Legacy

A Development Guide
For The New Century
In Winston-Salem
And
Forsyth County

City-County Planning Board
FORSYTH COUNTY & WINSTON-SALEM, NORTH CAROLINA
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Introduction

We live in an exciting and challenging time. Globally, major economic, social and technological changes are occurring at an accelerated pace. Those external forces, combined with increased growth and development locally, are changing the face of our community. Anticipating our future and planning for change has become more important than ever.

The special State enabling legislation that created the City-County Planning Board requires it to plan for the future—to develop consensus goals and strategies to guide the development of our community. Vision 2005, the previous plan, was adopted in 1987. Given the accelerated pace of change, the City-County Planning Board concluded several years ago that it was time to begin preparation of a new plan that would guide us into the 21st century. This Legacy development guide is the result of a community-wide effort to develop a common vision of that future.

The first step in planning for our community’s future was to envision the kind of future we want. “Forsyth County Tomorrow,” our future vision, is the result of a community wide effort guided by the Legacy Citizens Steering Committee and the more than 100 members of the Legacy Focus Groups. Completed in 1997, “Forsyth County Tomorrow” was adopted by the City-County Planning Board, Forsyth County and its eight municipalities and serves as the frame-work for the goals, policies and action agenda items in Legacy.

The Legacy Citizens Steering Committee then began drafting a plan—developing the goals, policies and specific actions that would be needed to move us toward our vision of the future.

The City-County Planning Board has been committed to an inclusive citizen-driven planning process throughout the development of Legacy. The Planning Board believes that a planning process that is inclusive and open, that reflects the values of all segments of the community, and that achieves community consensus will result in a planning document that has the broad public support needed to fund and implement its recommendations. The Planning Board formed the Legacy Citizens Steering Committee at the beginning of the planning process to ensure broad community representation in the preparation of the new plan. Numerous public meetings and meetings with stakeholder groups and organizations were held throughout the process of preparing the plan which resulted in numerous changes to early drafts of the plan.

Visioning is the first step in a process by which a community decides the kind of future it wants and then plans how to achieve it.

Plans to guide the growth and development of a community go by a variety of names—Comprehensive Plan, Master Plan, City Plan, General Development Guide, and others. No matter what title is used, these plans traditionally are a general, long-range policy guide for decisions concerning the overall growth and development of the community.

This Legacy development guide focuses on the physical growth and development of our community but also addresses quality of life issues like education, community safety, citizen involvement, diversity and integration. The recommendations for future development patterns are general in nature, rather than narrowly focused on decisions for land use at specific sites. The recommendations are long-range because consideration is given to the problems and opportunities which may arise in our community to the year 2015. Finally, Legacy is dynamic. Benchmarks are built in that will measure progress in achieving goals. They are part of an annual review process that can trigger revisions and changes in
strategy to adapt to new situations and meet new challenges.

Although adopted as an official public document, Legacy is not a development ordinance and does not carry the force of law. It does, however, serve as a guide and a catalyst for the establishment or revision of development ordinances and other implementation tools. These include zoning, subdivision, and environmental ordinances and capital improvements programs. The growth management plan map in chapter three serves to illustrate how and where the Legacy policies and recommendations will be carried out. This mapped information is general in nature and not appropriate for determining the suitability of a particular site for any specific use. A series of more detailed area plans, one of the action agenda items called for in this plan, will provide more specific land use guidance.

Forsyth County includes, in addition to Winston-Salem, seven smaller municipalities - Bethania, Clemmons, Kernersville, Lewisville, Rural Hall, Tobaccoville and Walkertown. The City-County Planning Board currently exercises planning authority over four of these communities - Bethania, Rural Hall, Tobaccoville and Walkertown. The remaining three municipalities have taken over control of local planning. Clemmons, Kernersville and Lewisville each has its own planning board with final planning decisions made by each governing board. In establishing their own planning authorities, each of these communities has adopted its own development plan. This Legacy development guide complements, but does not replace, these local plans. If any provisions of local development plans differ from Legacy, then the specific provisions of the municipality’s local plan shall be considered the controlling provisions. By adopting Legacy, each of the municipalities with local planning authority endorses its policies and recommendations. However, locally adopted plans are the final authority in planning and zoning matters.

This document consists of fifteen chapters. The “Forsyth County Tomorrow” vision statement is chapter one. Chapter two, Growth Trends, analyzes national, State and local trends that will affect how we grow and develop in the first two decades of the 21st century. It provides data and analysis of changing demographics, development patterns, economic trends, and new technologies that provide a foundation for the discussions in the chapters of the plan that follow. Chapters three through thirteen focus mainly on development related topics but treat associated quality of life issues as well. Each of these chapters includes an assessment of existing conditions and develops goals, policies and an action agenda intended to help us realize our vision. The Action Plan, chapter fourteen, contains all the specific action agenda items included in Legacy. They are organized around eleven functional headings which identify the group that has primary responsibility for initiating and directing the tasks to be completed. A schedule for beginning work on each item is included. The final chapter, Benchmarks, identifies a series of measures to be used in gauging progress in achieving the goals of Legacy.

Several themes weave together the individual chapters of Legacy. Better managing future growth and development to reduce sprawl and create more compact development patterns is emphasized. Legacy stresses the need to promote transit-oriented development that reduces traffic congestion and air pollution. Retaining our distinctive community character by protecting farmland, open space and historic resources and revitalizing our downtowns and older neighborhoods are additional themes. The title of this document, Legacy, identifies the overarching theme—we are stewards of the community and land that has been passed to us, and we have an obligation to protect and enhance it as our legacy to our children and grandchildren.

### Adoption

The following table lists the dates of adoption of Legacy by elected boards in Forsyth County.

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<td>Forsyth County</td>
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<td>Kernersville</td>
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At the dawn of the new millennium, it is fitting that we assess our current circumstances and envision the kind of community we would like to become in the future. What better time than the beginning of this third millennium to develop a vision, a shared set of goals for the growth and development of our community, that people find clear, inspiring and compelling, uplifting and attainable? How appropriate that we choose to be proactive in shaping our community’s future rather than simply reacting to the rapid changes that will inevitably occur.

The Legacy Citizens Steering Committee and eight citizen Focus Groups were charged several years ago to look ahead to the year 2015 and develop just such a vision for our community. Their charge was to answer four questions—where are we now? where are we going? where do we want to be and how do we get there? The results of their effort is a community vision statement called “Forsyth County Tomorrow.” It presents an exciting picture of what our future could be—a future in which Forsyth County would be an even more special place in which to live and work. As you read the full vision statement on the following pages, try to imagine the possibilities.

“To begin with the end in mind means to start with a clear understanding of your destination. It means to know where you’re going so that you better understand where you are now and so that the steps you take are always in the right direction.”

The 7 Habits of Highly Effective People
Stephen R. Covey
**Legacy** is an initiative of the City-County Planning Board to develop that vision for the future of Winston-Salem and Forsyth County and an action plan for achieving it. The Planning Board appointed the 21-member Legacy Citizens Steering Committee, with representatives from all across Forsyth County, to guide the visioning process. Over 100 citizens were enlisted by the Steering Committee and organized into eight Focus Groups. Working within a theme, each of the groups reviewed our current situation, studied forces and trends shaping the community, and then answered the question: What kind of community would we prefer to have in the future?

“Forsyth County Tomorrow” is the result of their efforts, a vision of that preferred future. It includes a number of ambitious goals that touch on all aspects of community life. The vision calls for growing smarter and better managing future development, a more balanced transportation system, safer and more livable neighborhoods, involved citizens, and excellence in education. It envisions a revitalized downtown Winston-Salem, a vigorous economy, retention of our unique community character and a commitment to environmental quality.

**Managing Growth and Development**

Growth in Winston-Salem and Forsyth County in the last twenty years has changed the face of our community. Suburban sprawl, taking the form of low density, single family subdivisions, has become prevalent and reaches ever further into the countryside. Commercial development follows residential development and is strung out along major roads. Traffic congestion is increasing as a result of these development patterns and our continued dependence on the automobile. The costly provision of infrastructure such as water, sewer and roads to serve these remote developments diverts tax dollars from other pressing needs. We are witnessing the rapid disappearance of our farmlands, natural areas and green spaces. Sprawl has drained the vitality from downtown Winston-Salem, caused the deterioration of older urban residential neighborhoods and helped divide us as a community. Our quality of life is being threatened by this sprawl that consumes more land and resources than are needed for a livable community.

There appears to be, however, some recognition of the need to change direction. Efforts are being made to revitalize downtown and some older commercial and residential areas. There is increasing sensitivity to the environmental and economic effects of sprawling development.

What kind of future do we desire for ourselves?

**Our Vision for the Year 2015 . . .**

We, the 330,900 residents of Forsyth County, like the way our community has grown. Effective management of growth and development has contributed to this feeling by curtailing urban sprawl. Our community is on its way to sustainability, striking a good balance between meeting the needs of its current residents while preserving resources for future residents. Our urban areas, including downtown Winston-Salem, have been transformed into vibrant living and working environments. We take pride in new patterns of neighborhood development that promote a sense of community and provide convenient access. The character of small towns has been preserved and we have retained our rural areas which contribute greatly to the overall quality of our lives.

**Our Community is Involved and Committed to a Creative Approach to New Development.**

Our elected officials have adopted and implemented a growth management plan for the development of the County. They have also adopted policies which promote environmentally sensitive and high quality development, allow for flexible zoning, promote the multipurpose use of facilities such as schools, and provide incentives to manage growth. There is adherence to these policies.
and community agreement on a balance of individual and community rights. Citizens actively participate in local development issues. The result has been a transformation of our urban, suburban and rural environments.

Our existing urban land is being used more intensively, reducing development pressures on rural areas. Downtown Winston-Salem has grown upward reducing the need for development to grow outward. Our downtown is now full of vitality because a diversity of uses and activities has reestablished it as the physical and spiritual center of our community. Commercial development along major roads has been replaced by urban activity centers and corridors characterized by mixed retail, office, light industrial and higher density residential development. These developments, all connected by public transportation, create attractive places for people to live. Our older residential, commercial and industrial areas have been rehabilitated. Our creative use of vacant land and abandoned buildings has resulted in the transformation of dilapidated areas into productive and attractive urban environments. Visual clutter has been reduced. We also use recreation and open spaces and other public facilities located in these older urban areas more intensively.

Development of communities with a balance of services, together with efficient provision of public services and facilities, is now the norm. We can choose to live in developments in new as well as older urban areas. New compact suburban developments located in areas designated for growth have taken place in an orderly manner in conjunction with cost effective and coordinated provision of transportation, water, sewer and other services. Vibrant communities with choices of housing style and densities, pedestrian friendly character, convenient neighborhood shopping, schools, parks and other services are now the standard for residential development. These new patterns of development have increased the demand for bike lanes and other facilities for cyclists, as well as facilities for transit riders and pedestrians. More people use public transportation today than at any time in the past, and traffic congestion has declined significantly as a result.

Our rural landscape, once rapidly disappearing, has been preserved and is an important part of the community’s quality of life. Farming continues to contribute to the local economy. Within these rural areas, our small towns thrive with attractive, well developed village centers. Our system of parks, open spaces and natural areas linked together by greenways provide recreational opportunities for all and allow city dwellers to enjoy the countryside and interact with nature. There is widespread support for programs that protect natural resources and environmentally sensitive areas, and that preserve the character of the more rural areas of the County.

There is a collaborative spirit and ongoing dialogue between the various communities in the County and the region. Approved annexation agreements countywide foster orderly growth of our cities and towns and minimize land use and political conflicts. Coordination exists between the various agencies who manage development in the County. We also recognize the importance of working together and maintaining good relations with our neighboring counties in the Triad. A regional transportation service, success in attracting major employers and regional parks and greenway systems are among the successful regional projects that attest to our commitment to regional cooperation in planning and economic development.
Transportation Alternatives

We love the freedom and mobility that our automobiles provide! And there are more cars on the road now than ever before. Some people believe that the increased traffic is caused by population growth and new development. However, studies show that even in areas of the country where population has declined, the number of cars on the road has increased. In fact, increased traffic and congestion is due to all of us driving more than ever before. We are making more automobile trips each day and those trips are longer. The reasons are complex and involve personal preference as well as social and economic changes: increases in disposable income, growth in the number of jobs and two-wage earner families, suburbanization causing people to live further away from jobs and services, development oriented to automobiles, and more trips that are not work related.

Unfortunately, the freedom and mobility we enjoy has its price. More cars on the road mean increased air pollution, more congestion and more accidents. Dispersed growth and changed travel patterns make it harder for our public transit system to provide good service, attract riders and remain solvent. More cars require new roads and the widening of existing roads at a rate that we may not be able to afford. Those new roads disrupt and divide existing neighborhoods and spread commercial development further into the countryside. Ever widening roads invite more development and congestion, leaving some of us to question whether we can pave our way out of our congestion dilemma. Laying more asphalt may just mean that the congestion is two lanes wider!

If you asked people in our community if they wanted Winston-Salem to become Charlotte, a majority would probably say no, citing traffic congestion in the Queen City as a main reason. Yet we can predict, almost with certainty, that Charlotte’s current transportation problems will be Winston-Salem and Forsyth County’s problems in the year 2015 if we don’t begin planning now for something better.

Our vision for the year 2015 . . .

We have a much more balanced and sustainable transportation system than in the past. While the automobile continues to be a major means of getting around in our community, environmental concerns and the costs of road construction have accelerated plans already underway to revise our transportation priorities and emphasize alternative means of transportation. The preparation and implementation of a comprehensive transportation plan, with increased emphasis on transit, bicycle, pedestrian and rail systems, have helped provide the balance between different modes of transportation.

Revised growth management policies and improved coordination between land use and transportation plans have reduced our dependence on the automobile. Agreement on an urban development zone has slowed suburban sprawl and produced a more compact development pattern, reducing the length of automobile trips. Policies to increase the density of residential development along major transportation corridors has increased transit ridership and reduced congestion. New neighborhood designs with a mix of uses and easy pedestrian access to shopping and services have lessened the need to drive. Increased densities in urban centers have also made a regional rail system feasible. The system, now under construction, will link urban centers with the Triad International Airport and regional rail stations. When the system is completed, high speed trains are projected to reduce traffic on I-40 and Business I-40 by twenty percent.

Our new Triad rail system is exciting but the heart of our alternative transportation system is our buses. The Winston-Salem Transit
Authority (WSTA) operates the largest bus and vanpool system in the State. The system links neighborhoods, businesses and regional rail stops offering a convenient and affordable alternative to the automobile. Providing county-wide public transportation service to jobs and new industries is a priority. Not to be outdone by rail, our bus system has some new “high tech” features of its own. Electronic bulletin boards at bus stops have made using transit more convenient. They sense waiting riders and receive satellite signals indicating when the next bus will arrive. A system of safe and well marked bike lanes, built on transit routes identified in the Bicycle Plan, provide another alternative for commuting as well as recreation. All city buses have bicycle racks, completing an alternative transportation system that includes bicycles, buses and rail.

Spurred by a movement toward local empowerment, planning for new roads is now under local control. A beltway that now rims the County opened early in the century after much discussion and debate. The controversy over the location and design of the loop road resulted in a demand for changes in the way new highways are planned, designed and approved. The Transportation Advisory Committee, with representatives from all communities in the County, is responsible for transportation planning. It has developed an open and participatory public involvement process to help guide its decisions. As a result, improved roadway design and landscaping requirements have created many roads in our community that can truly be called boulevards.

**Advances in technology have reduced the traffic on our streets, cut costs and improved air quality.** Telecommuting and flex time are encouraged by local businesses and government and more people work at home or commute to work at less congested times than ever before. Use of alternative fuels and a gradual conversion to electric vehicles have reduced air pollution from automobiles to a minimum. Computer controlled intersections and timed signals speed the flow of traffic. Special signaling devices on buses change traffic lights in their favor. New technology for resurfacing roads using recycled materials has reduced maintenance costs. People report traffic accidents and breakdowns by dialing *DOT on their cell phone and “quick response” patrols react to reduce delays. Individually, the benefits of these measures on traffic congestion are small. Taken together they act to reduce congestion significantly.

Technology helps our balanced transportation system add significantly to the high quality of life we enjoy in Forsyth County.

**Working cooperatively with the various agencies involved in transportation and transportation planning has facilitated the provision of a more comprehensive transportation network.** Convenient rail, trucking and airport service are a major part of our industrial and business recruitment efforts. Although our dependence on the trucking industry has not been eliminated, rail transport of goods and services has increased. The trucking industry continues to provide reliable, real-time delivery of goods and services to the area. Smith-Reynolds Airport provides a vital transportation link for our growing economy. Increased and frequent passenger and cargo service has linked Forsyth County to the rest of North Carolina and the world. The preservation of rail lines and rail rights-of-way have
helped to promote the use of alternative modes of transportation—including community and regional rail, pedestrian and bicycle paths—which form part of the comprehensive transportation network.

**Economic Vitality and Environmental Quality**

In the emerging global economy, communities must now compete with each other for clean industries and high paying employers. Employers, in turn, also compete for skilled and educated workers who increasingly choose to locate in those communities which offer the highest quality of life. Although good sites and public infrastructure remain important, environmental quality has become recognized as a catalyst for economic development. Similarly, economic vitality has become a driver for environmental quality. Within a prosperous economy, more community resources can be directed toward protecting and promoting a quality environment. Twenty-first century opportunities await those communities who provide a superior quality of life.

Strategically located in the Piedmont Triad, Forsyth County will continue to grow as many people are attracted to the region’s quality of life and economic opportunities. While this bodes well for our immediate economic success, this growth poses a challenge to Forsyth County’s overall environmental quality. No longer can we assume a high degree of environmental quality, largely defined by undeveloped open space and clean water and air, as a “given” in our community. Today our air quality borders on not meeting federal standards and opportunities to preserve open space and maintain good water quality are diminishing due to our rapidly urbanizing landscape. This decline in environmental quality in turn hurts our efforts to attract and retain quality economic development. To improve our quality of life we must dramatically improve the quality of our citizens’ education. Education is the underlying factor crucial to the achievement of both economic vitality and environmental quality. Only through improved education will the objectives of environmental quality and economic vitality come to be recognized as allies, not competitors, in our efforts to sustain a livable community.

**Our vision for the year 2015 . . .**

Forsyth County’s high quality of life makes it a great place in which to live and work. It is a source of pride for its citizens and envied by its competitors. Governing bodies, business leaders, citizens and special interest groups have all recognized the critical importance of balancing the preservation of our unique environmental assets with the need for economic growth and expansion. As a result, local economic recruiters and national and international relocation specialists cite our excellent quality of life as the deciding factor in bringing new business and industry to our community. What makes Forsyth County such an impressive address?

Sustainable development, striking a balance between current and future needs, is the goal of local business and industry. Local industries take the initiative in creatively managing processes to protect the environment. Business and industry voluntarily conduct environmental impact assessments on an ongoing basis. They find economic advantages in using recyclable and renewable resources. These practices and others result in our attaining or exceeding national and global pollution standards and recycling targets. As a result, we have received global recognition for our innovative solutions in achieving an environment capable of sustaining both economic vitality and environmental protection.

We have created a strong, diverse business community centered on banking, high-tech medical research facilities, and the film and visual communication industry. We recognize that sustaining economic vitality is a “three
legged stool”: supporting expansion of existing businesses, nurturing new small businesses, and attracting employers from outside our community. Attention to all three sources of new jobs ensures the retention and expansion of our economic base in the global economy. We support our existing industrial and light manufacturing base. Entrepreneurs are encouraged to start innovative business ventures with the assistance of creative financing options. New, locally-owned businesses thrive in specialized markets.

We have revised our site location policies to emphasize industrial and office sites in downtown Winston-Salem and at existing suburban activity centers. Reuse and redevelopment of existing buildings and industrial sites in these areas is strongly supported by the community. Our redevelopment efforts have resulted in significantly reducing the need to develop vacant rural lands, and have given new life to underdeveloped areas of the community including the east and south sides of Winston-Salem.

Corporations and small businesses thrive because of our well-trained and skilled labor force. Forsyth County leads North Carolina in workforce preparedness efforts. Businesses and organizations of all sizes benefit from public-private cooperative education and training programs offered at all local schools, colleges and universities. Many excellent programs, tailored to people with little formal education, special populations and seniors, help ensure job skills training and promote lifelong learning. An incentives program for businesses that retrain employees and/or train and hire local residents is nationally recognized. Our public and private educational system at all levels has met the challenge of the twenty-first century and embodies a curriculum spanning environment, medicine, technology, film, and business education. Our expanded local universities attract students from around the world.

We have embraced technology as a tool to sustain our quality environment and promote vigorous economic growth. Residents, local schools, businesses and governmental agencies utilize a computer network linked by fiber optics that is unmatched in the Southeastern United States. Our successful urban and rural activity centers accommodate telecommuting bases and temporary office space for our mobile workforce.

The transportation system in Forsyth County is one of the most advanced for a community of its size. Mass transit opportunities are extensive, linking major employment and activity centers throughout the County. The affordable and accessible transit system has reduced the number of cars on the road and alternative fuels for automobiles are freely utilized. As a result, our air quality is superior. Environmentally sensitive design standards have been adopted for our beltway system, protecting both wildlife and the landscape. Smith-Reynolds Airport provides a variety of air travel and cargo shipment opportunities and is also a successful business activity center.

Forsyth County is known for its pristine rural landscapes and network of open space as well as its aesthetically pleasing urban environment. Valuable rural open space and farm lands have been acquired as special agricultural and cultural districts. Working farms are still viable and contribute to our local economy.

Our economic success is tied to the attractiveness and vitality of our community. The expansion of our economy is due, in no small measure, to the attractiveness of our community to business and people considering relocation. Forsyth County residents enjoy a vast regional system of community parks, significant natural areas, and preserved open space all connected by a network of greenways and streams. Triad Park is the flagship and hub of this system which reaches adjacent counties and beyond. Our network of waterways, including the Yadkin River and Salem Lake, are part of this system. These waterways are valued for recreation, their beauty, and protection of the landscape as well as an asset for economic development. Within neighborhoods, parks are required based on the concentrations of the surrounding population, providing local open space and accessible recreation for all. For those looking for more organized recreation, the Triad is the home of major league baseball, soccer, and roller hockey teams. And downtown Winston-Salem’s rejuvenated arts, theater and cultural districts attract local residents as well as tourists from all parts of the Southeast. Visitors are drawn to our unique and compelling attractions, making tourism an important component of our economy.
Environmental quality is a common, accepted objective among all segments of the community. Most businesses and citizens now recognize their responsibility to protect and promote a healthy and healthful environment. Environmental regulations are cost-effective and based in scientific fact. The general public and the business community share a greater scientific understanding and aesthetic appreciation for the community’s air, water and land resources, and Federal, State and local governments are widely recognized as responsive and responsible partners in promoting environmental quality.

Innovative policies have resulted in a high level of environmental quality. Regional programs to control air and water pollution have proven effective. New development within floodplains has ceased and all streams now retain natural stream buffers. Improved construction and stormwater runoff management practices have lessened problems of flooding and erosion in our urban streams. Many streams have been restored to a more natural condition. Critical watersheds are clean and protected. Our exceptional recycling programs have resulted in reducing solid waste and in helping to foster a cleaner environment. Urban forests and significant natural areas have been inventoried and are protected. Community support for improving the quality of the built environment has also grown. Utilities, whenever possible, are located underground, and landscape standards, buffering, signage, and open space requirements maintain environmental quality in our more densely populated areas.

Building Better Neighborhoods

Current growth patterns that result in sprawling residential development, strip commercial corridors and separation of people and uses have changed the character of our neighborhoods. Today’s neighborhoods are often homogeneous, isolated, and almost totally dependent on the automobile. Large housing lots, and a lack of sidewalks, public spaces, and nearby neighborhood services reduce the opportunities for interaction of residents and erode our sense of community. Many people, especially younger and older people who don’t drive, find it difficult to function independently. Affordable housing is scarce and concentrated in a few areas, dividing us by class and income. We need to start building better neighborhoods.

Our vision for the year 2015 . . .

Better neighborhoods in Forsyth County are the legacy of improved planning and design over the past twenty years. Our livable neighborhoods draw upon the unique mix of urban, suburban, and rural areas our County provides, for their special character. Our neighborhoods are strengthened by an improved balance between self-sufficiency and interdependency. Neighborhoods have achieved greater self-sufficiency through new design standards, a diversity of housing types and people, better access to neighborhood services, and educational opportunities. Neighborhood associations working together to address social issues such as crime, quality of education, and homelessness have helped us to understand and build interdependency between our neighborhoods. With careful planning, appropriate design standards and citizen empowerment, neighborhoods have become the building blocks of our community.

Our neighborhoods have been designed to encourage a sense of community. Design guidelines that encourage such things as front porches, sidewalks, street trees and public spaces give neighbors an opportunity to meet and talk, thereby fostering a sense of belonging. Within neighborhoods, there are accessible open spaces, greenways and parks providing both passive and active recreation for all residents. Residents, including the elderly, disabled, and young, enjoy easy access to nearby neighborhood-scale shopping and services, schools, churches, and public open spaces. Design guidelines stressing compat-
ibility between these adjacent land uses make them an acceptable and desirable part of our community fabric. Neighborhoods are inclusive of different ages, races, and income levels, enhancing interaction and understanding. The adopted design guidelines result in aesthetically pleasing neighborhoods and commercial areas that give our community a special character and livability.

Citizens can choose to live in a variety of quality residential areas. Affordable housing for all citizens is a priority of the community. Various housing designs have been developed that are suitable for different income levels, family sizes, types, and tastes. Public housing reform and increased home ownership bring a high level of neighborhood pride to all areas of our County. Many residential opportunities are provided for people who choose to live downtown. Older neighborhoods surrounding the downtowns have been revitalized, preserving older structures and providing affordable communities convenient to jobs. Shopping and services, which once had deserted these areas for the suburbs, have returned to serve the new market that has been created. Historic preservation has become a focus for Forsyth County and has saved many fine residential structures.

Our neighborhoods offer choices in the way we get around. In our self-sufficient neighborhoods, cars are not necessary for day-to-day living. We can travel by bicycle, on foot or take the bus. Sidewalks and greenways connect neighborhoods to nearby parks, shopping, schools, and other neighborhoods. Attractive neighborhood bus stops and convenient bus schedules have greatly increased bus ridership. For longer trips, we use rail or cars. The promotion of ridesharing in our neighborhoods fosters more interaction between residents as well as reducing air pollution. Measures have been taken on our neighborhood streets to slow down traffic, making neighborhoods safer for children and adults alike.

Social issues are addressed by neighborhoods coming together to work out their problems. Crime, once our largest neighborhood concern, has diminished greatly. In fact, we have achieved an unparalleled level of consensus between citizens, businesses and local governmental bodies on a number of neighborhood issues, in contrast with the 1990’s when special interest groups focused on singular concerns. Communication, participation, and education have become an essential part of jointly deciding the future. Reliance on incentive-based policies instead of directives and penalties encourages developers and businesses to work with neighborhoods so that everyone wins. Working together has made our neighborhoods the building blocks of a strong, successful community.

The Future of Downtowns

Over the last decade, significant efforts have been made to revitalize downtown Winston-Salem. In spite of some recent successes, the downtown area is not a consistently vibrant, people-oriented place that attracts local residents and projects a dynamic image of our community to visitors. Downtown Winston-Salem has lost many retailers and other enterprises to the suburbs, leaving buildings empty or underutilized. The activities which remain do not extend much beyond regular working hours. In addition, there is the perception that the downtown area is not safe and lacks sufficient parking.

Much of human progress has come when people gathered in cities for commerce and to exchange ideas and culture. Without a vital and growing city center, Forsyth County cannot hope to be a player on the regional and national scene in the next century. We will not be able to offer to local residents and visitors the special cultural amenities, interac-
tion, and environment that an urban center can support and provide. It will become more difficult to attract new people and industry to our area. Our community’s fortunes are, therefore, very closely tied to the future of downtown Winston-Salem and its complementary relationship with the other downtowns of Forsyth County.

**Our vision for the year 2015 . . .**

Downtown Winston-Salem has reemerged as a dominant focus of economic and social life in our community, a center of the community’s civic and cultural activities, and a symbol of community identity. The public and private sectors recognize the importance of downtown Winston-Salem to the community and their common interest in coordinating efforts for downtown development and revitalization. Public/private partnerships utilize incentives which have resulted in successful downtown development and renovation, more and improved housing, and innovative crime prevention solutions.

Public tax money and private financial incentives have made downtown a more competitive investment location for development or relocation. New investment has produced a healthy and vital downtown. The creation of special districts, an increase in retail opportunities, growth of tourism and convention activity, entertainment and cultural events, and outdoor cafes bring people to downtown and add vitality to the downtown’s streets both day and night. Special districts for arts, medical research and entertainment have enhanced the traditional government and financial downtown uses. A successful technology district and museum now complement these uses. Quality specialty retail provides an array of unique merchandise and services that attract residents and visitors alike. The increase in retail activity, spurred by governmental and private financial incentives, has reduced storefront vacancies. Public and private enterprises sponsor outdoor entertainment events for all ages on a regular basis. Exhibits, concerts, and ethnic festivals, in new and exciting public spaces, draw a large number of residents and visitors to downtown.

**Downtown Winston-Salem is well designed and appealing.** The improved quality of the downtown’s physical environment makes people feel safe and welcome. Coordinated planning and design standards have improved the appearance of streets, signage, lighting, parking, and pedestrian and vehicular traffic flow. New parks and green spaces beckon office workers and visitors. The conversion and reuse of vacant warehouses and other buildings, the demolition of some unsightly buildings, and the rich mix of old and new architecture add variety and interest to the downtown’s visual character. The new downtown Winston-Salem skyline presents a strong image and is a source of local pride. Strict enforcement of regulations preserve the quality of downtown’s physical appearance.

Large increases in the number of people living in and near downtown has added greatly to the downtown’s vitality. Bolstered by a new public appreciation for urban lifestyles, historic architecture, renovated buildings, and a movement bringing people back to downtown neighborhoods, construction of new residential units has increased. Public improvements and expanded cultural, entertainment and shopping activities have helped create a desirable downtown living environment. This residential development creates a downtown retail market and contributes to the image of downtown as a vital, interesting place to live.
People find it easy to commute to downtown Winston-Salem from outlying residential areas and to get around within the downtown using public transportation. Improved public transportation, made possible in part by the new downtown residential concentrations, is convenient and inexpensive. Increased use of public transportation minimizes the need for expanded roadways and parking areas in the central core and consequently encourages a more cohesive downtown development pattern.

Smaller towns in Forsyth County have developed their own successful town centers. These “village scale” centers have preserved a small town atmosphere and historic character and serve people from surrounding residential and rural areas. Their attractiveness draws pedestrians and creates lively social environments as well as profitable downtown business settings. These downtowns project the image of safe, well maintained, stable, and livable environments, recalling and maintaining their classic small town roots.

Community Character

Increasingly, communities across the country are beginning to look the same. The entire nation is linked by look-alike monolithic highways. Cookie-cutter, treeless housing developments are the norm. Shopping malls and “big box” cement block super stores with acres of asphalt parking lots are found everywhere. Additionally, a neglected downtown with empty storefronts marks the center of too many of our towns and cities.

“How do we retain our character and keep from becoming Anywhere, USA?” is a question many communities like Winston-Salem and Forsyth County are asking themselves. Unlike some communities, we are lucky. We have many special attributes with which to work: beautiful rural areas with a terrain of rolling hills, streams, fields and forested areas; internationally acclaimed industries and schools; a rich Moravian heritage visually preserved in our present day community; and, caring and civic-minded citizens. We need to carefully guard and build upon these assets in order to retain our distinctive character and enhance our unique image.

Our vision for the year 2015 . . .

Upon entering our County, visitors instantly recognize our sense of pride and caring by our attractive roadways that are handsomely landscaped, well lighted, and have underground utilities. Driving is safe and enjoyable. At major entry points into our community, visitors admire specially designed gateways which blend into the landscape. These gateways identify Forsyth County, Winston-Salem and our smaller towns: Clemmons, Lewisville, Rural Hall, Kernersville, Bethania, Tobaccoville and Walkertown. Coordinated directions to attractions, services and events are provided through colorful and creative banners, flags and other media. Artwork saluting our major industries, employers, colleges and universities and sports teams is strategically located along main routes in a way that complements the natural landscape.

And all of our roadways are clean, litter-free and well maintained.

Our civic pride is displayed visually throughout the County. We treasure our rural farmlands, creeks with wide green buffers and walking trails, and lush natural areas like Salem Lake Park and the Yadkin River Scenic Corridor. Major businesses and industries show their civic pride through tastefully designed buildings and signage, and campus-like landscaping. Our urban areas are bustling, lively and clean. Historic preservation and reuse of buildings is a priority. Throughout the community, quaint historic areas and neighborhoods showcase older buildings transformed into distinguished homes, apartments, shops, restaurants, and other creative uses. Other community symbols and artwork located throughout the County reveal our pride in the arts, our Moravian heritage, and our cultural diversity.

Each neighborhood has its own special character while also blending easily into the rest of the community. Neighborhoods have tree-lined streets with utility lines placed underground. Wide boulevards with landscaping, sidewalks, and bike lanes encourage walking and bicycling and connect different areas. There are public landscaped spaces woven into each neighborhood, and everyone has a park within ten minutes of their home. Our neighborhoods are friendly, safe and clean.

Our community is unified and functions smoothly with state-of-the-art technology,
ample services, and a strong sense of unity among its citizens. Thriving smaller towns provide needed services and amenities so people can live, work, and play without having to make long commutes. The various communities, schools, and businesses throughout the County are linked by the latest communications technology and are known for their excellence and their contributions to the community. There are also gatherings and events held throughout the County which promote family and community unity. The unique tastes of the many cultures and nationalities of people living in our community are reflected and preserved in our neighborhoods and celebrated by various events.

Winston-Salem’s downtown has its own distinct identity as the heart of the community. The downtown is bright, colorful, and alive both day and night. Many people live and work there, and all citizens enjoy the many cultural and entertainment opportunities the downtown consistently offers. Access to downtown stores and events is easy because parking and transit are convenient. The downtown contains the best of new architecture and design and blends it with the best of the old. It is an exciting destination, and the central gathering place of the community. We celebrate there our ethnic and cultural diversity and our love for the arts and history through special events, public works of art, and museums.

We have avoided becoming Anywhere, USA, unlike so many other communities. We have preserved our uniqueness by continuing to support the corporations, institutions, and attractions which bring us international acclaim. We have maintained our reputation of excellence in education, technology, and a high quality of life for all our citizens. And, most importantly, we show this support and pride more visually throughout our community. Our attractive highways and roadways, our friendly neighborhoods and small towns, a vibrant downtown, preservation of our special historic and natural settings, and high quality design and maintenance all demonstrate our pride in and appreciation for living in Winston-Salem and Forsyth County.

Community Life

We have shifted from our founding Salem values, those of protection of the earth, community orientation, neighborliness, and religious and aesthetic values to overemphasizing Winston values, those of economic and industrial growth. The result has been a decline in the quality of our community life. We don’t know our neighbors and we don’t trust people who are different from us, especially those of different races and income levels. We’re losing our sense of community—the feeling of connection to the place we live and to others who live here. We work in new office buildings, while our children go to school in mobile classrooms. Some people are concerned about the safety of their children in our public schools and not all high school graduates are prepared for jobs. Crime is on the rise and some people are even afraid to go out of their homes. We’re losing our unique character by not preserving our historic resources and endangering our children’s future by not protecting our natural resources. Neighborhood businesses are closing
while huge nondescript retail stores are built. People have to drive long distances to shop and get services. Elderly and disabled people and those without cars have great difficulty getting services.

Fortunately, all is not negative. We have a rich history on which we can build. Our religious institutions provide people with a sense of community and are leading the way in bridging differences in our community. We have excellent medical resources and we are known as a “City of the Arts.” There are signs of redirection in our community. We are finally recognizing that we have the choice to continue in the decline of the quality of our community life or to reclaim what is valuable from our past and to accept the richness of the changes presented to us.

Our vision for the year 2015 . . .

In Winston-Salem and Forsyth County, we have blended Salem values with Winston values—our spiritual heritage with our economic entrepreneurship—to create a community that is a good place to live and is economically strong. Our outstanding quality of life is the foundation of our strong economic situation. Twenty years ago, we began reclaiming some of the values held by the Moravian settlers of our community, such as respect for natural and historic resources, aesthetics and spiritual values, a sense of community, and the concept of universal brother and sisterhood, in order to assure a better future.

