planning Area. These trees add aesthetic and financial value and have a positive environmental impact. Permanent open space is proposed for sites that have significant environmental constraints, streams, floodplains, and/or steep slopes, making them unsuitable for development. These sites are owned by the City, County, and the State of North Carolina. Recommendations in the planning area include:

- Protect the planning area’s tree canopy as much as possible.
- Retain existing large trees on private property whenever possible.
- Identify additional areas for planting street trees on public right-of-way.
- Explore opportunities to plant street trees in the area on an upcoming Community Roots Day.

## **GREENWAYS**

The *Greenway Plan Update* shows four future greenways within the plan boundaries. Fiddlers Creek, Salem Lake Trail North, and South Muddy Fork Creek are proposed greenways, designated as Tier 4 or long range priority projects with construction not likely to begin for at least fifteen years or more. The Piedmont Regional Greenway Trail is currently in the preliminary design stage and construction will begin in late 2017 to early 2018. The trail will connect the Salem Lake Trail to Hastings Hill Road. The greenway recommendations for the planning area are:

- Work with area residents and the development community to obtain necessary easements for the construction of the Fiddlers Creek Greenway and the South Fork Muddy Creek Greenway. Easements should be a minimum of 40 feet in width.
- Construct the Piedmont Regional Trail.
- Complete a feasibility study of the Fiddlers Creek Greenway to determine potential construction limitations, a proposed route, and possible neighborhood connections.
- Work with the surrounding neighborhood on potential connectors to the Salem Lake and Piedmont Regional Trails. Connectors can be in the form of either greenway or sidewalk.
- Complete improvements to Salem Lake Greenway.

## **\*HOUSING AND COMMUNITY DEVELOPMENT RECOMMENDATIONS**

*Legacy 2030* recommends that neighborhoods offer a variety of quality housing types for different income levels, family sizes and types that reduce the segregation of neighborhoods by race, age, and income. Affordable housing should be promoted throughout Forsyth County by providing incentives, using cost-effective site design, and permitting accessory dwellings and congregate-care facilities.

### **GENERAL RECOMMENDATIONS**

- Maintain and improve the quality of housing stock in the area by promoting home ownership, supporting rehabilitation of existing homes, and through code enforcement.
- Develop a variety of housing types for different income levels, family sizes, and personal preferences.
- Promote the Neighborhood Improvement Plan to educate residents and newcomers about the City's regulations related to zoning, sanitation ordinances, and minimum housing code, and encourage neighborhood associations to participate.
- Incorporate traditional neighborhood design principles in proposed new neighborhood developments, where feasible. This could include a mixture of housing types, well-designed neighborhood-serving commercial areas, and incorporating walkability and connectivity in neighborhoods.
- Encourage the design of neighborhoods to allow residents to age in place.
- Integrate new developments with existing neighborhoods through careful planning, site design and compatible architecture.
- Install sidewalks and/or traffic calming measures, where feasible, to make neighborhoods more pedestrian friendly and safe.
- Encourage the establishment of neighborhood associations where they do not exist to facilitate citizen involvement in neighborhood issues.
- Plan, locate and design shopping areas, community facilities, parks and open space to make them easily accessible to neighborhood residents.
- Improve connectivity of neighborhood streets to improve accessibility within and between neighborhoods.

### **AFFORDABLE HOUSING**

- Encourage for-profit developers and nonprofit developers to build affordable housing for different income levels in the planning area.
- Ensure that new affordable housing units are compatible with the existing character of older neighborhoods.
- Use existing programs or develop new ones to assist community development and nonprofit housing organizations in providing affordable housing opportunities.

### **REHABILITATION AND REDEVELOPMENT EFFORTS**

- Market the City's programs for rehabilitation of owner-occupied or investor-owned housing units in the planning area as well as first-time homebuyers programs.
- Market/promote the tax credit rehab programs available to National Register properties for building rehabilitation.
- Concentrate code enforcement and promotion of conservation/rehabilitation programs in areas in danger of becoming blighted.
- Ensure that redeveloped housing is compatible with the existing character of the neighborhoods.
- Encourage investor-owners and renters to participate in neighborhood organization membership and activities.
- Work with investor-owners to improve maintenance and management of rental properties, where needed.

### **Transforming Urban Residential Neighborhoods (TURN)**

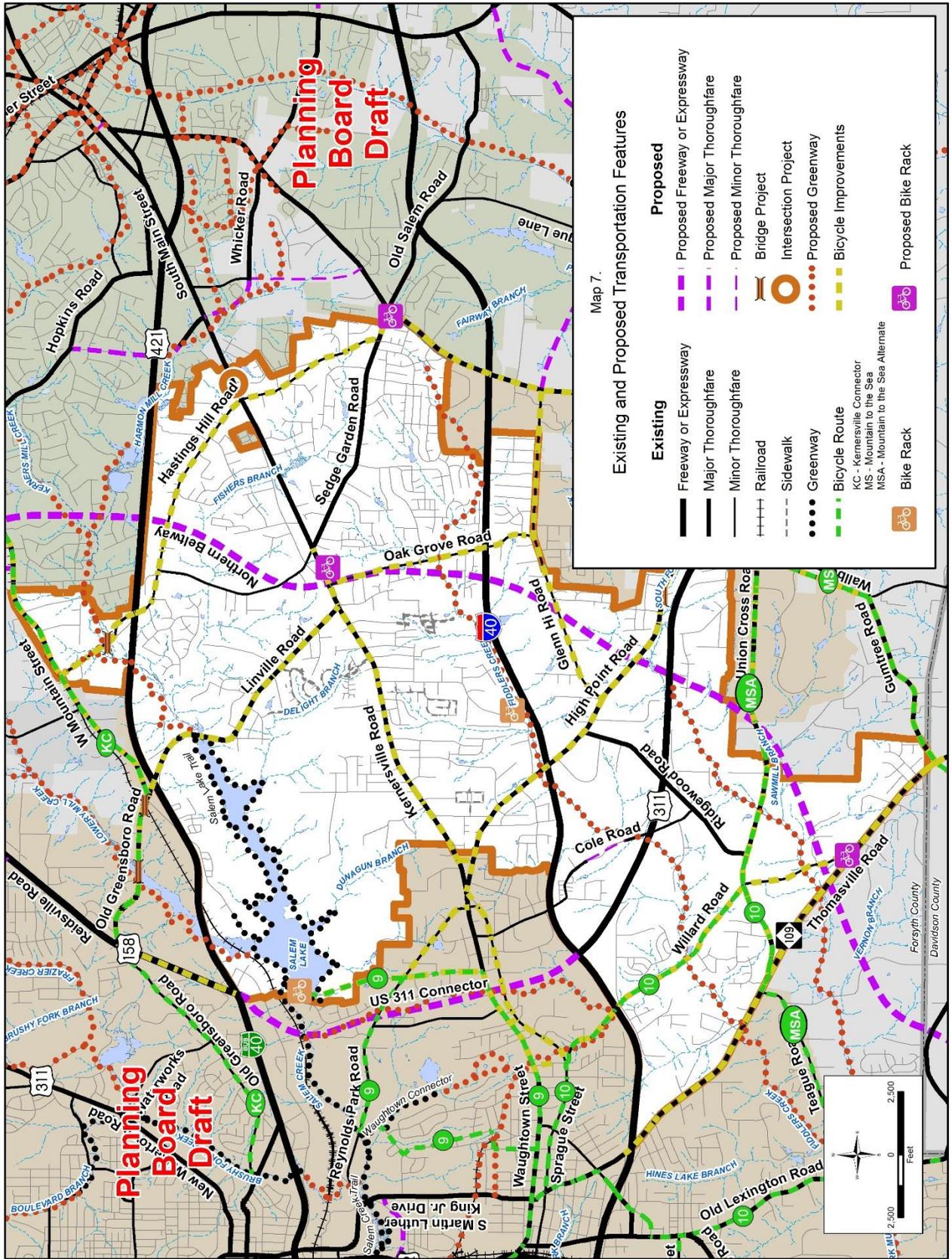
One of the strategies under the City Council's Strategic Focus Area for Livable Neighborhoods is the development of a program for targeted residential transformation. This project would provide additional financial assistance to rehabilitate single-family, owner-occupied or investor-owned properties. Under this program, residential properties must be located in the targeted focus area within the NRSA (Neighborhood Revitalization Strategy Area), have an active Neighborhood Association currently listed with the City, and leverage private dollars.