Forsyth County is now a community where people of all races and income levels know and care about each other and work together to solve community problems. Our neighborhoods include a variety of housing types and are designed to foster neighborliness and to provide opportunities for human interaction. Our neighborhoods are ethnically diverse and people of different backgrounds live, work, worship and have fun together. We have strong neighborhood, civic and political organizations. Young people are valued and are an important part of the community and its future. People are actively involved in planning their community. Almost everyone votes!

We are a community of faith. We still have more places of worship per capita than any other city in North Carolina and these religious institutions continue to play an important role bridging differences, providing services, and maintaining a sense of community.

People feel safer in our community. We have less crime and violence, excellent fire protection, and outstanding emergency services. Part of the reason for the decrease in crime is that we have factored safety into the design of new developments and the redesign of existing developments. Drugs, which once greatly contributed to the level of crime and violence, are no longer a significant problem. Citizens work with the police to keep their communities safe. Community watch groups are no longer necessary because people feel connected to their neighbors and automatically watch out for one another. There is a strong police presence in and connection to the community. Foot patrols are standard operating practice.

Our educational system is outstanding. Over the last 20 years, we have emphasized technology in the classroom and upgraded our schools, technologically and structurally. Our children think we are joking when we talk about mobile classrooms common in the 1980’s and 1990’s. We have sought and achieved racial and ethnic diversity in individual public schools. Not only are our public schools of the highest quality, all our citizens have lifelong educational opportunities. Our libraries have been improved and are well utilized. We’ve increased support of colleges and universities, and in turn they have expanded and reached out to the community. We even have university classes at the public libraries. We have built upon efforts begun by the Winston-Salem/Forsyth County Schools in the late 1990’s to provide schools that are safe and to assure that graduates are well prepared for both higher edu-
cation opportunities and the demands of an ever-changing workplace.

We have superb medical facilities. Our hospitals provide outstanding medical care to people in Forsyth County and the region. They are our major employers. In addition, we have medical services in neighborhoods throughout Winston-Salem and in each of the smaller communities in Forsyth County.

Our community is a friendly and accessible place for senior citizens, disabled people, and lower income residents. Our neighborhoods and communities offer a variety of housing types so people of different ages and incomes can live together. Services and shopping are available near where people live and it is easy for people to get around by walking, biking, and public transportation. We have policies and programs that enable seniors and disabled people to remain in their own homes or live in neighborhood settings whenever possible. Our social service system is well managed and coordinated and there is a high level of awareness about what services are available. We have a strong sense of community cooperation and people volunteer to work together to assist those who are less physically or economically able.

Our community is a fun and exciting place for people of all ages. We have many neighborhood and community activities, including street fairs, concerts, ethnic and cultural events and sporting events. These events are not only fun, they help people get to know and understand each other better. Every community and neighborhood has a public space for people to come together to meet and have fun. We’re still known as a “City of the Arts,” with the School of the Arts, the Symphony, our outstanding theaters and museums, and all our artists and craftspeople. We have protected our historic and cultural resources, providing a link to the past and maintaining a sense of character and pride in the present. People use our county-wide greenway system to walk or bike to our well-maintained parks and recreation facilities.

Active Citizenship

The typical citizens who are active in local community and governmental affairs in Forsyth County have changed over the last twenty years. They are generally older, better educated, wealthier and have the choice of several new communities to reside in outside the city limits of Winston-Salem. The larger community, to a great extent, remains segregated by race and income.

Many citizens are unaware of how their government works or of what their responsibilities are for effective government. Their government seems distant and unapproachable. As a result, apathy is all too evident. The voting age population has increased significantly since 1960, but the number of people registering to vote has not increased at the same rate. The lack of faith in the power of the vote has shifted power to special interest groups. Some neighborhoods remain well “connected” to the governmental process while others experience feelings of hopelessness and disenfranchisement. They feel that government is unresponsive and that issues important to them such as poverty, crime, affordable housing, and social equity are largely unaddressed.

True citizenship involves not only rights but also responsibilities. Less revenue means fewer services requiring more responsibility by private institutions and individuals. Government must be “[...of the people, by the people and for the people]”. Reaching the community’s goal to be one of the ten best places to live in the country will depend on our commitment to these simple ideals.

Our vision for the year 2015 . . .

Area residents are excited about their community and actively involved in making it a better place to live. Their excitement is contagious! Forsyth County residents recognize their need to work closely with elected officials to reach shared goals for the good of the overall community. Citizens are aware of city and county mission statements: “[... to provide effective and efficient municipal services... with dedication to openness, integrity, equity and accountability.” [City of Winston-Salem] and “[... to create a community which is safe and healthy, convenient and pleasant to live in, with educational and economic opportunities for everyone ]” [Forsyth County]. They recognize that these mission statements cannot be accomplished without their participation and shared commitment.

A broad base of citizens regularly participate in community affairs. No one is excluded from the decision making process. Citizens are
encouraged to participate in the processes of government through meetings in their neighborhoods, interactive television, and printed and electronic media. The programs and services of public and private institutions reflect the ethnic and cultural mix of our community. Prejudice and discrimination based on race, ethnicity, gender or economic status are not tolerated. Centers of cultural and ethnic heritage proudly display the origins of the people of this community. Residents share their unique and their common histories and cultural gifts with each other, uniting the community through knowledge and understanding.

High voter registration and a strong turnout of an informed electorate makes citizens powerful in Forsyth County politics. Frequent opportunities for electoral debate and candidate forums exist prior to local and national elections. The community is in partnership with elected officials so that decisions are made for the good of the entire community. Areas of public concern, such as fiscal responsibility and accountability, are clarified through budget presentations that are more easily understood and related to citizens’ daily lives. Public budget review hearings are better attended because reports are better illustrated and more easily understood and related to citizens’ daily lives.

Public forums and debates, electronic town meetings and public hearings are held at this state of the art media center.

The Council of Neighborhoods is a volunteer organization made up of the presidents of neighborhood associations. This coordinating group helps all neighborhoods participate equally in community affairs. It sets goals for our community, publicizes and celebrates neighborhood accomplishments, promotes safe, affordable and attractive housing, and encourages the good stewardship of valued community resources. Much of the mystery and intimidation has been removed from government regulations as government officials work more closely with communities to promote regulations that work for and not against citizens. Neighborhoods are recognized annually or bi-annually at neighborhood fairs that stress everything from community cleanup to the celebration of community accomplishments. The City-County Planning Board takes advantage of the pool of volunteers from the Government Communication Center. The list includes the names, addresses and backgrounds of people interested in participating in planning projects, ad hoc committees and advisory teams. These volunteers encourage and support strong political leaders as they continuously review development standards, water and sewer policies, transportation needs and various regulations in order to achieve the sustainable growth provisions of the plan.

Local government and volunteer efforts have combined to address pressing social problems. The unemployment rate in Winston-Salem is stable at 3%. Underemployment is in rapid decline due to innovative skill training programs that encourage and assist entrepreneurs by teaming new business ventures with seasoned and/or retired business persons. Likewise, homelessness is negligible in Winston-Salem. Transitional housing, with rents based on income or involvement in special educational programs for non-traditional students, as well as life skills training programs operated through the Urban League serve as a springboard to those who need help to start over.

Children are first in Forsyth County and Winston-Salem. A strong school system and web of public services complement the efforts of families in raising children. Public education here is second to none in the United States and following the wisdom of the African proverb, “It takes an entire village to raise a child,” neighborhood, community, civic, social and fraternal organizations have come together to ensure that children...
in Forsyth County are safe as well as academically and technologically competitive. Senior citizens’ organizations have joined forces with Winston-Salem State University’s Early Childhood Education Department and Brenner Children’s Hospital to develop centers to provide assistance to parents of young children. Income based quality child day care, after school care, safe houses and parenting services are provided throughout the community by older volunteers. Infant mortality and child abuse rates in Forsyth County are among the lowest in the nation. Children are taught from pre-kindergarten through high school to respect and celebrate both their common bonds and their differences. Intolerance, among the young, is a thing of the past.

Life is good here in Forsyth County and the good life is shared by all. Success is evident in the respect and rapport between the different segments of the community and their joint efforts in addressing fundamental concerns. The vision is reality, regardless of race, gender, age, culture or financial standing—you’re something special in Winston-Salem and Forsyth County, North Carolina.

From Vision to Reality

The trouble with a vision, of course, is that improving our community requires a lot more than simply raising our sights above the status quo. Achieving our vision calls for a willingness to change. It requires that we take risks and follow through. A vision that works calls for people to pay for things that may not enhance their personal lives or expand their own pocketbooks immediately. Most of all, it requires a commitment to the common good, cooperation and compromise, a coming together rather than moving apart.

Skeptics out there will say we have too many pressing problems that need immediate attention—rapid growth, traffic, crime, air and water pollution—to be thinking about what our community could and should be decades from now. But it is precisely because of these problems that we must have a clear vision for our future. Without one, our legacy to future generations is in jeopardy. Legacy is the road map that will move us toward our vision. Each chapter discusses the issues around a particular topic and develops a set of goals, objectives, policies and action agenda items that are intended to turn our vision into reality.
Growth Trends

Forsyth County’s population is growing. Currently, 306,000 strong, our population is projected to increase to 365,000 by the year 2015.

Changing demographics, a new global economy, the Internet-driven information explosion—these and many other emerging trends will affect how our community grows and develops in the first two decades of the twenty-first century. Some are within our control, but many are not. The Legacy Focus Groups analyzed many of these local, state and national trends and their potential impacts to develop their vision for the future of our community. Here are some of the more important growth trends they considered.

Recent Growth Rates

Forsyth County’s population is growing. In 2000, the U.S. Census counted 306,067 persons in the County, an additional 40,189 persons or a 15.1 percent increase since 1990 (Table 2.1). By comparison, population growth in the other major urban counties in North Carolina has been faster and in some cases a lot faster. Guilford County grew 21.2 percent since 1990, Mecklenburg County grew 36.0 percent and Wake County grew 48.3 percent. The growth rate for North Carolina during this same period was 21.4 percent.

Many business leaders look at recent growth in Raleigh and Charlotte and worry that our growth rate of 1.5 percent per year is really stagnation in disguise. Others see the problems brought on by rapid growth in those two communities and question if faster growth is what we want here. People who live in some areas of our County that lack local retail and job opportunities ask why they have not shared in the growth that the rest of the County has experienced. One posi-
tive thing to be said about our modest growth rate is that it does give us more time to adjust to and plan for change.

**Population Projections**

Population projections are educated guesses, based on past growth trends and assumptions about the future rate of births and deaths and migration into and out of our County. Migration patterns in turn are directly influenced by job opportunities and the quality of life in our community. The North Carolina Office of the State Demographer projects that Forsyth County’s population will increase to 365,000 persons or 19.3 percent by the year 2015. That increase of 59,000 people represents an annual growth rate of 1.3 percent. Put another way, approximately one additional person will reside in the County in 2015 for every five people that live here now.

Growth is necessary to provide the jobs and economic prosperity that improve our quality of life. However, growth and development can also have negative effects. Our challenge will be to manage growth so that we enjoy the benefits it can bring and limit its potential negative consequences.

**Growth in Jobs**

In 1997, 172,724 people were employed in Forsyth County, including people who commute to jobs here from surrounding counties. Table 2.2 shows that there was a 37.9 percent increase in employment since 1980.

Manufacturing has historically been a very important part of our area’s economy and a source of good paying jobs for local workers. Of the 100 largest metro areas in the country, the Forsyth-Guilford metro area ranked fifth in the percentage of jobs in manufacturing—26.8 percent in 1996. In 1995, manufacturing accounted for 20.3 percent of the jobs in Forsyth County. The average annual manufacturing wage in Forsyth County was $42,928 in 1997. In comparison workers in the service sector earned $26,520 and those in retail trade earned $15,777. The average wage for all workers was $29,870. Those good paying jobs, however, are on the decline. Since 1980 the number of manufacturing jobs in Forsyth County has declined 25.3 percent. During the same period jobs in services and retail trade have grown 158.3 percent and 71.7 percent respectively, resulting in a more broad-based local economy but one with fewer good paying jobs.

Employment is projected to grow 30 percent over the next several decades resulting in 212,700 jobs in Forsyth County by the year 2020. Our business recruiting efforts need to focus on attracting new employers offering jobs paying more than the current average wage of $29,870 if we are to raise our collective standard of living. We need to plan for quality job growth.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Manufacturing</td>
<td>44,761</td>
<td>33,424</td>
<td>-25.3%</td>
<td>42,928</td>
</tr>
<tr>
<td>Services</td>
<td>20,481</td>
<td>52,905</td>
<td>158.3%</td>
<td>26,520</td>
</tr>
<tr>
<td>FIRE*</td>
<td>6,316</td>
<td>12,265</td>
<td>94.2%</td>
<td>39,411</td>
</tr>
<tr>
<td>Retail Trade</td>
<td>17,990</td>
<td>30,888</td>
<td>71.7%</td>
<td>15,777</td>
</tr>
<tr>
<td>Construction</td>
<td>4,435</td>
<td>8,148</td>
<td>83.7%</td>
<td>27,777</td>
</tr>
<tr>
<td>Wholesale Trade</td>
<td>5,368</td>
<td>7,059</td>
<td>31.5%</td>
<td>37,800</td>
</tr>
<tr>
<td>Transportation, public utilities</td>
<td>10,859</td>
<td>10,951</td>
<td>0.9%</td>
<td>35,481</td>
</tr>
<tr>
<td>Government</td>
<td>14,643</td>
<td>15,985</td>
<td>9.2%</td>
<td>27,644</td>
</tr>
<tr>
<td>Agriculture</td>
<td>n.d.</td>
<td>865</td>
<td>--</td>
<td>18,088</td>
</tr>
<tr>
<td>Mining</td>
<td>n.d.</td>
<td>236</td>
<td>--</td>
<td>48,558</td>
</tr>
<tr>
<td>Total</td>
<td>125,267</td>
<td>172,724</td>
<td>37.9%</td>
<td>29,870</td>
</tr>
</tbody>
</table>

*Finance, Insurance, and Real Estate

n.d. - no data

Source: N.C. Employment Security Commission

**Table 2.1 Forsyth County Year 2000 Population**

<table>
<thead>
<tr>
<th>Town</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Forsyth County</td>
<td>306,067</td>
</tr>
<tr>
<td>Bethania</td>
<td>354</td>
</tr>
<tr>
<td>Clemmons</td>
<td>13,827</td>
</tr>
<tr>
<td>Kernersville</td>
<td>17,126</td>
</tr>
<tr>
<td>Lewisville</td>
<td>8,826</td>
</tr>
<tr>
<td>Rural Hall</td>
<td>2,464</td>
</tr>
<tr>
<td>Tobaccoville</td>
<td>2,209</td>
</tr>
<tr>
<td>Walkertown</td>
<td>4,009</td>
</tr>
<tr>
<td>Winston-Salem</td>
<td>185,776</td>
</tr>
</tbody>
</table>

Source: Census Bureau - United States Department of Commerce
Our local economy has recovered from job losses in the late 1980s: RJR moving its headquarters, AT&T shutting down its plant here, the closing of trucking companies brought on by federal deregulation. Our economy is currently strong, as evidenced by an unemployment rate of 3.4 percent in June, 2000, and under 6 percent throughout the decade of the 1990s.

However, even with unemployment rates at historically low levels and employers actively seeking qualified employees, not all our citizens have shared in the economic prosperity. Many of the unemployed lack the necessary basic training and skills to enter the job market and move up the economic ladder. Many are high school dropouts lacking reliable transportation to where jobs are located. If we are to be a successful community, we need to address the plight of this segment of our community.

**Development Patterns**

Growth patterns in Winston-Salem and Forsyth County in the past twenty years have changed the face of our community. Suburban sprawl in the form of low density, single family subdivisions spreading across the landscape and commercial activities strung out along major roads has become prevalent. The hidden costs of this sprawl development pattern are now becoming evident—escalating costs for roads and sewer, traffic congestion, air pollution, loss of open space and farmland, erosion of the vitality of downtown Winston-Salem and a loss of a sense of community.

A Maryland study predicts that between now and the year 2020 sprawl will cost Maryland residents about $10 billion more for new roads, schools, sewer, and water than would be necessary if growth were more concentrated.

Florida and other communities have demonstrated a direct relationship between sprawl and the spiraling costs of infrastructure and public services.

This sprawling growth has also had a pronounced westward tilt in our community. Map 2.1 shows that new subdivisions and multifamily developments approved between 1988 and 1998 have been concentrated on the west side of the county. Table 2.3 shows a similar pattern for commercial space. Only 15.4 percent of retail space and 6.1 percent of office space were locat-
ed in the eastern half of the county according to a 1995 study. In contrast 50.1 percent of office space and 84.7 percent of retail space were located in western Forsyth County.

In the west, residents complain about the impacts of all this development—traffic congestion, aesthetically jarring strip malls, loss of trees and open space. In eastern Winston-Salem, residents say they would welcome some of the new development so they wouldn’t have to drive out of their community to work, eat and shop. We need to plan for a more balanced pattern of development in our community.

### Transportation Trends

The number of cars on our roads is increasing at a much faster pace than can be accounted for by population or employment growth. Between 1986 and 1996 while the population of the State of North Carolina grew 14 percent, vehicle registrations increased 20 percent and vehicle-miles traveled increased 44 percent. These trends are expected to continue in the future. Here in Forsyth County, vehicle-miles traveled will almost double by the year 2025 according to projections by the Triad Urban Land Use Project. The reasons are complex and include social and economic changes as well as personal preference. These reasons include:

- growth in the number of jobs and two wage earner families, sprawling development patterns resulting in people living further away from where they work and shop, and increases in disposable income that result in more vehicles per household and more trips that are not work related.

It is hard to imagine that we can build new roads and widen existing ones fast enough to keep pace with the projected demand. Planners expect traffic congestion on Forsyth County’s streets and highways to worsen in the future in spite of the completion of the $575 million Northern Beltway and planned widening and improvements to many other roads. The occasional traffic snarls that we experience today will occur with increasing frequency in the future, costing lost time and productivity for individuals and businesses. Traffic congestion will be a fact of daily life unless we rethink our transportation policies.

### Changing Demographics

The “Baby Boomers”—those Americans born between 1946 and 1964—number 77 million Americans. In 1995, Baby Boomers made up approximately 30 percent of Forsyth County’s population. The vanguard of the Boomer generation are now turning fifty. The combination of the maturing of the large Baby Boom generation and the fact that Americans are living longer than ever means that older people will become more numerous in the new century. According to the 2000 census, the median age in Forsyth County (the age where half the people are older and half younger) is 36.0 years, and 12.6 percent of the County’s population is 65 years and older. By 2020 the median age is projected to be 39.7 years and an estimated 16.4 percent of the population will be 65 years or older.

The aging of the population will affect the lives of everyone. Planning for the new century, therefore, needs to include plans for an older population. Many in this group will have the

<table>
<thead>
<tr>
<th>Market Area</th>
<th>Office Space % of Total</th>
<th>Retail Space % of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>W-S Downtown</td>
<td>43.8%</td>
<td>(not included in study)</td>
</tr>
<tr>
<td>Northeast</td>
<td>0.0%</td>
<td>1.5%</td>
</tr>
<tr>
<td>East</td>
<td>2.8%</td>
<td>4.3%</td>
</tr>
<tr>
<td>Kernersville</td>
<td>0.9%</td>
<td>6.3%</td>
</tr>
<tr>
<td>Southeast</td>
<td>2.4%</td>
<td>3.3%</td>
</tr>
<tr>
<td>Southwest</td>
<td>15.0%</td>
<td>42.0%</td>
</tr>
<tr>
<td>Clemmons</td>
<td>1.2%</td>
<td>4.8%</td>
</tr>
<tr>
<td>West</td>
<td>14.2%</td>
<td>21.7%</td>
</tr>
<tr>
<td>Northwest</td>
<td>19.7%</td>
<td>16.2%</td>
</tr>
</tbody>
</table>

Source: Forsyth County Commercial Space Survey.
means to choose the lifestyle they want for their golden years. They will likely seek a lifestyle that emphasizes smaller homes with minimal maintenance, close proximity to shopping, services and alternative means of transportation, and neighborhoods with a strong sense of community. We need to begin planning now to accommodate their needs.

The children of the Baby Boomers, the so-called Baby Boom Echo, were born between 1977 and 1994. They are 72 million strong. Nationally, a record number of these Echo children will be attending school with the largest increase among teenagers. School enrollment will, therefore, continue to rise for the next decade, peaking in 2007 with an enrollment of 54.3 million. North Carolina is second only to California with an expected enrollment increase of 27 percent over the next decade.

The children of the Baby Boom Echo are our future. The kind of education they receive will determine how competitive we will be in the global economy of the twenty-first century. They may be the key to a strong local economy.

**Eighteen to Thirty-Four Year-Olds**

Forsyth County’s population currently has the smallest share of 18- to 34-year-olds of the four major urban counties in North Carolina (See Table 2.4). Because of smaller families and an aging population, the percentage of 18- to 34-year-olds is projected to decline in all of the major urban counties by the year 2015. Forsyth will continue to have the lowest percentage at 22.8 percent.

Many young people who come to Forsyth County to attend local colleges or graduate schools depart after graduation because career-advancing jobs are harder to find here than in bigger cities and because they feel opportunities for afterwork entertainment and socializing are lacking. We need to work to attract such young people to our community.

**Diversity and Integration**

In 1996, almost 1.2 million immigrants came to the United States. The foreign-born population of the U.S. today is just over 10.4 percent, the highest proportion in more than 50 years. If present trends continue in the coming decades, whites will become a smaller percentage of the U.S. population while the percentage of African Americans, Hispanics and Asians as a share of the U.S. population will increase. Mirroring national trends, Forsyth County is becoming a more diverse community. In 1990, the U.S. Bureau of the Census counted 2,106 Hispanics in Forsyth County. The 2000 Census reports 19,577 Hispanics, an 831 percent increase since 1990. According to the 2000 Census, our Asian population is 3,172, a 95 percent increase since 1990. We are becoming more diverse but not necessarily more integrated. According to the US Bureau of the Census, in 1990, the population of Forsyth County was 74.1 percent white, 24.9 percent African American, and 1.0 percent other races. A study done by the *Winston-Salem Journal* in 1993 (WSJ, August 15, 1993) revealed that Forsyth County had become only slightly more integrated since 1980. In 1980, 75.2 percent of the
white population and 65.7 percent of African Americans lived in segregated neighborhoods. Segregated neighborhoods were defined as census blocks where 90 percent or more of the residents were of the same race. By 1990, the percentages had declined to 73.0 percent whites and 53.6 percent of African Americans, but Winston-Salem and Forsyth County were more segregated than any other major city and county in the State. Our plans for building a better community need to include measures that create more integrated neighborhoods.

**Changing Lifestyles**

The all-American family is fading from the scene. Later marriages, smaller families, high divorce rates, and growth in elderly people living alone are causing the traditional family household consisting of a mom, a dad and at least two children to be displaced by more diverse living arrangements. In Forsyth County in 2000, a married couple with children under the age of 18 made up only 20.6 percent of all households. Almost 29 percent of households consisted of young singles, divorced or older people living alone. Reflecting these trends, the average household size in Forsyth County fell from 3.1 in 1970 to 2.39 in 2000 and is projected to fall to 2.15 by 2015.

A larger number of households comprised of singles, working parents and single parents may prompt a demand for higher density, infill housing located close to services, jobs and transit. Yet much of the housing being built in our community is still designed for the traditional family—large and expensive two-story homes on big lots in the suburbs. The local housing market may be ready for a greater choice of housing types.

**New Communication Technologies**

Personal computers connected to the Internet and other new communication technologies such as cellular phones, fax machines and video conferencing are important because of the instantaneous access they give people to other people and to information. Some experts feel this new ease of communication is probably the most important trend shaping communities today. These technologies reduce the need for people to physically come together to do their job and conduct business—the reason cities originally came into being.

The term “telecommuting” has been coined to describe the phenomenon of employees performing some portion of their job from home or at a remote location. The federal government is encouraging telecommuting among its employees partly because it reduces traffic congestion and air pollution from automobiles. A 1997 survey prepared for Telecommute America estimated that the number of Americans telecommuting was 11 million.

The commercial real estate market will be affected by the new communication technologies which reduce the value of location. Online banking is becoming popular and is expected to reduce the need for branch banking locations. Retailing on the Internet is still in its infancy but major companies like the QVC Home Shopping Network are now online. Online shopping could give the “big box” retailers a run for their money.

Office space for employees, especially in high-cost urban areas, is expensive. One New Jersey company estimated the cost of space for each employee at $20,000. Employers looking for ways to cut costs and improve the bottom line have a big incentive to embrace the new communication technologies to reduce office space needs. One study estimated that the demand for office space could be reduced 10% by these technologies.

In the future, the new communication technologies will provide people more options in choosing where they live, alter travel patterns and affect the need for and location of new office, retail and industrial space. We need to plan for the impacts of these technologies on our community.

**Conclusions**

We have explored some of the driving forces and trends that will affect the future of our community. As we plan for the kind of community we would like to become in the new century, we need to seize on the opportunities presented by some of these trends and plan to limit the potential negative impacts of others.
The predominant pattern of development in Winston-Salem and Forsyth County over the last fifty years has been suburban sprawl—auto-dependent, single use, discontinuous, low density new development at the urban fringe. As a small urban county with an increasingly limited supply of raw land for development, we will not be able to sustain this development pattern indefinitely. We also may not be able to afford to support the infrastructure it requires. We must find a new development model, one that will allow us to continue to grow, maintain our economic vitality and achieve a high quality of life for the next generation and beyond.

Our ability to succeed in curbing sprawl depends on our willingness to accept higher densities. We need to create more compact and efficient development patterns that accommodate growth yet help maintain environmental quality and economic competitiveness. Using this approach means utilizing land at the suburban fringe more efficiently and at density levels that will not promote further sprawl. We can grow while protecting our environment by directing where this growth occurs and developing design modifications that minimize new development’s impact on our sensitive areas and valuable open spaces.

We need to manage our growth by making more efficient use of land that has already been developed, encouraging reuse and infill and capitalizing on other development opportunities. Older urban and suburban neighborhoods should be reinforced as good places to live and do business. We need to develop policies and incentives
to attract housing and businesses to these older areas. We need to revitalize and concentrate development in our downtowns and existing commercial centers, maximizing the density in these areas rather than promoting growth at the suburban fringe.

**What is Sprawl?**

The predominant pattern of development in Winston-Salem and Forsyth County over the last several decades has been dispersed low density development. In Winston-Salem, for example, the population has increased 29.2% since 1970 while the area within the city limits has increased 93.5%. This type of dispersed development is called suburban sprawl. While there is no universally accepted definition for sprawl, for many people it has come to mean a pattern of development that includes:

- large-lot subdivisions that lack a connected street system,
- construction in rural areas far from public services,
- strip commercial development,
- superstores rather than locally owned businesses, and
- separation of shopping, jobs, and services like parks and schools from where people live.

The economic boom of the 1990s and the acceleration of this pattern of development has resulted in a closer examination of its effects on our quality of life. The traditional concerns about loss of farmland and open space and traffic congestion has expanded to include a number of economic, social and environmental impacts.

**How Does Sprawl Affect All of Us?**

We are experiencing many of the negative effects of sprawl here in Forsyth County. Air pollution is a growing problem and ozone levels have increased significantly since 1994. In 2000 the Triad region had 22 bad air days, whereas only 13 occurred between 1994 and 1996. In Atlanta, the scale of the problems resulted in federal funding for new roads being cut off. Traffic congestion and the cost of building new roads are accelerating. In Forsyth County and the surrounding Triad region, the population is expected to increase 23% by the year 2025 while vehicle-miles traveled are projected to increase 80% if current patterns of dispersed low density development continue. Costly road widenings may only mean that the traffic congestion is two lanes wider.

New development at our suburban fringe requires expensive new facilities including new roads, schools, and water and sewer lines. Building these new facilities can be wasteful duplication since there is often excess capacity in already developed areas. Residents in older urban neighborhoods subsidize these new facilities since the costs in our community are spread evenly among all taxpayers.

According to a 1993 study by the *Winston-Salem Journal*, Winston-Salem and Forsyth County neighborhoods are more segregated by race than any other urban area in North Carolina. This lack of diversity in our neighborhoods is partly the result of sprawl and the migration of higher-income residents, good jobs, educational opportunities and services to the suburbs. Current attempts to reintroduce neighborhood schools locally and end cross-county bussing have not been successful so far because the neighborhoods the schools draw from lack diversity and racial balance cannot be achieved.
Is Sprawl Inevitable?

The good news is that suburban sprawl is not inevitable. We are not doomed to a future of traffic congestion, air pollution, overcrowded schools, abandoned city centers, and lost open space and farm land.

Legacy advocates sustainable development principles that can reshape our urban and suburban growth to enhance our community, strengthen the local economy and protect the environment. The real question is not whether our community will grow, but how.

Our Vision

Growing smarter will require that we better manage our future growth and development. The Legacy Focus Groups have envisioned in their report “Forsyth County Tomorrow” a different future in which more compact patterns of development replace sprawl. Here what they envisioned for our future land use patterns.

In the year 2015 we envision that . . .

- Effective management of growth and development has curtailed suburban sprawl and fostered quality growth.

- Vibrant neighborhoods with choices of housing densities and style, less dependence on the automobile, pedestrian friendly character, convenient neighborhood shopping, schools, parks and other services are now the standard for residential development.

- Commercial strip development along major roads has given way to compact urban activity centers and corridors characterized by mixed retail, office, light industrial and higher density residential development.

- Downtown Winston-Salem is now full of vitality. A diversity of uses and activities has reestablished it as the physical and spiritual center of our community. Downtown has grown upward reducing the need for development to grow outward.

- Our creative use of abandoned buildings and vacant land in older residential, commercial and industrial areas has resulted in the transformation of these areas into productive and attractive urban environments. As a result we have created a more balanced pattern of development in our community.

- New growth has taken place in conjunction with cost effective and coordinated provision of transportation, water, sewer and other services.

- Our new compact pattern of development has resulted in more people using public transportation than at any time in the past, and traffic congestion and air pollution have declined significantly as a result.

- The character of our small towns has been preserved. Attractive village centers provide services to residents and the surrounding rural areas.

- We have retained farmland and open space in our rural areas which contribute greatly to the overall quality of our lives.

- A high level of coordination exists among the various agencies that manage development in the county.

- Our community is on its way to sustainability, striking a good balance between meeting the needs of its current residents while preserving resources for future residents.

Principles of Sustainable Development

- restore vitality to our downtowns
- protect the character of existing neighborhoods
- encourage efficient development patterns that help preserve green space and sensitive environmental features
- create development that is pedestrian and transit friendly
- permit a mix of land uses and increased density where appropriate
- reduce automobile congestion by providing alternative modes of transportation
- recycle buildings and land
Examining the Vision More Closely

The vision created by the Legacy Focus Groups paints an exciting picture of the future. At the same time it implies a major departure from past development policies and a more focused effort to manage future growth. What kind of changes will be needed in public and private development decisions to make our vision a reality? Let us look more closely at the implications of the words in the vision.

Attaining a “more balanced pattern of development” will require giving priority for public expenditures to slow growth areas for such things as improved roads, schools, libraries and other facilities and services. Stimulating the private market to invest in these areas through public/private partnerships, incentives and streamlined regulations will also be required.

Creating a more “compact pattern of development” will necessitate increasing the overall density and intensity of residential and commercial development in areas with public sewer, good roads and other urban services. It will also mean concentrating higher density and mixed use urban development around certain activity centers and along major transportation corridors.

Realizing a future community with “less dependence on the automobile” will mean providing convenient and attractive alternatives including transit, walking and bicycling. Locating higher density developments at activity centers and along transit corridors, creating attractive commercial developments close to neighborhoods, and investing in sidewalks, greenways and bicycle trails that connect neighborhoods to shopping and services will also be needed.

Creating “choices in housing densities and styles” suggests that we will need to make potential home buyers aware of alternatives to traditional subdivision tract housing and provide incentives for home builders to build a variety of attractive and affordable housing.

Consistently making Downtown Winston-Salem a “vibrant downtown” will mean providing a safe, clean environment with high-quality public spaces, restaurants and specialty shops, and entertainment, sports and cultural events that will attract people back Downtown to work, shop and live.

The “creative use of vacant land and abandoned buildings” will require us to make redevelopment rather than greenfield development a priority and to provide the public funds and incentives to the private market to rehabilitate our centrally located urban lands.

“Retaining farmland and open space” will require reducing pressure for development in rural areas by directing urban and suburban growth to the developed areas of the County. It will also mean making sure that the development that does occur in rural areas is designed to enhance rural character. It may further require creating and funding special programs that permanently protect some of the best natural and scenic lands, farms and open spaces in our rural areas.

Finally, achieving our vision of a more compact and livable community will require the community to manage future growth—by formulating and implementing a well-conceived strategy to guide future actions to achieve our goals.

Goals, Objectives, Policies and Action Agenda

This section establishes goals, objectives, policies and an action agenda based on the planning areas identified in the Growth Management Plan Map.

Overall Goal:

Manage growth and development to reduce sprawl, create a more compact and balanced urban development pattern and preserve open space and rural character.

Growth Management Plan

Growth management is not a new idea for Winston-Salem and Forsyth County. In 1975, the City-County Planning Board proposed a Central Urban Services District where growth was to be directed. That concept was incorporated into the 1976 General Development Guide and has been refined and carried forward through intervening plans to Legacy.

Growth management can be defined as the utilization by government of a variety of traditional and evolving techniques, tools, plans, and activities to purposefully guide patterns of land use, including the type, location, and nature of development.

The pattern of development in Forsyth County is varied. We have a central downtown in Winston-Salem, older urban neighborhoods, new suburban residential and commercial develop-
ment, small towns and rural areas. Each of these areas presents different planning problems and opportunities.

This “Growth Management Plan” chapter proposes specific policies and actions that our community must adopt and undertake to achieve our vision of a more compact and livable community.

The Growth Management Plan Map divides the county into three major planning areas: (1) a Municipal Services Area; (2) a Future Growth Area; and, (3) a Rural Area (See Map 3.1 - Growth Management Plan.) The Municipal Services Area is further divided into seven subareas. Each of these planning areas is described below.

**Municipal Services Area**

The Municipal Services Area is generally described as that area within the Muddy Creek drainage basin and includes a large portion of Forsyth County that is currently served by adequate infrastructure and services, especially public sewers. Included within it are seven more specialized land use areas: Center City, Urban Neighborhoods, Suburban Neighborhoods, Town Centers, Metro Activity Centers, Transit Stations and Urban Boulevards.

**Center City**

The Center City area is the Downtown Winston-Salem Commercial District. It is intended to be the focus of development in the County and the area where the most intense urban development has taken and will take place. Center City is a major employment center with significant corporate and government employers. It is intended to be a hub for government services, banking, medical research and other services. In the future, Center City is also a focal point for the arts, cultural activities and the hotel, convention and tourism business. It has a rich mix of office, service, entertainment, retail and residential uses. The health and vitality of the Center City contributes in a major way to our County’s regional and national image. Chapter 9, “City and Town Centers”, is devoted to the planning issues, goals, objectives and recommended action agenda for the City Center area.

**Urban Neighborhoods**

The large area of older neighborhoods and commercial, industrial and institutional development built mostly before 1940 which surrounds the Center City are included in the Urban Neighborhoods category. Smaller lots, houses set close to the street, sidewalks, the grid street pattern and the intermixing of residential, commercial, and institutional uses give this area an urban feel. The area is near the job opportunities and cultural attractions of the Center City. This is an area in which to encourage quality infill development, greater residential densities where appropriate, neighborhood retail, and community services. Historic preservation, rehabilitation and reuse of existing structures should also be encouraged in this area.

**Table 3.1 Growth Management Plan Areas**

<table>
<thead>
<tr>
<th>Area</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal Services Area*</td>
<td>55%</td>
</tr>
<tr>
<td>a. Urban Neighborhoods</td>
<td>7%</td>
</tr>
<tr>
<td>b. Suburban Neighborhoods</td>
<td>47%</td>
</tr>
<tr>
<td>c. Town Centers</td>
<td>1%</td>
</tr>
<tr>
<td>Future Growth Area</td>
<td>15%</td>
</tr>
<tr>
<td>Rural Area</td>
<td>30%</td>
</tr>
</tbody>
</table>

* total of subareas a, b, and c

**Suburban Neighborhoods**

This area includes a large portion of the County, including about half of Winston-Salem 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. All of the Metro Activity Centers are located within this area. This area is appropriate for future urban or suburban development.

**Town Centers**

These are the traditional compact centers of mixed-use commercial, residential and community services located in each of the seven smaller municipalities in Forsyth County.

The major local governmental and community institutions serving the residents of the towns and surrounding rural areas are located in these centers. They typically have a defined area, a distinctive character and are designed on a human scale to encourage pedestrian access and use.

Additional discussion about Town Centers can be found in Chapter 9, “City and Town Centers.”

**Metro Activity Centers**

Commercial areas can be classified into three levels of activity centers - neighborhood, commu-
nity and regional or metro. The *Legacy Development Guide* identifies locations and general design principles for the largest and most intense of these centers - the metro activity center. Existing and proposed locations for the more numerous neighborhood and community activity centers will be examined as part of the City-County Planning Board’s small area plan process.

Metro activity centers serve a region of the county. Major shopping malls and employers, restaurants and entertainment facilities, and high schools or a community college are the kinds of facilities that anchor metro activity centers. Higher density residential including apartments, townhouses, duplexes and single family surround metro activity centers. Pedestrian access and transit stops are integrated into their design.

*Locational Criteria.* The following criteria were used in identifying sites for the nine proposed Metro Activity Centers (MACs) on the Growth Management Plan Map:

- Site is located within the Municipal Services Area;
- Site is located at the intersection of a freeway and a major arterial road;
- Spacing from other MACs allows the site to serve a population base of at least 60,000 people within a six mile radius or a fifteen-minute drive;
- Site already has some of the characteristics of an activity center;
- Proposed centers have vacant land and other attributes to become a MAC; and,
- Location and spacing of MACs help achieve the goal of a more balanced development pattern in Winston-Salem and Forsyth County.

There are two existing areas that have some of the characteristics of Activity Centers. These are the Hanes Mall area and the North Summit Square area. The Hanes Mall Area has a mix of retail, office and higher density housing; however, it lacks the compactness and pedestrian-friendly character of the ideal Activity Center. The North Summit Square area has a major concentration of retail development but lacks many of the other features of the ideal activity center. These areas of concentrated development are therefore, not considered model Metro Activity Centers though they serve some of the functions of such centers. Major retrofitting will be necessary to enable them to more adequately function as Metro Activity Centers.

The *Growth Management Plan* identifies seven proposed Metro Activity Centers in addition to the Hanes Mall and North Summit Square areas. These are:

- The Robinhood West Activity Center at the intersection of Robinhood Road and the western leg of the Northern Beltway;
- The US 311 Northeast Winston-Salem / Walkertown Activity Center at US 311 and the eastern leg of the Northern Beltway;
- The Kernersville South Activity Center at US 66 and Interstate 40;
- The US 311 South Activity Center at US 311 and Ridgewood Road; and,
- The City South Activity Center at Peters Creek Parkway and Clemmonsville Road.
- The Liberty Street/Airport Activity Center at Liberty Street and Old Rural Hall Road.
- The Reynolda/Fairlawn Activity Center at Reynolda Road and Fairlawn Drive.

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**Table 3.2**

<table>
<thead>
<tr>
<th>Metro Activity Center - Core Area Land Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Commercial</strong> (40% - 75% of total)</td>
</tr>
<tr>
<td>• retail complex</td>
</tr>
<tr>
<td>• retail superstores</td>
</tr>
<tr>
<td>• large hotel/motel</td>
</tr>
<tr>
<td>• upscale restaurants, specialty dining</td>
</tr>
<tr>
<td>• movie theater multiplexes</td>
</tr>
<tr>
<td>• large entertainment facilities</td>
</tr>
<tr>
<td><strong>Office</strong> (25% - 50% of total)</td>
</tr>
<tr>
<td>• large- and mid-sized office buildings</td>
</tr>
<tr>
<td>• offices over retail</td>
</tr>
<tr>
<td><strong>Manufacturing</strong> ((0% - 10% of total)</td>
</tr>
<tr>
<td>• high tech research, fabrication</td>
</tr>
<tr>
<td><strong>Institutional</strong> (2% - 5% of total)</td>
</tr>
<tr>
<td>• middle or high school</td>
</tr>
<tr>
<td>• community college</td>
</tr>
<tr>
<td>• regional library</td>
</tr>
<tr>
<td>• regional recreation center</td>
</tr>
<tr>
<td>• hospital</td>
</tr>
<tr>
<td><strong>Residential</strong> (25% - 50% of total)</td>
</tr>
<tr>
<td>• high density residential</td>
</tr>
<tr>
<td>• apartments/dwellings over retail</td>
</tr>
<tr>
<td><strong>Public Spaces</strong> (2% - 5% of total)</td>
</tr>
<tr>
<td>• mini-parks, plazas</td>
</tr>
<tr>
<td>• transit stops</td>
</tr>
</tbody>
</table>

Source: Modified from Town of Cary, NC Growth Management Plan
Design Concept and Development Guidelines

A Metro Activity Center is a focal point for community-wide activities—living, working, shopping, education, recreation and cultural, spiritual, or civic activities. The ideal Activity Center (Figure 3.1) is made up of a core area and a support area. The core area is a quarter-mile in diameter, located near the intersection of major roads and contains commercial, institutional, office and high density residential uses.

The support area extends one-half mile from the center of the core and consists of high and medium-high density residential uses. The support area is a critical component because it provides the concentrated population necessary to help support the core area and associated transit station. The support area also serves as a buffer between the intense uses of the core area and the lower density residential uses beyond the boundaries of the Activity Center. An Activity Center should be accessed by a balanced system of major thoroughfares and public transportation and should emphasize pedestrian access for internal movement. Unifying architectural features should be used to help create a sense of place.

Legacy sets forth policies to guide the growth and development of our community. In a number of cases, the plan also offers specific guidelines for the private market and public decision makers to use when reviewing development proposals.

The following discussion contains guidelines for the size and land use mix of Metro Activity Centers. The concentration of development at these centers makes it unlikely that they will be built as a single development by a single owner or developer. The development of a Metro Activity Center is likely to take at least a decade. The purpose of the development guidelines provided here is to embody each of the components of an Activity Center as it is built, so that ultimately, all of the diverse components will work and function as a unified whole.

Types of Land Uses

Listed in Table 3.2 is a suggested mix of land uses for the core of a Metro Activity Center. The presence of a single dominating use does not meet the design guidelines for an Activity Center. Restaurants, cafes, and other dining and entertainment uses are encouraged within the core area to bring vitality to the area.

The support area is mainly residential in character with housing densities ranging from high density (12+ units/acre) adjacent to the core to densities from 4 - 12 units per acre at the outer edge of the support area. Metro Activity Centers are not intended to provide space for manufacturing and warehousing. These industrial uses, which can produce noise and odors and require heavy truck transport to service them, are often incompatible with the residential, office and commercial uses proposed for Metro Activity Centers. Industrial uses typically require large amounts of land, and tend to defeat the compact, pedestrian orientation envisioned for Metro Activity Centers. However, certain types of high tech research and fabrication with limited space requirements may be appropriate.

Urban Boulevards

Urban Boulevards are special corridors along selected major arterial roads that connect the Center City with Metro Activity Centers. The purpose of Urban Boulevards is to: (1) create attractive urban gateways leading into downtown Winston-Salem; (2) concentrate jobs, retail and higher density housing at selected points along these corridors; (3) promote high quality transit service and pedestrian access by increasing densities at specific locations along these corridors; and (4) incorporate design features that support pedestrian activity and give these corridors an urban look and feel. Their intense land uses are confined to an area within easy walking distance from the arterial street, about one-quarter mile. A conceptual development center along an Urban Boulevard is shown in Figure 3.2.

The draft Growth Management Plan identifies eight Urban Boulevards (UBs).

1. The University Parkway UB that connects the Winston-Salem Downtown Transit Center with the North Summit Square Activity Center at University Parkway and US 52. Major existing land uses along this route include North Point Shopping Center, Wake Forest University, and the Lawrence Joel Coliseum area.

2. The Peters Creek Parkway UB that connects
Figure 3.1
Metro Activity Center Concept

Sidewalks and pathways encourage pedestrian movement. Locating buildings close to the street, lining the street with trees, buffering with parked cars, ensuring buildings have display windows at the sidewalk edge all provide an interesting and safe walking environment.

Mass Transit
Mass transit facilities (bus, rail) are integrated into the design. Buildings in the area of the transit stop are oriented to it.

Quarter Mile Core Area
The ideal activity center is made up of a core area and a support area. The core area has a mix of uses including commercial, office, manufacturing, institutional, residential and public.

Public Spaces
Plazas and squares provide a gathering place for the public.

Half Mile Support Area
The support area consists of mostly high and medium-high density residential uses grading out to lower density uses at its edge.
3. The US 311 UB that connects the Downtown Transit Center with the Northeast Winston-Salem/Walkertown Activity Center at US 311 and the proposed eastern leg of the Northern Beltway.

4. The Stratford Road/Cloverdale Avenue UB that links the Hanes Mall Activity Center with the Downtown Transportation Center. Major existing land uses along this route include Hanes Mall, Forsyth Hospital, and Baptist Hospital.

5. The Robinhood Road UB that links the Robinhood West Activity Center at Robinhood Road and the western beltway with Downtown.

6. The US 311/5th Street UB that links the US 311 South Activity Center with Downtown.

7. The US 66 UB that links the Kernersville South Activity Center with downtown Kernersville.

8. The Liberty Street UB that connects downtown with the Liberty Street/Airport Activity Center and two rail stations along that corridor.

**Rail Corridors/Stations**

Transportation alternatives are essential to our future and high-speed rail passenger service is almost certainly part of that future. The Growth Management Plan Map (Map 3.1) identifies three major rail corridors for future passenger travel. An east-west corridor links Burma Run, Clemons, Hanes Mall and Baptist Hospital with downtown Winston-Salem. Potential Rail Stations are shown in Clemons, at the Hanes Mall Metro Activity Center, near Baptist Hospital and in Downtown Winston-Salem. This corridor continues east out of Downtown to stations in eastern Winston-Salem and Kernersville and then on to the Piedmont Triad Airport and to the Amtrack Station in downtown Greensboro.

A second line leaves downtown Winston-Salem and travels northeast to a rail station in Walkertown. Traveling out of the County, the line passes through Martinsville and eventually to the major rail center in Roanoke.

A third line runs to a transit station at Rural Hall and then northwest out of the County. A detailed discussion about the feasibility of passenger rail service along these corridors can be found in Chapter 4, “Transportation Alternatives.”

The station locations have the potential to become Activity Centers around which more intense mixed use development occurs. Residents living close to stations will benefit from convenient access to jobs and other destinations. Infill development and redevelopment that occurs around stations can increase ridership potential and the use of transit.

**Future Growth Area**

Areas for future growth are identified on the Growth Management Plan Map. These areas do not currently 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 become urban. People living in areas designated as Future Growth can expect to become part of an incorporated municipality in the long term. Development in these areas will be discouraged until the Municipal Services Area is more fully developed and until more detailed land use plans can be prepared. Development that does occur will be encouraged to install public sewerage.

The Union Cross Area is designated on the Growth Management Plan map as a Future Growth Area. The area is a largely undeveloped area of the County that has a special character and sensitive environmental constraints which the local community values and wishes to conserve. The area is located between Winston-Salem, Kernersville, High Point and Greensboro and has other characteristics that also give it the potential for significant future residential, commercial and industrial development. Special policies and implementation measures for the Union Cross Area discussed under “Preparation of Detailed Plans” in this chapter are intended to promote sustainable development by achieving a balance between the goals of economic development and conservation.

**Rural Area**

The Rural Area is located outside of the Future Growth Area and beyond the area that can be provided with public sewerage and other services in a cost effective manner. The area includes tracts of land in the Forsyth County Farmland Preservation Program and land along the Yadkin...
River Corridor. Provisions will be made for the protection of farmland, natural areas and rural character in this area. This area is intended to remain in very low density residential and agricultural uses for the 15-year time horizon of the plan.

**Goal 1:**

Higher development densities and mixed use development within the Municipal Services Area.

**Objective 1:**

**Compact Development**

Concentrate the highest densities and mixed use development in the Municipal Services Area at Metro Activity Centers, along Urban Boulevards and in City/Town Centers.

For some time the predominant type of residential development in Forsyth County has been single family homes on individual one-quarter to half-acre lots. This low density suburban development, at densities of two to four units per acre, has resulted in sprawling development which wastes land, increases commuting and traffic congestion and increases the costs of providing services. In order to utilize the land in the Municipal Services Area (MSA) more effectively, we need to encourage a housing mix that includes more compact, higher density forms of residential development.

There is a whole range of attractive single family housing that is being built in other communities at urban densities in excess of the traditional 4 units per acre. Similarly, there is also a wide variety of attractive high density multifamily development with densities dependent on location. The highest densities are typically located in city centers. Home buyers preferences for privacy, quiet and outdoor space are addressed through careful design of these developments. There are also a few local examples of such developments and some limited experience building and marketing these higher density residential developments in this community.

It is proposed that the overall density of development in the MSA be significantly increased. However, the highest density of development, a range of multifamily housing and a variety of mixed uses is proposed at City/Town Centers, Metro Activity Centers, near transit stations and along Urban Boulevards.

We need more experience with and education about these types of development. We need to familiarize both potential home buyers and the development community with successful examples of high quality urban residential developments and assist developers in designing and implementing local projects.

We may also need to target public investment in some of our City/Town Centers and Metro Activity Centers, particularly in slower growth areas, to get these centers off the ground, encourage complementary private investment and promote a more balanced pattern of development. Some public investment in infrastructure and services at some of these locations may be needed to support higher density development as well as provide an attractive environment to lure private investment. Examples of these facilities include sewer, roads, schools, recreation areas, parks, plazas, bikeways, sidewalks and other pedestrian amenities, street improvements and landscaping.

**Policies**

- Utilize public/private partnerships to facilitate the construction of demonstration projects, particularly at Metro Activity Centers, along Urban Boulevards and at City/Town Centers.

- Target a program of public investment to provide public services and facilities, streetscape improvements and other amenities at Activity Centers, City/Town Centers and along designated Urban Boulevards.

- Use the media and other promotional materials to familiarize the public with the benefits of these more urban living environments.

**Action Agenda**

- Develop a program of seminars and workshops to acquaint the community and developers with the types and designs of higher density development that could be suitable in a variety of urban environments.

- Develop guidelines and incentives that would assist the development community in building higher density developments.

- Consider establishing an Urban Development Corporation to facilitate development at Metro Activity Centers, Transit Stations, Urban Boulevards and selected urban neighborhoods.
**Residential Densities**

Dispersed, low density development leads to increased cost of services for roads, sewage and water lines, trash pick-up and police and fire services. The reasons for the increased costs are intuitively obvious. More miles of roads and sewer and water lines must be built to service this dispersed development. Police patrols and trash collectors have more miles to drive. More fire stations must be built to keep fire response times within standards. Fortunately, we don’t need to rely on just intuition to tell us that sprawl development is costly. Many studies have shown that this type of development is more costly than compact development closer to existing development centers.

The following pictures show what different residential densities look like in our community. Residential densities are usually measured in “dwelling units per acre,” meaning how many dwelling units (houses or apartments) would fit on one acre. One acre is about the size of a football field, 43,560 square feet. Well designed development at higher densities can be attractive, provide housing choices for our changing demographics while also reducing the cost of providing public services.

- **Steeple View:** Two family homes (duplexes) at 4.7 units per acre. Note the sidewalks and street trees.
- **Woodgrove:** Single-family homes at 2.1 units per acre. Note the sidewalks and street trees.
- **Savannah Place Apartments:** Garden apartments at 17.1 units per acre.
- **St. John’s Place:** Townhomes (attached single family homes) at 6.9 units per acre.
- **315 Spruce Street:** Mixed use apartments and office units. Residential density is 110 units per acre.
Objective 2: Preparation of Detailed Plans

Develop master plans for Metro Activity Centers, Transit Stations and Urban Boulevards and area plans for all of Forsyth County.

The Growth Management Plan Map shows the general location for a number of Metro Activity Centers and Transit Stations and identifies segments of some major roads as Urban Boulevards. In addition, this chapter offers some general guidelines about the spacial extent, mix of uses and other features envisioned for these areas. Each of the locations identified has unique opportunities and constraints for development including the current pattern of land uses, topography, environmental features, etc. Therefore, a detailed study needs to be done for each of these identified areas in order to prepare a master plan to guide public and private efforts to develop them.

Legacy and the Growth Management Plan in particular takes a broad community-wide perspective on guiding growth. The City-County Planning Board has traditionally prepared more detailed plans, called area plans, that apply the goals, policies and general framework provided by general county-wide plans to specific areas of our community. Often these area plans provide detailed land use recommendations on a parcel-by-parcel basis. An accelerated process for preparing area plans is needed so that plans can be completed for all sectors of the County. The detailed land use recommendations in these plans can then help implement Legacy and guide land use decisions and growth in all parts of the County.

Union Cross/Abbotts Creek area: High priority should be given to preparing a detailed plan for the Union Cross/Abbotts Creek area in southeastern Forsyth County. Although this area is now mostly rural with some newer suburban development, there is considerable potential for significant residential and commercial development in the area over the next decade. The area is centrally located between Winston-Salem, Kernersville, High Point and near the Piedmont Triad International Airport with its planned FedEx regional hub. Major roads, including I-40, US 311 (future I-74) and NC 66, provide excellent access to the area. The area is generally flatter than other parts of Forsyth County and land ownership patterns include many large tracts in single ownership.

Although the Union Cross/Abbotts Creek area is under development pressure, it has many characteristics worth protecting and conserving. The area is within the Abbotts Creek watershed, a protected water supply watershed that drains to Lake Thom-A-Lex, the water supply for Lexington and Thomasville. It serves as a gateway into Forsyth County from the east. The area contains significant prime farmland and 40% of the active farms in the County. The pattern of farm fields and wooded areas, gently rolling terrain and many excellent vistas make the area one of the most attractive rural environments in the County. Many families have lived in the area for generations giving it a sense of continuity and community.

Although we might wish to preserve or “freeze in time” this rural southeastern portion of Forsyth County, that is not possible. Most of the area is zoned to allow one acre lot residential development, a prescription for low density sprawl development. Under our current zoning regulations, the only lands which are normally not designated for development are floodplains and wetlands. The subdivisions that will eventually cover the landscape with houses, lawns, streets and culs-de-sacs would likely ignore unique landscape features and leave little open space. Residential development will bring pressure for rezonings allowing strip shopping centers and other commercial development. Over time, the special character of the area will disappear. The quality of the water flowing to Lake Thom-A-Lex would probably also be adversely affected.

There is an alternative way, called conservation development, for the Union Cross/Abbotts Creek area to develop in the future. It is based on clustering residential and nonresidential building development. A plan for the area that drew upon a combination of existing and new planning tools including open space subdivision requirements, watershed regulations, the Forsyth County Farmland Preservation Program, transfer of development rights, and focused, local-serving commercial development at “village centers” would conserve much of the open space and rural character of the area while allowing for significant residential and nonresidential development.

More intense region-serving commercial and industrial park development could be focused at planned locations. One of these locations is the Kernersville South Metro Activity Center identified on the Growth Management Planning map.
and located on the eastern edge of the Abbotts Creek Watershed at I-40 and NC 66.

The watershed regulations currently in place in the Abbotts Creek Watershed can be an especially effective tool for directing where intense development should occur. Development in the watershed is normally limited to 24% coverage of a site including buildings and paving. Most large shopping centers and industrial parks cannot meet these requirements due to land costs. However, a special intense development allocation can be granted at planned locations allowing up to 70% coverage of a development site. These allocations are granted by the elected body with jurisdiction in the watershed and are limited to a maximum of 10% of the total watershed area.

Northern Beltway: We need to pay particular attention to development that could be facilitated by the proposed Northern Beltway. Failure to do so would make areas along the Beltway vulnerable to sprawl development that this plan seeks to reduce. Of particular concern are the proposed major intersections along the Beltway where there will be pressures for commercial development. It is recommended that guidelines be established at intersections where Metro Activity Centers are not proposed. These can be prepared within the context of area plans.

Action Agenda

- Undertake planning studies with the involvement of local neighborhoods to define the extent, design standards, appropriate location and mix of uses and prepare recommendations and master plans for the development of Activity Centers, Transit Stations and Urban Boulevards.

  - Prepare a series of detailed area plans for all of Forsyth County. Identify locations and design guidelines for community and neighborhood activity centers in these plans. Include guidelines for major intersections along the Northern Beltway. The Union Cross area should be a priority location for detailed planning, done with local community involvement.

Goal 2:
Increase infill development within the Municipal Services Area.

One of the goals of the Growth Management Plan is to increase the intensity of development in the urban areas of Forsyth County where there is already a large public investment in roads, sewers and other infrastructure. This reduces pressure for development to sprawl into the rural areas of our County.

Infill development is residential or commercial development that occurs on vacant or under-used land within areas that are already largely developed or urbanized. Vacant sites typically have been passed over because of their smaller size or site characteristics like steep slopes that make their development more expensive. Under-used land includes abandoned or underutilized commercial or industrial sites and single-family residences on unusually large lots in urbanized areas.

Increased infill development could bring new opportunity and improved quality of life for residents within the MSA, especially for neighborhoods within the city. Increased tax base, property values, jobs closer to home and increased investment and amenities in these neighborhoods are some of the potential benefits.

However, there are a number of barriers to infill development that must be addressed if significant infill development is to be realized in the Municipal Services Area. Many vacant parcels in built-up areas suffer from site constraints such as steep slopes, streams or small size or irregular shape that have inhibited their development. “Brownfield” sites present special problems.

Home owners have frequently succeeded in blocking or delaying rezoning requests for new higher density development on vacant or under used infill sites in their neighborhoods. Environmental concerns including loss of wooded areas and impacts on streams and steep slopes are often an issue. Feelings that the proposed development will increase traffic or is out of scale and character with the existing neighborhood and will reduce property values can cause particular alarm. Such neighborhood resistance and the potential for costly delays make most local developers choose greenfield development at the urban fringe.

If infill is to be successful locally it must address the needs and concerns of three groups: the development community, potential purchasers of new homes and businesses in these areas and existing residents.
Objective 1: Infill Strategies for Developers

Make infill development attractive to developers.

Developers expect a reasonable return on their investment if they are going to do infill development. They must have sufficient market demand for their product and assurances they can complete their project in a timely fashion. Infill development must be as attractive to them as the greenfield development they are used to doing.

Local government cannot accomplish any significant amount of infill development on its own. It can, however, set the stage for the private sector by developing and carrying out policies and programs that make infill more attractive to the development community.

Policies

☐ Local governments should assist in the assembling or replatting of land within the Municipal Services Area for residential, commercial, industrial, or institutional uses. This should include, among other activities, coordinating with Winston-Salem Business, Inc. to give preference to brownfield sites for industrial development and marketing Downtown for major commercial redevelopment or other uses as recommended in Legacy.

☐ Coordinate the siting of local government offices and facilities within targeted infill or rehabilitation areas.

☐ Revise local codes to provide incentives for infill, eliminate excessive standards and provide increased flexibility for developers

Action Agenda

☐ Create a data base of sites for revitalization and infill development.

☐ Seek State approval to create a local property tax credit incentive program to stimulate infill development.

☐ Develop incentives and provide assistance to developers to redevelop in older neighborhoods. Incentives and assistance could include special loan programs and other advantageous financing arrangements, assembling of land, making surplus public land available and improving or providing infrastructure or amenities.

Objective 2: Infill Strategies for New Residents

Make infill development attractive to potential residents.

If infill development is to take place at a significant scale, it must be attractive to sufficient numbers of potential residents and businesses. To attract these potential buyers, infill design must address their needs for affordable housing, security, convenient access, services and other qualities.

People looking for a new home shop for a neighborhood as well as a particular type and style of house that will meet their needs. Infill developments that fill in the “gaps” should contribute complementary uses and amenities that will make the neighborhood a better place to live. Existing neighborhoods, especially in older in-
city areas, must be maintained to make them attractive to potential buyers.

Policies

- Employ crime prevention design to promote a sense of safety.
- Encourage convenient commercial services to support neighborhood needs.
- Promote a mix of housing types and prices in infill development consistent with the market.
- Use legislative authority to speed up and improve the code enforcement program to ensure that abandoned deteriorated buildings are demolished. Pursue action to encourage redevelopment of these sites.
- Continue to accompany code enforcement with technical and financial assistance to property owners for rehabilitation.
- Develop partnerships between neighborhoods, financial institutions, private institutions and local government to support revitalization plans for abandoned/deteriorated areas.

Action Agenda

- Develop recommendations for revitalization of identified deteriorated areas particularly in slow growth areas.

Objective 3:
Infill Strategies for Existing Neighborhoods

Make infill development attractive to existing residents of the surrounding area.

Infill development, like any land use issue, must balance the concerns of surrounding residents about the preservation of the character of their neighborhood with the needs of property owners and developers and the goals of the larger community.

Neighborhood residents may be concerned about new development and higher densities for a variety of reasons. Concerns about increased traffic and overcrowded schools and parks are often raised at public hearings. Potential impacts on nearby wooded areas and streams are often mentioned. Many residents can relate stories about new infill development which was out of character with an existing area. Developing guidelines and standards for infill development in consultation with neighborhood groups and developers is one way to get new development that complements rather than disrupts existing neighborhoods and provides more certainty in the development process for property owners and developers.

Action Agenda

- Prepare an infill design manual in consultation with neighborhood groups and developers that contains guidelines/standards and illustrations showing how new development can be made compatible with the natural features of an infill site and with the character of surrounding development. Address how higher density and mixed use infill projects can be made more compatible.

- Employ traffic calming to divert traffic and improve neighborhood quality.

Goal 3:
A more balanced pattern of growth and development in Forsyth County.

Objective 1:
Development in Slow Growth Areas

Stimulate new development in slow growth areas within the Municipal Services Area.

Growth and development in Forsyth County is not evenly spread across the County. A disproportionate amount of residential and commercial development is taking place in the western and northwestern parts of the County. There has been some development in the eastern part of the County, mainly around Kernersville, and in the southern part of the County, but development in the south and east lags behind that in the west and northwest. There has been little new development in the existing urban area of eastern Winston-Salem and in many parts of this area, the existing residential and commercial stock is deteriorating. A lack of development and job opportunities in this area combined with existing
conditions result in underutilized physical and human resources.

Unbalanced growth has a negative impact not only in these slow growth areas but on the entire County. A continuing focus on development in the west can lead to overburdened roads, utilities, schools and other facilities in this high growth area. This could threaten the long term livability of these areas. Meanwhile, a continuing lack of development and economic activity in the eastern part of the County, particularly in eastern Winston-Salem, and slower growth in the southern part of the County, will result in an increase in associated social and physical problems and the underutilization of resources in these areas.

Therefore, we need to promote more balanced development in Forsyth County to provide a high quality of life for all segments of the population. To accomplish this goal we must encourage greater investment and economic activity in those parts of Forsyth County designated for growth but identified as declining or slow growth areas. Public action should be used to stimulate more private investment in these areas, redirecting some growth to these areas so that the needs of all areas and segments of the community can be met. This should apply not only to new development on vacant sites but to areas identified for revitalization as discussed in the previous section.

Policies

- Emphasize the planning needs and opportunities of slow growth areas in area plans. Identify barriers that limit growth and economic development in these areas and the potential for job opportunities.

- Target public investment in public services, facilities and amenities in slower growth areas particularly at proposed Metro Activity Centers, Transit Stations and along Urban Boulevards in the eastern and southern parts of Forsyth County and targeted redevelopment areas in eastern Winston-Salem.

- Utilize public/private partnerships to construct high density demonstration projects that conform to design criteria proposed for the Metro Activity Centers or Urban Boulevards in the eastern part of Forsyth County.

- Establish coordinated public and private organizational and marketing efforts to support redirection of growth.

- Improve transit options including vanpooling and ridesharing in these areas.

- Ensure that zoning in the area supports the goals for development, particularly at the proposed higher density centers and boulevards.

Action Agenda

- Develop incentives to promote development in slow growth areas and develop business recruitment plans where appropriate, to attract private investors.

Goal 4:
Reserve land in Future Growth Areas for long-range urban development.

Objective 1: Timing of Facilities and Services

Provide public facilities and services and rezone land for urban uses in Future Growth Areas only when the Municipal Services Area approaches full development.

The purpose of designating Future Growth Areas is to identify land that will eventually become urban while discouraging the premature development of this unserviced land. An adequate amount of land for shorter term urban development has been allocated in the Municipal Services Area where there is already an investment in services and facilities or where these services and facilities can be readily made available. It should therefore not be necessary in the short term to encroach to any significant extent on land in Future Growth Areas for urban development.

Policies

- Planning Boards and elected boards should base decisions on provision of services and rezoning in Future Growth Areas on the recommendations of Legacy and established criteria.

- Develop an urban standard of services and facilities in Future Growth Areas where development is allowed.
Consider rezoning land where public facilities become available when this promotes urban standards of development, contributes to the reduction of sprawl, and maximizes the use of costly infrastructure.

Action Agenda

- Establish indicators to determine the need to service and rezone land in Future Growth Areas for urban uses.

- The City-County Utilities Commission should prepare and the City-County Planning Board should review plans to provide water and sewerage services on a phased basis to Future Growth Areas identified in Legacy.

Goal 5:

Preservation of farmland, open space and rural character within the Rural Area.

Objective 1:

Open Space Subdivisions

Encourage open space subdivision design.

The objectives for the Rural Growth Management Area are to limit public investment in new roads, public sewer and schools which would stimulate development. The Plan proposes that the majority of our future growth be directed away from the Rural Area and occur within the Municipal Services Area. However, current zoning of the Rural Area allows by right residential development on lots of one-half to three acres in size. The challenge is to accommodate some new development but design it in a way that retains open space and rural character. In conventional subdivisions all the land is typically used for streets, houses, front and back yards and driveways because there are no requirements to preserve any open space. As a result, if all the Rural Area was developed according to the zoning and subdivision regulations currently in place, little farmland, open space or rural character would be preserved.

Open space subdivision design is a technique where houses are physically grouped on part of a subdivision tract while leaving the remainder of the site undeveloped. In order to avoid disturbing the equity held by existing landowners, open space design allows the same number of housing units to be built as are permitted by the conventional zoning regulations. The key difference is that this technique requires new construction to be located on only a portion of the tract being developed. Figure 3.4 shows the same site developed as a conventional large-lot subdivision and as an open space design subdivision. The overall density of the two developments is the same. Areas left undeveloped could include prime farmland, wetlands, floodplains, stands of mature trees or scenic views. The open space could be common area for the development or protected by an easement to a land trust.

The open space concept does not necessarily mean that the housing units built are townhouses, apartments or condominiums. The concept allows for a mix of housing types, including detached, single family homes on down-sized house lots. The classic rural villages of Vermont are superb examples of single family clustering, sometimes with a central green constituting the permanently preserved open space.

There are several possible options for implementing open space design in new subdivisions in the Rural Area. One option is to simply require it for all new development. A second option is to require open space design only when certain resources such as prime agricultural soils or environmentally sensitive areas are present on a tract of land. A third option is to authorize planning boards to require it only when the developer’s conventional subdivision plan would destroy or remove more than a specified percentage of certain listed resources, leaving determination on a case-by-case basis. Finally, incentives could be offered to developers.

Action Agenda

- Prepare and adopt open space subdivision regulations for inclusion in the Unified Development Ordinances.

Objective 2:

Farmland and Open Space Preservation

Use appropriate financing mechanisms to preserve farmlands and open space.

A number of alternatives exist for financing the preservation of farmland and open space in Forsyth County. The County has an active pur-
**Conventional Subdivision**

57 lots at 1 acre each

In conventional subdivisions all the land is used for streets, houses, front and back yards and driveways because there are no requirements to preserve any open space. As a result, if all the Rural Area was developed according to the zoning and subdivision regulations currently in place, little farmland, open space or rural character would be preserved.

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**Figure 3.4**

**Open Space Subdivision Design**

- Open Space Subdivision
  57 lots at ½ acre each

Open space subdivision design is a technique where houses are physically grouped on part of a subdivision tract while leaving the remainder of the site undeveloped.

The overall density of the two developments on the same piece of land is the same. Areas left undeveloped could include prime farmland, wetlands, floodplains, stands of mature trees or scenic views. The open space could be common area for the development or protected by an easement to a land trust.
chase of development rights program for protecting farmland that is over a decade old. Other mechanisms that can be used include transfer of development rights programs and the conservation activities of land trusts.

The Forsyth County Farmland Preservation Program is a voluntary program in which Forsyth County purchases from farmland owners the rights to develop their land for non-farm purposes such as subdivisions and shopping centers. The Forsyth County Commissioners created the program in 1984 and the first development rights were purchased in 1987. The program helps to curb the rapid loss of good farmland to urban development, control sprawl development, preserve open space, reduce public infrastructure costs and maintain a vital link to our community’s past.

The program is voluntary and the farmland owner decides whether or not to participate. The land owner is compensated for the sale of the development rights and retains title and all other rights to his or her land. Farming activities continue. The development rights are held in trust thus assuring that areas with good soils and active farms will remain in agricultural uses. In Forsyth County, the program has bought development rights on farms totaling 1,605 acres. Development rights have been leased on 2 farms totaling 350 acres. The program is one of only a few similar programs in the southeastern United States and the only one in the state run by a county.

The Forsyth County Farmland Preservation Program has historically been funded out of the County’s general fund. In 1996, the Federal Farm Bill was adopted, providing an additional source of funds. The bill included $35 million dollars in matching funds for state and local farmland protection programs. The Forsyth County Soil and Water Conservation Service Board of Supervisors, which administers the Farmland Preservation Program, has applied for and received several matching grants under this program. The latest grant of $600,000 will allow purchase of development rights on an additional 250 to 300 acres over the next several years. Many more farmland owners have been interested in participating in the program than there have been available funds to purchase development rights. The need exists, therefore, to continue funding this program.

Another innovative financing mechanism for the retention of open space and farmland that has been used in other places but not in Forsyth County is a Transferable Development Rights (TDR) program. Under a TDR program, development rights are separated from a parcel of land and sold to a private party, usually a developer, and used to increase the intensity of development on another property. The local government usually designs a TDR program and designates a “sending area” and a “receiving area.” If the goal of the program is retention of open space and rural character, the sending areas would be the areas designated as rural in the Growth Management Plan. The receiving areas would be activity centers and transportation corridors where the Plan calls for increased development densities.

The most obvious advantage of a TDR program is that the private sector, rather than public tax dollars, is paying for preservation of open space on the parcel from which the rights are purchased. TDR programs intended to protect open space, farmland, environmentally sensitive areas and historic resources are “on the books” in many localities, but relatively few have succeeded in maintaining active transfers. That is because a TDR program is difficult to create, both politically and technically. Expert guidance in setting up a local TDR program and getting it started would be essential for establishing a successful program in Forsyth County.

Land trusts have also been sources of funding for farmland and open space preservation. The Piedmont Land Conservancy (PLC) is a grassroots, nonprofit land trust representing Forsyth and eight other Triad counties. The PLC’s mis-
tion is to preserve natural and scenic lands, farms, and open space in Piedmont North Carolina to enrich the quality of life in those communities and for future generations. The group mainly works with private landowners to arrange land donations and purchases, negotiated sales and conservation easements.

In Forsyth County, the PLC has completed a natural heritage inventory which identifies significant plant and animal communities, wetland areas, and historical sites to be protected. Other local projects include protection of 26 acres of wetland habitat for the bog turtle, one of the rarest turtle species in North America and the permanent protection of the 20 acre Walnut Bluffs area near Bethania. The Piedmont Land Conservancy and other non-profit environmental groups can play an important supporting role in retaining open space and protecting our natural heritage in the rural as well as the urban parts of our County.

**Policies**

- Support the mission of the Piedmont Land Conservancy and other nonprofit groups in preserving farmland and open space.

- When development rights on farmland are purchased and added to the farmland preservation program inventory, they should remain in the program permanently.

**Action Agenda**

- Seek additional grants and explore other sources of funding for the Farmland Preservation Program.

- Consider a Transferable Development Rights (TDR) program as an additional financial incentive for open space preservation.

- Prepare a master plan for farmland preservation that includes an inventory of potential farmland preservation sites.

**Objective 3: Public Investment**

**Limit public investment in the rural area.**

The location of new roads and public sewer extensions are major factors in determining where new development occurs. New and improved roads shrink travel times and give people the option of living further away from jobs and services.