## **\*DESIGN AND APPEARANCE RECOMMENDATIONS**

The creation of attractive gateways, business districts and corridors through the use of regulations or physical improvements is recommended by *Legacy 2030*. Design and appearance improvements create a positive visual image and encourage private investment in an area. The appearance and design of buildings and roadways within the planning area contribute greatly to the image residents and outsiders have of the community. Many of the recommendations of this plan have design components that emphasize quality and attractive design.

### **GENERAL RECOMMENDATIONS**

- Encourage rehabilitation/redevelopment of older and underutilized commercial sites in the planning area with building façade improvements, street yards and buffer yard plantings, and parking area improvements.
- Encourage a mix of restaurants, outdoor cafes, small stores, and services at a pedestrian scale that meet the needs of all residents of the area.
- Encourage residents and neighborhood associations to participate in the different programs offered by Keep Winston-Salem Beautiful to improve the appearance of the planning area: Adopt-A-Flower Bed; Adopt-A-Stream; Adopt-A-Park; or Adopt-A-Street.
- Encourage high-quality design for new development throughout the planning area.
- Ensure that attractive landscaping is integrated into the design of new roads or the improvement of existing roads.
- Ensure that housing, sanitation, and weeded lot ordinances are strictly enforced in the planning area to eliminate blighted and burned down structures and maintain vacant lots.
- Develop a planting program that includes street trees throughout the planning area and street yards in commercial districts. Identify areas in need of screening and areas needing buffers adjacent to residential areas.
- Refer to the design Guidelines for Suburban Business Parks, as detailed in **Appendix G** on **page 58**, when reviewing zoning request and site plans within the planning area.
- Refer to the Design Guidelines for Multifamily Developments, as detailed in **Appendix B** on **page 51**, when reviewing zoning request and site plans within the planning area.
- Refer to the design Guidelines for the Conversion of Existing Homes to Office or Commercial Uses, as detailed in **Appendix C** on **page 52**, when reviewing zoning request and site plans within the planning area.
- Refer to the design Guidelines for Office/Low-Intensity Commercial Developments, as detailed in **Appendix F** on **page 57**, when reviewing zoning request and site plans within the planning area.
- Promote the use of art that reflects local cultures in public spaces such as parks, recreation centers, and other public areas where residents gather.
- Explore the use of zoning overlay districts to ensure good site planning, sensitive design, and to promote continuity in the design of growth corridors.
- Develop minimal and simple guidelines in growth corridors to preserve design flexibility and creativity in making a suburban, pedestrian-oriented environment.
- Develop growth corridors master plans for improvements taking into account the unique character of each corridor, or for different segments of the same growth corridor. This basis for such master plans will be the guidelines for the growth corridor identified in this plan.



## LEGACY GROWTH CORRIDORS

While this plan's land use recommendations help define the *types* of uses in an area (residential, commercial, industrial, etc.), growth corridor recommendations help to define the *forms* those uses should take:

- Suburban form growth corridors generally include parking located in the front of buildings and generous landscaping.
- Rural form growth corridors should be less dense than suburban form corridors with buildings and parking set back from the road corridor to preserve rural visual character.

By their nature of passing through multiple settings, each of the Southeast Suburban Planning Area's growth corridors—Kernersville Road and NC 109/Thomasville Road (**Maps 5 and 6**, or **pages 30 and 32** respectively) – have multiple distinct location-based recommendations:

## GENERAL RECOMMENDATIONS

- Explore the use of zoning overlay districts to ensure good site planning, sensitive design, and to promote continuity in the design of corridors.
- Develop minimal and simple standards to preserve design flexibility and creativity in making an urban, pedestrian-oriented environment.
- Develop corridor master plans for improvements taking into account the unique character of each corridor. The basis for such master plans will be the design standards for the growth corridor identified in this plan.

### Kernersville Road (NC 150) Growth Corridor Guidelines

- Develop new commercial, office, and multifamily uses with a suburban form (see guidelines below) between Linville Road and Sedge Garden Road.

### Suburban Form – Commercial, Office, Multifamily Guidelines: Kernersville Road (NC 150) between Linville Road and Sedge Garden Road

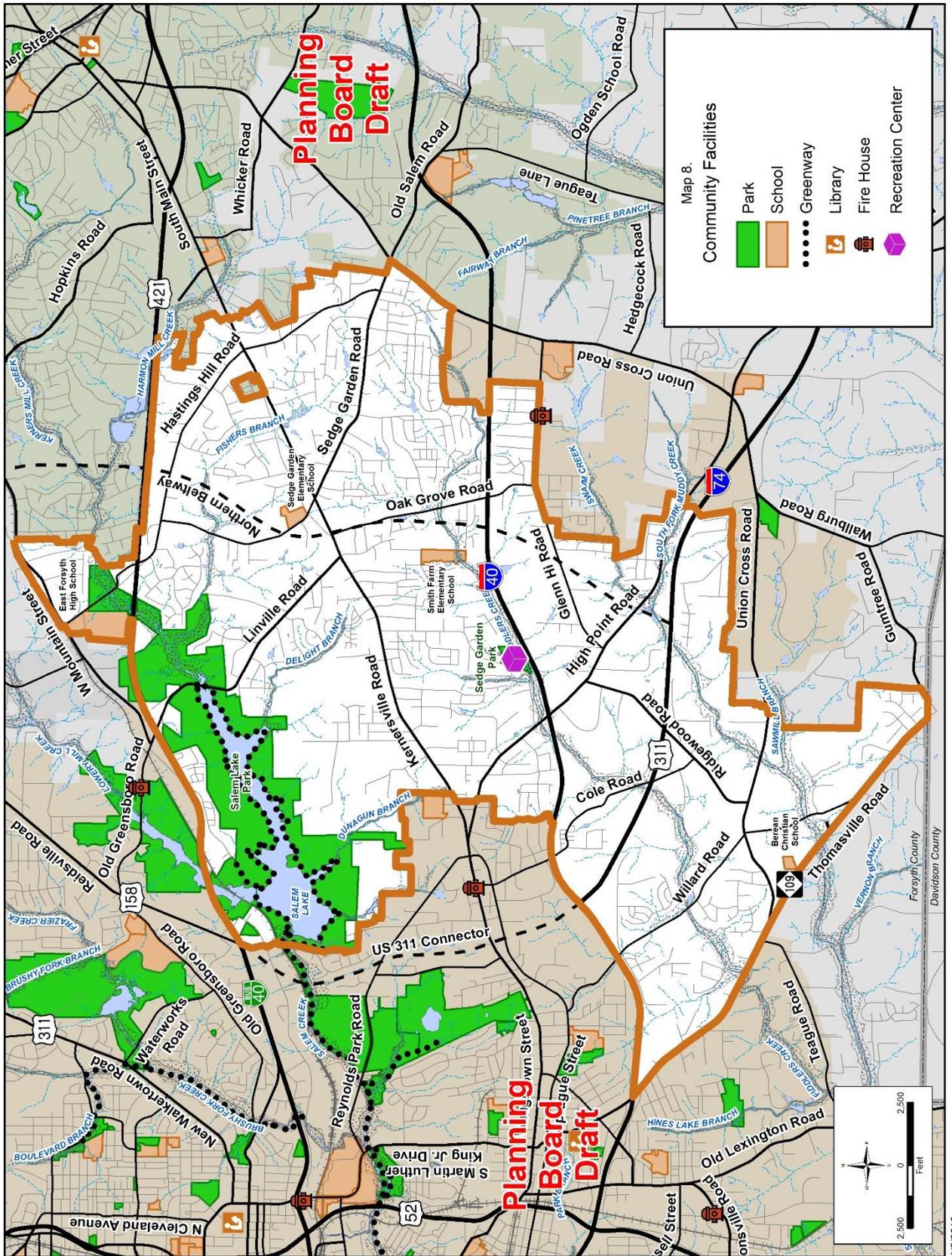
- **Height:** Buildings should generally be no more than 4 stories in height on larger sites; 1 to 2 stories on smaller sites.
- **Building Setback:** Buildings may be located a reasonable distance behind required street yards.
- **Building Style:** When abutting low-density residential uses, commercial or office buildings 4,000 square feet or less should follow the Guidelines for Conversion of Existing Homes to Office or Commercial Use (**Appendix C** on **page 52**).
- **Canopies:** Canopies for gas stations or similar uses should not be located immediately adjacent to Kernersville Road.
- **Multifamily:** Develop multifamily sites in a manner that preserves the integrity of any directly adjacent low-density residential development.
- **Driveways:** Minimize driveway cuts on Kernersville Road and connect adjacent parcels wherever possible.