Sewer extensions also foster new development. Without public sewer, land can only be developed at low densities for residential use, since large sites are required to accommodate ground absorption septic systems. The maximum density allowed for residential development on septic systems in Forsyth County is approximately two units per acre. Most commercial, office, and industrial uses are uneconomical in unsewered areas because sophisticated and expensive private treatment systems are necessary.

However, with public sewer the potential intensity of residential and non-residential development is unlimited. Therefore, decisions about where to provide public sewer and major new roads are powerful tools for directing growth in our community. Limiting investments in roads and sewer in the Rural Area is a key strategy for reducing the pressure for urban development there.

**Policies**

- Review by the City-County Planning Board of updates of the Transportation Plan, the Transportation Needs Report and proposed sewer extensions for their potential impact on the Rural Area.

**Action Agenda**

- Review and adoption of the Growth Management Plan by elected officials, the Transportation Advisory Committee and the City-County Utilities Commission.

- Revise policies governing the use of economic incentives for business development, as necessary, so that these funds are not available for proposed developments in the Rural Area.
Objective 4: Package Treatment Plants

Limit the use of private package treatment plants in the Rural Area.

Package treatment plants are small “turn key” wastewater treatment systems that are installed to serve subdivisions in areas where there is no public sewer system. Private package treatment plants are a problem for several reasons. Their use allows more intense development to occur in rural areas distant from public sewer systems and other services. Permits for these systems are issued by the State which has limited personnel to inspect these systems. Maintenance is sometimes lacking, resulting in malfunctioning systems, stream pollution and public health threats. Ongoing problems with these systems can result in requests for the public sector to intervene and operate them and the costly extension of public sewers to fix the problem.

Action Agenda

- Include language in the Unified Development Ordinances to limit package treatment plants in the Rural Area identified in the Growth Management Plan.

Objective 5: Limited Rezonings

Discourage rezonings to more intense districts in the Rural Area.

Most of the land in the Rural Area is zoned for large lot residential development. The Unified Development Ordinances, adopted in 1994, created two new large lot zoning districts for the rural parts of the County—the Agricultural District (AG) with a one acre minimum lot size and the Yadkin River Conservation District (YR) with a three acre minimum lot size. The AG zoning category was applied to land in rural parts of the County adjacent to tracts in the Farmland Preservation Program and/or tracts that were in agricultural use and had prime or locally important soils. The YR district was applied to land generally within one-half mile of the Yadkin River. Much of the rest of the Rural Area is zoned for three-quarter and one acre residential development.

Pressure is increasing to rezone land in the Rural Area for more intensive development as the County becomes more urban. We need to retain the existing large lot zoning as one of the tools for protecting farmland and open space. The large lot zoning is also key to our success in encouraging the use of open space design subdivisions.

Action Agenda

- Adoption by the City-County Planning Board of guidelines defining conditions under which land in the Rural Area will be rezoned to more intensive zoning districts.

Goal 6:

Adoption and implementation by all municipalities of the Growth Management Plan as part of Legacy.

Objective 1: Coordinated Growth Management

Promote better coordination among the various agencies that manage growth and development in the County.

Implementing the growth management plan would be very difficult if planning and development authority was as fragmented in Forsyth County as it is in some other urban North Carolina counties. Fortunately, local existing organizational arrangements provide a good foundation for coordination of growth and development. The City-County Planning Board, created in 1948 by the legislature, was the first city-county planning agency in the State. It plays a major role in planning for most of the County with the exception of Kernersville which has its own planning board and staff.

The two most important factors in determining where growth occurs, roads and sewers, are overseen by community-wide bodies. The Transportation Advisory Committee, with representatives from each of our local communities, advises the State on local transportation projects. The City-County Utilities Commission, which provides sewer and water service county-wide, is made up of representatives from across the community. Our land development ordi-
nances (the Unified Development Ordinances) have been adopted by all jurisdictions with planning authority in the County. Annexation agreements identifying future municipal boundaries for Winston-Salem and the smaller towns and promoting orderly growth are in place or being negotiated. However, coordination among these groups and others involved in managing growth and development is not perfect and adjustments to existing organizational arrangements are needed for successful implementation of the Growth Management Plan.

**Policies**

- Require that the agencies whose actions most affect growth patterns, the Utilities Commission, the Winston-Salem Department of Transportation and the School Board, endorse and follow the adopted Growth Management Plan in their planning and delivery of services.

- Require that the City-County Planning Board review utility and service plans and major projects to ensure that they are supportive of growth management plans and policies.

- Improve the flow of information by utilizing a geographic information system containing planning information that is widely accessible.

**Action Agenda**

- Organize a Planner’s Round Table to facilitate the exchange of information on growth and development in Forsyth County.

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**Objective 2: Legacy Review**

**Establish an ongoing process for reviewing implementation of Legacy.**

Planning is a continuous process. The impact of Legacy will be measured by the degree to which its recommendations are translated into reality. These recommendations, no matter how carefully conceived, can have little effect in guiding growth and development in this community if they are not followed. Chapter 14 “The Action Plan” sets forth a detailed agenda for implementing the plan. Chapter 15 “Benchmarking Our Future” defines standards by which we can measure our progress in accomplishing the goals and objectives of the Plan.

**Policies**

- Encourage all jurisdictions to adopt changes to the Unified Development Ordinances resulting from recommendations in Legacy.

**Action Agenda**

- All local governmental bodies should adopt the Legacy as a framework to manage growth and development and as the basis for creation of programs and the expenditure of funds in their communities.

- Create a Legacy Implementation Committee that would meet periodically to review progress in implementing Legacy.

- Prepare an annual report on community efforts and progress in implementing the plan.

- Carry out a major five-year review of progress in implementing Legacy.

**Conclusions**

This Growth Management Plan proposes a new direction for Forsyth County’s future growth and development. It offers a carefully selected set of strategies intended to create a more compact urban pattern of development, new living environments and transportation options. In addition, the Plan proposes to conserve some of our fast disappearing farmland and open space securing that important link to our community’s heritage.

While the Growth Management Plan provides the “big picture” of how Forsyth County should grow and develop in the future, the ten chapters that follow on topics such as economic vitality, livable neighborhoods and regional coordination provide the necessary details needed to realize our vision of quality growth.
Traffic congestion on our streets and highways is a growing concern in our community. Why is traffic increasing and what can be done to alleviate it?

Some people believe that the increased traffic is caused by newcomers moving to our community and the resulting new development. However, studies elsewhere show that even in areas of the United States where population has been stable or declined, the number of cars on the road has increased. In fact, much of the increased traffic and congestion is due to all of us driving more and driving greater distances than ever before.

Complex social and economic changes are part of the reason we are driving more—increases in disposable income, growth in the number of jobs and two wage earner families, and more trips that are not work related. However, the root cause is the way our communities have been designed and built. Scattered, sprawling suburban development, built at low densities and spreading ever farther into the countryside has been our preferred development pattern for the past 30 or 40 years. When combined with zoning ordinances that require separation of employment locations, shopping and services from residential areas, the result is more and longer trips and an almost total dependence on the automobile for most of us. Routine trips to buy a loaf of bread, mail a package or take the kids to the park require a car. Most of us, therefore, drive more and those who don’t or can’t drive—children, the elderly and disabled—are totally dependent on others for any activities away from home.

Alternative transportation choices (taking transit, bicycling, or walking) are given little emphasis in
suburban developments and are not viable choices for most trips.

Our spread-out development patterns and increasing dependence on the automobile has its price. More cars on the road mean lost time and productivity, more accidents and increased air pollution. Dispersed growth and changed travel patterns make it harder for our public transit system to provide good service, attract riders and remain efficient. More cars require new roads and the widening and maintenance of existing roads come at a cost that we may no longer be able to afford. Ultimately, our traffic problems reduce the quality of life in our community. We are beginning to realize that we cannot pave our way out of our congestion dilemma. Laying more asphalt may just mean that the congestion is two lanes wider!

Our Vision

The Legacy Focus Groups have envisioned in their report, “Forsyth County Tomorrow” a much more balanced and sustainable transportation system in our future. Transit-oriented land use policies have made transit (buses and rail), walking and bicycling competitive with the automobile and given people a choice of how they get around our community.

In the year 2015 we envision that . . .

- Land use policies that support transit ridership, walking and bicycling have reduced our dependency on the automobile. More compact development patterns at activity centers and along transit corridors have made the transit system economically self-sustaining. In our neighborhoods, transit-oriented developments emphasizing a mix of uses and easy pedestrian access to shopping and services have lessened the need to drive.

- While the automobile continues to be a major means of travel in our community, the availability of convenient and affordable transit, including buses, vanpools and rail, provides alternatives for travel between neighborhoods, retail and employment centers and reduces congestion on our highways.

- In the Triad region, an intercity rail system connects major destination points reducing congestion at peak commuting times on our expressways.

- Incentive programs to reduce single occupant vehicle commuting and promote transit, vanpooling, carpooling and staggered work hours are strongly supported by local businesses and government.

- Advances in technology have reduced the traffic on our streets, cut costs and improved air quality. High speed computer networks allow increasing numbers of people to work at home at least one day a week. Use of alternative fuels and a gradual conversion to electric vehicles have reduced air pollution from automobiles to acceptable levels.

- Planning for new roads is now under local control. There is a more open and participatory public process guiding decision-making on transportation issues.

Goals, Objectives, Policies and Action Agenda

Goal:

A balanced and sustainable transportation system that links highways, transit, greenways, bikeways and sidewalks into a seamless transportation network that provides choices for people’s travel needs.

Figure 4.1

Implications of Growth on Transportation
Objective 1: Transit Supportive Land Use Patterns and Design

Promote land use patterns and transit-oriented design standards that support public transit, walking and bicycling and reduce the number and length of automobile trips.

Costly road projects, traffic congestion, air pollution and other urban problems are not inevitable consequences of growth—they are the result of the way we grow. We are currently growing outward in a low density pattern of single use development rather than inward in a more compact, mixed use development pattern. This sprawl development has a number of negative economic, social and environmental consequences which are discussed elsewhere in this guide. For the transportation system, dispersed development creates a number of problems since streets and highways must give access to newly developed land located on the fringes of the community. Spread out development places destinations so far apart that the automobile is the only practical way to get from home to work or shopping. At the same time, spread out development cannot be served cost-effectively by transit. Buses and light rail are simply not economical or efficient serving low-density, dispersed development.

However, sprawl and the negative consequences that come with it are not inevitable. We do have choices. We can plan for and develop more compact transit-oriented land use patterns that foster transportation choices: transit (bus and rail), walking, bicycling as well as using the car. We can create more livable neighborhoods with nearby services that we can reach by walking, bicycling, or taking a bus. We can locate neighborhoods and jobs and shopping closer together so that the length of our transit and automobile trips are reduced. By creating land use patterns that allow for transportation choices, we can decrease commuting time, diminish traffic congestion, improve the quality of our air and increase the livability of our community.

The following recommendations are designed to reduce the number and length of automobile trips and to promote transit supportive land use patterns and transit-oriented design for developments that will make transit (rail, buses), carpooling and vanpooling, bicycling and walking viable transportation choices in our community:

New Land Use Patterns

Develop a Growth Management Plan
Create a more compact community by identifying areas that are suitable for future new urban development, infill and redevelopment and areas that should remain rural. See “Growth Management Plan,” Chapter Three.

Create A Strong Downtown Winston-Salem
A strong commercial, entertainment and cultural center in downtown Winston-Salem with nearby housing can become a focal point for a metro transit system. Downtown is also one of the few areas in our community that was designed with walking from use to use in mind.

Direct Growth to Activity Centers and along Transit Corridors
For transit to be viable, it is essential that a sufficient number of people live or work close to transit stops and along transit routes. Intensifying land uses within one-quarter to one-half mile walking distance of existing or planned major transit stations and corridors (bus or rail) encourages higher levels of transit ridership.

Promote Mixed-Use Development
When residential, retail and employment uses are mixed it becomes possible to walk instead of drive for some trips. More importantly, the pedestrian environment which mixed use creates encourages people to walk to bus and rail stops by providing interesting pathways and places to stop along the way. At employment locations, a mix of uses allows employees to take care of day-to-day errands within walking distance of their jobs. Similarly, locating a grocery store, dry cleaner or day-care center adjacent to a residential neighborhood or near a bus or rail stop allows people to do these errands on their way to and from work.

Foster Infill and Redevelopment
Encouraging infill, redevelopment, and reuse of vacant or underutilized parcels within developed areas increases densities. Several studies conducted in different cities during the past fifteen years have found that increasing density is one of the most effective measures to increase transit ridership and makes transit more viable. Infill and redevelopment also supports the efficient provision and use of transit and promotes
walking. However, many neighborhoods and communities reject higher densities because they associate them with unattractive multifamily developments. Developers and government agencies must develop a dialogue with the community on how to build attractive, compatible compact housing. The keys to building successful development at higher densities is careful internal design of the project and making sure that the design respects and complements the existing surrounding development.

**Transit-Oriented Site Design**

Transit users are pedestrians and need neighborhood, employment and shopping environments that are conducive to walking to and waiting at transit stops. Surveys of transit users reveal that waiting at transit stops is the most unpleasant aspect of using public transit. Site design guidelines can address this by proposing ways to create pedestrian friendly environments near transit stops.

**Develop Pedestrian/Bicycle/Greenway Facilities**

Providing good pedestrian accessibility supports the other transportation choice strategies and can reduce vehicle miles of travel. This strategy includes direct routes linking neighborhoods with destinations, safe and attractive sidewalks and paths, protection from vehicular traffic, pedestrian-activated traffic signals, traffic calming features, and other amenities.

**Connect Neighborhoods and Transit Stops With Direct Pedestrian Walkways**

A continuous network of streets, sidewalks and trails is important to support walking and bicycling to transit stops. The use of culs-de-sac (dead end streets) can greatly increase distances that pedestrians and bicyclists must travel to reach a nearby destination.

**Locate Retail and Office Buildings Near the Street**

Retail and office buildings should be near the street and sidewalk. This reduces the distance pedestrians and transit users have to travel and provides direct access to buildings along the street. Locating buildings close to the street, lining the street with trees, buffering the street with parked cars, ensuring buildings have display windows at the sidewalk edge all provide an interesting walking environment where pedestrians feel a sense of activity, enclosure and safety. Parking should be located to the rear and sides or under retail and office buildings.

**Orient Commercial Buildings Toward Transit Stops**

Buildings should be oriented with at least one entrance facing a transit stop. The distance between a building entrance and the transit stop should be minimized. Buildings in automobile dominated suburban locations often turn their backs on the street and orient themselves to parking lots. This becomes even less acceptable when done in an area close to a transit stop.

**Provide Generous Landscaping, Paved Walkways, and Safe Street Crossings**

Trees and other landscaping provide a softening of the built environment, shade in summer, and can buffer pedestrians from automobile traffic.

**Give Transit Passenger Safety and Security a High Priority in Design**

Create “defensible space” by providing direct and unobstructed views to major destination points. Encourage buildings to have large windows to create the sense that the area is constantly under visual inspection. Create activity, since people feel safer when there are other people around.

It’s no secret that it is difficult to get people to leave their cars and make some of their trips by transit, on foot or by bicycle. It may be even tougher to slow suburban sprawl. But the financial, environmental and social costs of not doing so will ultimately be very high. Quality future growth demands that we provide and promote these transportation alternatives.
Policies

- Encourage the Transportation Advisory Committee, the Winston-Salem Department of Transportation and the Winston-Salem Transit Authority to utilize *Legacy* and the guidelines in this chapter when updating transportation plans and implementing projects and services.

- The City-County Planning Board should continue to review transportation plans and programs to ensure that these plans support land use proposals and maximize the potential for transit and other modes of transportation.

- Showcase developments that are “transit friendly” and promote alternative modes of transportation.

Action Agenda

- Update zoning and subdivision ordinances to incorporate provisions that encourage and support alternative modes of transportation.

- Ensure that zoning along Urban Boulevards, other major roads and at Activity Centers support the mix, type, density and design of development that facilitates walking, bicycling and the use of public transportation.

- Prepare and adopt a transit-oriented design manual for new developments.

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**Objective 2: Streets and Highways**

*Develop a first class street and highway network which meets the short and long term needs and aspirations of Winston-Salem and Forsyth County.*

The emphasis in this chapter is on transportation alternatives—the bus system, van and car pooling, commuter rail, walking and bicycling—and the required changes in land use patterns that will make those alternatives viable transportation choices. At the same time we recognize that the automobile will still be the primary means of getting around our community in the year 2015. We therefore need to plan for a street and highway system that can meet our future travel needs.

The *Winston-Salem/Forsyth County Urban Area 2025 Multi-Modal Long Range Transportation Plan* is a comprehensive, long-range planning document compiled cooperatively by State and local planning agencies. This Transportation Plan which was approved by the Transportation Advisory Committee in 1999, serves as a long-range guide for the coordinated development of a county-wide transportation system which addresses anticipated future travel needs. The major new road proposed by the *Transportation Plan* is the Northern Beltway. The first phase is the 14.8 mile, $275 million dollar western leg of the Northern Beltway. The second phase is the eastern leg of the beltway, expected to be constructed in the later half of the plan period. Other major new roads expected to be completed by 2015 are the US 311 Connector, Idols

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**Iced Tea?**

ISTEA is the acronym for the landmark 1991 federal Intermodal Surface Transportation Efficiency Act. This six year plan governed how states and local governments could spend federal transportation funds.

Rather than simply building more highways, the purpose of ISTEA was to create a transportation system where all modes (buses, trains, pedestrians, bicycles as well as cars) had their roles.

ISTEA did this by providing more money for transit and by setting aside 10% of each state’s transportation funds for a variety of environmental enhancements including construction of trails and bicycle and pedestrian facilities, landscaping and scenic beautification and removal and control of outdoor advertising. Over its six year life, it channeled over $2.6 billion into these enhancements.

The recently adopted Transportation Equity Act (TEA21) reauthorizes ISTEA and calls for spending over $200 billion on transportation over the next five years. The good news is that the TEA21 legislation reaffirms ISTEA’s progressive reforms and emphasis on a more balanced transportation system and on the environmental and social consequences of transportation investment.

TEA21 provides more money for mass transit, continues funding transportation choices like bicycling and walking, strengthens programs that reduce air pollution, and increases local government control and citizen involvement.
Road Extension and a portion of the Town of Kernersville’s Eastern Loop. The Transportation Plan also calls for widening and improving several roads including sections of US 52/Future Interstate 74, US 421 and I-40 as well as the construction of several other new local roads. (See Map 4.1 - Proposed Major New Roads - 2014.)

The 2025 Multi-Modal Long Range Transportation Plan projects costs and revenues for its recommended programs, projects, facilities and planning initiatives to the horizon years of 2004, 2014, 2020 and 2025. Building the needed infrastructure for highways as well as alternative forms of transportation will not be cheap. The street and highway program will cost approximately $2.4 billion. Bicycles, sidewalks and greenways facilities will cost approximately $60 million. Cost are included for the ongoing regional rail studies at $750,000. Implementation costs are not yet available. In order to maintain the current Winston-Salem Transit Authority system and to expand to the unserved areas of Winston-Salem, provide for the Welfare to Work program, Sunday service, express service to outlying communities, operate downtown circulars and meet the needs of commuting regional passengers it will cost approximately $300 million.

Policies

- Develop streets and highways in a manner consistent with adopted land use plans.
- Explore improvements to existing facilities first when faced with capacity deficiencies.

Action Agenda

- Implement the county-wide Multi-Modal Long Range Transportation Plan.
- Pursue state legislation enabling local decisions on new sources of revenue for transportation needs.

Objective 3: Street Design

Design streets and highways that are safe, efficiently and effectively move vehicular traffic, accommodate pedestrians and bicyclists and have minimum negative environmental impacts.

Streets and highways are required to move cars, trucks, public transportation, bicycles and pedestrians safely and efficiently. However, the focus has been to design streets to move automobiles faster and more efficiently. This has undermined the use of transit, walking and bicycling since each mode of transportation has its own speed of movement and some separation of motor vehicles, bikes and pedestrians is essential in most cases. The result has been demands from neighborhood groups that traffic volume and speed in their neighborhoods be reduced.

To facilitate the use of all modes of transportation, streets and highways must be designed to accommodate the various users by providing facilities for pedestrians, bicyclists and transit users. These include sidewalks, bikeways, crosswalks, transit stops, traffic calming features etc.

The street design and type of accommodation provided would depend on the function of the street. Highways designed with the main function of moving vehicular traffic at high speed to major destinations must be protected from the proliferation of strip commercial development with the accompanying access points and stop lights along them that reduce their effective capacity. They must also be free of direct access to commercial development at intersections since this can severely curtail the free flow of traffic and create traffic hazards.

New streets in residential areas must be designed to accommodate all users. Greater connectivity between residential streets would distribute the total traffic, ease congestion and make movement easier for all modes of transportation. Existing neighborhoods with streets that are unfriendly to pedestrians and bicyclists can be retrofitted and traffic calming measures to reduce speed employed.

Traffic calming is an integrated traffic planning approach that seeks to manage mobility to reduce its undesirable effects. It is based on the principles that streets are not only for cars; that residents have rights to the least noise possible, the least pollution possible, the safest environment possible and an equal share in the mobility a city can provide for its residents; and that there is the need to maximize mobility while reducing costs in terms of time, money, energy, and social and environmental effects. The main techniques employed to achieve traffic calming are:

- reducing the speed at which automobiles travel by altering roadway design;
- changing the psychological feel of the street through design or redesign;
• increasing incentives to use public transportation;
• discouraging use of private motor vehicles;
• encouraging people to organize their own travel more efficiently;
• creating strong viable local communities by bringing facilities to the people.

Roads impact our environment in a number of ways. Their negative impacts can be reduced by good road design which respects the value of our natural and built resources. This is discussed later in this chapter in the section on protection of the environment.

Policies

- Design streets and highways to accommodate public transportation, bicycles and pedestrians.
- Develop streets and highways in a manner which minimizes travel times and distances.
- Enhance individual mobility by improving the connectivity of the existing street network.
- Reduce travel speeds on local residential streets as needed.
- Minimize accident potential and severity.
- Employ traffic calming measures where appropriate.

Objective 4: Rail Transportation

Develop a long-range plan for the establishment of a commuter rail system.

A decade ago transportation officials were not talking publicly about commuter rail service as an alternative to the automobile. Indeed, Vision 2005, the comprehensive plan for Forsyth County that was adopted in 1987, makes no mention of commuter rail. Today attitudes about rail have changed dramatically. Nationally there is a rail renaissance underway. From Atlanta to San Diego, rail projects have taken the front seat in regional transportation planning. In North Carolina, the Research Triangle Area and Charlotte are planning for regional commuter rail systems. Rail transit systems are viewed as a key component not only of increased mobility but also economic development strategies. Soaring costs for new roads, inadequate funds to maintain the existing road system, and unhealthy air requiring cities to cut auto emissions have all resulted in a renewed enthusiasm for rail.

Recognizing the need for transportation alternatives including rail in North Carolina, Governor Jim Hunt appointed the Transit 2001 Commission in September 1995. The Commission’s charge was to make recommendations on how to provide improved public transportation in the State for the twenty-first century. Headed by President Hearn of Wake Forest University, the group concluded that it is in North Carolina’s best interest to take a leadership role in development of a truly seamless multimodal transportation network including conventional and high-speed rail passenger service in heavily traveled corridors. Their report, completed in January 1997, recommends that total investment in public transportation should increase from a current level of $108 million per year to $265 million per year.

There are currently two state-supported passenger trains, the Piedmont and the Carolinian, running on the Raleigh-Greensboro-Charlotte route. The state plans to improve tracks and crossings and employ tilt-train technology to turn that route into a high speed corridor with trains running at up to 110 miles per hour. Those speeds would cut the Raleigh-Charlotte rail trip to less than three hours within five to seven years.

There is planning underway in the State’s three major urban areas—the Research Triangle Area, Charlotte, and the Triad—for intercity commuter rail systems. The Triangle Transit Authority is the farthest along with its planning and will begin operating the first commuter rail system in the state in the year 2002. The train will run on a route connecting downtown Durham, Research Triangle Park, Cary and Raleigh. It will be an alternative to Interstate 40, which is badly congested by commuters in the Triangle each weekday morning and afternoon.

Mecklenburg County residents approved a one-half cent increase in the local sales tax in 1999 to be used for public transportation. Some of the money will go to build a rail line connecting downtown Charlotte with suburban communities like Rock Hill and Concord. Community leaders believe that commuter rail will reduce
suburban sprawl and focus new growth inward rather than out on the edges of their community.

The Piedmont Triad has its own commuter rail initiative underway. The State legislature has authorized and governments in the Triad have created the Piedmont Authority for Regional Transportation (PART). The purpose of PART is to coordinate regional public transportation system planning and programming in the Triad. PART will have the authority to operate public transportation systems. Funding could come from a tax on vehicle rentals and automobile registrations. The Boards of County Commissioners in Forsyth, Guilford and Alamance Counties will be required to approve these vehicle taxes before they can be levied.

The Authority is expected to study the feasibility of a commuter rail system between High Point, Greensboro, Winston-Salem and outlying communities as well as rail passenger service between Raleigh and Asheville through Winston-Salem generally following the I-40 corridor. The State legislature has approved $750,000 for these studies.

The 2025 Multi-Modal Long Range Transportation Plan identifies proposed rail study corridors in Forsyth County for future passenger travel. The corridor along the Norfolk-Southern line parallels I-40 and Business 40 in Forsyth County and continues on past the Piedmont Triad International Airport and to the Amtrak Station in downtown Greensboro.

A second proposed study corridor links Rural Hall with downtown Winston-Salem and proceeds south to the Davidson County Line. A third corridor follows I-40 and US 311 to High Point.

The Growth Management Plan Map identifies a rail line and potential commuter rail stops in Forsyth County at Clemmons, the Hanes Mall area, Baptist Hospital, downtown Winston-Salem, the Airport, eastern Winston-Salem and Kernersville. Commuter rail in this corridor could relieve congestion on heavily traveled I-40.

Will a future rail transit system solve all of our traffic problems? Not likely. Ridership in most rail cities is less than 10 percent of commuters and highways continue to be congested, so our community will continue to need a first class system of roads and highways. But the expected growth in our population and an even greater increase in the vehicle-miles traveled on those roads mean that we may not be able to afford to expand the road system fast enough to meet demand, especially on our intercity corridors. Mass transit will provide an alternative to congestion and the trip to work promises to be faster and less stressful for commuters who choose transit. In short, we need to look carefully at all our transportation alternatives including commuter rail service.

Policies

- Support the Piedmont Authority for Regional Transportation in coordinating regional public transportation planning in the Triad
- Preserve existing rail lines and rights of way for future regional/local rail service or pedestrian use.
- Ensure that facilities and services planned for a future rail system are interconnected and coordinated with those of other existing and proposed public transportation systems.
- Ensure that land use policies and zoning regulations along rail transit corridors and around rail stations support increased development densities and transit-friendly design.

Action Agenda

- Complete a feasibility study of rail transit as an element of public transportation at the local and regional levels. Look specifically at the potential for a person rail line from Greensboro through Winston-Salem to Asheville.
- Consider the feasibility of a commuter rail system along I-40.

Objective 5: Public Transportation

Expand public transportation into a county-wide transit system of buses, van pools, car pools and special population transit services that is efficient, convenient, safe and cost-effective.

Winston-Salem has had a public transportation system since 1890 when electric streetcars began serving the Downtown. In 1972, the management of public transportation became the responsibility of the Winston-Salem Transit Authority (WSTA). WSTA currently operates 27 daily routes within the city limits of Winston-Salem. In addition,
WSTA serves 45 park and ride lots located along major transportation routes. TransAid, a county-wide demand responsive dial-a-ride service for elderly and disabled residents is another service operated by WSTA. A new Downtown Transportation Center with modern equipment and technology opened in 1997 offering transit passengers comfort, convenience and safety. WSTA was recently named as one of the top five public transportation systems in the country in providing the most cost-effective transit services.

PART has taken over from WSTA the responsibility of managing Ridesharing Services and Vanpooling of the Piedmont (RSVP), a state-funded ridesharing program for people in the 12-county Triad region. Through carpool matching and vanpool leasing, RSVP provides commuters with an alternative to driving alone. This successful program with a fleet of 73 vans currently eliminates over 19 million miles of commuter travel in the Triad region each year.

In spite of its successes, WSTA is losing market share. Over the past 20 years, the number of daily automobile trips in our community has increased dramatically. Over that same time period, the yearly total passengers carried by WSTA has increased only about 10 percent. Today, as in 1982, the vast majority of bus riders are still those with low incomes, the disabled and non-drivers—captive riders who have no other means of getting around. WSTA has tried and failed to persuade many “non-captive” commuters to leave their cars in their driveways and board the bus. This is due in part to suburbs that are designed almost exclusively for driving. Low density suburban development is simply not a transit friendly land use pattern. Given that gasoline is still relatively inexpensive, there is little economic incentive to ride either. As a result, WSTA’s operating losses for FY 1999/2000 amounted to $2.3 million dollars.

In the early 1980’s, Winston-Salem voters gave approval for the Winston-Salem Board of Aldermen to assess, at their discretion, up to $.05 per $100 on real property to support the transit system. In FY 1983/1984, $.03 of the transit tax was levied. While transit funding from this source has remained fairly constant since that time, the levy has been reduced over time to a current rate of $.019 in FY 2000/2001 to reflect property revaluations.

So what is the future of public transportation in our community? What alternatives are available to WSTA? WSTA could continue to alter routes, add stops, adjust time tables and perhaps offer express service along major corridors. This is basically the strategy for increasing ridership that WSTA has employed in the past without much success. It will likely have only a limited ability to attract new riders in the future.

Transit, including buses, need higher densities of land use to be competitive but our community is currently too spread out to provide required densities. The alternative advocated by Legacy is for the community to foster transit use by encouraging higher density mixed use development patterns. By focusing development, including government services, in downtown Winston-Salem, along urban corridors, at Activity Centers, rail stops and in town centers, bus transit would become more convenient to users and much more viable. Buses circulating through neighborhoods could “feed” this main line of the bus system and the rail stops. In fact successful commuter rail systems are very dependent on a strong bus feeder system that carries passengers between their neighborhoods and rail stop locations. A healthier bus system might in turn be able to expand main line service by offering fast, convenient trips with direct routes and frequent service.

The 2025 Multi-Modal Long Range Transportation Plan proposes that WSTA expand its fixed route system to serve areas outside of Winston-Salem. These include Tobaccoville, Rural Hall, Walkertown, Kernersville, Clemmons and regional fixed route services to Greensboro and High Point.

Policies

- Adopt new transit technologies and develop a range of facilities and services to improve the efficiency, reliability and responsiveness of transit service. Facilities and services could include conveniently located, attractive and comfortable bus stations and stops, easily available information on routes and arrival times, better coordination of fixed route transit, paratransit and ridesharing programs.

- Ensure that capital improvement programs, bond initiatives and budgets give priority to the allocation of funds for transit facilities.

- Educate the public about the incentives available to use transit.
Ensure that public transit service is responsive to residents with special needs such as the elderly and disabled.

Levy more of the transit tax already approved by City of Winston-Salem voters to pay for increased transit service.

Locate government services where they can be adequately serviced by public transportation.

**Action Agenda**

Review existing public transportation service in relation to the goals of Legacy. Develop a plan to expand the existing system along major corridors connecting the Downtown Transportation Center with proposed Activity Centers, Town Centers, Rail Stations, and major employment centers (See the “Growth Management Plan” Chapter 3). Explore ways to provide service to the entire County.

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**Objective 6: Bicycle and Pedestrian Transportation**

Create a bikeway/sidewalk/greenway network that is an integral part of the transportation system and provides an alternative means of transportation as well as recreational opportunities.

Bicycling and walking should be integral parts of our transportation system. Pedestrian- and bicycle-friendly design of our roadways and neighborhoods will encourage people to walk and bike to commute to work and school, for utilitarian trips such as visiting friends, shopping, or other personal errands, and to make connections to transit. By encouraging bicycling and walking we will reap a number of benefits including reduced traffic congestion, improved air quality, and a healthier citizenry.

**Bikeways**

Bike sales are up and in 1998 the number of bike riders nationally who rode more than once a year was estimated at 43.5 million people. Those numbers include frequent as well as occasional and infrequent riders. Surveys have indicated there is a significant number of these recreational bicycle riders who would be interested in bicycle commuting if it were made safer and more convenient. Clearly marked and separated bike lanes on streets, bike trails, convenient bike parking, showers at destinations and transit equipped to carry bikes are the kinds of enhancements that would provide an improved bicycling environment.

Cities that have strong bicycle programs which cater to cyclists’ needs have seen significant increases in bicycle commuting. In Portland, Oregon the bicycle share of trips is about 2 percent and 3.3 percent in the inner, more dense areas of that city providing a measurable reduction in air pollution and traffic congestion.

North Carolina has one of the oldest and most successful bicycle programs. The Bicycle and Bikeway Act of 1974 directs the North Carolina Department of Transportation (NCDOT) to assist local governments with the development of bicycle programs, construct a state bikeway system, and encourage people to bike and walk. NCDOT has been instrumental in funding bicycle trails and paths that connect major centers of population. These paths and trails not only encourage people to bike and walk but also provide a connection to transit.

**Human Powered!**

- **Bikeway:** A trail, path or route designated for bicycle use. It may be designated for bicycle use only or may be shared with pedestrians, skaters, etc.

- **Bicycle Trail:** A trail, path or segment of a bikeway completely separated from the roadway and used exclusively for bicycles and pedestrians (i.e., greenways and sidewalks).

- **Bicycle Lane:** A portion of a roadway designed for bicycles, distinguished by a paint stripe, curb or similar device.

- **Bicycle Route:** A system of bikeways which interacts with motorized traffic, does not have a separate lane and is designated by route markers. Bicyclists must share the same roadway with motor vehicles.
develop policies and standards for facilities and develop safety training programs. In 1997, almost three million dollars were allocated by the state for bicycle programs. In 1991 a local citizen’s committee identified a system of bike routes in Winston-Salem and Forsyth County. A bike map of these routes was published in 1992 by the Office of Bicycle and Pedestrian Transportation and copies are available to the public. The maps identify bicycle routes and give safety guidelines.

Bicycle planners have identified the three most important ingredients in making communities more bicycle friendly. They are: (1) a bicycle coordinator to review and design bicycle friendly facilities in conjunction with new highway projects and to develop policies necessary to adapt public transit and parking to bicycle commuter needs; (2) a bicycle advisory committee to promote local bicycle programs, providing focus, continuity, volunteers, community input and political support; and, (3) responsive politicians, professionals and public to support incentive programs, funding priorities and education outreach which are necessary to make a bicycle program successful.

The Bicycle Plan completed as part of the The 2025 Multi-Modal Long Range Transportation Plan recommends policies to increase and improve facilities for bicycling. It also recommends compilation of a comprehensive bicycle accident record data base to be used in improving transportation conditions for bicyclists and education programs to promote a safe and enjoyable riding and driving environment.

**Pedestrian Facilities**

Walking is another form of transportation that can reduce our dependence on the automobile for short trips. If you walk regularly for exercise you are in good company. It is estimated that 35 million Americans walk almost every day for exercise. Locally, a visit to Schaffner or Bowen Park any evening or weekend will reveal crowds on the walking trails and confirm that walking is indeed a popular form of exercise.

But what does walking have to do with transportation planning? Many trips begin and end with walking. New land use patterns that mix residential and shopping linked by a network of sidewalks and greenway trails can create more walkable communities and reduce short vehicle trips. With these changes, people will be able to walk rather than drive to basic destinations such as the grocery store, bank, post office or the local park. School children and transit riders will enjoy safer walking routes to school and to their bus stops. The elderly and many others dependent on good pedestrian walkways will enjoy increased mobility and independence. The towns of Clemmons, Lewisville, Kernersville currently require sidewalks in all new subdivisions.

There is in excess of 500 miles of sidewalks in the community. The majority of these sidewalks are in Winston-Salem. A Pedestrian Plan, a component of The 2025 Multi-Modal Long Range Transportation Plan, recommends that Winston-Salem and the other municipalities in Forsyth County construct an additional 70 miles of sidewalks by 2014. Priority areas identified for completion by 2004 include sections of Hanes Mall Boulevard, Bethabara Park Boulevard, Stratford Road, Reynolda Road and Lewisville-Clemmons Road. The plan includes projected federal, State and local revenue sources to fund these projects. The plan also recommends policies to improve pedestrian facilities in the community.