### Thomasville Road (NC 109) Growth Corridor Guidelines

- Develop new commercial, office, and multifamily uses with a suburban form (see guidelines below) between Baden Road and Interstate 40; and between Willard Road and the Davidson County line.
- Develop uses with a large-lot rural residential form (see guidelines below) between Willard Road and Baden Road.

### Suburban Form – Commercial, Office, Multifamily Guidelines: Thomasville Road (NC 109) between Baden Road and Interstate 40 and between Willard Road and the Davidson County line

- **Height:** Buildings should generally be no more than 4 stories in height on larger sites; 1 to 2 stories on smaller sites.
- **Building Setback:** Buildings may be located a reasonable distance behind required street yards.
- **Building Style:** When abutting low-density residential uses, commercial or office buildings 4,000 square feet or less should follow the Guidelines for Conversion of Existing Homes to Office or Commercial Use (**Appendix C** on **page 52**).



- **Canopies:** Canopies for gas stations or similar uses should not be located immediately adjacent to Thomasville Road.
- **Multifamily:** Develop multifamily sites in a manner that preserves the integrity of any directly adjacent low-density residential development.
- **Driveways:** Minimize driveway cuts on Thomasville Road and connect adjacent parcels wherever possible.

**Rural Form – Large Lot Residential Guidelines: Thomasville Road (NC 109) between Baden Road and Willard Road**

- **Building Setback:** Buildings should be located 50 feet or more from Thomasville Road to preserve rural character.
- Parking should be screened from Thomasville Road to preserve rural corridor appearance.

**\*HISTORIC PRESERVATION RECOMMENDATIONS**

*Legacy 2030* promotes historic preservation because of its contribution to the aesthetic, social, historical, cultural and environmental quality of neighborhoods as well as its contribution to a community’s economic development. Significant historic resources have been identified in the planning area as indicated in initial surveys (see **Map 9** on **page 47** and **Appendix A** on **page 50**). The following are recommendations to ensure that the potential of these resources are fully explored and that the community takes steps to preserve its historic assets:

- Retain historic buildings including houses, commercial storefronts, agricultural buildings, and institutional structures, when possible.
- Recognize buildings, events, and areas of historical, cultural, and architectural significance with signs, plaques, or markers.
- Initiate public outreach programs involving property owners and community organizations on the importance and economic benefits of preserving historic resources. Examples of potential workshops include:
  - How and why to nominate a structure or site to the National Register of Historic Places.
  - Issue-related topics such as how to maintain an older or historic building.
- Encourage property owners to research and recognize the history and significance of their properties and the area in which they live.
- Use the Forsyth County Agriculture and Historic Preservation Tools included in **Appendix E** on **page 55**.
- Encourage property owners to research and recognize the history and significance of their properties and the area in which they live.
- Specific historic preservation recommendations for the planning area are:
  - Encourage property owners to seek National Register and Local Historic Landmark designation for eligible properties or districts.
  - Encourage property owners to apply for Historic Markers for significant sites.
  - Coordinate with organizations such as the Piedmont Land Conservancy to preserve not only the architectural elements, but also significant farm and open land.

**\*ECONOMIC DEVELOPMENT RECOMMENDATIONS**

Economic development can be defined as the creation and/or retention of jobs and increases in the tax base that improve or enhance the economic welfare of a community and its citizens. *Legacy 2030's* goal for economic development is to attract environmentally-sensitive new businesses and expand both large and small businesses to provide a broad range of employment opportunities and a high quality of life for people living and working in Forsyth County. Economic development efforts should be compatible with existing development and should include improvements to existing facilities as well as new businesses. Areas recommended for future commercial and industrial use are shown on the Proposed Land Use Map (see **Map 5** on **page 30**).

The planning area is likely to see an increase in economic activity during the life of this plan update. The Northern Beltway Eastern Section, when constructed, will improve access to the planning area and will impact economic development in the Planning Area and neighboring areas. Future improvements to Union Cross Road will also impact residents in the planning area. In the interim economic development should focus on the redevelopment, rehabilitation

and reuse of underutilized and older commercial development and infilling of existing industrial parks in the planning area and neighboring areas. Specific economic development recommendations for the planning area are:

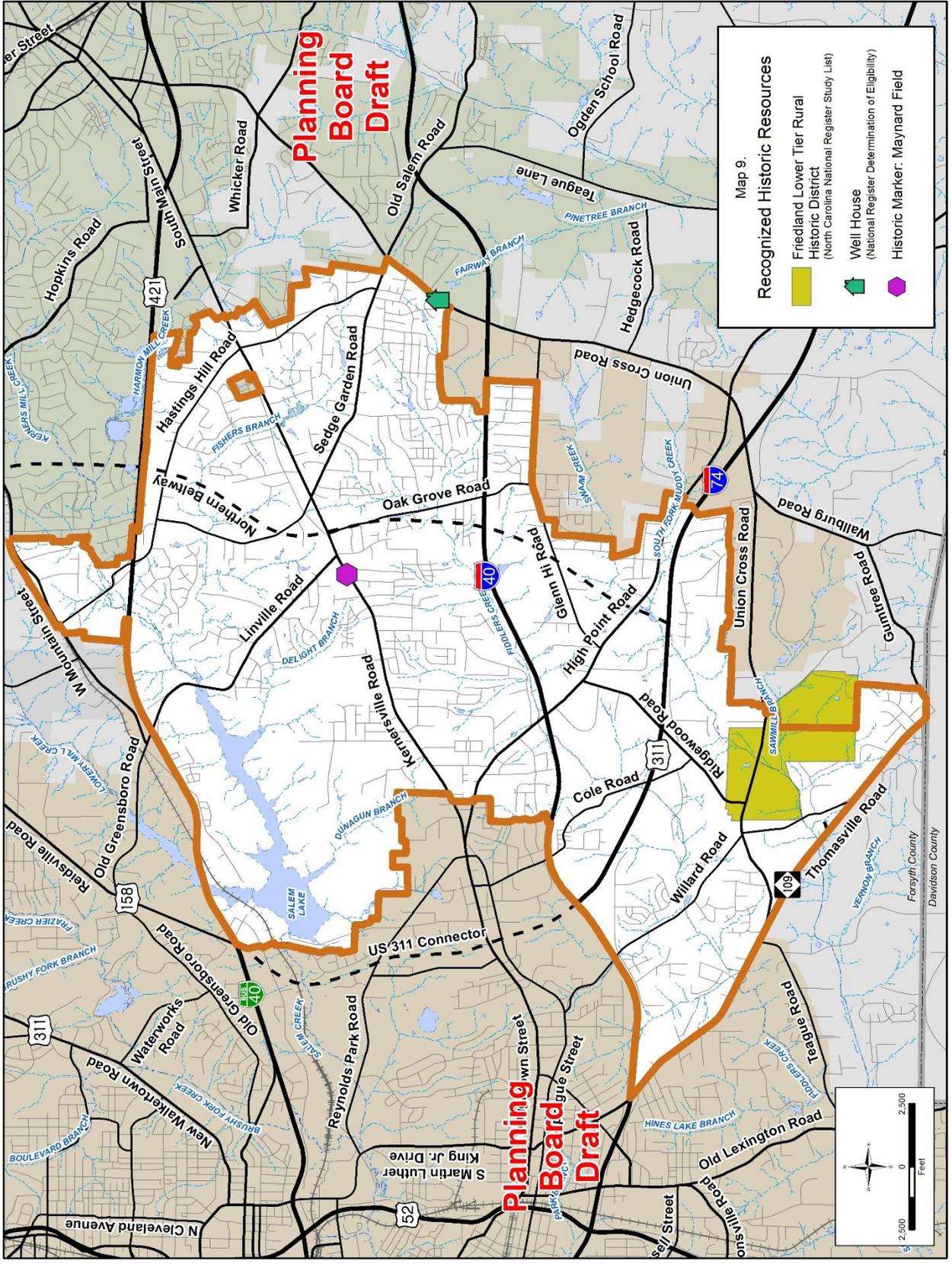
- Support balanced, compatible economic development by the private and public sector.
- Encourage technologically-advanced, high-quality, environmentally-sustainable businesses and industries to locate or expand in the planning area.
- Rezone land for business/industrial development in a manner consistent with the recommended Proposed Land Use Plan.
- Encourage and support the redevelopment/rehabilitation of existing older/underutilized commercial and industrial sites.
- Identify funding sources to implement economic development initiatives including energy-efficient, high-technology businesses/industries.
- Direct public improvements and funding to designated activity centers, industrial sites and to other potential economic development opportunity areas identified in the plan.
- Recognize and support business opportunities associated with the growing diversity of cultures in the area.
- Market and hold workshops to promote City business training and building rehabilitation loan programs for the purchase or rehabilitation of structures to local/potential merchants particularly in the designated activity centers.
- Promote and encourage agribusiness on the farmlands located throughout the planning area.
- Explore and encourage economic development opportunities associated with local foods and urban agriculture.

### **\*ENVIRONMENTAL RECOMMENDATIONS**

The preservation and enhancement of our environmental resources results in a high quality of life for Forsyth County residents. *Legacy 2030* calls for the protection of watersheds, wetlands, natural areas and streams throughout the county. Clean water, air, and the scenic beauty of the planning area should be maintained. Of particular concern is the loss of the tree canopy in the area and the need to protect the county's many creeks from pollution and its floodplains from inappropriate development.

### **GENERAL RECOMMENDATIONS**

- Manage development pressures to preserve environmentally-sensitive areas, forested areas, wildlife habitats, and scenic areas.
- Encourage the donation of easements to preserve and protect high-quality natural and scenic areas.
- Encourage land owners to use Best Management Practices for stormwater protection.
- Encourage sustainable development of land and buildings.
- Improve or preserve the water quality of the creeks by protecting the natural stream corridors.
- Support organizations and programs that educate residents on environmental issues.
- Support the Voluntary Agriculture District provisions adopted by Forsyth County that identify farms and farmers who want to keep their land in agriculture.
- Carefully evaluate potential sites for development and redevelopment that may have been affected by environmental contamination in the planning area. This would be particularly appropriate for residential, institutional, and public gathering uses on sites near current and former heavy industrial or commercial operations with documented environmental hazards.



# Implementation Schedule

Note: The recommendations of this plan serve as a guide to future action and decision making and are not a commitment to funding. Funding for specific projects/actions will be allocated by the Winston-Salem City Council or Forsyth County Commissioners based on the availability of funding and consideration of priorities.

**\*Timing: Immediate: 1 to 2 years, Short Range: 3 to 5 years, Medium Range: 6 to 10 years, Long Range: 10 years or more, Ongoing: No established completion date**

<b>ACTION/PROJECT</b>	<b>RESPONSIBLE AGENCY</b>	<b>TIMING*</b>
<b>Land Use Recommendations</b>		
Follow Proposed Land Use Plan, land use policies, and Special Land Use Condition Areas (pages 25-36). Ensure that future land use changes do not negatively affect new and existing neighborhoods.	CCPB, WSCC	Ongoing
<b>Transportation Recommendations</b>		
<b>New Roads</b>		
Build proposed new roads in the Transportation Plan: - Northern Beltway (Eastern Section) (page 36). - Thomasville Road (page 36).	WSDOT	Long Range
<b>Road and Bridge Improvements</b>		
Upgrade road, remove interchange, and/or replace bridges - Union Cross Road widening (page 36). - Gumtree Road improvements (page 36).	WSDOT	Short Range
<b>Pedestrian</b>		
Review identified sidewalk projects under the City's sidewalk priority funding system (page 37).	WSDOT	Assessed Annually
Construct sidewalks within residential areas and along designated thoroughfares and collector streets (page 37).	Private Developers in conjunction with WSDOT	Ongoing
<b>Bicycle</b>		
Improve bicycle signage along all existing routes (page 38).	WSDOT	Ongoing
<b>Growth Corridors</b>		
Improve all identified growth corridors by adding pedestrian and bicycle facilities, making landscape improvements, and reducing lanes where feasible (page 38).	WSDOT	Ongoing
Develop activity centers along growth corridors as transit-oriented, high-density, mixed-use nodes (page 38).	CCPB, WSCC, WSDOT	Ongoing
<b>Community Facilities Recommendations</b>		
<b>Parks</b>		
Complete proposed improvements to Salem Lake Park (page 39).	WSRP	Short Range
Complete proposed improvements for Sedge Garden Rec. Center (page 39).	WSRP	Short Range
<b>Greenways</b>		
Complete Piedmont Regional Trail (page 39).	WSENG, PLC	Immediate
Work with area residents and the development community to obtain necessary easements for the construction of the Fiddlers Creek and South Fork Muddy Creek Greenways (page 39).	WSENG	Short Range
Complete improvements to Salem Lake Greenway (page 40).	WSENG	Short Range
<b>Housing and Community Development Recommendations</b>		
Maintain and improve the quality of housing stock in the planning area (page 40).	CBD, Neighborhood Associations, Property Owners	Ongoing/ Immediate