**Greenways**

Greenways are corridors of protected open space that are managed for recreation purposes like walking and jogging and/or for conservation. They follow natural land and water features, like ridges or streams, or constructed features like abandoned railroad corridors. These linear greenways link neighborhoods with parks, schools, shopping and services and natural areas.

Winston-Salem currently has sixteen miles of greenways. Greenways are mentioned here because they can be an important part of the pedestrian walkway system. They are discussed more fully in the “Open Space, Parks, and Greenways” chapter. The federal Transportation Equity Act (TEA21), formerly the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), gives state and local governments more
flexibility in determining transportation solutions and provides enhancement money for pedestrian and bicycle projects. The Brushy Fork Creek Greenway, an addition to the Winston-Salem greenway system currently in the planning stage, will be constructed with TEA21 enhancement money. A feasibility study is to be conducted on the Muddy Creek Greenway, as well as studies on greenway connections from Lewisville to Clemmons, from the Salem Lake Trail to downtown Kernersville and regional connector trails from the Triad Park to High Point.

Bicycling and walking are increasingly integral parts of the transportation system in North Carolina. State roads are being built to be bicycle compatible and many have sidewalks and special pedestrian treatments. Communities are starting to plan for these modes of transportation. Forsyth County should increase its commitment to creating a more bicycle- and pedestrian-friendly community with bikeways, sidewalks and greenways providing safe routes to shopping, jobs, schools and recreation.

**Policies**

- Integrate consideration of bicycle and pedestrian travel into every level of community planning—transportation, community development, recreation, school siting, transit, etc.

- Ensure that capital improvement programs and budgets include adequate funds to implement the Bikeway, Pedestrian and Greenway Plans.

- Reserve, obtain and/or acquire right-of-way access or easements to secure proposed routes for bikeways, pedestrian paths and greenways.

- Include suitable bicycling accommodations in all new road and road improvement projects.

- Adopt from the *Transportation Plan* the list of priority locations to widen pavement widths.

- Provide sidewalks along existing and future transit routes.

- Provide sidewalks along existing and future signed bicycle routes within corporate limits.

- Provide sidewalks along adopted Thoroughfare Plan streets.

- Provide sidewalks along collector streets.

- Include sidewalks in all future roadway improvement projects.

- Amend subdivision ordinances to include the construction of sidewalks on at least one side of subdivision collector streets and along adjacent street access.

- Coordinate with the Forsyth County Parks and Recreation Department in the development, construction and maintenance of greenway trails.

**Action Agenda**

- Implement a County Bikeway Plan. Consider creating a permanent bicycle committee and a bicycle coordinator position.

- Implement a county-wide Pedestrian Plan.

- Update and implement a county-wide Greenway Plan. Identify a system of greenway trails, make recommendations for their establishment and identify funding sources.

- Consider including provisions for standards for the development of bike lanes, bikeways, bike parking and sidewalks in the Zoning and Subdivision Ordinances of the Unified Development Ordinances.

- Develop a comprehensive marketing and education program to promote bicycling and walking as alternative transportation options. Make maps and other information on bikeways and greenway trails easily available to the public.

- Compile a comprehensive bicycle accident record database.
Objective 7:
Travel Demand Reduction

Establish policies and programs to reduce travel demand.

The idea behind travel demand reduction is to reduce congestion by decreasing the number of vehicle trips on the existing road network, as opposed to expanding the road network to handle increased traffic. Travel demand reduction focuses on maximizing the movement of people, not vehicles, within the transportation system. This can be done by increasing the number of persons in a vehicle, or by influencing the time of travel.

Decreasing the volume of vehicle trips is far less costly than providing new transportation facilities and the decrease in the number of trips will reduce vehicle-generated air pollution.

Travel demand reduction relies mainly on incentives or disincentives (see Table 4.1) to make shifts in travel behavior attractive.

This chapter has already discussed and made recommendations about a number of the travel demand reduction strategies listed in Table 4.1. Others, such as high occupancy vehicle lanes and congestion pricing, may be in our future if congestion and air pollution problems grow worse. Some communities have adopted trip reduction ordinances which require larger employers to submit and implement a commute trip reduction plan. Such plans employ a number of the strategies listed in Table 4.1 (carpooling and vanpooling, preferential parking and reduced parking fees, transit subsidies, flextime, staggered work hours, compressed work weeks and telecommuting) to reduce travel demand to employment centers at peak commute times.

Policies

☐ Support Ridesharing Services and Vanpooling of the Piedmont, the Triad ridesharing program.

☐ Promote telecommuting.

☐ Ensure that employers who obtain City/County incentives are required to allow WSTA to promote various forms of ridesharing at their places of employment.

Action Agenda

☐ Work with large employers to prepare trip reduction plans.

Objective 8:
Air Transportation

Provide for the long-range aviation needs of the community by improving the efficiency, effectiveness and safety at Smith Reynolds Airport.

Air travel has become the form of mass transit that Americans embrace with enthusiasm! In 1995, commercial air service in this country reached a milestone. The total number of airline passengers transported in our skies since 1926 by scheduled air carriers passed the 10 billion mark. Most of this growth happened in the last three decades. Looking to the future, it is expected that domestic air travel will double to the 20 billionth passenger in just nine short years—by the year 2007. More Americans will be boarding more commercial airline flights and flying more miles than ever before.

To meet the demand, a 40 percent increase in new direct flights may be needed. Fifty of our country’s busiest airports handle more than 80 percent of all U.S. air traffic. Most of these airports are heavily congested. About half already

Table 4.1
Travel Demand Reduction Strategies

<table>
<thead>
<tr>
<th>Influence</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mode</td>
<td>Carpoools, vanpools, transit, bike, walk</td>
</tr>
<tr>
<td>Time</td>
<td>Flextime, staggered work hours, compressed work weeks, high occupancy vehicle (HOV) lanes</td>
</tr>
<tr>
<td>Frequency</td>
<td>Linked trips, trial use of alternative modes</td>
</tr>
<tr>
<td>Trip Length</td>
<td>Land use patterns and design, telecommuting, HOV lanes</td>
</tr>
<tr>
<td>Convenience</td>
<td>Preferential parking for carpoools, vanpools</td>
</tr>
<tr>
<td>Regulation</td>
<td>Employee commute options, trip reduction ordinances</td>
</tr>
<tr>
<td>Route</td>
<td>Congestion pricing, intelligent transportation systems, HOV lanes</td>
</tr>
<tr>
<td>Cost</td>
<td>Parking pricing, congestion pricing, transit subsidies</td>
</tr>
</tbody>
</table>

Source: Commute Alternatives Systems Handbook, Center for Urban Transportation Research, College of Engineering, University of South Florida, May1996
experience more than 20 thousand hours of delays each year. These sharp increases in air travel and the congestion at larger airports may well help reverse the fortunes of Smith Reynolds Airport (SRA) which serves Forsyth County and the adjoining counties of Davie, Stokes and Yadkin. Once a busy regional facility, in the early 1980’s almost all scheduled airlines moved their operations to Piedmont Triad International Airport (PTIA). Currently there is no scheduled passenger airline at SRA. Smith Reynolds Airport does serve general aviation to a greater extent than PTIA.

The Federal Aviation Administration requires that airports prepare and periodically update a master plan. In 1995, consultants completed the Smith Reynolds Airport Master Plan Update (1994-2014) for the Airport Commission of Forsyth County. Passenger enplanements have recently been increasing and the study projects an 87 percent increase by the year 2013 as the airport enjoys a higher frequency of service to nearby hubs. General aviation aircraft operations are projected to increase from 66,817 in 1993 to 93,347 in 2013 with 70 percent of this consisting of transient operations, mainly of a business nature.

Smith Reynolds Airport is not currently served by an all cargo freight carrier and a dedicated carrier operation is not anticipated for the 20-year planning period. Air cargo demand is anticipated to continue to be accommodated in the baggage compartments of the air carrier passenger aircraft. The airport could benefit from the planned Federal Express facility at the Piedmont Triad International Airport by handling some maintenance of FedEx aircraft. The master plan projects that all aspects of aviation demand at the airport will continue to grow over the 20-year planning period. It therefore recommends construction of a modern air carrier terminal building, renovation of the existing building as a general aviation terminal facility and extension of one runway. The plan also notes that the airport has a limited amount of developable land and must maximize its development opportunities. It recommends acquisition of approximately 85 acres of land in the vicinity of the airport for future general aviation development.

To date, $7 million has been earmarked towards the development of a seventy-five acre Airport Business Park located just south of the airport. The business park will focus on airplane and technology related businesses that need to be close to the airport. This project may eventually generate up to 1,100 jobs and private investment exceeding $20 million.

Smith Reynolds Airport is an asset to the City and County that is currently being underutilized. It has the advantage of an easily accessible location close to downtown Winston-Salem. As activity at Piedmont Triad International Airport increases in the future, more scheduled flights from Smith Reynolds Airport can be anticipated. However, its location close to Downtown means that it is surrounded by development and environmentally sensitive areas. Future expansion and new activities must therefore seek to increase the benefits that can be derived from this asset without negatively impacting on the surrounding development and environment.

Policies

- Identify a more definitive role for the airport in the economic development of both the City and the County. Examine in particular the role of the airport in tourism development.

- Determine the environmental impacts of all proposed expansions.

Action Agenda

- Develop the facilities required to accommodate expected growth in aviation demand and that contribute to the safety and economic vitality of the service area.

Objective 9: Protection of the Environment

*Develop a transportation system which respects and enhances the natural and built environment.*

The highway network and the automobiles it supports have a major impact on the environment. At least 10 percent of the land area in sub-
Urban developments are given over to the streets and highways, parking lots, and driveways that cater to the automobile.

Clearing and grading the land, altering the drainage system, and laying asphalt for this network of roads degrades the environment. Inevitably, highway projects to accommodate more and more cars result in the loss of open space, wetlands, and other valuable ecosystems, as well as destruction of neighborhoods, cultural, and historic resources. It is important, therefore, to consider the impacts of road proposals on both natural and built habitats and resources and to design roads to reduce negative impacts on these environments.

Cars and trucks are major contributors to noise pollution as well as water pollution due to stormwater runoff from streets and parking lots that contain asbestos, petroleum, lead, and other heavy metals. Road salts are a significant source of ground water contamination in some areas and twice as much oil enter U.S. waters from improper automobile waste disposal than from spills and accidents.

One clear and serious environmental problem caused by the automobile is air pollution. The tailpipes of cars emit a variety of pollutants including carbon monoxide, nitrogen oxide, volatile organic compounds, and particulate matter. Several of these chemicals combine with oxygen and sunlight to form another pollutant, ozone. Automobiles are the major source of air pollution although factories and power generating facilities contribute as well. A recent study of 500,000 adults in 151 cities found that people from regions with the most pollution were 15 percent more likely to die prematurely than those who lived where the air was cleaner. Young children and the elderly are especially affected.

Emission controls on automobiles, like the catalytic converter, have helped reduce tailpipe pollution in the last twenty years. However, air quality in many areas is still unhealthy. This is because the number of miles we drive has gone up at a high rate, more than offsetting gains from cleaner cars. Between 1986 and 1996 while the population of the State of North Carolina grew 14 percent, vehicle registrations increased 20 percent and vehicle-miles traveled increased 44 percent. In 2000, the Triad area exceeded ozone standards on 22 days. The upward trend in automobile use is expected to continue in the future. Here in Forsyth County, vehicle-miles traveled will almost double by the year 2025 according to projections by the Piedmont Triad Regional Transportation Study.

What can we do to reduce air pollution and lessen the other environmental impacts of the automobile? Reduced to a few words that fit on a bumper sticker: “Drive fewer vehicle miles”. In other words do all the things that are advocated throughout this chapter on transportation alternatives and in the Growth Management Plan chapter. Promote transit. Encourage carpools and vanpools. Increase telecommuting. Most importantly change our land use patterns so we can drive shorter distances to shopping and jobs and walk or bicycle for some of our trips.

Policies

- Develop land use and transportation plans and programs which improve air quality.

- Design transportation facilities which preserve natural features, protect historic and cultural resources and enhance community appearance.

**Objective 10: Transportation Planning Process**

Support an open, inclusive and participatory transportation planning process.

In the past, significant public involvement in transportation projects often occurred near the end of the planning process. Residents of a neighborhood suddenly realized they are about to be impacted by a new road and organized to protest at the final public hearing on the project or to block the issuance of environmental permits or even to stop the bulldozer. Citizen involvement was inevitably confrontational because the government agencies responsible for the project had, by this late stage, already committed to the project. The results were angry citizens, disrupted meetings and litigation, causing project delays and considerable additional expense for taxpayers.

The landmark 1991 federal transportation legislation (ISTEA), which has recently been reauthorized (TEA21), greatly increased the opportunities for public input in federally funded transportation projects. As a result of ISTEA, the Federal Highway Administration and the Federal Transit Administration told transportation agencies to “aggressively support proactive public involvement at all stages of planning and project
development. Citizens were required to be given a reasonable opportunity to comment on highway projects and plans that affect their lives.

For some time federal and State legislation has required that urban areas with a population of 50,000 or greater create a local decision-making body for transportation planning. ISTEA gave local governments a greater role than ever before by requiring community officials to take a lead in planning their transportation futures. In Forsyth County, the Winston-Salem/Forsyth County Transportation Advisory Committee (TAC) is the group responsible for transportation planning. It is made up of representatives from each of the eight municipalities and Forsyth County, and has four advisory, non-voting members. The TAC receives input from a 25 member technical coordinating committee made up of staff from WSDOT, WSTA, town managers, the local division of NCDOT and others. The TAC on occasion has created special citizen groups to advise it on matters such as bicycle planning. The new transportation law (TEA-21) continues and strengthens the existing public involvement requirements.

Changes are underway at the State level that may make the transportation planning process more open and participatory. In an effort to increase local voices in transportation decisions, NCDOT is now required to consider the views of the local governments in transportation projects. Planned transportation projects exceeding $150,000 require local government review and comment within 45 days.

These changes could lead to a more sincere effort to engage the public early in the planning process. The result could be more public consensus about transportation projects selected and decisions that reflect public concerns. In the long run, such early public input can save money and time, rebuild public confidence in government, and serve elected representatives by providing input into the needs and desires of their constituents. A proactive and open public involvement process can lead to better decision making.

The opportunity exists to change a department that mostly builds roads into a department that looks at all forms of transportation and does so with increased public review and input.

**Policies**

- Create a proactive, inclusive and open transportation planning process.
- Ensure that transportation planning and decision-making is a collaborative process that includes citizens, local, state and federal governments.

**Conclusions**

Our vision of providing transportation alternatives outlined in this chapter goes well beyond simply expanding public transit facilities and services. It advocates making basic changes in the way our community grows and functions in the future. Those changes include actions to guide land use and development into new, more compact patterns that will enable public transit to compete with the automobile. It includes creating more walkable neighborhoods and designing transit-oriented commercial areas. Adopting these changes will not only allow for transportation choices, it will make our community more livable and be essential to achieving quality growth in our community in the future.
orsyth County is part of the larger urbanizing Piedmont Triad Region (see Map 5.1). With a 2000 Census population of over 1.4 million people, the twelve counties that make up this region are increasingly bound together by common economic, political and social ties. At the heart of this region are the Triad Metro Area counties of Forsyth and Guilford and the cities of Winston-Salem, Greensboro and High Point. Increasingly the Metro Area is the business, employment and service center of the region.

The Metro Area shares the Piedmont Triad International Airport, which is situated midway between the three cities. The airport’s central location and excellent access to ground transportation has attracted significant development to the surrounding area, making it a growth center in the Metro Area.

The economic linkages in the Triad are indicated by the significant numbers of people commuting across county lines to their jobs every day. The 1990 census showed that 13,320 persons commute to work from Forsyth to Guilford County every day. They pass 5,407 persons commuting in the opposite direction from Guilford to Forsyth County. Significant commuting to work also takes place across other county boundaries into the Metro Area.

The geography of the Piedmont landscape doesn’t necessarily respect somewhat arbitrary political boundaries. Watersheds and water supply and sewer systems whose location is often dictated by geography, overlap political jurisdictions. For example, the Muddy Creek basin extends from Forsyth County north into Stokes...
County east of King and south into Davidson County. It is within this basin that Forsyth County can most economically provide gravity sewer. Similarly, High Point can best provide sewer service for Forsyth County residents east of NC 66 in the Deep River Basin. Consequently planning for these services and addressing other issues that span political boundaries should take place within a regional context.

The emergence of the Piedmont Triad Region has spawned a number of regional organizations intended to promote regional cooperation in planning and development. The Piedmont Triad Partnership is a non-profit organization formed to promote the 12 counties of the region. The Partnership has recently completed the Piedmont Triad Strategic Plan. This plan addresses issues of regional concern, identifies opportunities and makes recommendations to improve the quality of life in the region. The Piedmont Triad Strategic Plan is the source of a number of recommendations in this chapter.

Transportation in the Metro Area is a major issue. The joint Transportation Advisory Committee and the Piedmont Authority for Regional Transportation representing Winston-Salem, Greensboro and High Point transportation planning areas was responsible for overseeing completion of the Piedmont Triad Land Use and Transportation Study which has developed recommendations for coordinating land use and transportation in the region.

Two other regional planning organizations, The Northwest Piedmont Council of Governments and the Piedmont Triad Council of Governments serve the Triad region. They are multi-county planning and service providers whose mission is to provide a leadership role in nurturing regional cohesiveness, as well as assisting with providing services.

The next several decades will no doubt witness the creation of new institutional arrangements to foster regional coordination. Indeed, this chapter recommends creation of new regional groups intended to promote regional cooperation and make the region a better place in which to live and work.

Our Vision

Forsyth County recognizes that it stands to benefit from increased regional cooperation in planning and development. The Legacy Focus Groups have therefore envisioned a future in which we are active participants in regional initiatives aimed at fostering appropriate growth and development in the Triad Region. Here is our vision.

In the year 2015 we envision that...

- There is a collaborative spirit and ongoing dialogue between the various communities in the region.
- Approved annexation agreements between communities are fostering orderly growth and development and minimizing land use and jurisdictional conflicts.
- An effective regional transportation system makes commuting within the region more efficient, reduces traffic congestion and improves air quality.
- Major new industries provide high paying job opportunities in the region.
- Regional parks, greenways and other recreational opportunities foster regional identity and improve the quality of life for residents of the region.

Goals, Objectives, Policies and Action Agenda

Goal:

Effective collaboration among communities of the Piedmont Triad Region in managing regional growth and development to ensure a high quality of life for the region’s residents.

Objective 1:

Regional Identity

Public understanding of the importance of a strong regional identity and support for regional plans, policies and projects that build a sense of region.

Regional identity is the image, visibility and presence the Piedmont Triad area has elsewhere in the state, southeastern US, nationally and
replacement for individual community identity. It is an addition to it, an expansion of the boundaries within which we operate and within which we cooperate for mutual progress. Developing a positive image outside our region starts with creating a sense of regional identity within the population of the Triad. This means increasing residents’ awareness of the nature and implications of regional planning and development and seeking their input on regional level issues. The development of region-wide facilities and events, particularly in sports and recreation, would aid in the establishment of a regional identity. The process of marketing the region to the world has begun but the need to develop a strong regional image and identity still remains.

Policies

- Devise appropriate participation processes for citizen input into regional planning issues to ensure residents’ support for regional plans and projects.
- Use education and the media to increase awareness of regional issues and build a strong regional identity.
- Promote regional activities in all communities of the region.

Objective 2: Regional Transportation

Support the Piedmont Authority for Regional Transportation’s (PART) mission to promote the development of an efficient public transportation system which would provide regional mobility, encourage economic development, promote sustainable growth patterns and protect the built and natural environments of the region.

The need for a regional transportation authority was brought about by a number of factors. These include the growing together of the three major urban areas of the region, the congestion caused by significant long distance commuting to work along the major corridors connecting these urban areas, and the need to address air quality issues on a regional basis.

These factors also pointed to the need for a balanced transportation plan that would address not only transportation issues but the connection between land use and transportation. A draft Piedmont Triad Transportation Study has been completed. A major element of the plan is the development of a land use structure to support multi-modal transportation services and reduce dependence on the automobile. The intent is to provide services for alternative modes of transportation which are accessible, affordable, and capable of meeting the travel-time requirements of citizens. These include pedestrian walkways, bicycle facilities and transit services in addition to roadways.
State legislation has authorized and local governments have created The Piedmont Authority for Regional Transportation. PART is intended to provide a structure to coordinate the resources of the region and facilitate the cost effective use of tax dollars for regional public transportation planning and programming. The objective is to provide excellent public transportation services in the region through regional planning and cooperation and citizen involvement. These services will support quality growth and economic development, protect the region’s natural and built environment and generally improve the quality of life for area residents.

The state legislature has approved $750,000 for PART to study inter-city rail in the Triad and also look at the feasibility of extending passenger rail service from Raleigh to Asheville through Greensboro and Winston-Salem.

PART’s draft action agenda which we endorse is detailed below.

**Policies**

- Develop/coordinate air quality programs in the region.
- Develop and maintain a database for travel demand forecasting for the region.

**Action Agenda**

- Coordinate and market the Regional Ridesharing and Vanpooling Program.
- Implement transit related demonstration projects in the region.
- Coordinate the activities of land use planning agencies within the region.

**Objective 3: Land Development**

Orderly land development and an improved quality of life in the Triad region resulting from coordination of land use planning among the communities of the region.

The past decade has seen moderate growth and development in the Piedmont Triad Region focused mostly in the Triad Metro Area. In order to preserve our quality of life, orderly growth and development in the future is highly desirable. A significant amount of the land area between Greensboro, High Point and Winston-Salem is currently in open space and agriculture. However, existing land use plans of the adjoining communities have identified large portions of this area for future growth. We must ensure that such development adds to rather than detracts from the overall quality of life.

There are some examples of cooperation on land development issues in the region. Similar zoning districts, definitions and other language have been incorporated in recently revised development ordinances in the Metro Area to make it easier for planners and developers to understand and synchronize the pattern of development. Annexation agreements between Kernersville and High Point, Kernersville and Winston-Salem and between High Point and Greensboro contribute to prospects for more orderly development as these communities grow together. The 426-acre regional Triad Park, located on the boundary between the two counties, ensures that there will be some open space between Guilford and Forsyth Counties in the future.

While these various efforts at coordination have been beneficial, a more structured coordination appears necessary to promote cooperation on a wider range of planning issues. At present, Forsyth County and Guilford County belong respectively to the Northwest Piedmont and the Piedmont Triad Council of Governments (COGs). These agencies need to work together to effectively coordinate land use planning in the Forsyth/Guilford County area. The COGs should also be in the forefront in establishing a clearinghouse for information on the area and eliminating the frustrations of having to approach multiple agencies to obtain desired regional data.

The draft Piedmont Triad Land Use and Transportation Study recommends a 2025 Regional Growth Conceptual Plan and sets forth policies to address land development and transportation in the region. The four policies are:

1. Coordinate long-range land use/transportation planning on a regional and local basis.
2. Direct a significant portion of future land use development to existing and proposed targeted nodes and transit corridors to support transit.
3. Integrate land use planning with infrastructure development.
4. Encourage redevelopment of infill and “under invested” areas.

The draft plan also includes a detailed set of actions necessary to implement each of these policies.

Policies

☐ Identify an organization to coordinate land use planning in the Metro Area. The regions two Councils of Government could work together to perform this function.

☐ Ensure that agreements on annexation and the provision of services (particularly water and sewer) exist among communities in the region.

Action Agenda

☐ Adopt and implement the recommendations of the Piedmont Triad Land Use and Transportation Study for regional land use and transportation.

☐ Prepare a regional guide book for the development approval process. It would provide useful information on development approval processes and planning and zoning information to developers who work in the region.

☐ Develop joint area plans for areas of overlapping jurisdictions in the Triad region.

☐ Develop a corridor enhancement program to preserve, protect and enhance regional view corridors and community gateways with specific emphasis on transportation corridors linking the cities of the Triad Metro Area.

☐ Create a forum to facilitate regional networking and information exchange among professional planners in the region.

☐ Establish a regional geographic information system database and clearing house to assemble, organize, interpret and disseminate pertinent regional information.

Objective 4: Economic Development

A sound regional economy resulting from collaboration between private industry and government agencies to attract businesses that expand and diversify the regional economy.

Communities in the Triad need to attract businesses that increase the tax base and provide high paying jobs. This has become more difficult because of intense competition for the industries that provide these jobs. We, therefore, need to do targeted recruiting, seeking out those industries that benefit from and complement our local strengths. The Piedmont Triad Strategic Plan has proposed that those targeted industries should include export-oriented businesses, high technology firms, and the film and tourism industries.

The Piedmont Triad Strategic Plan proposed creating a regional film commission to market the Piedmont Triad as a premiere region offering locations, schools, an existing film industry, and a growing crew base. The formation of this commission is already underway. The North Carolina School of the Arts in Winston-Salem offers the foundation around which a regional film industry can be built.

Each community in the region contributes to the overall character and image of the region. The full potential of tourism as an economic industry is best realized if it is developed and marketed on a regional basis. The Piedmont Triad Strategic Plan, therefore, proposes the establishment of a regional tourism development organization. This organization would consolidate existing fragmented tourism development efforts and develop and implement a regional tourism marketing plan. The goal is to promote the Triad region as a travel destination nationally.

The availability of resources and infrastructure vary within the region. Economic prosperity of the region can be enhanced by mutually beneficial agreements between communities that make the best use of resources. For example, Forsyth County has abundant water resources from the Yadkin River but limited land for development. Guilford County has land but limited water resources. Forsyth County provided water to Greensboro on a temporary basis during recent periods of drought. A transfer of water resources from Forsyth County to neighboring communities is, however, considered an interbasin transfer if surface water is moved from one river basin into another and not returned to its source basin. State certification is required for any interbasin transfer of two million gallons a day (mgd) or more. The State must be satisfied that the benefits of the proposed transfer outweigh the detriments and the detriments will be mitigated to a reasonable degree. Consideration for interbasin transfer of water resources from Forsyth County to neigh-
boring communities, would therefore be an opportunity to forge greater levels of cooperation concerning land use and economic/fiscal policies, including regional tax base sharing. Sharing of water and other resources has not met with much success in the past, however, due to State and local requirements. In addition, there is no precedent for tax base sharing in the Triad.

It is important to educate and train the regional workforce to meet the challenges of new industries that may be attracted to the region. There are many fine institutions of higher education in the region that can provide that educated workforce. Of equal importance is providing graduates from these institutions with attractive local job opportunities to encourage more of them to remain in the region and contribute to its growth and development. A priority should, therefore, be to improve cooperation among educational institutions and between these institutions and industry. Such cooperation would provide education and training for high-tech industries and create future job opportunities for graduates.

The Piedmont Triad Strategic Plan recommends the development of an ongoing, collaborative dialogue among private and public educators and public and private business and industry to establish priorities and goals for the regional education system. It recommends that the Piedmont Triad Partnership together with the Piedmont Triad Horizons Education Consortium implement this initiative. The Piedmont Triad Horizons Education Consortium is an existing regional organization that functions as the guiding educational organization for the Piedmont Triad Region.

We endorse the following policies which are the main recommendations of the Piedmont Triad Strategic Plan to promote regional economic development. We encourage implementation of the policies which follow.

**Policies**

- Establish and promote the region as a premiere location for the film industry offering locations, schools, workforce and an existing film industry.
- Support the formation of a Regional Tourism Development Organization that will work with all the major regional tourist sites and events to oversee the development of a marketing campaign to promote the region as a major tourist destination.
- Attract new high-tech, medical and research industries that provide higher paying jobs.
- Target export-oriented service and manufacturing companies that provide high paying jobs and generate new wealth.
- Coordinate the provision of infrastructure (water, sewer, transportation and communications) to support growth and development in areas of overlapping jurisdictions.
- Establish recognition of the region as a global business center by establishing programs to promote the region nationally and internationally.
- Develop intergovernmental agreements to share resources and economic development revenues.
- Work with the Piedmont Triad Horizons Education Consortium to initiate dialogue among the educational institutions and between them and the business community on the priorities for the regional education system.
- Provide advanced workforce training programs to support regional high-tech growth.

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**Objective 5: Open Space and Recreation**

A system of regional parks, trails, open space, and other regional recreational facilities that enhances the recreational opportunities and quality of life of residents of the region.

There are many existing parks and recreational facilities which provide open space and recreational opportunities to residents of the region. These include, for example, Triad Park, Tanglewood Park, the Yadkin River, the North Carolina Zoo, Pilot Mountain and Hanging Rock State Parks. Support and maintenance of these facilities contribute to an improved quality of life in the region.

Within the heart of the Triad, the municipalities of Winston-Salem, Kernersville, Greensboro and High Point are rapidly growing together. As they expand, green buffers are needed between these merging cities to help maintain their individual identities. A special effort is needed to provide open space in the form of farmland, natural areas and parks in this core area.
The new Triad Park (see map 5.2), located on the Forsyth-Guilford County line near Kernersville, provides separation and a green buffer and attests to the growing recognition and acceptance of the potential value of regional recreational opportunities in enhancing the quality of life of area residents. The 426-acre park, which opened in 1997, is a joint venture of Forsyth and Guilford Counties. The master plan for the park includes a wide range of recreation facilities expected to be phased in over a 10 year period. When completed the park will significantly increase recreational opportunities for residents of the Triad Metro Area.

The Piedmont Greenway is a regional trail system that is in the initial planning stages. It could link destinations in Guilford and Forsyth Counties including Bur Mil Park, Triad Park, and Salem Lake Park. The Piedmont Greenway could become a symbol of regionalism providing a physical link between the two counties for walking, jogging and biking.

**Policies**

- Continue to fund development of the regional Triad Park and to acquire adjacent land for future park expansion as it becomes available.
- Continue to support funding of existing parks and recreational facilities.
- Work with organizations such as the Piedmont Land Conservancy to increase the availability of parks and open space in the region.

**Action Agenda**

- Develop a regional greenway plan for trails linking the Triad especially the main urban areas of Winston-Salem, Kernersville, Greensboro and High Point.
Objective 6: Environment

Creation of a regional environmental management forum which coordinates research, decision making and project implementation related to regional environmental issues.

Environmental regions often cross political boundaries. It is important, therefore, for communities in the region to coordinate on environmental issues.

In the Triad, watershed boundaries cross county and municipal lines. North Carolina has established water quality standards that apply to all counties. Local jurisdictions have also created regulations to afford more protection to water supplies than the minimum state standards. The local regulations, however, do not apply to those parts of the watershed that are beyond the county or municipal boundaries. The future water quality of jurisdictions in the region, therefore, requires joint planning and cross-jurisdictional cooperation on watershed management issues.

Winston-Salem obtains water from the Yadkin River which forms the western boundary of Forsyth County. The Yadkin River Commission was created in 1991 by the County Commissioners of Davie, Forsyth and Yadkin Counties in recognition of the role of the Yadkin River in the development, recreation, history and environment of the region. The increasing demand for use of the river for drinking water and waste disposal indicated that a cooperative approach to issues affecting the Yadkin River Valley was needed. The Commission is an advisory body which functions as a clearinghouse for river-related information and promotes voluntary conservation programs.

Preparation of a water quality management plan that includes the drainage basin of the Yadkin River was recently completed. The Yadkin-Pee Dee River Basinwide Water Quality Management Plan proposes to coordinate existing water quality protection measures to allow for better identification, management and public awareness of water quality problems and more public involvement in water basin management.

In view of the need to have a greater understanding and appreciation of the region’s air, water and land resources and to improve environmental quality in the region, dialogue on environmental issues is essential. Existing regional environmental organizations such as the Piedmont Land Conservancy and the Yadkin River Commission have already begun some of this work and should receive our continued support. However, these are specialized agencies limited to specific areas of concern. A more broad-based forum for discussing common environmental concerns, coordinating plans, policies and projects, and collecting and disseminating information on regional environmental issues is needed.

The Piedmont Triad Strategic Plan proposes the establishment of a Regional Environmental and Land Use Planning Forum involving a broad spectrum of representatives in the region to promote broad-based regional cooperation and coordination (particularly among elected officials and staff) of information, policies, plans, and strategies. Implementation of this proposal could result in the level of regional cooperation that would improve the environmental quality of the region.

Policies

- Support the Piedmont Triad Partnership in creating a regional environmental forum to foster regional cooperation, coordination and dialogue on environmental issues.
- Coordinate efforts for watershed protection within the region.
- Work with the Piedmont Land Conservancy, whose mission is to preserve natural and scenic lands in the Piedmont, to protect areas of regional significance.
- Continue to support the Yadkin River Commission in its mission to protect the Yadkin River Corridor as a community treasure by defining and promoting the river’s full potential.

Conclusions

The development of a strong regional identity will be key to marketing the Triad region in the new global economy. We will need to set aside local community interests to achieve that goal.
The economy of Winston-Salem and Forsyth County has changed dramatically over the last two decades. Traditional industries such as tobacco and textiles have had to adjust to new market realities and the future promises even more radical changes as other local businesses become increasingly linked to national and global economic trends. In many ways the very foundations of Winston-Salem’s strong manufacturing-based economy have already shifted to a service-based economy as new customers, off-shore labor pools, advanced technologies, and new economic values have challenged established business principles and practices at the local level.

Amid all the economic uncertainty, however, Winston-Salem and Forsyth County have generally fared well. In spite of corporate mergers, downsizing and leveraged buyouts, many larger companies have restructured and diversified, smaller companies have expanded, and new “niche” companies have started or relocated to capture emerging market opportunities. While many factors have contributed to the community’s successful adjustment to the times, other factors remain volatile and suggest potential problems which need to be addressed if the area’s economic future is to remain bright.

Strategically, Winston-Salem benefits from a central location within the burgeoning “Piedmont Crescent” of North Carolina. This mega-region of over 3.9 million people, includes not only the Piedmont Triad, but also the Charlotte and Triangle metropolitan areas. With a desirable climate and good transportation links both within and outside the region, the Piedmont Crescent
appears destined for continued economic success. However positive the economic future may be for the region as a whole, Winston-Salem and Forsyth County must still compete to share in the region’s economic strength. Just as businesses must compete with each other for market share, whole communities must now compete more aggressively with other communities for quality jobs and economic stability.

A community’s quality of life, a new factor in the competition to attract economic development, was recognized by the Legacy Citizens Steering Committee as increasingly important to our future economic vitality. The new service-based economy and the emergence of the Internet and other means of instant electronic communications means that employers now have more flexibility in where they locate and relocate their facilities. These employers must offer their employees a desirable place to live and work in addition to good salaries if they are to attract and retain the highly educated and skilled workers they need. It has been estimated that over one-third of all workers, including medical professionals, educators, computer programmers, and people employed in finance and insurance, have a high degree of choice in where they choose to live, work and raise a family.

Although available development sites with supporting infrastructure such as roads, water, and sewer still are the basic requirements for attracting economic development, excellent educational opportunities, safe and attractive neighborhoods, and clean natural environments have become part of the competitive formula for a community’s economic success. Quality of life has become recognized as a catalyst for economic development.

The quality of the natural environment—clean air, unpolluted streams and lakes and protected open space and environmentally sensitive areas—contributes greatly to the overall quality of life in our community. At the same time, a strong local economy gives us the necessary assets to address environmental issues and maintain a healthy environment. For these reasons, both business and environmental interests were represented on the Legacy Economic Vitality and Environmental Quality Focus Group that met and worked together to develop our future visions for economic development and the environment. This chapter on economic vitality and the following chapter on environmental quality should be read with the important linkage between the two topics in mind.

Our Vision

Forsyth County is characterized by a vital and diverse economy consisting of clean, high paying companies, world-class educational institutions, and high-tech medical facilities. The community is a source of pride for its citizens and is envied by its competitors. Governing bodies, business leaders, citizens, and special interest groups have all recognized the critical relationships between quality of life and economic strength and work together to promote progressive, balanced, and competitive programs for economic development.

In the year 2015 we envision that . . .

- Corporations and small businesses thrive because of our well-trained and highly skilled work force.
- We have created a strong and diverse business community which includes banking, high-tech medical research facilities, film and visual communications industries, and entrepreneurial niche companies.
- New technologies complement a highly skilled work force to support world-class manufacturing facilities.
- We have revised our site location policies to emphasize office and industrial sites in downtown Winston-Salem and at existing and planned suburban activity centers.
- Transportation, communications, and utilities systems are some of the most advanced for a community of Winston-Salem’s size.
- Large capital investments by businesses contribute to the community’s low tax rates and proportionately small tax liability for residential property owners.
- Broad-based, high paying jobs provide opportunities for all citizens to participate in the benefits of a strong local economy.
Goals, Objectives, Policies, and Action Agenda

Goal:

Attract environmentally sensitive new businesses and expand existing 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.

Objective 1: Economic Development

Concentrate economic development activity in locations identified in the Legacy development guide including Winston-Salem’s Downtown, Activity Centers, and urbanized areas with established infrastructure.

Forsyth County is a relatively small, urbanized county with only a few “greenfield” locations which are suitable for large footprint buildings or industrial parks. Generally, “greenfield” sites are larger, undeveloped tracts of land with good transportation access which are typically located in suburban fringe areas of the county. While some suburban locations may be physically suited for mixed-use office and small scale commercial developments, few suburban areas have the necessary topographic, transportation and other infrastructure requirements to accommodate the building requirements of newer manufacturing and distribution operations. Further, such locations, where they can be found, are often close to established residential areas making land acquisition costs prohibitive and the requisite zoning difficult or impossible to achieve.

Because of the limited amount of “greenfield” opportunities, Forsyth County must place a greater emphasis on the redevelopment of existing sites and on the promotion of new business opportunities in undeveloped areas of the Future Growth Area. Industrial development should not be located in the Rural Area. In addition to making new business enterprises physically compatible with their surroundings, Forsyth County needs to identify and attract new “niche” businesses which can operate successfully within the physical and demographic framework of our existing urban landscape. High wage, high-tech jobs can be located within downtown, as is the case with the Triad Research Park, and in other revitalized urban industrial sites.

Legacy calls for Winston-Salem to be the focus for a significant amount of our future economic development. It has many of the assets that developers find attractive in suburban locations including a concentration of people and purchasing power, good location in the Piedmont Triad and excellent transportation access via Business 40 and US 52 (I-74) and US 311. Downtown also offers entertainment and cultural activities that cannot be matched by most suburban activity nodes.

Finding a site for development in Downtown, however, is much more complicated than in suburban locations where there are still large undeveloped tracts in single ownership. Downtown land parcels are generally small in size and each parcel may have multiple owners. Complicated and lengthy negotiations may be required to assemble a number of these parcels into a developable site. Once assembled, these tracts may require clearance of existing development before new development can begin.

Policies

- Promote economic development which is compatible with existing residential neighborhoods and other business developments.
- Encourage businesses and local governments to rehabilitate their physical facilities and public infrastructure to accommodate new niche oriented businesses.
- Follow the recommendations of the Southeast Gateway Plan, the Liberty Street Corridor Plan, the Downtown Development Plan, and other adopted development guides.
- Coordinate economic development projects with Forsyth County Environmental Affairs Department and other federal, State, and local regulatory agencies to protect the region’s air and water quality.
- Recognize and support business opportunities associated with the growing diversity of cultures.
- Recognize the scarcity of “greenfield” industrial sites and promote the wisest economic use of those limited resources.
Support an attractive and environmentally sound community to attract quality, high-paying employers.

Do not locate industrial development in the Rural Area

**Action Agenda**

- Identify and create development-ready “greenfield” industrial sites.
- Create incentives to redevelop underdeveloped areas of the community including the east and south side of Winston-Salem.
- Develop public/private partnerships to assemble land in downtown Winston-Salem and make it ready for development.
- Recruit entertainment, retail, and sports venues to the downtown to increase its attractiveness for additional development.

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**Objective 2: Redevelopment of Abandoned Industrial and Brownfield Sites**

*Stimulate redevelopment and increased economic activity on abandoned industrial and brownfield sites and in other areas of Forsyth County which have become less economically attractive.*

The limited supply of “greenfield” sites and the growing desire to curtail sprawl development in Forsyth County has galvanized local support for the economic revitalization of older, abandoned, or underdeveloped industrial sites. These sites often exhibit a run-down appearance and suffer the stigma, if not the actuality, of environmental contamination. Local initiatives are consistent with broader-based national trends to clean up and reuse older industrial properties. For example, new Environmental Protection Agency (EPA) guidelines and incentive grants now support business reinvestments into underdeveloped or abandoned properties. In addition to industrial sites, similar concerns face some of Forsyth County’s older retail commercial properties.

The benefits to local economies of rehabilitating older business properties are many. By rehabilitating derelict and underutilized properties which are currently fiscal and social liabilities, these abandoned industrial and brownfield sites

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*The Wachovia Linden Center in downtown Winston-Salem is an excellent example of reuse of an underutilized industrial site. A former R. J. Reynolds factory building has been converted to office use.*
can again become assets to the local tax base and positive contributors to the overall community image. Further, these abandoned industrial and brownfield sites, which are typically located in established urban locations, are often more accessible than “greenfields” by public transportation and more conveniently located near other types of public infrastructure. Underemployed workers, a local source of potentially skilled workers, often live in close proximity to brownfield sites. Since required infrastructure is already in place, the public costs to revitalize such sites is often less than the short term or long term costs of developing suburban fringe sites. Another fundamental benefit of reutilizing abandoned sites is to help contain urban sprawl and preserve rural open space.

In the past, environmental laws kept many brownfield sites and buildings vacant. Reuse required the complete cleanup of any contamination. Developers feared going broke trying to remove all contamination and becoming the target of federal lawsuits. That has changed under North Carolina’s progressive new brownfields law. Under the Brownfields Property Reuse Act of 1997, businesses can come to an agreement with the State to clean up brownfields enough to use them again safely, even if they aren’t completely free of pollutants. The law protects developers, keeps cleanup costs down and should help create jobs, build the tax base and stabilize neighborhoods.

The City of Winston-Salem was awarded a $200,000 grant by the EPA to study brownfield sites along Liberty Street for potential redevelopment. An additional EPA grant of $500,000 was awarded to help offset the costs to rehabilitate these sites. The objectives of the project are to create new jobs for low and moderate income individuals, to improve the appearance of the area, to provide for the service and retail needs of residents, to increase the tax base, and to encourage economic development and reduce urban sprawl. Selected sites will be studied and remediation plans prepared if necessary. Insurance liability issues will be addressed and marketing plans developed for the sites. This project combined with several other redevelopment efforts occurring along the Liberty Street corridor should help encourage Winston-Salem’s redevelopment efforts in this area.

Policies

- Forge new public, private, and non-profit alliances to garner financial and other community support to rehabilitate abandoned industrial and brownfield sites.

Action Agenda

- Seek and use EPA grants to identify, cleanup and rejuvenate brownfield sites.
- Provide incentives and/or restrictions to address the aesthetic concerns of vacant or derelict commercial buildings and properties.
- Provide local incentives to encourage business reinvestments in abandoned and industrial brownfield sites.
- Undertake an inventory of abandoned industrial and brownfield sites.

Objective 3: Economic Diversification

Increase economic vitality through diversification by expanding existing businesses; attracting new, high paying employers; and promoting a business climate which supports entrepreneurial innovation.

Manufacturing, which has historically been the basis of Winston-Salem’s strong economy, has changed dramatically just within the past two decades. Off-shore competition from cheaper labor, automation, and other factors have accelerated the need to diversify the local economy. While the growth of service businesses in fields such as banking and medicine have provided much of the replacement job growth, more diversification is needed to sustain Forsyth County’s economic strength and stability. As Forsyth County diversifies its economy, however, the community must also promote new ways to assist existing local businesses to remain healthy in an increasingly competitive global economy.

In order for Forsyth County to attract and retain higher paying employers, the workforce itself must become better trained and educated. Improved education at all levels is, therefore, vital to satisfying various employer demands for technically competent, higher skilled employees. In addition to providing a skilled workforce, many of Forsyth County’s larger corporations have valuable experience and knowledge in international business affairs. Some of this expertise exists among retired business executives and others who could assist smaller busi-
nesses and entrepreneurial start-up operations to access global markets.

There is also a link between the availability of housing that is affordable to diverse economic and social groups and continued economic vitality. To attract higher paying employers, Forsyth County must have a diverse housing stock that provides a supply of affordable housing options for the work force. (See Chapter 10 - “Building Better Neighborhoods”.)

Policies

- Continue to improve the transportation and utilities infrastructure to support the needs of local manufacturers and distributors.
- Continue the recruiting efforts of economic development organizations: Piedmont Triad Partnership; Winston-Salem Business, Inc.; the Winston-Salem Alliance; City of Winston-Salem; Forsyth County; and the State of North Carolina.
- Capitalize on the presence of world-class corporations and institutions of higher learning in Forsyth County to recruit prospective companies.
- Educate Forsyth County residents and decision makers about the importance of the local economy and the need to be competitive in a global market.
- Promote public-private partnerships, including the selective use of local incentives which facilitate the growth of capital investment and high paying jobs.

- Support tourism, the convention center, local historic, recreational, and arts-related attractions in Winston-Salem and Forsyth County.
- Support efforts to define and promote a national and international identity for the Triad Region.
- Promote community initiatives to improve the quality of primary and secondary schools in Forsyth County.
- Support Forsyth Technical Community College and other institutions of higher learning to meet the challenges of providing a well trained and highly educated workforce.
- Support “buy local” programs.
- Promote spin-off manufacturing of products related to medical and other high-tech research and development operations.
- Explore air cargo opportunities at Smith Reynolds Airport for “just in time” delivery of medical and other urgent delivery products.

Action Agenda

- Create a one-stop processing center for various applications, permits, and general information to further streamline the development approval process.

Objective 4: High-Tech Industries

Support the growth of high-technology industries including medical research, the film school and the visual communications industry, as well as finance, insurance and real estate.

With the decline of traditional manufacturing jobs, there has been a corresponding growth in the service industry. Unfortunately, many service-oriented jobs do not pay as well as their manufacturing counterparts. As in manufacturing, however, better paying jobs go to better qualified workers. Training is, therefore, a fundamental component of enhancing the growth of high-paying service jobs. Nationally, the fields of finance, medicine and entertainment are three of the fastest growing service areas of the economy. The fact that Forsyth County is strong in all three speaks well for the future of the community, especially if the three can leverage common areas of economic cooperation.

The Idealliance, composed of local business and academic leaders, was formed in 1998 to promote technology businesses in our community. Its purpose is to create and attract high-tech businesses in order to diversify the local economy. Thomas Hearn, president of Wake Forest University, heads Idealliance. Creation of high-tech businesses locally will require venture capital. Idealliance is seeking commitments for $10 million in seed venture capital that will support early-stage technology business development.
Idealliance heads the marketing and operation of the Piedmont Triad Research Park in downtown Winston-Salem. This park is the cornerstone of local technology development. Currently, three buildings are open in the park, The Piedmont Triad Community Research Center, One Technology Place and Albert Hall. The park’s master plan calls for the creation of an additional 600,000 square feet of research space.

Winston-Net, a high-speed, fiber-optic network, will provide the infrastructure to support community efforts to create and attract high-technology businesses. Wake Forest has already built the first 16 miles of the system—a loop that connects its main campus, the medical campus and its offices Downtown—and donated it to the project. City and County governments and Cook Middle School have also linked to the system. When it is completed, students at schools that are linked will have direct access to the on-line resources of Wake Forest University, Winston-Salem State University, the N.C. School of the Arts and Salem College. The project will eventually have 155 miles of fiber optic cable and related infrastructure at a cost of between $6 million and $12 million.

The network will encourage the development of new technology-based businesses in Winston-Salem and allow Winston-Salem to become a national model for other communities interested in creating a high speed, community-wide computer network.

**Policies**

- Promote technical education programs at local institutions of higher learning and the N.C. School of the Arts.
- Support the redevelopment of business and residential neighborhoods around the N.C. School of the Arts.
- Support the Downtown Research Park.
- Support the Idealliance objectives including venture capital funds.

**Action Agenda**

- Develop the Winston-Net fiber optic network and other telecommunications-based infrastructure county-wide.

**Conclusions**

Creating economic vitality in our community requires more than providing available land and buildings served by roads and sewer. Increasingly, it requires the commitment of outstanding human and community resources as well. In the twenty-first century economy, with its emphasis on knowledge and technical skill, the presence of a highly trained work force has become a necessity for a vital economy.

The attractiveness of an area as a place to live is also an increasingly important factor in relocation decisions by businesses and individuals. The quality of life factors that make an area attractive include attractive neighborhoods, a variety of housing at reasonable prices, first class public schools and higher educational institutions, a clean environment, parks and recreational facilities, and a low crime rate. All of these factors are discussed in the following chapters.
Environmental quality and economic development are sometimes viewed as mutually exclusive goals. The result has been either development that degrades the natural environment upon which it depends or environmental preservation and protection that ignores the need for economic opportunity. Too often, it has been either jobs or conservation. Local government in Forsyth County, for its part, has generally supported economic development while relying on environmental regulations to ensure some measure of environmental quality.

Fortunately, everyone involved is increasingly recognizing the need to balance and integrate these two equally important goals. The idea of promoting economic opportunity while at the same time protecting and restoring the natural environment upon which community well-being and quality of life depends, is a national movement that is called “sustainable development.” The Economic Vitality and Environmental Quality Focus Group developed the Legacy vision statement on the local economy and environment. The Focus Group was composed of both business and environmental interests that met as a single group to help integrate community goals on these two important topics.

Our country has achieved remarkable environmental progress in the past 25 years mainly through federal legislation like the Clean Air Act and the Clean Water Act. This progress has coincided with unprecedented economic growth. In the future, Forsyth County will encourage the enhancement of environmental quality through increased education, personal responsibility, vol-

In 2015, our clean air and water is a major asset for economic development, the health of our citizens and the scenic beauty of our community.
untary actions, market incentives, partnerships and consensus building. If successful, the need for environmental regulations may be lessened or even eliminated.

This chapter identifies the sensitive and critical features of the natural environment in our community and assesses the extent to which we have succeeded in addressing local environmental issues. The chapter sets goals and recommends policies and an action agenda to further conserve, protect, enhance and manage our water, air and sensitive environmental lands that all contribute to a high quality of life for residents of our community.

Our Vision

The Legacy Focus Groups have envisioned a future in which concern for the environment is balanced with economic development to produce quality growth.

In the year 2015 we envision that . . .

- We have clean, high quality water to meet our domestic, economic and recreational needs.
- Our clean air is a major asset for economic development, the health of our citizens and the scenic beauty of our community.
- Significant natural areas have been identified and protected.
- Our developments are designed and built in an environmentally sensitive manner.
- Business, industry and residents use resources efficiently and they reuse and recycle thereby conserving landfill space and natural resources.
- Citizens have a greater scientific understanding of and sensitivity to the community’s air, water and land resources.
- State and local governments are responsive and responsible partners in promoting environmental quality.
- Environmental regulations are cost-effective and based on sound scientific principles.
- There is balance and integration in economic growth and expansion and the preservation of our environmental assets.

Objectives, Policies and Action Agenda

Goal:

The preservation and enhancement of our environmental resources resulting in a high quality of life for Forsyth County residents.

Objective 1: Natural Heritage Inventory

Protect high quality natural areas and sites with rare plants and animals listed in the Forsyth County Natural Heritage Inventory.

Our native wildlife, streams, woodlands, and natural areas contribute to the character and quality of life of our community. These assets have been dwindling as Forsyth County becomes increasingly urban. It is important to act now to identify these assets and take actions to ensure that our County retains its natural character by protecting and managing the most significant of these resources.

The State of North Carolina’s Natural Heritage Program assists communities in inventorying, studying and protecting the rarest and most outstanding elements of the natural diversity of the State. The Piedmont Land Conservancy completed a Natural Heritage Inventory for Forsyth County in 1997. The purpose of the inventory was to identify the occurrence and distribution of the rarest and most significant plant and animal communities, geologic features, historic resources and stream corridors in the County. From a list of potential sites, only lands where the landowner’s permission was given were inventoried.

Although much of Forsyth County’s natural landscape has been lost due to urbanization, 23 sites totaling 3022 acres (a little over 1 percent of the County) were identified in the study. Site locations are shown on the Open Space System Map, Map 8.1 of Chapter 8, “Open Space, Parks
and Greenways.” Nineteen of the sites are in the northern half of the County with eleven of these located in the northeast quadrant. The sites range in size from several hundred acres for some of the forested tracts to less than an acre for some of the smaller wetlands. Five of the sites are on public lands and the remaining sites are privately owned. Seven sites contain a significant wetland component, seventeen significant forests, five special habitats of plants and animals, eight rare species occurrences and two significant rock outcrops. At least three of the sites have historic areas or significant features. Three of the sites are regionally significant and twenty are of county-wide significance.

The main purpose of this inventory is to facilitate protection of these natural resources when making land use decisions, siting developments and building roads, sewer, waterlines and other infrastructure. The information provides land owners with information that may encourage them to permanently protect their property. It allows informed evaluations of the trade-offs associated with biological diversity and development projects before plans have been finalized. The inventory will also be used to provide information to residents, particularly students, about the significant natural resources in our County and provide data for researchers. Our community needs to develop policies and strategies to purchase the most significant of these sites or secure protection for their unique resources. Sites identified in the Natural Heritage Inventory for Forsyth County are included in our proposed open space system. (See Chapter 8, “Open Space, Parks and Greenways.”)

**Policies**

- Utilize information from the Natural Heritage Inventory to monitor environmentally sensitive areas and to protect and preserve them when preparing area plans, approving development proposals and implementing publicly funded projects.

- Develop partnerships with non-profit environmental groups such as the Piedmont Land Conservancy, Sierra Club, the North Carolina branch of the Nature Conservancy, the Trust for Public Lands and other environmental agencies to protect these environmentally sensitive areas.

**Action Agenda**

- Identify sources of funding for purchase of conservation easements and acquisition of Natural Heritage Inventory sites.

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**Objective 2:**

**Water Quality**

Protected watersheds, wetlands and streams result in reduced pollution runoff, soil erosion and flooding and clean, high quality water to meet the domestic, economic and recreational needs of the community.

Our community’s rivers, streams, lakes and wetlands are among our most precious resources. Their purity affects the quality of our community’s water supply, wildlife, vegetation and recreational opportunities. Increasing growth and development threaten the health of these resources. The discharge of sediment, chemicals and other wastes into these water bodies deteriorates their quality, placing restrictions on downstream water uses and negatively impacting wildlife. Vigilance in protecting these resources is required to enable them to meet the future domestic, economic and recreational needs of the community and provide habitats for wildlife. There is also a responsibility to protect local watersheds that drain to the water supplies of municipalities located downstream of the three river basins draining Forsyth County, the largest being the Yadkin-Pee Dee River Basin.

The federal Environmental Protection Agency (EPA), in partnership with state and local governments, is responsible for restoring and maintaining the chemical, physical and biological integrity of the nation’s waters. Water supply watersheds, wetlands, flood prone areas, stormwater runoff, erosion and sedimentation are regulated
by various federal, State and local laws aimed at achieving this purpose.

**Water Supply Watersheds**

The main sources of drinking water for Forsyth County residents are the Yadkin River, which provides 65 to 70 percent of our supply and Salem Lake which supplies our remaining fresh water. Winston-Salem, Forsyth County, Kernersville, Lewisville and Clemmons have adopted local watershed protection regulations for seven watershed areas that drain to these drinking water supplies and to others in adjoining counties. These watershed protection measures are required by the State to protect the quality of our drinking water supplies and those of our neighbors. The approach of the watershed regulations is to limit development, which is a source of pollution, and maintain the stormwater filtration ability of natural vegetation and open space. Protection measures include density restrictions, land coverage limitations, vegetated stream buffers, use prohibitions, critical areas or protected areas, and stormwater controls. Density and land coverage limits are most common, based on the concept of limiting stormwater runoff and maximizing infiltration. Stream buffers are one of the most important protection measures, since they are the last line of defense before pollutants can enter a stream.

**Wetlands**

In the past, wetlands have been regarded as wasteland. Many of our wetlands have been destroyed by being drained for farmland, filled for developments, or used as waste receptacles. Increasingly we are realizing that wetlands are some of our most valuable natural resources. Among other things, they provide important habitat for fish, wildlife and vegetation, act as a filter for sediment and other pollutants and help improve water quality, store stormwater runoff and help reduce flooding, control sediment and provide water storage that helps recharge the groundwater system. Wetlands also have aesthetic, open space, educational and recreational value.

Federal and State regulations now require land developers to show that they are avoiding and minimizing impacts on wetlands whenever possible. When there will be significant impacts, mitigation measures to reduce the effects of those impacts must be developed. Mitigation can include requiring wetlands to be restored on-site or elsewhere, payments to a general fund for wetlands protection, requiring preservation or conservation easements on environmentally sensitive property, or a combination of the above.

Forsyth County does not have the extensive tidal wetlands of some coastal counties in North Carolina and many of our upland wetlands have been lost due to past farming and development practices. The U.S. Army Corps of Engineers and the State of North Carolina regulate our remaining wetlands but have limited staff for enforcement. Locally, we do not ensure that land developers obtain approvals and permits from these State and federal agencies before we give approval for land development. Many municipalities do require a check off of compliance with State and federal requirements during the local permitting process.

**Streams**

Monitoring and protection of the County’s rivers, streams and lakes are important to ensure high water quality. The N.C. Division of Water Quality has recently completed the water quality management plan for the Yadkin-Pee Dee River Basin. The study area includes the Yadkin River and its tributaries in Forsyth County. The purpose of the plan is to share information and to recommend actions that may be needed to maintain the health of streams and rivers in the basin.

The plan identified the Muddy Creek and High Rock Lake watershed subbasins, in which
Winston-Salem is located, as among those with the highest number of impaired stream miles. The source of the pollution is urban runoff from parking lots and other development. The Salem Creek and Middle Fork streams are classified as impaired and action by Forsyth County and the City of Winston-Salem to improve water quality is recommended. Muddy Creek and the Abbotts Creek Watershed are identified as having known water quality problems though not classified as impaired.

Increased development will not only demand more water but generate more wastewater, increase impervious surfaces, produce higher than natural streamflows and cause erosion of stream banks of the Yadkin River. The plan therefore recommends the need for long-range water supply planning, growth management and urban stormwater planning.

Forsyth County has created the Yadkin River Conservation District to help protect the Yadkin River, our main drinking water supply. This zoning district has large lot sizes and other protective requirements on development.

Stream naturalization (maintaining streams in a natural state) is one of the most efficient methods of minimizing soil erosion and flooding and improving water quality. Trees and other vegetation prevent stream banks from eroding and provide shade for water. Shade lowers water temperature and allows natural organisms to thrive and cleanse the water. Healthy water increases bird and fish populations. A stream naturalization program based on sound science, with emphasis on water quality, flood management and aesthetics should be an element in a comprehensive approach to improving environmental quality.

The City of Winston-Salem has begun some work in restoring urban streams that have been degraded including the Church Creek Stream, Bethabara and the Tanners Run and Town Creek restoration projects, Old Salem. We need to identify other streams where restoration work needs to be done and develop a program to do so over time. We must also take a more proactive approach in stream protection thereby reducing the incidents of stream degradation.

**Stormwater Runoff**

In 1996, the City of Winston-Salem began a stormwater management program. The objective of this program, a response to federal requirements of the Clean Water Act for larger urban areas, is to ensure that stormwater is controlled and stormwater pollution is reduced. In the past, the City’s stormwater policy focused on controlling the runoff rate of developments by requiring developers to submit to the Public Works Department stormwater plans for all projects requiring site plan review. The program is expected to adopt a more comprehensive approach to stormwater management. Drainage basin studies being done will identify and map the public stormwater collection system, study flow patterns, assess the effectiveness of the system and the effects of existing impervious surfaces on runoff and recommend ways to more effectively control the quantity and quality of stormwater runoff. It is expected that the City will complete basin studies and master plans for its fifteen drainage basins by the year 2000.

Other components of the program are public education, pollution prevention audits of business and industry, illegal stream discharge discovery, and water quality and storm event monitoring. These studies will be used as a basis for the development of more comprehensive stormwater management regulations. Forsyth County and the smaller municipalities are expected to be required by the federal government to develop stormwater management programs in the near future.

There has been some ongoing water quality monitoring. Monitoring of the base and storm flows of the Muddy Creek and its major tributaries since 1988 by the Forsyth County Environmental Affairs Department
revealed that sedimentation due to erosion has had a major negative impact on the basin. Sediment caused by soil erosion and stream bank destabilization is the primary source of nonpoint source pollution (pollution of diffuse origin) that degrades water quality. It reduces fish and wildlife populations, carries toxic materials, and reduces the quality and volume of public water supplies and recreational reservoirs thereby having environmental, economic, and aesthetic impacts.

While soil erosion and sedimentation are to some degree caused by natural factors such as rain and wind, they are accelerated by land use practices such as intensive agricultural production, construction, and other development activities. The North Carolina Sedimentation Pollution Control Act of 1973 is designed to protect the State’s streams and lands from being polluted by soil eroded from construction sites. Winston-Salem and Forsyth County have taken over from the State local responsibility for administering the Sedimentation Pollution Control Act. The Unified Development Ordinances (UDO) adopted by Winston-Salem, Forsyth County and other municipalities in the County contain regulations regarding erosion control and establish guidelines for new development. The Erosion Control Section of the Inspections Division is responsible for enforcement of these regulations.

**Flood-Prone Areas**

A vital part of our community’s strategy to manage increased stormwater runoff is protecting floodplains from filling and development. Floodplains are also inherently hazardous and costly locations in which to build. For these reasons federal, state and local agencies have established various legal requirements, public policies and guidelines to manage activities in flood-prone areas. One of the main benefits of these restrictions on development in floodplains is to help maintain the capacity of floodplains to temporarily store floodwaters during major storm events.

Mapped floodplains in Forsyth County comprise over 12,000 acres of land and represent more than 5% of the total land area. The local **Unified Development Ordinances** (UDO) regulate activities in floodplains beyond the minimum requirements of the federal government by further limiting the nature and extent of development in flood-prone areas.

**Policies**

- Continue to monitor water quality and conditions in water supply watersheds to determine the effectiveness of regulations and recommend changes as needed.
- Promote the utilization of building methods that emphasize reducing the amount of impervious surface.
- Promote more environmentally sensitive and aesthetically pleasing stormwater management systems including constructed wetlands, bio-retention (constructed woodlands) and stream naturalization.
- Educate land owners and businesses about the benefits of Best Management Practices for stormwater protection.
- Enforce floodplain regulations more effectively.

**Action Agenda**

- Identify and consider restoration of degraded urban streams.
- Promote a system of vegetative buffers along streams to filter pollutants.

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**Floodplains**

Floodplains are geographic features that have formed through natural stream processes. During prolonged or intense rainfall, surface water runoff sometimes exceeds a given stream channel’s capacity to carry it. The stormwater overflows the stream channel and floods onto the broad, flat adjacent lands called floodplains. Floodplains temporarily store excess surface water runoff until stream flow subsides and the stream channel can again carry all the flow.
Implement a county-wide stormwater management program that addresses the quality and quantity of stormwater runoff including the consideration of on-site and regional detention ponds.

Review and amend, as necessary, the erosion control ordinance.

Objective 3: Environmentally Sensitive Development

Environmentally sensitive development which respects natural areas and enhances the quality of our built environment.

In assessing development projects it is important to consider the impact of proposed developments on the environmental resources on site, as well as the cumulative impacts beyond the development sites. This chapter has identified a number of existing federal, state and local regulations to which developments in Forsyth County must conform when applicable. These regulations do not address all the environmental concerns that need to be considered together when assessing a development proposal. There is no procedure, for example, to identify and assess the impact of development proposals on rare plants, wildlife and geologic features located on a development site.

Existing regulations are administered by a number of different federal, State and local agencies and there is no one local agency that has the responsibility of ensuring that development proposals meet all requirements and obtain all necessary permits and approvals. A more comprehensive approach to environmental assessment of projects is therefore needed. Such an approach requires more mapped and detailed knowledge of the environmentally sensitive resources of our community, explicit policies and standards to ensure protection of these resources and generally more environmentally sensitive development. The Natural Heritage Inventory provides us with information that facilitates protection of our most significant resources. Provision for protecting these and other environmental resources should be included in development plans and ordinances as needed.

Additionally, a framework for environmental review of development proposals is needed to ensure compliance with all requirements and to increase the likelihood of environmentally sensitive designs. An environmental checklist at the initial stage of development applications would provide a strategy to link environmental principles to development design and approval. Early identification of possible adverse impacts or opportunities for environmental enhancement would avoid costly redesign of the project at a later stage and result in more environmentally friendly projects.

An environmental review procedure could consist of an environmental checklist which will flag environmental concerns that need to be addressed either by existing regulations, sensitive design or a mitigation plan. Where there are no existing regulations the Planning Department will work with developers to minimize adverse effects on the environment.

Policies

Consider the adoption of guidelines and/or regulations, as necessary, to manage development in environmentally sensitive areas.

Integrate natural areas (streams, wetlands, natural vegetation, etc.) into the site design of development projects and ensure that these areas are protected during construction.

Action Agenda

Develop an environmental checklist for ensuring compliance with existing regulations.

Consider an environmental review procedure which includes assessing the environmental effects of larger and more intense development proposals.

Study existing environmental protection practices for effectiveness.

Objective 4: Air Quality

Improved air quality, which protects the health of our citizens and enhances the economic development potential of our community.

Clean air is important to the good health of our citizens, especially children and the elderly. It also contributes to the overall quality of life in our community, an important asset in attracting...
new businesses and visitors. Air quality standards are established by the U.S. Environmental Protection Agency (EPA) which sets acceptable levels for six air pollutants—ground-level ozone, carbon monoxide, particulate matter, sulfur dioxide, nitrogen dioxide, and lead. These pollutants are regulated because they affect people’s health.

The Forsyth County Department of Environmental Affairs monitors local air quality to determine whether our area is meeting current EPA standards. We have been a “nonattainment area” for ozone in the past (1987-1989). After three years of good air quality in the early 1990s we became a “maintenance” area. The maintenance area designation meant that we were required to prepare a plan and take steps to improve air quality. The local vehicle inspection and maintenance program which assures that automobile exhaust emissions are within acceptable standards was put in place as part of the County’s plan to reduce emissions.

The major source of dirty air is the automobile. Electric utilities and factories also contribute to air pollution. Emissions controls on automobiles, like the catalytic converter, have substantially reduced tailpipe pollution in the last twenty years. However, during that same time period, the number of miles we drive has gone up at a high rate, offsetting the air quality gains from cleaner automobiles. In Forsyth County, vehicle-miles traveled are projected to almost double by the year 2025 according to the Piedmont Triad Regional Transportation Study. This increased fuel use, together with tougher EPA standards for ozone, place us in danger of becoming a “nonattainment area” for ozone again.

Sanctions for nonattainment can be severe. In 1996 funding for road building projects in Forsyth County was frozen for several months when computer models indicated air quality problems would result from planned transportation improvements. We can be forced to pay more for reformulated gasoline and face tougher auto inspections for emissions. Electricity rates could also increase as Duke Power has to meet tougher standards at its Belews Creek plant. Some factories interested in locating in our area may have to look elsewhere for a new site.

Maintaining good air quality is therefore in the best interest of Forsyth County both for the health of its citizens and to ensure continued economic growth and prosperity. The keys to cleaner air include reducing automobile use by promoting compact mixed use land development patterns, creating viable transportation alternatives including mass transit, carpooling, walking and cycling and encouraging proper maintenance of older vehicles. The less the automobile is used, the fewer air pollutants it will put into the air we breathe. Emissions from electric utilities and factories must also be minimized.

**Policies**

- Create land use patterns (such as infill, compact and mixed use development) that reduce vehicle miles traveled.
- Promote transit use including rail, buses, vanpooling and carpooling.
- Recruit clean industries.

**Objective 5: Solid Waste Management**

A comprehensive and cost-effective solid waste management program which protects public health and the environment, promotes recycling, reduces the amount of solid waste, and successfully manages and reclaims landfill sites.

Growth and development in any community brings with it a corresponding increase in the amount of solid waste produced and a growing difficulty in disposing of the waste generated by residents, businesses and industry. Waste reduction is therefore central to a successful waste management program. It reduces the number of landfill sites that must be developed and contributes to a cleaner environment.

The objectives of the 10 Year Solid Waste Management Plan prepared in 1997 by the Solid Waste Management Department of the Winston-Salem/Forsyth County Utility Commission are to: provide for cost-efficient long term disposal of the county’s solid waste; protect public health and the environment; provide waste collection services where practical; provide education and support for waste reduction activities; and, meet waste reduction goals. These objectives can be realized by landfilling, recycling, source reduction and waste combustion. Of these methods, landfilling and recycling are currently the most emphasized in Forsyth County.
Landfills

The Hanes Mill Road Landfill is our public sanitary landfill that will eventually cover 325 acres of the 375 acre site owned by the Utility Commission. It currently receives 330 tons of trash a year and has a life expectancy of 20 to 30 years. Reduced disposal since 1980 is due in part to recycling efforts which divert 40,000 to 50,000 tons of trash each year. The Hanes Mill Road Landfill currently serves Forsyth, Stokes and Davie Counties. Surry and Yadkin Counties have permits to use the facility but currently do not do so. Clemmon, Kernersville and Lewisville are served by the other major waste hauler in the County, Waste Management, Inc., a private company. They haul to the privately owned 100-acre Piedmont Landfill located north of Kernersville. Waste Management, Inc.’s recent request to expand their landfill by 270 acres into Guilford County was not approved due to citizen opposition indicating the difficulty of locating and expanding this land use.

All new sanitary landfills and expansions of existing landfills are required to have measures to protect the environment including a liner and a leachate collection system to prevent liquid from escaping and entering the groundwater system. A network of monitoring wells is also required around the landfill to monitor the groundwater. As a result, it is expensive to construct and operate a sanitary landfill. Many smaller communities are finding it more economical to close their existing landfills and haul their waste to a large regional facility.

The new Old Salisbury Road construction and demolition landfill which began operation in September 1996 on a site near the Davidson County line has a lifespan of 20-30 years. The purpose of this landfill is to divert inert waste from the Hanes Mill Landfill. The Overdale Yard waste site handles tree limbs and other wood materials which are ground into chips and then sold as boiler fuel or mulch.

Oil, tires and batteries are not allowed in landfills. Instead, recycling of scrap tires is subsidized by a one dollar disposal fee on each new tire purchased. A permanent facility to accommodate oil and batteries as well as pesticides and other substances labeled as hazardous was opened in 1999.

Waste Reduction/Recycling

In 1996, the General Assembly of North Carolina set a state-wide per capita waste reduction goal of 40 percent by the year 2001 using 1991 as the base year. However, local governments have the flexibility to set their own goals based on local conditions. The Winston-Salem/Forsyth County Utility Commission has set a goal by 2005 to decrease tons per capita waste generated from + 9% to + 5% of the 1991 base year level.

The State’s 1997-1998 Solid Waste Annual Report concludes that North Carolina will not achieve its goal for waste reduction and that waste reduction activities must be accelerated considerably if North Carolina is to reduce its solid waste disposal burden. It attributes the State’s high waste disposal rate mainly to the strong economy, relatively low costs of disposing waste by landfill and the lack of reduction incentives.

The Utilities Commission operates curbside recycling programs in the City of Winston-Salem, has drop-off recycling locations in the County and encourages business recycling. Recent data, however, suggests that these initiatives appear inadequate to meet either the Commission’s or the State’s goals. In 1998, Forsyth County’s waste disposal rate of 1.53 tons per capita was higher than the overall state-wide rate of 1.15 tons per capita, though the second best of the five largest urban counties. The County’s disposal rate, like the state-wide rate has increased from the base year 1991/92.

In Winston-Salem, the recycling program is for both single family and multifamily homes. The participation rate for single family house-
holds has increased from 55 percent in 1991/92 to 68.6 percent for 1998/99. This exceeds the State average of 44 percent. The participation of multifamily complexes has also grown but there is room for significant improvement in their participation.

The towns of Bethania, Clemmons, Kernersville, Lewisville, Rural Hall, Tobaccoville and Walkertown have curbside recycling programs.

Residents of unincorporated areas do not have access to curbside recycling services, but two drop-off centers serving the eastern and western parts of the County were opened in 1998. There is also a drop-off recycling area at the Hanes Mill Road Landfill. Additional County drop-off centers should increase recycling in rural areas. The recycling program is funded by tipping fees from the landfill operations.