Market the City's programs for rehabilitation and homeownership (page 40).	CBD	Ongoing/ Immediate
Implement the TURN (Transforming Urban Residential Neighborhoods) program where feasible (page 41).	CBD	Immediate
<b>Design and Appearance Recommendations</b>		
Encourage site and building improvements in older and underutilized commercial sites (page 41).	CBD, CCPB, WSCC	Ongoing
Ensure that attractive landscaping is integrated into the design of new roads or the improvement of existing roads (page 41).	WSDOT, CCPB, WSCC	Ongoing
Refer to the area plan design guidelines when reviewing zoning requests and site plans in the Planning Area (page 41).	CCPB, WSCC	Ongoing
Promote the use of art that reflects local cultures in public spaces such as parks, recreation centers, and other public spaces where residents gather (page 41).	WSCC	Ongoing
Explore the use of zoning overlay districts to ensure good site planning, sensitive design, and to promote continuity in the design of growth corridors (page 41).	CCPB, WSCC	Ongoing
Develop growth corridor master plans for improvements taking into account the unique character of each corridor, or for different segments of the same growth corridor (page 43 – 45).	CCPB, WSCC	Long Range
<b>Historic Preservation Recommendations</b>		
Retain existing historic resources (page 45).	CCPB, Property Owners	Ongoing
Recognize buildings, events or areas of historical, cultural or architectural significance with signage, plaques or markers (page 45).	CCPB, HRC	Ongoing
Initiate public outreach on the benefits of preserving historic resources (page 45).	CCPB, HRC	Ongoing
Encourage property owners to seek National Register and Local Historic Landmark designation for eligible properties (page 45).	CCPB, HRC	Ongoing
<b>Economic Development Recommendations</b>		
Support balanced, compatible economic development by the private and public sector in the Planning Area (page 46).	CBD, CCPB, WSCC	Ongoing
Encourage and support the redevelopment/rehabilitation of older/underutilized commercial sites (page 46).	CBD, CCPB, WSCC	Ongoing
Continue the improvement of RUCA areas as City funds become available (page 46).	WSCC, CBD	Ongoing
<b>Environmental Recommendations</b>		
Manage development pressures to preserve environmentally-sensitive areas, forested areas, wildlife habitats, agricultural lands and scenic areas (page 46).	WSRP, CCPB, WSCC	Ongoing
Encourage the donation of easements to preserve and protect high-quality natural and scenic areas (page 46).	PLC, CCPB, WSCC	Ongoing
Carefully evaluate potential sites for development and redevelopment that may have been affected by environmental contamination in the planning area (page 46).	NCDENR, Nonprofit and For-profit Developers	Ongoing

<b>Abbreviations Used:</b>			
CBD	Winston-Salem Community and Business Development Department	WSCC	Winston-Salem City Council
CCPB	City-County Planning Board	WSDOT	Winston-Salem Department of Transportation
HRC	Winston-Salem/Forsyth County Historic Resources Commission	WSENG	Winston-Salem Engineering Department
NCDENR	North Carolina Department of Environment and Natural Resources	WSRP	Winston-Salem Recreation and Parks Department
PLC	Piedmont Land Conservancy		

# Appendix A. Significant Historic Resources

Name	General Location	Date	Survey Site Number
<b>North Carolina National Register Study List:</b>			
Friedland Lower Tier Rural Historic District [SL]	Union Cross Road between Sawmill Road and Willard Road		FY03172
<b>Individually Listed Properties:</b>			
Well House [DOE]	1462 Union Cross Road	ca. 1850	FY03410
<b>Historic Markers:</b>			
Maynard Field	Kernersville Road		

Abbreviations:

DOE: National Register Determination of Eligibility

SL: North Carolina National Register Study List

# Appendix B. Design Guidelines for Multifamily Developments

## **MULTIFAMILY DEVELOPMENT DESIGN**

Multifamily developments are and will continue to be an important component of the community's housing stock. Additionally, well-designed, multifamily housing can add to the character of a neighborhood, increase pedestrian activity, reduce automobile trips, and support transit.

To create multifamily developments that are better integrated into the community and that support and encourage walking, the following design features should be incorporated into new multifamily developments, where feasible:

- A connected street network
- Buildings oriented to the street and with entrances on the street
- Building façade articulation
- Architecture that is compatible with the surrounding context
- Reduced building height and mass where multifamily buildings are adjacent to single-family development
- The use of small parking areas instead of large surface parking lots
- Parking lots placed to the side or rear of buildings so they do not dominate the streetscape
- The use of street and parking area trees and other landscaping
- Parking lots that are well lit and visible from windows and doorways to help increase their safety and discourage crime
- The use of on-street parallel or angled parking where appropriate
- A sidewalk and/or pedestrian and bicycle trail network
- Open space that is accessible, safe, and functional
- Private outdoor space (e.g., courtyards or decks)
- Garages located to the rear of the building, along an alley, or recessed from the front

# Appendix C. Guidelines for Conversion of Existing Homes to Office or Commercial Uses

## **BUILDING INTEGRITY**

- The exterior appearance of existing single-family homes should be kept as intact as possible, if an existing building is being converted to office use, to continue the residential character of the street.
- New residentially-scaled office buildings should be no larger than 4,000 square feet in size.
- Keep porches on existing buildings open. If enclosure is necessary, transparent materials, such as glass or screening, should be installed behind the original railing and/or columns.
- Design handicapped features so there is minimal visual impact on the existing structure.
- Locate exterior stairs to the side or the rear of existing or new structures.
- Locate mechanical equipment to the side or the rear of existing or new structures.
- Locate trash containers and metal outbuildings in the rear yard of existing or new structures, screen from adjacent properties.

## **PARKING**

- New parking areas should be designed to have a minimal impact on the existing environment and have a neighborhood character.
- Locate new parking areas to the side or rear of buildings.
- Screen parking areas from public view.
- Retain existing vegetation, such as mature trees, and incorporate them into the parking lot design.
- Share driveways, whenever practical, to minimize curb cuts.
- Include cross-access easements to adjacent properties, where possible.

## **ACCESS**

- Entrances and steps of existing buildings serve as an important first view of the property and should be preserved as they were originally built.
- Maintain the main entrance to existing and new buildings as the street frontage.

## **SIGNAGE**

- Signs have a strong impact in the quality and appearance of individual buildings and on the streetscape as a whole. Compatibility with the building architecture and context is important.
- If a sign is located on an existing residential building or a new residential-scaled building, it should be a small identification panel at the entrance.

## **LIGHTING**

- Soft, indirect lighting is recommended. Lighting should not cast direct light upon adjacent property.

## **LANDSCAPING**

- Landscaping should be used to buffer office uses from existing residential development.
- Landscaped areas should be properly maintained.

# Appendix D. Guidelines for Activity Centers

The following recommended guidelines for activity centers draw from the adopted *Legacy 2030 Update*.

**Mix of Uses:** A mix of uses is key to achieving a “village or town center” feel at activity centers. All Activity Centers should generally provide retail, office, residential, and institutional uses linked by a highly connected pattern of streets, sidewalks, and shared open spaces.