Maximizing residential recycling will involve increasing participation and increasing the types of materials collected. However, commercial and industrial uses contribute the majority of the waste going into our landfills. There is no data on how much recycling of materials is being done by industries and commercial businesses. A comprehensive survey needs to be done to determine the amount of waste generated by businesses and the proportion of this waste that is recycled. It is clear that any significant reduction of the waste stream going to landfills would require aggressive recycling by commercial users as well as waste reduction at the source. One of the goals of the 10 Year Solid Waste Management Plan is to reduce waste significantly through new nonresidential recycling efforts. The main recommendations of the Utilities Commission to improve waste reduction and recycling are:

- reemphasize education and awareness;
- work with businesses. A priority is conducting a comprehensive survey of businesses;
- provide additional County drop-off sites;
- increase multifamily participation.

Pay-as-you-throw
Pay-as-you-throw is a system of unit pricing in which residents pay for each unit of waste that they dispose of. This system is similar to fees assessed on other essential services such as water and electricity where charges to residents is based on usage. Studies have shown that pay-as-you-throw has been effective in reducing the amount of solid waste disposed of in a wide range of communities across the country. Communities using it in tandem with recycling and composting programs have found that these programs increase each other’s effectiveness. The City/County Utilities Commission should therefore explore the pay-as-you-throw system as a means to promote recycling in the community.

Policies

- Provide landfill sites for waste generated and use new solid waste disposal technologies to reduce the amount of landfilling required.
- Expand existing recycling programs to include new users and collection of additional types of materials.
- Target recycling efforts particularly at private commercial and industrial businesses.

Promote use of recycled or recyclable products among citizens and businesses.

Action Agenda

- Develop and implement strategies to further reduce the amount of waste going to landfills.
- Develop reclamation plans for reuse of all existing public and private landfills.
- Explore “pay as you throw” as a method to promote recycling.

Objective 6: Environmental Regulations

Scientifically based and cost effective environmental regulations that are enforced.

The purpose of existing federal, state and local environmental regulations is to ensure a clean, safe and healthy environment in our communities. It is important that these regulations be scientifically sound, relevant to the needs of the community, and that they be enforced and their impacts monitored. The agencies charged with enforcing these regulations and monitoring their impact on the environment could improve enforcement and monitoring with additional funding.
Forsyth County’s Environmental Affairs Department (EAD) is one of the main environmental monitoring agencies in Forsyth County. It operates a comprehensive air sampling network to monitor the effectiveness of the local air quality regulatory program. It issues a Daily Air Quality Report during the summer months and a Daily Pollen Report during the pollen season (February-October). The EAD also began routinely monitoring the water quality of Muddy Creek and its major tributaries in 1988. It also conducts investigations into water quality complaints by residents.

Other monitoring and enforcement agencies include the Building Inspections Division, the City’s Public Works Division, the Natural Resource Conservation Service, the N.C. Division of Water Quality and other divisions of the N.C. Department of Environment and Natural Resources.

Policies

☐ Review existing and proposed environmental regulations for efficiency and effectiveness.

☐ Encourage local input in the development of environmental plans and regulations at the State level.

☐ Appropriately staff the City and County departments that administer and enforce environmental regulations.

☐ Fund and support scientific studies and monitoring activities of environmental resources.

☐ Coordinate with the state and federal Agencies.

Objective 7: Environmental Awareness

*Increased community understanding of and sensitivity to the area’s natural systems and related environmental issues.*

All government agencies and other environmental organizations involved with environmental issues make attempts to increase environmental awareness among citizens. There is a range of programs which includes public communication programs and those in which residents actively participate in improving the community’s environment. Some organizations limit their public communications to the distribution of brochures while others have more comprehensive long term public information plans.

“Stream Watch” is a state program that actively involves citizens in improving their environment. The program is based on the premise that those in the best position to notice signs of a stream’s distress are its neighbors, the people who live along its banks or use its waters. Citizen groups “adopt” a waterway or a portion of one and act on its behalf. The Stormwater Division of the City of Winston-Salem has been administering this program within the City for about one year. It has a list of volunteers for the program.

In order to involve more citizens in the program, it invites all residents who live along streams and all businesses located on streams to become stream watchers, and report unusual stream conditions like discoloration, severe erosion, flooding or excessive debris or litter. Stream watchers are encouraged to become the local experts on “their” stream’s dimensions, history and wildlife. They are encouraged to take an active role in promoting the health of the stream, taking part in activities such as stream and river-bank cleanups, wildlife identification and inventories, water quality testing and nature walks. It is anticipated that when the program becomes more established, some public recognition will be given to participants. In the future, the Stream Watch program could be expanded to all of Forsyth County.

The Stormwater Division of the City of Winston-Salem has a 5-year (1997-2001) public education and information plan to educate residents about the importance of stormwater management and involve them in improving stormwater quality. This includes, for example, brochures distributed at schools, garden centers and other venues; public education videos; information segments on stormwater
issues; public service announcements on the City television station; articles for construction industry newsletters; inserts in water bills; and, a hotline.

The Forsyth County Soil and Conservation District has the responsibility of developing and carrying out a sound soil and water conservation program. It works with other agencies such as the Natural Resource Conservation Service to provide information and technical assistance to farmers and other landowners about the proper use of land. It also administers the Farmland Preservation Program.

Sciworks, The Science Center and Environmental Park of Forsyth County, is a main center of science education for children. It consists of science exhibits, a 15-acre Environmental Park, a planetarium, nature trails and guided walks and a Science Shop. It has interactive, hands-on exhibits, special demonstrations, events and programs in a wide range of science fields.

The Office of Environmental Education of the N.C. Department of Environment and Natural Resources serves a coordinating role in promoting environmental education and natural resource stewardship throughout the state and can assist local communities in their education efforts.

**Policies**

- Use the media, the Internet and other forms of public communications to increase the environmental awareness of citizens, officials, and the business and development community.

- Support citizen involvement programs such as “stream watch” and develop new programs that involve citizens in environmental monitoring and protection.

- Continue to support organizations and programs which educate residents about environmental issues.

**Conclusions**

Forsyth County in Piedmont North Carolina is a beautiful area with many natural assets. There is no reason we should tolerate the degradation of our air, water and environmentally sensitive lands. Indeed, an increasingly competitive economy compels us to protect and enhance our natural environment as a quality of life factor that attracts new industry and skilled workers. Moreover, we should be good stewards of the environment not only to assure our economic growth but as our legacy to future generations.
On a clear summer day from atop the new Wachovia tower in downtown Winston-Salem, Forsyth County still seems to offer vast open and green vistas in all directions. But the view from twenty-eight stories up is deceptive. Our County has been losing much of its distinctive green space to development at an increasing rate. Tracts of farmland and forests, privately owned land that make up much of our current open space, are being leveled and paved over for residential subdivisions, retail centers, office parks and the roads that connect and serve them. While there is no consensus on whether this growth is good or bad, people can agree that once the use of the land is changed and open space disappears, it rarely returns.

This loss of open space affects the quality of our lives. Just as we need places to live, work and shop, we also need open space for recreation and to preserve our connection with nature. In an increasingly urban community, we need ribbons of green just as much as we need ribbons of asphalt.

As we lose additional privately owned open space to development, we need to expand public open space, parks and greenways. This green space will enhance community character and add to the quality of our lives by providing opportunities for healthy outdoor activities and quiet reflection. It will help preserve the quantity and quality of our streams and water supplies, protect our homes from flooding, contribute wildlife habitat and increase the value of surrounding properties.
Our Vision

Although the topic of open space, parks and greenways was not assigned to a specific Legacy Focus Group, many groups discussed these subjects in developing their visions. The results of their work related to open space, parks, and greenways have been brought together to serve as the basis of the vision for this Open Space, Parks and Greenways chapter.

In the year 2015 we envision that...

- Forsyth County residents enjoy a vast regional system of community parks, significant natural areas, and preserved open space all connected by a green network of trails and streams.
- Our well-maintained park system provides opportunities for fun and relaxation for all and recreational opportunities are located just minutes from every resident’s home.
- People use our county-wide greenway system for outdoor recreation and to walk or bike to parks, schools, work, and shopping.
- Our public open spaces are extensive, providing a break from development and serving to protect natural resources.
- Local governments in Forsyth County have come together with each other and private providers to efficiently meet the diverse recreation needs of residents.

Goals, Objectives, Policies and Action Agenda

Goal:
Forsyth County residents enjoy an extensive system of parks and preserved natural areas connected by a network of open spaces and greenways.

Objective 1: Open Space System

A system of open spaces and corridors throughout Forsyth County that provides recreational opportunities, environmental protection, enjoyment of nature, enhancement of community character, and links to community resources.

A system is an assemblage or combination of things or parts forming a complex or unitary whole. Just as it is advantageous for planning and management purposes to think about a street system or a water system, we need to think also of the various elements of our open space as a system. Thinking of open space in this way and drawing the various elements together as an interconnected network can improve connectivity for both people and wildlife.

A linked open space system offers the potential for an extensive system of pathways and trails that people can use to walk from neighborhoods to parks, schools, and other destinations. For wildlife, the connectivity provided by a system of stream corridors, wetlands, and forested areas may be crucial to their survival. An open space network can provide corridors that allow wildlife access and safe passage to their remaining habitat. An open space system will also help define and buffer neighborhoods and provide visual relief and contrast from our built environment.

The broadest definition of open space includes land which does not have structures for residential, commercial, institutional or industrial use. These lands may be in a natural state (e.g., nature preserves, flood plains and wetlands) or a developed state (e.g., playing fields, plazas, cemeteries). They may also be in the public domain (e.g., municipal parks, commercial plazas), or in the private domain (e.g., residential common areas, golf courses, farms, woodlots, etc.).

A more restricted definition for open space is used in this plan. Open space is defined as land that has been preserved and protected by purchase, conservation easements, dedication and/or donation to a public agency or land trust, and by environmental regulations, or land that is identified for future protection by these means. These categories of open space may be under public or private ownership and may or may not be open for public access and use.

Lands suitable for inclusion in the Forsyth County open space system can include the following open space categories and are shown on the Open Space System Map (Figure 8.1).

- Public parks and greenways;
• Flood control land along streams identified by the National Flood Insurance Program which has restrictions for development;

• Wetlands protected under the national Clean Water Act and other wetlands of local significance;

• Land in the Forsyth County Farmland Preservation Program; (See Chapter 3)

• Land identified in the Forsyth County Natural Heritage Inventory as containing endangered, threatened, or rare species or natural communities characteristic of our region; (See Chapter 7)

• Land containing resources of significant historic and archeological value; and,

• Lands possessing special scenic qualities visible from roads, parks, greenways, streams and rivers and hilltops.

Generally, jurisdictions in Forsyth County have focused on acquiring open space for active recreational use, not environmental quality or natural resource protection, due to both policy issues and funding limitations. There are some exceptions, however. Two of Winston-Salem’s largest parks, Salem Lake and Historic Bethabara, have the primary purpose of resource protection. The County owns two historic courthouse sites that are not currently open to the public.

Parks do provide opportunities for both recreation and meeting other open space objectives if we develop park facilities in a manner that respects and values natural resources and environmental quality. Park development that is sensitive to the environment and is aesthetically pleasing can be beneficial in its own right and serve as an example to private development efforts.

Policies

☐ Fund the acquisition of open space for natural resource protection.

☐ Encourage land owners to donate identified land for the open space system using conservation easements and other voluntary means.

☐ Consider the potential for protection of natural resources as an important factor when identifying new park sites.

☐ Develop park facilities in a manner that is sensitive to the environment, protects historic and natural features and is aesthetically pleasing.

Action Agenda

☐ Maintain an inventory and map of open space land including flood-prone streams, wetlands, greenways, parks, protected farmland and unique wildlife habitat areas.

☐ Consider the establishment of a joint City/County Open Space and Greenway Advisory Committee/Commission to advise on open space and greenway plans and policy, land acquisition, and public information on open space and greenways.

Parks are publicly owned open space developed with facilities for active and/or passive recreation use. Parks provide a place to play and to enhance physical and mental well-being. Parks can be a focus of community identity and character. Undeveloped publicly owned open space is also an important community resource and can be land held for future recreation use or held as permanent open space to preserve natural features. Parks and undeveloped open space can serve as a buffer between developed areas and provide a break from the closed-in feeling often associated with extensive urban and suburban development.

As our community becomes more urban and private open space is lost to development, the need to provide parks and other publicly owned open space becomes more pressing, difficult and expensive. Indeed, a necessary requirement and key component of the success of the more compact and higher density development advocated in this plan will be the provision of open space. Unfortunately, in the last 10 years, the amount of publicly owned open space in Forsyth County per 1000 residents has decreased.

Vision 2005 included recommendations related to open space, parks, and greenways, but a comprehensive parks and recreation plan for our community has not been prepared since the
Map 8.1
Open Space System in Forsyth County
1970s. The need for a new plan has been recognized and a comprehensive Open Space, Parks, and Greenways Plan for Winston-Salem and Forsyth County is currently being prepared by City-County Planning staff with assistance from the City and County Recreation Departments. The plan will include: an inventory of existing recreational facilities; a geographic analysis of current and future recreation needs relative to adopted standards; specific recommendations for new recreation facilities and sites; and, identification of potential funding mechanisms and other implementation measures.

Park and recreation facility standards were adopted by the City-County Planning Board and the Winston-Salem Recreation Commission in the spring of 1997 to use in the geographic analysis of the recreation plan. The local standards were adapted from criteria developed by the National Recreation and Parks Association and North Carolina’s Statewide Comprehensive Outdoor Recreation Plan. The standards should not be seen as rigid requirements, but rather as guidelines which provide a consistent basis for evaluating existing facilities and comparing the level of service provided in different areas of the community. Most importantly, standards can help set goals for acquiring new park land and providing additional facilities.

The adopted local standards establish separate criteria for parks and major recreational facilities. The park standards include park types, desirable size, service population, service radius, and a recommended minimum amount of park acreage per 1000 residents for three types of parks. Recreation facility standards were adopted for major facilities, such as recreation centers, ball fields, and trail miles, and include a service radius and recommended minimum number of units per population (e.g., 1 tennis court for each 2,000 people.)

The standards adopted in 1997 are primarily for active recreation areas and facilities and did not include standards for special or regional parks, such as Tanglewood or Salem Lake Park, or for publicly owned open space. For municipal areas, the following minimum numbers of acres per 1000 residents were established for three park types: neighborhood parks – 2.5 acres; community parks – 5 acres; and district parks – 10 acres. Only the district park standard of 10 acres per 1000 residents was adopted for the unincorporated area of Forsyth County since neighborhood and community parks are considered a municipal service.

To emphasize the importance of large regional parks and the need for open space for other than strictly recreational use, an additional standard for other publicly owned open space is needed. A standard of 10 acres per 1000 residents is recommended. The other publicly owned open space could include special and regional parks and natural or historic resource protection areas. The regional park/open space standard should be incorporated into the park and facility standards and used in the analysis of the Open Space, Parks and Greenways Plan.

Based on the adopted park standards and the recommended open space standard, our County should have a total of 27.5 acres of parks and publicly owned open space for each 1000 municipal residents and a total of 20 acres for each 1000 residents of the unincorporated area of Forsyth County. Applying these standards, we need an additional 1,922 acres to meet current needs and an additional 3,540 acres to meet the needs of the projected 365,435 Forsyth County residents in 2015 (See Table 8.1). The Open Space, Parks and Greenways Plan will identify needs in specific geographic areas and make recommendations for acquisition and development of new park and recreation facilities.

Table 8.1

<table>
<thead>
<tr>
<th>Forsyth County Parks and Open Space Needs</th>
<th>Existing Acreage</th>
<th>Standard per 1000 persons</th>
<th>Additional Acres Needed to Meet Current Needs</th>
<th>Additional Acres Needed to Meet 2015 Needs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipalities</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Neighborhood Parks</td>
<td>339</td>
<td>2.5 acres</td>
<td>247</td>
<td>392</td>
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<tr>
<td>Community Parks</td>
<td>388</td>
<td>5 acres</td>
<td>785</td>
<td>1072</td>
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<tr>
<td>Municipalities &amp; Unincorporated Areas</td>
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<tr>
<td>District Parks</td>
<td>2413</td>
<td>10 acres</td>
<td>648</td>
<td>1241</td>
</tr>
<tr>
<td>Regional Parks/other</td>
<td>2819</td>
<td>10 acres</td>
<td>242</td>
<td>835</td>
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<tr>
<td>Total County</td>
<td>5959</td>
<td></td>
<td>1922</td>
<td>3540</td>
</tr>
</tbody>
</table>
Policies

- Include open space planning in all aspects of comprehensive planning, including transportation plans, facility plans, and area plans.
- Educate citizens on the importance of and need for parks, greenways and open spaces in their community.

Action Agenda

- Complete a comprehensive Forsyth County Open Space, Parks and Greenways Plan to inventory existing facilities, identify current and projected needs, and recommend future facility development and land acquisition.

Objective 3

Parks and Recreation Facilities

Provide parks and recreation facilities to meet the needs of a diverse population at accessible locations throughout Forsyth County.

Parks include facilities for both active uses, such as recreation centers, playgrounds, ballfields and ball courts, and for more passive uses, such as picnic areas, nature and walking trails, and greenways. Currently, there are over 97 public parks in all of Forsyth County, encompassing approximately 5959 acres. The City of Winston-Salem has the most extensive system, generally emphasizing active recreation facilities.

Forsyth County’s role in recreation has been to provide basic recreational opportunities for residents of the unincorporated areas of Forsyth County and special facilities for all residents of Forsyth County.

Forsyth County’s current recreation focus is on development of the 426 acre Triad Park, a joint venture with Guilford County, located on the Forsyth/Guilford County line (Map 5.2). Tanglewood Park and SciWorks (the Forsyth County Environmental Science Center) are also owned by Forsyth County. There is also a wide range of recreation facilities in the Forsyth County School System. These include track and tennis facilities, ballfields and gymnasiums. The widest range of facilities is located at high schools. However, it appears that high school facilities are generally not widely available for use by the general public because of the high demand for their use for school activities.

Elementary and middle school recreation facilities are more available for public use. There is ongoing cooperation between the schools and recreation departments on the use of some of these school recreation facilities for public recreation. The City Recreation Department, for example, uses school gyms in areas without community recreation centers. The schools also have access to public park and recreation facilities located adjacent to schools. In some of the smaller municipalities, with limited public recreational facilities, school facilities are heavily used by residents. It is estimated that recreational facilities located on approximately five hundred acres of school sites are used or have the potential to be used for public recreation.

Generally, active recreation facilities are an urban service, to be provided by municipalities.
New residents expect recreation facilities to be provided along with other urban services when they are annexed into or become part of a municipality. However, some of the newer municipalities in Forsyth County have not yet provided facilities to meet the recreation needs of their residents and continue to rely on County, private, school and City of Winston-Salem facilities. Table 8.2 lists the existing number of parks, total acres, and acreage per 1000 residents for each jurisdiction in Forsyth County.

A challenge for recreation facilities and recreation programs is meeting the needs of a diverse population. One example of diversity is that our population is aging and at the same time, we will have a record number of school age children over the next decade. Older adults typically favor passive recreation activities, such as walking, while school age children place high demand on athletic fields and other active recreation facilities. Another challenge is using limited resources to provide facilities at convenient locations throughout the community.

Parks and community open spaces typically provide a place to play, but they can also serve to create a sense of community. Grace Court Park in Winston-Salem’s West End, with its charming gazebo, provides neighborhood residents with a place to meet and hold celebrations. The Town of Lewisville’s new town center, Shallowford Square, offers not only a meeting place, but provides a central focus for their community life and establishes downtown as the heart of their community.

Pocket parks are small open spaces located in urban neighborhoods which provide recreation or green spaces for nearby residents. Grace Court Park in the West End neighborhood near downtown Winston-Salem is a pocket park. The more compact development proposed in the Growth Management Plan for some areas in Forsyth County may require additional pocket parks to provide needed green space in these denser urban environments.

For parks and other community open spaces to be used they must be safe places, especially for children and older adults. Although law enforcement and community surveillance are a major part of park safety, the physical design of parks can also play an important role in assuring that parks are community resources, not places of fear and avoidance. The physical design and community building methods used to help reduce crime is often called Crime Prevention Through Environmental Design and is discussed in more detail in the Community Life Chapter.

Policies

- Continue development, enhancement and maintenance of the system of County parks and open space areas, which provide for the general recreation needs of residents of Forsyth County. Provide large multipurpose parks and special facilities for all citizens of Forsyth County and consider providing more active recreation facilities.

- Continue development, enhancement and maintenance of the City of Winston-Salem’s system of parks and facilities which offer a variety of recreation opportunities through regional, district, community, and neighborhood parks, supplemented by school grounds, playlots and special facilities.

- Commit to and fund development of parks within all municipalities in Forsyth County to meet the general recreational needs of municipal residents.

- Provide diverse facilities and programs at conveniently and equitably distributed locations to

Table 8.2

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Number of Parks</th>
<th>Total Acreage</th>
<th>Acres/1000 persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Forsyth County</td>
<td>15</td>
<td>2384</td>
<td>7.8</td>
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<tr>
<td>Municipalities</td>
<td>82</td>
<td>3575</td>
<td>15.2</td>
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<td>Winston-Salem</td>
<td>72</td>
<td>3575</td>
<td>18.3</td>
</tr>
<tr>
<td>Rural Hall²</td>
<td>2</td>
<td>30</td>
<td>12.1</td>
</tr>
<tr>
<td>Tobaccoville</td>
<td>1</td>
<td>14</td>
<td>6.3</td>
</tr>
<tr>
<td>Kernersville</td>
<td>5</td>
<td>111</td>
<td>6.5</td>
</tr>
<tr>
<td>Walkertown³</td>
<td>1</td>
<td>25</td>
<td>6.2</td>
</tr>
<tr>
<td>Lewisville</td>
<td>1</td>
<td>3</td>
<td>0.3</td>
</tr>
<tr>
<td>Clemmons⁴</td>
<td>*</td>
<td>*</td>
<td>0</td>
</tr>
<tr>
<td>Bethania</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

¹ All County owned facilities including 2 historic sites not open to the general public.
² Includes 25 undeveloped acres adjacent to an existing park.
³ Site has not yet been developed for recreation use.
⁴ Clemmons has no Village-owned park land but has provided funding to the West Forsyth YMCA for outdoor recreation facilities.
meet the basic recreational interests of children, teenagers, and adults, recognizing the special needs of the elderly, disadvantaged and disabled citizens.

- Provide a park or central public space in all neighborhoods or communities to be an urban geographic reference point and focus of civic and community life where people can gather to play, celebrate, interact, and learn about each other.

- Consider safety, security, and aesthetics when designing new and improving existing public spaces and recreation facilities.

**Objective 4. Greenways**

*A network of greenways providing recreational opportunities, open space, protection of our natural environment and open space, and alternative transportation links between neighborhoods and activity areas.*

Greenways are linear parks left in a natural undeveloped state except for a system of trails. Those trails connect points of interest such as parks, schools, shopping and neighborhoods. Stream corridors, railroad rights-of-way, and undeveloped land are among the most common places for greenway development.

The greenway concept has been around for over a hundred years in a variety of forms. Greenways have once again become popular within the last twenty years and can now be found across the nation. *Vision 2005* identified 120 miles of potential greenways focused along major streams in Forsyth County. Sixteen miles of trails have already been built. The greenway map (Map 8.1) shows most trails identified in *Vision 2005* and in small area and community plans completed since the adoption of *Vision 2005*, along with some new community and neighborhood connections.

Behind the greenway effort is the concept of connectivity, linking our communities and neighborhoods through a network of open space. Traditional neighborhood and community parks will be needed for our future residents and the proposed greenway system can provide a link to our park system. In fact, greenways can be used to provide some of the overall acreage needed for future recreation. Greenways can provide popular recreational activities such as jogging, walking, bicycling and skating. The popularity of the existing trails for walking and jogging shows the continuing interest in this form of exercise. Greenways are also passive recreational areas where picnicking, bird-watching and enjoyment of nature take place.

Greenways also provide many environmental benefits. The existing and proposed greenway system in Forsyth County focuses on a flood-plain-oriented linear park network left primarily in its natural state. By retaining floodplain vegetation along greenways, surface water runoff can be reduced, erosion controlled, water supplies protected, flood damage lessened, and critical ground water recharge areas safeguarded. Additional benefits greenways provide are enhancement of the urban environment through air quality, temperature, and noise moderation obtained from the conservation of vegetation. This vegetation can also serve as a buffer strip between neighborhoods and competing land uses.

Linear in nature, greenways can also function to preserve wildlife habitat. Often critical in linking “islands” of wildlife habitat, greenways can help to overcome fragmentation of wildlife populations and provide wildlife corridors allowing a greater diversity of animals to travel through and survive within urban areas.

Greenway trails as part of the transportation system are covered in Chapter 4, “Transportation Options.” It is important to note that non-driving citizens, including the elderly, disabled, and young people, can utilize greenway trails to reach nearby neighborhood-scale shopping and services, schools,
churches, and public open space. The greenway system could also function as a reasonable and safe alternative to streets for short commuter trips.

Greenways typically run along floodplains and stream corridors. However, when stream based routes are not available or practical, paths parallel to roadways can supplement or link stream based greenway trails. Paths, similar to sidewalks or bikeways, can be developed parallel to roads with a green buffer zone between the roadway and the pathway. This placement of greenway trails is often necessary when linking different watersheds and may be useful in densely developed areas. Acquiring land to parallel existing roadways is difficult and expensive and should be considered only when other options are not available. Construction of new roads, however, presents greater opportunities. Developing paths for bikes and pedestrians parallel to new roads should be considered as part of the planning for all new road projects.

A regional greenway which would link our county-wide greenway system to other cities, people and resources in the Triad is discussed in the Regional Planning and Development chapter. The proposed Open Space/Greenway Committee/Commission (see Objective 1 - Action Agenda) could be responsible for developing a land acquisition program, reviewing plans, setting policy and educating the public on the value of greenways.

Policies

- Continue to develop a county-wide system of greenways that links neighborhoods, parks, schools, shopping and employment areas, and activity centers and which is linked to the Triad regional greenway system.

- Utilize the Greenway Plan to identify greenway needs when planning new parks, identifying and purchasing parkland, and reviewing public projects.

- Consider locating pedestrian and bike paths parallel to roads in all road planning projects to supplement and link greenways.

- Continue requiring the dedication of greenway easements along identified potential greenway corridors through the zoning and subdivision process and obtain greenway easements together with sewer easements.

- Encourage the use of tax benefits as an incentive for property owners to provide greenway easements where potential corridors are identified.

- Encourage new residential development to connect with the greenway system and retrofit existing neighborhoods with connections.

Action Agenda

- Complete a Greenway Plan as a part of the comprehensive Open Space, Parks and Greenways Plan to identify: potential greenway corridors, such as easements, rights-of-way, and natural corridors; methods of acquisition; and, a development schedule.

Objective 5

Coordination and Cooperation

Increase coordination and cooperation between governmental jurisdictions, institutions, and recreation providers to efficiently meet the recreation and open space needs of citizens.

Local governments are among the numerous providers of recreational facilities in Forsyth County. Other providers include businesses, civic clubs, little leagues, churches, schools, tenant/homeowners associations and nonprofit organizations.

Government owned and operated facilities are not the only way for local jurisdictions to meet the recreation needs of their citizens. There are many opportunities for local governments to work with other providers to meet recreation needs effectively and efficiently. Many examples of cooperation already exist. The City Recreation Department uses school gyms in areas without community recreation centers. The Village of Clemmons provides funding to the West Forsyth YMCA for outdoor recreational facilities. Little leagues and Optimist’s Soccer use school and City owned facilities. There are, however, many other opportunities for cooperation and coordination. For example, there is a long history of sharing school and park facilities, but there is currently no system in place to assure that recreation needs of an area are considered when new school sites are acquired. More attention also needs to be given to cooperation with the City-County Utilities Commission on the reclamation and pos-
sible reuse of landfill sites, and the use of utility corridors and other sites under its jurisdiction for parks, greenways and other recreation facilities.

Local governments can also work with other local governments to jointly provide recreation facilities for their residents. An example of regional government cooperation is operation of the Triad Park which is jointly owned and operated by Forsyth and Guilford Counties. Since Guilford County does not have a parks department, it decided to contract with Forsyth County to provide all maintenance for the park. In Forsyth County, the Winston-Salem and Forsyth County recreation departments could work together to jointly develop new or expand existing recreation facilities to serve local residents. Municipalities without parks departments or maintenance staff could contract with other jurisdictions to operate or maintain facilities within their communities.

There are also many opportunities for local governments to coordinate with others to provide open space and protect natural and historic resources in Forsyth County. Agencies and organizations playing a role in protecting open space and natural resources in Forsyth County include: the Farmland Preservation Program; the Natural Resources Conservation Service; the North Carolina Department of Transportation; the Piedmont Land Conservancy; the Nature Conservancy; and the Trust for Public Lands. Additional coordination and cooperation among these organizations could provide efficiencies and greater levels of open space and natural resource protection.

**Policies**

- Use existing institutional facilities including schools, libraries, places of worship, and private recreation facilities to meet recreation needs when possible.

- Develop an administrative mechanism for cooperating with the School Board, Forsyth Technical Community College and other municipal and County departments in selecting, designing, and developing new sites to assure dual use of facilities and land.

- Offer programs, services, and facilities which complement and supplement those provided by private organizations and work with private providers to assure citizens affordable access to recreation needs not met by governmental providers.

- Develop partnerships with nonprofit organizations to protect, acquire and manage open space and important natural resource areas.

**Action Agenda**

- Develop intergovernmental and intra-governmental agreements to jointly provide recreation facilities and protect open space.

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**Objective 6:**

**Acquisition, Development and Maintenance**

Utilize a variety of traditional and innovative methods to acquire, develop and maintain open space, parks, and greenways.

In this era of limited government funding, finding resources to acquire, develop, and maintain open space and recreational facilities is a great challenge. To adequately meet the recreation needs and interests of citizens, local governments will need to use both traditional and innovative methods.

Acquisition of park land is most appropriate in advance of need when large tracts can be acquired at reasonable cost. Advance acquisition is especially important in the “urban fringe area,” the area that is becoming urbanized and likely to be annexed into a municipality in the next ten to fifteen years. Unfortunately, local governments have had difficulty maintaining and upgrading facilities to serve existing residents, much less acquire land where residential growth will occur in the future. New funding sources and a commitment to advance land acquisition must be developed to deal with this problem and meet future needs.

Currently, the acquisition of park land is considered separate from acquisition of land for other governmental functions, such as new schools and roads. Considering open space needs during planning and land acquisition for other government projects could result in better facility
location and potential cost savings for site selection and land acquisition.

As discussed under Objective 5 above, coordination and cooperation among jurisdictions in Forsyth County and with non-profit and for-profit recreational providers affords many opportunities to efficiently meet community recreation needs.

Educating citizens about the needs and benefits of parks, open space, and greenways will increase the community acceptance of facilities and could make acquisition easier by increasing support for bond referenda and other funding and acquisition measures.

Policies

- Consider a variety of methods to acquire and develop recreation facilities and to provide open space including, but not limited to, general revenue funds, voter approved bond issues, federal and State funds, fee simple donations, conservation easements, restrictive covenants, transfer of development rights programs, purchase of development rights, leasing of land, special tax levies and required dedications or fees-in-lieu of dedication.

- Identify and acquire open space in advance of need to obtain land at the most appropriate locations and at reasonable cost.

- Consider potential acquisition of park land and open space in the site identification and procurement process for all local government property and facility acquisitions.

- Make temporary recreational use of existing publicly owned land acquired for other purposes and lease privately owned land for recreation uses.

- Develop cooperative agreements with businesses to fund development of park and recreation facilities.

- Consider cost saving and revenue enhancements including service contracts and increased user fees.

- Utilize volunteers to develop and maintain park facilities, greenways, and open space areas, including expansion of Winston-Salem’s Adopt a Park Program and extension of similar programs to other jurisdictions.

Action Agenda

- Actively seek the donation of easements, land, and funds for recreational uses and open space preservation.

- Dedicate funding in municipal and county annual budgets for open space and greenway development.

Conclusions

Forsyth County is an increasingly urban county. In the new century, the challenge will be to provide sufficient recreation and open space to accommodate the active and passive recreation needs of a growing population. The recommendations in this chapter point the way towards that goal — fulfilling our vision of ample open space, parks and greenways that provide opportunities for healthy outdoor activities and quiet reflection for all our citizens.
Before World War II, downtown Winston-Salem was the commercial and social hub of our community. In the past fifty years, new development patterns have caused downtown to lose some of its luster. The automobile and the creation of major roads like Interstate 40 and U.S. 52 have spawned suburban development that has changed the way all of us live, work, shop and spend our leisure time. The improved roads meant that people were able to live in the suburbs, further from centrally located jobs and shopping. Downtown merchants eventually followed their market to these outlying residential areas and many downtown businesses closed or moved to strip shopping centers and later to indoor malls.

In spite of these pressures, downtown Winston-Salem retains many positive attributes on which to build for the future. Located adjacent to I-40 Business and US 52, accessibility to downtown is superior to that of any other downtown in the Triad. Downtown Winston-Salem has the largest concentration of office space in the Triad and is home to several major corporate headquarters. A number of regional and national banks are represented in downtown making it the eleventh largest banking center in America. Downtown includes an emerging technology base at the Piedmont Triad Research Park, a substantial convention center-hotel complex, outstanding arts facilities and a concentration of major community churches.

Recently there have been signs of a renaissance in downtown Winston-Salem. That is encouraging because downtown is a symbol of community economic health, local quality of life, civic pride, and community history. It is our statement to visitors,
prospective investors and our citizens about our confidence and pride in the future. Downtown can be an important community gathering place. Special events, parades, and celebrations held there reinforce that intangible sense of community.

A strong case can be made for promoting development in downtown when we consider the tremendous private and public investment in the area—commercial and government buildings, hotels and convention center, main library, etc. In addition, there is the infrastructure taxpayers have paid for over the years. It makes sense to use that infrastructure rather than spend money on new roads and sewer and water lines at the suburban fringe. Preservation of the investments through new development initiatives certainly seems to be the right decision.

The changing economic, social and demographic forces that have spawned the suburbs mean that downtown will have to transform itself by changing and expanding to include new diversified functions and activities.

New anchors of development such as entertainment, cultural arts, and tourism as well as new Class A office space will have to emerge to complement current banking, government and convention activities. Entrepreneurs will have to be enticed into our new research park and to occupy inexpensive space in older buildings downtown. Downtown housing will be very important to the revitalization effort and loft apartments and housing on the periphery of downtown along with more tourism will bring increased activity after six in the evening. Those changes will attract specialty retail offering new shopping experiences and personal services.

Vision, good planning, energy and commitment can result in a rebirth of Downtown, making it once again a vibrant economic, social and cultural center of our community.

Our Vision

The Future of Downtowns Focus Group concentrated their efforts on downtown Winston-Salem believing that our community’s fortunes are very closely tied to the success of this city center. The group agreed that without a vital and growing city center, Forsyth County could not hope to be a player on the regional and national scene in the next century. The town centers in the smaller municipalities are also important to the pride and vitality of the small towns and rural areas they serve and recommendations are made to preserve and enhance them.

While the emphasis in this chapter is on downtown Winston-Salem, the older downtowns in communities like Kernersville, Walkertown and Rural Hall face many of the same problems discussed here. Some newer communities like Lewisville are working to prevent their downtowns from becoming automobile dominated commercial strips by planning for compact pedestrian oriented town centers.

In the year 2015 we envision that . . .

Downtown Winston-Salem has reemerged as a dominant focus of economic and social life in our community, a center of the community’s civic, entertainment and cultural activities, and a strong symbol of community pride and identity.
A blend of restored buildings, new construction and design standards emphasizing a walkable scale, better streets, sidewalks, signage, lighting and additional green spaces have improved the quality of the downtown’s physical environment making it an exciting place for visitors and residents alike.

The growth in tourism and convention activity, creation of special entertainment districts, exhibits, concerts, ethnic festivals and outdoor cafes in new and exciting spaces bring people to downtown and add vitality to downtown’s streets, day and night.

A large increase in housing and the number of people living and working in and near downtown has been a key to increasing downtown’s vitality.

The effective use of public tax money and private financial incentives combined with public/private partnerships and the marketing of the downtown’s assets to customers, potential investors, new businesses, local citizens and visitors have made downtown a more competitive investment location for development or relocation.

The smaller towns in Forsyth County have developed “village scale” town centers that have preserved small town atmosphere and serve people from surrounding residential and rural areas.

Goals, Objectives, Policies and Action Agenda

Goal:

A vibrant city center which is the focus of the economic and social life of our community, a center of civic, entertainment and cultural activities and a symbol of community identity.