**Residential Uses:** A variety of housing types including single-family detached, town homes, multifamily units, and accessory dwellings should be created to encourage diversity and a range of affordable housing. The residential density and type should reflect the level and intensity of the activity center.

**Building Placement, Scale and Design:** For activity centers, building heights should be greatest near the center of these developments and transition to lower heights outward toward the edge of the development. Buildings at the edge should be comparable in height and massing to the adjacent and nearby properties as well as the surrounding neighborhood.

The ground level of commercial buildings should contain public or semi-public uses such as retail or entertainment uses with direct entry from the street to provide pedestrian interest along sidewalks. Pedestrian interest can be enhanced with the use of windows, entrances, and architectural details. Pedestrian signage, awnings, and ornamentation are encouraged. At least 50% of the frontage walls of commercial buildings should be comprised of windows or doors. Storefront windows should be transparent. Mirrored glass, faux windows or display casements are strongly discouraged.

Suggested Building Heights:

- 1 - 4 stories
- Building Height to Street Width Ratios: 1:1 to 1:6

**Pedestrians, Bicyclists, and Transit Users:** Activity centers should be designed for the pedestrian as well as the automobile. A network of sidewalks, pedestrian-oriented streets with designated street crossings, pathways and shared bicycle paths should provide direct pedestrian and bicycle routes and convenience.

**Street Design:** Streets, along with sidewalks and open spaces, should be designed as the main public spaces of activity centers. Activity centers should have interconnected streets that disperse traffic and connect the activity center with surrounding development.

Streets within the development should have a design speed of 25 mph. Parallel on-street parking should be provided on most streets to reduce the need for parking lots and act as a buffer between automobiles and pedestrians. Planted medians are encouraged on multilane roads to provide additional tree canopy and reduce the visual height-to-width ratio of the overall streetscape.

**Automobile Parking:** Streets and sidewalks lined with buildings rather than parking lots are more inviting and feel safer to the pedestrian. Surface parking lots should not dominate street frontages or negatively impact surrounding developments. A minimum of 40% of required parking should be located to the rear or side of buildings. Parking to the side of buildings should not occupy more than 30% of the frontage of the building.

Parking lots along the street should be screened from the adjacent street and sidewalk by landscaping, walls, or fences. Large parking lots should be divided into several smaller parking areas using landscaping or other means. Parking lots should clearly define safe pedestrian passage to building entrances and the street.

Shared parking is strongly encouraged between adjacent or vertically mixed uses whose peak demand is offset from each other. An example is a church next to an office building.

**Open Space:** Urban open space should be located where it is visible and easily accessible from public areas and should have direct access from adjacent streets. The space should be visible to people passing by on nearby sidewalks and may be

visible from adjacent streets but not wholly exposed to them. Urban open space should be partially enclosed using building walls, free-standing walls, landscaping, raised planters, or on-street parking to help buffer it and create a comfortable "outdoor room."

**Sensitive Site Development:** Sites for activity centers should be designed with the preservation of natural features in mind. Building sites within a development should avoid streams, floodplains, wetlands, and steep slopes. Wherever possible, street locations should account for difficult topographical conditions, paralleling contours to avoid excessive cuts and fills. Every attempt should be made to preserve large existing trees, 12 inches in caliper or more.

# Appendix E. Forsyth County Agricultural and Historic Preservation Tools

The following is a summary of the zoning districts and other tools for preserving agricultural and historical assets in Forsyth County.

**AG Zoning:** The Agricultural (AG) District is primarily intended to accommodate agricultural uses as well as scattered non-farm residences on large tracts of land. The district is not intended for small-lot residential subdivisions, and accordingly requires a minimum 40,000 square foot lot size for the development of single-family homes. The district is intended for use in Growth Management Areas 4 (Future Growth Area) and 5 (Rural Area), and is established to preserve the rural character of these areas and encourage the continued use of land for agricultural, forest, and open space purposes. The district is also intended to discourage the establishment of scattered commercial and industrial land uses, prevent premature conversion of farmland into urban uses, and to limit premature public infrastructure and service demands. AG zoning would be an appropriate tool for limiting development intensity and conserving agricultural land in the Southeast Suburban Planning Area. Property owners may initiate rezoning by submitting a rezoning application that would be considered by the Planning Board and elected body.

**Voluntary Agricultural District:** The Voluntary Agricultural District (VAD) program adopted by the Forsyth County Commissioners in January, 2008 is a tool that helps preserve farmland in an increasingly urbanized county. Landowners receive a set of benefits in exchange for restricting development on their land for a specific time period. Voluntary Agricultural Districts promote agricultural values as well as the agricultural community and its way of life. The Voluntary Agricultural District program also provides increased protection from nuisance suits, encourages the economic and financial health of agriculture, and provides protection from non-farm development and other negative impacts on properly managed farms. Unlike other agricultural and open space preservation tools which protect farmland, Voluntary Agricultural Districts protect farmers by making farming more economically viable and helping to preserve farmland. These farms must participate in the present-use-value taxation program. Further study is necessary to determine the eligibility of farms in the Southeast Suburban Planning Area for this program.

**Forsyth County Farmland Preservation Program:** The Forsyth County Farmland Preservation program is a voluntary program in which Forsyth County purchases from farmers the rights to develop their land for non-farm purposes, such as subdivisions and shopping centers. The development rights are held in trust assuring that areas with good soils and active farms will remain in agricultural use. The Forsyth County Board of Commissioners created the program in 1984 and the first development rights were purchased in 1987. To date, the program has protected over 1600 acres of farmland; however, it has not been funded in recent years.

**Piedmont Land Conservancy Conservation Easements:** The Piedmont Land Conservancy (PLC) protects land by working with landowners who choose to conserve their land. The PLC helps landowners determine which conservation option will best meet their objectives for the land and themselves. A conservation easement is a legal agreement through which the landowner gives specific property rights to the PLC. It provides immediate and permanent protection while keeping the land in private ownership. Each conservation easement is tailored to the specific property. A landowner can choose to donate the conservation easement, or sell the conservation easement at or below its appraised value. If a landowner no longer desires to own the property, the PLC can acquire it. In these situations, the PLC must determine if it is desirable to own the subject property.

**Local Historic Landmark Designation:** Local historic landmark designation applies to individual properties in Forsyth County. This designation recognizes the importance of a property to the heritage and character of the community and that its protection enriches the community's residents.

Local landmark properties can be of several different types:

- Buildings: Houses, churches, office buildings, schools, barns.
- Structures: Roads, bridges, fences, silos, kilns, gazebos.

- Sites: Cemeteries, building ruins, natural features, designed landscapes.
- Areas: One or more buildings on a large property, plus a surrounding area.
- Objects: Signs, monuments, sculptures, fountains, mileposts.

Once a property has been designated as a historic landmark, the ordinance designating the property provides controls on the appearance of the designated property and new construction on the property. In addition, the property owner may apply to the Forsyth County Tax Office for a 50% property tax deferral, which runs with the property in perpetuity (unless designation is revoked).

**Local Historic Districts:** Local Historic District designation is a zoning classification that applies to a group of contiguous properties. The area must have a concentration of properties that are historically, visually, or culturally related by plan or physical development. A District can include different types of historic properties, but collectively, they must form a unified body with its own identity. Together the properties must convey a physical sense of the historical environment. Examples of Historic Districts include residential areas, business districts, industrial complexes, rural villages, rural landscapes, and college campuses. Once an area has been designated as a Historic District, the zoning ordinance provides controls on the appearance of existing buildings/property and new construction within the districts through the Certificate of Appropriateness process. In North Carolina, Historic Districts can be established in one of two ways:

**Historic Overlay District:** This type of district does not replace or change the underlying zoning classification. Rather, it superimposes the Historic District over the existing zoning. This is the most common type of district found in the state. In 1993, West End, located in Winston-Salem, became the community's first Historic Overlay (HO) District.

**Separate Use Historic District:** A Separate Use Historic District is an entirely separate zoning classification, with its own permitted uses, dimensional requirements, and other zoning regulations. This type of District is rarely found. Forsyth County has the only two such districts in North Carolina. Old Salem and Bethabara are the two Separate Use Historic Districts. Their classification is listed as "H" zoning in Winston-Salem/Forsyth County *Unified Development Ordinance* (UDO).

**National Register of Historic Places:** The National Register of Historic Places is a list maintained by the National Park Service of buildings, structures, sites, objects, and districts that are significant in American history, architecture, archaeology, engineering, and culture, and that meet criteria for evaluation. National Register listing puts no obligation or restriction on private property owners using private resources to maintain or alter their properties. A private owner of a National Register property is obligated to follow federal preservation guidelines only if federal funding or licensing is used in work on the property, or if the owner seeks and receives a special benefit that comes from National Register designation, such as investment tax credits.

# Appendix F. Guidelines for Office/Low-Intensity Commercial Developments

**Building Placement:** New buildings shall front the main road to create a continuity of building facades along the corridor. The main entrances to all buildings shall be at the street frontage.

**Building Scale and Proportion:** New structures shall take on the proportions, rhythm, scale, and visual integrity of existing structures. This does not imply a direct copy of existing structures. It does refer to the use of existing patterns in the built environment.

**Building Materials:** Preferred materials brick and wood. Building materials, such as artificial brick or stone, artificial siding, exposed and/or painted concrete blocks or cinder blocks, and plate glass walls, are not recommended.

**Facades:** The facade shall enhance the pedestrian environment by use of features such as porches, columns, and cornices. Solid walls and blank exterior facades are discouraged.

**Canopies and Awnings:** These features shall complement the streetscape and other structures in the immediate area. Awnings or other devices may be installed for solar protection and to emphasize the human scale of the ground level spaces.

**Color:** Earth tone colors are encouraged, and bright colors shall only be used as accents to overall building.

**Outside Storage:** Outside storage shall be permitted only if screened from view from the main road. The outside storage shall not occupy an area larger than one-half of the area covered by the principal use.

**Loading/Unloading and Garage Bays:** All loading areas and entrances to motor vehicle repair bays shall be screened from public view from the main road.

**Off-Street Parking:** Parking shall be located only in the side or rear yards with exceptions noted for each segment. On corner lots, parking on the street side corner of the lot shall be avoided. New parking lots shall be designed to minimize their effects on the existing streetscape. Areas of circulation and parking need to be clearly defined using appropriate markings and materials. Large expanses of paving shall be divided into smaller components with interior planting areas.

**On-Site Utilities:** All public utilities and related facilities, heating, ventilation and air conditioning (HVAC) units, including on ground and rooftop mechanical systems, and dumpsters, shall be so located and/or shielded so as to not be visible from the public right-of-way.

**Site Amenities:** Include site furnishings such as bollards, seating, trash containers, tree grates, special features, fencing and any special lighting to enhance pedestrian areas.

**Architectural Characteristics:** Buildings within this area shall encourage the following additional architectural characteristics:

- Display windows on the street/first level.
- Lighting shall be provided in all display windows.
- The use of cornice canopies, balconies, and arcades to delineate between the ground/street level and upper levels.
- Larger buildings to be broken into smaller scale components at the ground/street level.

# Appendix G. Guidelines for Suburban Business Parks

Although efforts continue to revitalize Downtown Winston-Salem and other existing employment centers, many companies still prefer to locate at suburban sites in a campus-like environment. For certain companies, the locational advantages that initially shaped our downtowns are often not as relevant (i.e., railroad access), or substitutes are readily available almost anywhere (i.e., nearby access to financial institutions).

These sites, which are referred to here as *Suburban Business Parks*, can be attractive to companies by offering affordable land, the ability to build a facility conforming to a company's specific needs, nearby access to an interstate or an airport, access to a regional supply of labor, and a campus setting preferred by some employees. Forsyth County needs to provide a sufficient supply of these sites to help attract new companies or to assist local businesses expanding their operations. Suburban Business Parks should be integral components when implementing comprehensive economic development strategies.

**Purpose:** The purpose of these guidelines is to help create high-quality suburban business parks in a campus-like setting consisting of attractive buildings, significant natural open space, and formal landscaped areas.

**Application:** These guidelines will be used by the City-County Planning Board and its staff as a means of organizing review of master plans for business parks. The guidelines identify important design elements that should be considered. Because the setting and target market for each business park will be unique, no single formula is ideal for creating an excellent design. Therefore, where design elements of a master plan vary from these guidelines, their appropriateness will be judged on how well they address the overall intent of the guidelines and not on strict adherence to particular elements.

**Uses:** Appropriate uses in these business parks include warehouses, light manufacturing and assembly, scientific and research laboratories, and corporate offices.

**Recommended Overall Site Size:** The recommended minimum site size for business parks is 100 acres. This threshold size will focus business park development at a few appropriate locations, allow for coordinated development and sufficient land for a campus-like setting, and provide enough space for the effective use of buffers and preservation of natural areas.

**Site Buffers:** Site buffers consisting of existing vegetation supplemented by additional plantings and berms should be located along the periphery of the site to provide a visual screen and functional separation from public streets and adjoining residential land. The width of these buffers may vary depending on the physical characteristics of a particular site but in any case should not be less than 50 feet in width.

**Access:** Access should be on roads of at least minor thoroughfare classification, and streets in the business park should be designed to both allow access from adjacent neighborhoods but not draw traffic through local residential streets. More than one major access point should be provided and connectivity of the internal street system is encouraged.

**Common Open Space:** A minimum of 20 percent common open space consisting of streams or lakes, floodplains, wetlands, slopes greater than 20 percent, and other open areas should be retained on the site. Common open space should be connected, where possible, to form a ribbon of green throughout the development. In areas where the site buffers are more than 50 feet, the area in excess of 50 feet may be counted as part of the common open space requirement if it is linked to other common open space areas. An existing site resources map should be prepared by the developer as part of the site planning process showing natural and constructed site features to be included as common open space.

**Stream/Wetland Protection:** Streams and wetland areas should be protected by requiring riparian buffers to the edge of the floodway fringe for FEMA regulated streams and 50 foot buffers from each side of streams and wetlands identified in the Forsyth County soil survey. Exact location and extent of streams and wetlands should be verified during preparation of the site resources map required to identify common open space elements.

**Architectural Design:** Architecturally unified materials should be selected and emphasized for each structure and building site. Exposed guideline concrete blocks and prefabricated metal are not recommended but may be acceptable for the sides and rear of buildings if they are screened from view of external property lines and internal roadways. Offices or showrooms should be located at the front of the building and facades facing the street should be articulated to distinguish the building. New developments should explore the use of Leadership in Energy and Environmental Design (LEED) guidelines to increase energy efficiency and reduce long-term building expenses.

**Placement of Structures:** All structures should be setback a minimum of 100 feet from the external property lines of the site. Employee parking may be located in this setback in the 50 feet closest to the building. Buildings on each building site should face interior streets and be setback a minimum of 60 feet. For large buildings, a larger setback in proportion to their footprint and height is encouraged to contribute to a campus-like setting. Buildings located on the corner of two streets shall be considered to have two front faces. Warehouse buildings should be designed and placed on their lots so that views of loading docks from the street are minimized or prevented.

**Storage/Process Areas:** Businesses should meet the storage requirements of the "Manufacturing B" use in the *Unified Development Ordinances* which allows operations including storage of materials, processing fabrication or assembly of products and loading and unloading of new materials only within enclosed buildings. Storage trailers or containers should be located in designated areas and screened from public streets or from the exterior of the business park. No outdoor processes should be employed in the operation of any business in the business park as stipulated by the requirements of the "Manufacturing B" use in the *Unified Development Ordinances*. Any waste and recycling receptacles should be located within an enclosed structure.

**Operation Impacts:** Operations at the business park should not produce dust, smoke, odors, fumes, air or water pollution, noise, gases, or vibrations as required by the requirements of the "Manufacturing B" use in the *Unified Development Ordinances*. The use of hazardous materials or volatile chemicals should be in compliance with all federal, State and local requirements.

**Internal Landscaping:**

- Create attractive medians at major entrance streets into the park.
- Highlight public access points to buildings.
- Buffer loading and utility areas.
- Break up large parking areas.
- Provide a transition between neighboring sites.
- Compliment building design and materials.
- Provide a transition between parking areas and the office portion of a structure.

**Fences:** Perimeter and chain-link fencing should be prohibited unless a special need can be demonstrated. In cases where the need is demonstrated, chain-link fencing should be as minimal as possible and its view from public streets or outside the business park should be screened by landscaping or buffering. Where it is necessary to use chain-link fencing, black, green, or earthtone vinyl coated fencing is preferred.

**Pedestrian Circulation:** A system of greenway trails that are part of the open space component of the Business Park and sidewalks along one side of major streets in the business park are encouraged. At each building site, sidewalks should link visitor parking areas and front yard parking areas to the main building entrance. Sidewalks should also link building sites to greenway trails and any sidewalks along major streets in the business park development.

**Parking Areas:** Parking areas located to the side or rear of buildings are encouraged. Extensive paved areas should be avoided in favor of smaller multiple lots separated by landscaping and buildings. Parking lots adjacent to and visible from public streets should be screened from view through the use of natural topography and created earthen berms, low screen walls, and changes in elevation, landscaping, or combinations of these design techniques.

**Signs:** A signage plan showing proposed park identification signs and guidelines for building facade and free standing signs should be provided as part of the master plan for these developments. Park entrance signs should be a monument type not exceeding 12 feet in height and 54 square feet in area.

**On-site lighting:** All on-site lighting should be designed, located, shielded or deflected so as not to shine into neighboring property or impair the vision of pedestrians or the driver of any vehicle. For parking lots and other outdoor areas, full cutoff lighting that conforms to guidelines defined by the Illuminating Engineering Society of North America should be used. For buildings facades and other lighting surfaces, such as signs, landscaping and fountains, and light fixtures should be full shielded and aimed accordingly as to not project onto neighboring property or skyward.

**Display Areas:** No outdoor display areas should be allowed. All display areas should be located within flex-space or office buildings.

**Service Areas:** Provision for handling all truck service should be located at the rear or sides of buildings. Loading docks should be located at least 300 feet from adjacent residential areas. Where there is an intervening public street, the setback is reduced to 150 feet. Loading docks located on the side of any building should not be nearer than 50 feet from the front face of the building. Loading docks should be recessed, screened or otherwise designed to be totally buffered from adjacent properties and public roads.

**Exterior Mechanical Devices:** Air conditioners, heating, cooling, ventilating equipment, pumps and heaters and all other mechanical devices including roof-mounted mechanical equipment should be screened from view from the public right-of-way. All utilities should be placed underground.

**Flex-space and multi-tenant uses:** Multiuse and "flex-space" buildings designed to accommodate a number of tenants or a single tenant with needs for office, research, assembly and storage space in the same structure are encouraged to attract "start-up" operations and entrepreneurs.

## City of Winston-Salem

**Allen Joines**  
Mayor

**Dan Besse**  
Southwest Ward

**Jeff MacIntosh**  
Northwest Ward

**Vivian H. Burke**  
Mayor Pro Tempore, Northeast Ward

**Robert C. Clark**  
West Ward

**\*Derwin L. Montgomery**  
East Ward

**Denise D. Adams**  
North Ward

**Molly Leight**  
South Ward

**\*James Taylor, Jr.**  
Southeast Ward

**Lee Garrity**  
City Manager

\*City Council Representative for portions of the Planning Area

## Forsyth County Board of Commissioners

**David R. Plyler**  
Chairman

**Donald Martin**  
Vice Chair

**Richard V. Linville**  
**Ted Kaplan**

**Walter Marshall**

**Gloria D. Whisenhunt**  
**Everette Witherspoon**

**J. Dudley Watts, Jr.**  
County Manager

## City-County Planning Board

**Arnold G. King**  
Chairman

**\*Allan Younger**  
Vice Chair

**George Bryan**  
**Melynda Dunigan**

**Tommy Hicks**  
**Clarence R. Lambe, Jr.**  
**Darryl Little**

**Paul W. Mullican**  
**\*Brenda J. Smith**

\*Planning Board Member for the Planning Area

## City-County Planning Staff

**A. Paul Norby, FAICP**  
Director of Planning

**Margaret C. Bessette, AICP**  
Assistant Director

**C. Lynn Ruscher, AICP, GISP**  
Principal Planner

**Kirk Ericson, AICP**  
Principal Planner

**\*Byron Brown**  
Project Planner

**Amy Crum**  
Project Planner

**Kelly Bennett, AICP**  
Project Planner

**Michelle McCullough**  
Project Planner

**Kevin Edwards, AICP**  
Project Planner

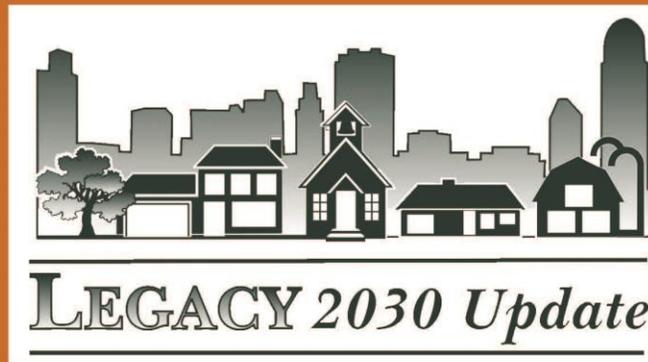
**Angie Plummer**  
Graphics Coordinator

\*Project Leader

## Interdepartmental Committee

**Gregory Errett, AICP**  
Transportation Principal Manager (*retired*)  
Winston-Salem Department of Transportation

**Ravin Gore**  
Transportation Planner  
Winston-Salem Department of Transportation



For more information about the  
**Southeast Suburban Area Plan Update**

City-County Planning Board  
Telephone: 336-727-8000  
Fax: 336-748-3163  
Email: [planning@cityofws.org](mailto:planning@cityofws.org)  
Web site: [www.cityofws.org/planning](http://www.cityofws.org/planning)