Reversing years of decline and creating a vibrant downtown center does not happen overnight. Most plans for downtown revitalization in other communities have had a number of incarnations and have taken decades to achieve some measure of success. That has also been the experience in Winston-Salem. By the late 1970s, there had already been several attempts to revitalize downtown. At that time a new direction for redevelopment was chosen focusing on the arts. A movie theater and a textile mill were donated by private groups and money was raised for their conversion into a “culture block.” The textile mill was converted into the Sawtooth Center and Winston Square. The movie theater became the Stevens Center for the Performing Arts.

In the early 1980s an outside consultant prepared the Central Area Action Plan. A number of the plan’s recommendations eventually came to pass including the development of the “super block” where Wachovia Bank and BB&T now sit and the Downtown Transit Center. While neither of these plans was fully implemented and totally successful in revitalizing Downtown, each of them did provide strong foundation blocks on which to launch new initiatives.

A new downtown plan called the New Century Plan was prepared by the Winston-Salem Downtown Development Corporation, endorsed by the City-County Planning Board and adopted by the Winston-Salem Board of Aldermen in September, 1998. The plan concentrated its analysis and recommendations on what it calls the “core,” the area generally surrounded by Main, 5th, Poplar, and 2nd Streets. The plan also made recommendations for areas adjoining this core area.

The main objective of the plan is to enliven the core so that it will attract people both during and after work hours. To accomplish this the plan makes a number of key recommendations (see Table 9.1).

In July, 1999, at the invitation of Mayor Cavanagh, a group of planners, architects, developers and landscape architects came to Winston-Salem for an intensive four-day look at our downtown. The group was led by Ralph Lerner, dean of the School of Architecture at Princeton University.

The Design Team concluded that a much clearer connection was needed between Downtown and Old Salem, a major tourist attraction. The Team’s major recommendation was to reorient Downtown on a north-south axis. Downtown in the south would be anchored with new high-rise office development south of 4th Street as a financial and government center. A north anchor would be created by expanding the convention center and adding an amphitheater and possibly other public facilities. The whole
scheme is linked and integrated by a north-south green corridor (see Table 9.2).

This plan solves the problem of accommodating new development while respecting the historic 4th Street corridor. Many of the ideas developed by the Team will be integrated into a revised and amended New Century Plan.

The goals of the Downtown Development Corporation (DDC) plan are very compatible with the vision and goals for downtown developed in the Legacy planning process. Legacy endorses the larger area for the downtown core defined by the Mayor’s Design Team and divides the core into several planning districts, each with its own identity and unique qualities (See Map 9.1). Design guidelines should be developed based on the intended character of each of these districts. The Legacy Downtown Plan Map also identifies several districts adjacent to the core area. Each of the plans acknowledges the value of rehabilitation and of new construction. Legacy recommends that consideration be given to the establishment of a National Register of Historic Places District in Downtown to protect and enhance historic resources.

**Objective 1:**

**A Livable Downtown**

Create a livable, well designed and aesthetically appealing Downtown area.

Downtowns that are not livable places in which to work, play, do business, visit and reside will have great difficulty becoming economically successful. Enhancing livability, therefore, should be a central objective in our plans to transform downtown Winston-Salem. Providing more amenities will be key to enhancing livability downtown. Amenities are attractive features of a place—physical, historical, cultural, and social—that help make it a distinctive and exciting place for people. Adding amenities to the downtown area like plazas and open space, entertainment centers, festivals and improved streetscapes won’t ensure success but without them, revitalizing downtown will be much more difficult.

Downtown Winston-Salem has many remarkable areas and buildings but it is not a consistently vibrant, people-oriented center. Hubs found in our downtown area are isolated from each other and separated by unpleasant looking features such as blank walls, poorly maintained and designed storefronts and buildings, and open parking lots in the wrong locations. Because the physical environment is such a visible expression of economic health and revitalization progress, improvements to downtown’s design character can dramatically influence residents’ perception about and attitudes toward downtown. Downtown can be designed to encourage pedestrian movement, to provide for special activities, and to promote social interaction. Visual focal points and activity centers are needed to make downtown a special place and new arts/entertainment activities used to bring people to the downtown area.

The downtown area must have a physical setting for human activity that is comfortable, convenient, visually interesting and perceived as being safe. Attractive, well designed open spaces are one of the amenities that help define the character of a successful downtown. Those open spaces should not be empty but filled with activity. In fact, the combination of attractive open spaces and lively activity constitutes much of the vitality that makes urban areas exciting. Distinctive focal points, compatible scale, site design features that make people feel secure, special signage, and

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<tr>
<td><strong>Downtown Design Team Plan Fundamental Principles</strong></td>
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<tr>
<td>- An expanded Downtown core</td>
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<tr>
<td>- Redefine Downtown along a north-south axis</td>
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<td>- Retain the scale and character of the 4th Street corridor</td>
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<td>- Anchor Downtown south of 4th Street with new high-rise office development</td>
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<td>- Create a green corridor on the north-south axis</td>
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<td>- Pedestrian orientation for all of Downtown</td>
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<td>- New transportation components including rail</td>
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<td>- Sports venue located near I-40 and US 52</td>
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<td>- Convert selected one-way streets to two-way streets</td>
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LEGEND

**DOWNTOWN CORE**
1. Government/Financial District
2. Uptown Entertainment/Arts District
3. Convention Center District
4. Triad Research Park District

**PERIPHERAL DISTRICTS**
5. West Town District
6. Salem North District
7. Mixed Use District
8. Goler–Depot St. Renaissance Area

Map 9.1
Downtown Winston-Salem Districts
landscaping are amenities that are as important as the mix of uses downtown.

Individual property owners’ decisions on maintenance, reuse, and new development influence the character of a downtown as a whole. The character of the whole, in turn, influences the success of each individual development. The decisions that shape downtown’s physical character must, therefore, be coordinated and agreed upon to create that special place. Design guidelines are needed for the preservation and rehabilitation of significant existing buildings and the architectural design of new structures. These guidelines for building additions, alterations or renovations and new developments would help establish a more unified, cohesive image and improve pedestrian convenience, safety and security. Development regulations must facilitate and encourage types of developments that contribute to the desired pedestrian-friendly atmosphere.

**Policies**

- Create parks, plazas and focal points that are connected by a system of attractive and unifying pedestrian ways.

- Locate and design parking structures to respect the pedestrian scale and aesthetic character of downtown.

- Promote the Facade Improvement Program for renovations to commercial buildings.

**Action Agenda**

- Prepare an urban design plan for downtown Winston-Salem that builds on its existing physical assets and special historic character, enhances the visual quality and refines the principles of the New Century Plan as amended by the Mayor’s Design Team study.

- Develop design guidelines for the renovation of existing buildings and for new construction that is compatible with the character and scale of downtown Winston-Salem. Require public review of development proposals in a timely fashion.

- Prepare public streetscape plans that identify areas for new public spaces, tree planting, street furniture, special lighting and signage and establish maintenance standards for public streetscapes.

- Develop arts and entertainment centers or other distinctive features to create a special place or a powerful symbol for downtown to attract more people to the area.

- Review zoning regulations and building codes to ensure they include a list of appropriate land uses for the downtown, the highest intensity and density of development county-wide, facilitate adaptive reuse of existing downtown buildings and consideration of changes suggested in the New Century Plan as amended by the downtown urban design team study.

**Objective 2: Economic Development**

*Attract a variety of businesses that add to the vitality of downtown and provide a range of employment opportunities.*

Downtown Winston-Salem currently has the largest concentration of office space in the Triad. To maintain downtown as a vital and growing city center, it is important that the majority of future office development be focused in downtown and not be dispersed to suburban activity nodes. There are a number of new Class A office buildings currently under construction in downtown Winston-Salem. However, an expected continuing demand for high quality office space by the financial and other sectors indicates the need for additional new, high quality office space in downtown.

We are also seeing the development of research and technology businesses downtown at the Piedmont Triad Research Park. An 80,000 square foot building with special laboratory facilities has been completed and the Park’s master plan calls for the construction of an additional 600,000 square feet of research space.

Downtown has the Benton Convention Center and substantial nearby hotel space. The viability of this convention center-hotel complex needs to be improved if it is to play a more critical role in the economy of downtown.

The retail businesses downtown need to be more plentiful and varied. An economically vital downtown requires a retail mix that includes spe-
cialty shopping, a variety of food and beverage businesses and a wide range of art and entertainment venues.

Policies

- Support the Piedmont Triad Research Park.
- Expand downtown retail offerings.

Action Agenda

- Add Class A office space.
- Acquire and land bank sites for future development.
- Upgrade and expand convention facilities.
- Identify potential sites for hotel development and explore opportunities for their development.

Objective 3: Historic Preservation

Utilize downtown historic resources as an economic catalyst for revitalization.

Historic resources reflect a city’s cultural, architectural, and aesthetic heritage and contribute to its unique character and identity. These nonrenewable resources, physical links to the past, lend a sense of place, continuity, and perspective to a city’s inhabitants. Downtown Winston-Salem has the greatest concentration of historic commercial buildings in Forsyth County. A large number of these historic buildings are concentrated along 4th and Liberty Streets. Built before the automobile age, the scale and aesthetics of these buildings lend themselves well to the creation of a livable, pedestrian friendly environment in downtown.

The National Register of Historic Places is the nation’s official list of buildings, structures, sites and districts worthy of preservation for their significance in American history, architecture, archaeology and culture. Listing a property in the National Register places no obligation or restriction on a private owner using private resources to maintain or alter the property. There are only three instances when National Register property owners are required to follow federal and state preservation standards. These instances are: (1) when federal or state funding is received for work on the property (such as Community Development Block Grant funding); (2) when the property contains a use requiring federal licensing (such as a bank); and, (3) when preservation investment tax credits are used for rehabilitation work on the property. Likewise, federal and state agencies must follow these standards when planning or undertaking work (such as transportation projects) that may affect a National Register property.

Over the years, various incentives have been introduced to aid in private preservation activities. Through the use of these incentive programs including National Register listing, federal and State investment tax credits, and property tax deferrals for Local Historic Landmark designation, downtown can maximize its economic development potential while preserving the architectural quality and character of these resources.

The new Historic Preservation State Tax Credit makes rehabilitation of historic buildings in North Carolina more economically competitive with new construction than ever before. In effect, the combined federal/state credits reduce the cost of a certified rehabilitation of an income-producing historic structure by 40 percent. Only buildings that are listed in the National Register of Historic Places District (NRHPD), either individually or as a contributing building, qualify for the credits.

An initiative may be needed to establish a NRHPD for downtown Winston-Salem so property owners and the community can benefit from federal/State investment tax credits that could contribute significantly to the revitalization of downtown.

Policies

- Promote the use of federal and state investment tax credits for rehabilitation of National Register historic structures.
- Encourage Local Historic Landmark designation for eligible properties in the downtown area.
- The Historic Properties Commission and the Downtown Development Corporation should work together to implement a revitalization plan for downtown that recognizes mutual goals and objectives.

Action Agenda

- Consider establishing a National Register of Historic Places district in downtown Winston-Salem.
Objective 4: Downtown Housing

A large and varied mix of housing in and near downtown.

The development of housing is key to the successful redevelopment of downtown Winston-Salem. A much broader residential base in and near downtown will provide support for retail, entertainment and restaurant businesses and increase pedestrian activity during the day and night. Factors favoring the development of downtown housing include: changing demographics with increasing numbers of young professionals and empty-nest households; reawakening interest in urban lifestyles and historic architecture; increasing white collar workforce downtown; increasing concentration of entertainment and cultural activities downtown; and, the easy access to work and other activities that Downtown offers.

Winston-Salem has had some successes in urban residential development in the last decade. National Historic District designation for the West End in 1986 and the local historic district designation that followed have helped it re-emerge as a desirable, upscale in-town neighborhood. New medium density housing has been built in the South Marshall Street area near Old Salem. There have been some successful residential renovations in the Holly Avenue area. More recently and still under construction, loft apartments in the Research Park area and in two Piedmont Leaf Company buildings on 4th Street have attracted a lot of attention. All of this housing is close enough to the center of downtown for residents to walk to work and to restaurants, entertainment, and retail businesses.

The underutilized and often empty upper floors of downtown commercial buildings are another potential source of increased housing downtown. By converting these spaces to apartments, a new source of revenue is generated for the building owner and an increased base of consumer demand for retail goods and services is created in the downtown area. However, building and fire code restrictions, private access and parking issues are impediments to this type of reuse. Addressing these issues and encouraging building owners to convert upper floor space for residential use through incentives and other means is needed.

Programs and incentives are needed to encourage and facilitate additional moderate and high density residential developments and major mixed use developments with a residential focus. Providing for food stores and other basic shopping needs and public improvements (streetscape, parks), and expanded cultural and entertainment activities can play key roles in creating a desirable living environment to spur investment in the renovation and construction of residential units.

The New Century Plan calls for new housing construction in two specific in-town locations. The first area is west of Winston Square. The plan identifies this area for medium density townhouses or garden apartments. Medium density residential development at this site could provide a transition between downtown commercial and the Holly Avenue neighborhood to the west.

The second area identified in the New Century Plan is the Goler-Depot Street Renaissance District (see Map 9.1). The Goler-Depot Street Community Development Corporation has been formed to restore housing and economic opportunity to this once thriving African-American neighborhood. The first phase of their plan includes independent living and assisted living residences for the elderly, supplying affordable housing close to downtown for this segment of the population.
Other projects like the revitalization of the Kimberly Park Terrace public housing project on the fringe of downtown will increase the supply of affordable housing in the area. The Housing Authority of Winston-Salem has received a $27.7 million grant to revitalize the area and demonstrate that public housing communities can include a mix of families who are in public housing as well as market rate families.

**Policies**

- Establish public/private partnerships to foster housing in downtown.
- Develop a desirable downtown residential living environment by undertaking public improvements and promoting the expansion of retail, social, cultural and entertainment facilities.
- Encourage a variety of housing types and price ranges in and near downtown including affordable housing in mixed use developments.

**Action Agenda**

- Explore providing a property tax credit for new housing in downtown.
- Provide incentives for and encourage the rehabilitation and conversion of existing non-residential buildings to residential use and for the construction of new downtown housing.
- Proactively rezone tracts for higher residential densities and provide incentives to developers to construct new higher density housing and mixed use housing in or close to downtown.
- Ensure that fire and building codes allow mixed uses and facilitate the use of upper floors of commercial buildings for residential use.

**Objective 5: Downtown Transportation**

*Provide easy access to and around downtown using public transportation, biking and walking.*

Located at the crossroads of US 52 and Business 40, downtown Winston-Salem currently has excellent vehicular access. Planning and reconstruction of bridges and access points on these two roads in and near downtown is currently underway. It is important that we maintain and enhance the existing excellent vehicular access during this reconstruction process.

Planning is underway to create a system of arterials surrounding the downtown that would link major institutions and destinations in and near downtown and allow for improved transit service to the area. The northern segment of the loop would be an extension of Martin Luther King, Jr. Boulevard to Broad Street near West End Boulevard. The southern section of the loop would extend from Winston-Salem State University along Salem Creek to Salem Avenue and then near Latham School to Peters Creek Parkway. Martin Luther King Jr. Boulevard and Peters Creek Parkway would form the eastern and western segments of the loop.

The use of alternate transportation options, mass transit, biking and walking, is essential if downtown Winston-Salem is to accommodate expanded and intensified development without creating unacceptable commuter-related traffic and parking demands. The Growth Management Plan Map identifies three existing rail lines in Forsyth County that are potential corridors for future commuter and passenger rail travel. All of the rail routes converge in downtown Winston-Salem. A rail stop could be located within several blocks of the new bus transit center facilitating transfers between the two systems. The intention is to focus light rail in the downtown and surrounding areas to move people and spur economic development. This system would complement the regional rail system.

Increased use of public transportation that brings large numbers of people to the city center where they can walk to jobs, civic buildings, shopping and entertainment minimizes the need for expanded roadways and parking areas in downtown and consequently encourages a more cohesive development pattern. Any underutilized or vacant surface parking lots that result from increased use of transit can be redeveloped with appropriate uses to strengthen the pedestrian orientation of downtown.

A system of pedestrian and bike connectors linking major activity anchors inside the downtown area needs to be developed as well as connections to surrounding areas. These pedestrian and bike ways need to be attractive, well lighted, and considered safe by the users.
Policies

- Provide a pleasant and safe walking and biking environment in downtown.
- Improve the public transit system serving the downtown area and “park and ride” facilities.
- Expand the trolley system in downtown Winston-Salem.
- Encourage developments to provide transit stops and bike racks.
- Reuse underutilized or vacant surface parking lots to minimize the extent to which they disrupt pedestrian movement in the downtown area.

Action Agenda

- Extend Martin Luther King Boulevard to Reynolds Road.
- Extend Salem Avenue to Patterson Avenue.
- Maintain and improve vehicular access to downtown Winston-Salem from Business I-40 and US 52.
- Consider downtown Winston-Salem in proposals for future regional rail service.

Objective 6: Public/Private Partnerships

_Increase cooperation between the private and public sectors in Downtown development and revitalization._

Over the last few years, significant progress has been made in the revitalization of downtown Winston-Salem, particularly through the construction of new office buildings, a research park, art facilities and limited residential development. However, more effort is needed before downtown Winston-Salem can be declared a healthy self-sustaining economic center.

One of the problems faced by developers in downtown is land assembly. Unlike suburban development where large tracts are often held by one or a few owners, land in downtown is typically in small parcels often held by many different owners. Dealing with many owners can make land acquisition and assembly very difficult. In some cases, assembly of this land into larger tracts may require public acquisition by a redevelopment agency which has the power to force sale of land for public purposes.

In dealing with the many difficult problems to revitalize and further develop downtown, public/private sector partnership and cooperation is vital and public and private sectors’ recognition of the importance of a healthy and vibrant center to the community is essential. Downtown Winston-Salem’s competitiveness as an investment location can be increased through public sector action and assistance. In many instances, private sector development is linked to the ability of the public sector to provide economic support in various forms. A combination of public funds, development incentives, and private sector investment based on market realities can ensure the feasibility of a revitalization effort.

Success in revitalization and development of downtown Winston-Salem will be evidenced by sidewalks bustling with people. Appealing to people who rarely, if ever, come to our downtown will require effective marketing and recruitment programs but also a safe and attractive image.

No longer content to depend on government agencies, business and property owners in downtowns all across the country have taken the initiative to set up business improvement districts. These groups tax themselves to pay for such things as streetscape improvements, security, cleanliness, parking and joint marketing and promotional campaigns. In doing so, they are emulating successful suburban malls and shopping centers which typically have central management that uses a portion of rent money to pay for these same services.

Policies

- Encourage public/private partnerships and fund programs for downtown business development.
- Encourage local financial institutions to create or expand specialized loan packages for downtown development.
- Encourage mixed use developments at densities that generate high levels of pedestrian activity.
Objective 7: Small Town Centers

Successful town center development in smaller towns in Forsyth County.

Although different in size and scale, the town centers in the smaller communities in Forsyth County share with downtown Winston-Salem a common goal of creating lively, distinctive and economically viable hubs for their communities. The emphasis is on village centers that preserve small town atmosphere and historic character.

The town centers in Kernersville, Rural Hall and Walkertown were built at an earlier time and have an established character and historical context upon which to build. They would be natural candidates for the North Carolina Main Street program. The Main Street program promotes revitalization and economic development of traditional small town business districts within the context of historic preservation. The program is administered by the State Division of Community Assistance. Communities selected for the program receive technical support and training needed to help restore their downtowns to centers of community activity and commerce.

The centerpiece of Lewisville’s new planned town center, Shallowford Square, will enhance the small town character Lewisville seeks to create.
Staff of the City-County Planning Board recently helped Rural Hall residents develop plans for the preservation and revitalization of their downtown. The goal of the work was to develop strategies and a streetscape design that would create a friendly and comfortable downtown to attract shoppers, visitors, new merchants and residents. The plan recommends preserving the pedestrian scale and building upon existing historic character and the Town’s “garden spot” motto.

Lewisville is creating a new town center area along Williams and Shallowford Roads on about 177 acres. The centerpiece of this development is Shallowford Square, an urban park that occupies a block in the center of town. The park includes a pavilion, terraced seating, play area, open space and trees. The Town wants to keep the small town character of its town center area and has recently commissioned a study of how it should be developed in the coming years.

The approach to downtown revitalization shown in these examples is similar to that discussed earlier in this chapter for downtown Winston-Salem. It includes enhancing the physical appearance of the commercial district by rehabilitating historic buildings where they exist, encouraging compatible new construction, and creating the right mix of offices, shops, restaurants, cultural attractions and entertainment to keep the place lively day and night. This mix of uses should be tied together with sidewalks and public open spaces that encourage people to walk, window shop, meet friends and gather for public events. Overall plans and design standards are needed to create a distinctive image and village atmosphere. Revitalization is accomplished by building consensus and cooperation among the many groups and individuals who have a stake in downtown, marketing the district's assets to customers, investors, new businesses, local citizens and visitors and constantly seeking new economic opportunities for expansion.

Policies

- Encourage coordination between the planning boards of the different towns in the County.
- Recognize local community plans and include them in county-wide planning efforts.
- Kernersville, Rural Hall and Walkertown should consider applying for the North Carolina Main Street program.

Action Agenda

- Develop design guidelines for buildings, parking, sidewalks and public spaces appropriate for small town centers.

Conclusions

As the dominant location of government, office headquarters, arts and meeting space, downtown Winston-Salem is a major activity center in Forsyth County and the Triad. Downtown is a centerpiece that creates an image, good or bad, of who we are and these are factors in industrial, commercial and professional recruitment county-wide. Because it is a symbol of who we are as a community, it is important that downtown be a growing, dynamic, exciting place in the new century.
he character of neighborhoods in Forsyth County has undergone a radical change over the past four decades. The trend has been away from compact, self-sufficient, mixed use neighborhoods located in cities and small towns. In their place we have been building large-lot suburban subdivisions and strip commercial corridors. This suburban development pattern has resulted in neighborhoods that are often homogeneous, separated from jobs and shopping, and almost totally dependent on the automobile.

Large lots and the lack of sidewalks, porches and neighborhood gathering places have reduced the opportunities for interaction of residents and eroded our sense of community.

The disappearance of nearby neighborhood shopping has forced most of us to drive for all of our daily needs. Younger and older people who do not drive, find it difficult to function independently in a suburban environment lacking neighborhood services.

As young families have moved to these new developments on the suburban fringe, many older neighborhoods have fallen into decline. The preservation and revitalization of these older neighborhoods is important to reduce suburban sprawl and provide affordable housing. Living in older neighborhoods reduces commute lengths, improves accessibility to needed services, and makes good use of existing infrastructure. While residential revitalization has occurred in some areas of Forsyth County, the revitalization of older commercial areas within our in town neighborhoods has been slow to follow.

In 2015, various housing designs that are suitable for different income levels, family sizes, types, and tastes have been developed in many communities reducing segregation and enhancing interaction.
Housing that is affordable to lower income people, including public housing developments, is scarce and concentrated in a few areas of our community, dividing us by class and income. It is hard to find sites for affordable housing options such as multifamily and manufactured housing due to neighborhood opposition.

Dissatisfaction with current development patterns has spawned a new trend in planning and development called traditional neighborhood development. Also known as new urbanism, transit-oriented or neotraditional development, traditional neighborhood development is becoming a viable, marketable alternative to suburban sprawl.

Traditional neighborhood development is based on a return to the town designs existing before World War II. Traditional neighborhood development tries to reduce the role of the automobile and incorporate convenience, walkability, aesthetics, livability, environmental sensitivity, connections to other neighborhoods and a sense of belonging back into community design. We need to embrace and adapt these concepts because they are the basic foundation to building better neighborhoods.

Our Vision

The Legacy Focus Groups have envisioned in their report, “Forsyth County Tomorrow” more livable neighborhoods in our urban areas, suburbs, and small towns. New neighborhoods and revitalized older neighborhoods contain a diversity of housing types and people, and better access to neighborhood shopping and services, recreational facilities, and educational opportunities. A united effort to address social issues such as crime, quality of education, and homelessness has helped to strengthen the relationship between our neighborhoods. With careful planning, appropriate design standards, and citizen empowerment, neighborhoods have become the building blocks of our community.

In the year 2015 we envision that . . .

- New neighborhood designs encourage a sense of community by incorporating features such as front porches, sidewalks, street trees, pocket parks, trails, community focal points, and nearby neighborhood services. Residents, including the elderly, handicapped, and young enjoy walking to nearby neighborhood-scale shopping and services, schools, churches, and public open spaces.

- Affordable housing for all citizens is a priority of the community. Various housing designs that are suitable for different income levels, family sizes, types, and tastes have been developed in many communities reducing segregation and enhancing interaction. Public housing reform and increased home ownership bring a high level of neighborhood pride to all areas of our County. Many residential opportunities are provided for people who choose to live Downtown or in older, renovated historic neighborhoods surrounding the central city.

- In our self-sufficient neighborhoods, cars are not necessary for day-to-day living. We can travel by bicycle, on foot or take the bus. Sidewalks and greenways connect neighborhoods to nearby parks, shopping, schools, and other neighborhoods. Neighborhood streets have been designed to slow down traffic, making neighborhoods safer for children and adults alike.

- Reliance on incentive-based policies instead of directives and penalties encourages developers and businesses to work with neighborhoods to create consensus on new development proposals.

Goals, Objectives, Policies and Action Agenda

Goal:

New and revitalized neighborhoods that offer a variety of quality housing types, convenience to services and shopping, and foster a strong sense of community.
Objective 1: New Neighborhood Designs

Compact, pedestrian-oriented neighborhoods that contain a mixture of residential and commercial buildings, public spaces and amenities, and offer a variety of transportation options.

In 1995, a story entitled “Fifteen Ways to Fix the Suburbs” made the cover of *Newsweek* magazine. The story said people were becoming disenchanted with standard subdivisions—the big lawns, isolation from their neighbors and the need to drive five miles for a gallon of milk. The story went on to call for changes: smaller lots, corner stores, narrower streets and a dozen other design changes, to fix the problems. The story was significant because an issue that formerly concerned only planners and architects was being written up in the mainstream press.

The kind of subdivision design called for in the *Newsweek* story is called “traditional neighborhood development” or TND. The essential elements of TND are a mix of residential and non-residential land uses, provision for alternative means of transportation so that absolute reliance on the automobile is lessened, architecture on a pedestrian scale, and socially friendly public spaces. Forsyth County has examples of such communities including East Winston, West Salem, Waughtown, Ogburn Station and the West End.

The West End development has many of the design attributes of “traditional neighborhood” design. Houses are placed close to the street on small lots, front porches look out on the sidewalk, narrow, curving streets are designed to follow the rolling topography, and public spaces such as Grace Court and Hanes Parks add to the character of the area. A rich mix of housing types including apartment buildings, brownstone townhouses, and duplexes complement the many single family dwellings. In the 20s, 30s and 40s, services were scattered throughout the neighborhood including concentrations on Burke Street, and Fourth Street.

The type of neighborhood development exemplified by West End declined after World War I. The coming of the automobile allowed people to live further away from Downtown. New subdivisions were built on larger lots and strict separation of retail, employment and residential uses came into vogue. By 1959, Forsyth County had moved to a pattern of development that would come to be called suburban sprawl.

The traditional neighborhood design principles seen in the West End are one reason the neighborhood remains a very desirable place to live a hundred years after the first houses were built there. These classic design principles are an excellent model to follow in building the neighborhoods of the next century. Builders across the country are testing the market for TND type developments. Almost 200 TND projects are now under construction or in the planning stages in the United States. Southern Village, a new traditional housing development near Chapel Hill, recently featured in *Time* magazine, used the West End as the model for its design. Other North Carolina communities including Cornelius, Huntersville and Davidson in northern Mecklenburg County have adopted land devel-

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### Table 10.1

**Traditional Neighborhood Design Guidelines**

- The neighborhood has a discernible center.
- Most of the dwellings are within a 5-minute walk of the center.
- There are shops and offices at the center or at the edge of the neighborhood.
- Public structures at prominent locations and open spaces are integrated into the neighborhood pattern.
- There is a variety of dwelling types, lot sizes and prices.
- Higher density multi-family and attached units are typically close to the neighborhood center.
- Residential and commercial buildings are placed close to the street.
- Parking lots and garage doors rarely face the street.
- Streets within the neighborhood are relatively narrow, shaded by rows of trees and form a connected network.
- A system of sidewalks and greenways creates a pedestrian circulation system.
- There is a transit stop within walking distance of the neighborhood.
Development codes that facilitate the development of TNDs. Here in the Triad, Greensboro and Guilford County have adopted traditional neighborhood district regulations.

In creating new neighborhoods using traditional neighborhood design principles, three major components must be considered: residential development, neighborhood-serving commercial development, and the layout of the street system. What the traditional model actually requires is a movement away from single use zoning and toward an approach blending all three of these elements.

**Residential:** Traditional residential developments, those exemplified by West End, include a mixture of housing types, smaller lots, connected streets, public gathering places and a pedestrian atmosphere. Even some of Forsyth County’s current subdivision activity reflects the trend to smaller lots and pedestrian amenities.

**Neighborhood Commercial:** Citizens in our community are becoming increasingly concerned over the current trend toward big box retail, unsightly strip commercial areas, and enclosed malls. Such developments, which cater exclusively to the automobile, increase traffic congestion and air pollution. Having pedestrian-oriented, well-designed commercial areas in and near neighborhoods can serve as a focal point for the neighborhood and also reduces the number and length of automobile trips.

**Street System:** The pattern and design of the street system is an important component of the overall traditional neighborhood development. A grid or modified grid street system of interconnecting streets is preferred to a system of a few collector streets and many cul-de-sacs. The grid system disperses traffic instead of concentrating it on a few major thoroughfares, helps keep traffic on any one street low and lessens the need for future street widening. Street standards that allow narrower streets and tighter turning radii slow traffic and give the neighborhood a more pedestrian feel. Streets are typically designed for a speed of 25 miles per hour. Reading the “parade of homes” section in any newspaper makes it clear that developers are building mostly suburban-oriented residential developments with large lots and cul-de-sacs and home buyers continue to purchase those homes mostly because they have no choice. And while creating TNDs on larger greenfield sites is relatively easy, applying the same principles and design standards to smaller infill and redevelopment sites is more difficult. Traditional neighborhood design standards developed for inclusion in local development ordinances should therefore reside alongside more traditional subdivision regulations and exist to provide choice and an alternative to home builders and home buyers.

Standard subdivisions can be improved by selectively adopting some of the design principles and standards of TNDs. For example, concern about vehicles speeding on local residential streets and the safety of children walking and playing in those streets is often voiced by suburban subdivision residents. In standard subdivisions, even little-used streets are often 36 feet wide with big sweeping curves at the corners. These streets are great for cars; traffic barely needs to slow down. Narrow streets—as little as 24 feet wide—and tight, right-angled corners are probably a lot safer and easier for walkers because they force drivers to slow down. Revised street standards that included narrower streets and other street calming principles could help address resident’s concerns about speeding and safety. Requirements for sidewalks would allow small children to have a safer means of travel and a better place to play. Moving away from the cul-de-sac and collector street pattern of traditional subdivisions to a grid-like pattern where more streets share in carrying traffic would also address traffic concerns.

By developing new design standards for Traditional Neighborhood Developments and refining our requirements for standard subdivisions, we can move toward our goal of building better neighborhoods in the future.

**Action Agenda**

- Develop traditional neighborhood design standards for inclusion in the Unified Development Ordinances that provide choice and an alternative to current suburban-oriented subdivision regulations.
- Work with the Winston-Salem Department of Transportation and the NC Department of Transportation to develop revised street standards that will slow traffic and make neighborhoods more pedestrian friendly. These revised standards may allow for narrower streets, increased horizontal and vertical alignments, and inclusion of street calming design.
- Require sidewalks as part of the design stan-
Objective 2:
Existing Neighborhoods

Existing neighborhoods are preserved and revitalized to become more pedestrian-friendly, provide needed services, and promote a strong sense of community pride.

An important factor for growth management and the retention of our natural and rural areas is redevelopment and infill development in our existing neighborhoods. Redevelopment and infill opportunities, both residential and commercial, can serve to focus development where infrastructure already exists reducing the pressure for development of greenfield sites in our rural areas. The preservation of the historical nature of many of our older neighborhoods adds to the desirability of these areas.

Existing neighborhoods can be retrofitted for and benefit from the traditional neighborhood approach and derive the same benefits as new neighborhoods. The same design standards for residential and commercial development and traffic improvements recommended for new neighborhoods can be applied to these older neighborhoods. In fact, many of our older neighborhoods were at one time self-sustaining areas. Many of the traditional elements in these older neighborhoods still exist such as historical structures, pocket parks, sidewalks, and pedestrian friendly commercial areas which add to the attractiveness and value of the community.

Care must be taken to bring in only appropriate nonresidential uses at a neighborhood scale. Encroachment of large scale or undesirable commercial uses are usually detrimental to neighborhoods.

Changes and improvements can also be made to the street system in existing neighborhoods. Over time, roads in older areas have been redesigned to carry more cars at faster speeds, making the neighborhoods less desirable. Often, opening up new road connections between areas relieves congestion in neighborhoods. Traffic calming devices such as traffic circles, raised crosswalks and narrowed sections of streets also work well in existing neighborhoods and do much to make the areas more attractive by slowing down the volume and speed of traffic.

Policies

- Apply traditional neighborhood design principles and standards to existing neighborhoods and neighborhood commercial areas.
- Use long range plans/area plans to identify existing neighborhood residential and commercial areas where traditional neighborhood development can be applied.
- Open new and platted street connections to take pressure off major roads and reclaim alleys in residential areas.
- Place traffic calming devices in existing neighborhoods as needed.
- Where possible, put greenways, sidewalks, trails and pocket parks into existing neighborhoods.
- Use the Neighborhood Conservation Overlay district outlined in the UDO for designing specific standards for areas.
- Protect existing neighborhoods through the creation of opportunities and incentives for their rehabilitation, redevelopment, and revitalization.
- Protect residential areas from inappropriate commercial and industrial encroachment.

Action Agenda

- Identify, throughout the County, underutilized commercial or brownfield sites that can be reclaimed for neighborhood commercial development.
Objective 3: Affordable Housing

Provide a variety of quality housing types for all income levels and foster a climate that is hospitable to affordable housing development.

Housing is one of the most basic needs of people. The challenges to provide decent, safe, and affordable housing to people in our community are many. A variety of housing types can fill this need for lower and moderate income families. We need therefore, to promote a continuum of affordable housing development opportunities including:

- short term and transitional shelters,
- housing for special needs populations,
- publicly and privately developed multifamily rental housing, and
- a wide range of owner-occupied housing opportunities such as condominiums, townhouses, cluster homes, nonprofit housing cooperatives, single family housing.

Affordable housing: Affordable housing is defined as housing available for purchase or rent by low or moderate income families for less than 30 percent of their gross income. For purchase, housing costs include mortgage principal and interest, taxes, insurance, and utilities. Moderate income families are those earning 50 to 80 percent of the area median income, while low income families are those earning less than 50 percent of the area median income. In January of 1999 the median income for a family of four in our community was $49,400 putting affordable houses for purchase in the $60,000 to $100,000 range.

Public-private partnerships are an important source of affordable housing. These partnerships occur when government and private entities, including business and not-for-profit organizations, bring together their unique resources and expertise to provide housing for low and moderate income families. The City of Winston-Salem recently helped create the Winston-Salem Housing Partnership, a public-private entity to meet housing needs. One not-for-profit organization that the City of Winston-Salem and Forsyth County have worked with is Habitat for Humanity. Habitat works with community groups, churches, and other volunteers to build affordable homes and sell them for no profit to qualified families. Habitat’s goal over the next 5 years is to construct 25 houses per year selling at approximately $45,000 per house. These houses are taxed at market rate.

Manufactured homes can help fill the need for affordable housing.

Factory-built housing: Factory-built housing is an important component of affordable housing in the state and in our community. Modular homes and manufactured homes are two types of factory-built housing. Modular homes have more stringent specifications for foundations, roof construction and structural members such as walls and corner bracing than manufactured homes and are built to meet the North Carolina Building Code. In Forsyth County, modular homes are allowed in all residentially zoned districts.

Public perception of factory-built housing is negative due to a belief that this type of housing in an area brings down property values, making both individual units and manufactured housing developments difficult to locate in Forsyth County.

Accessory Apartments: An accessory apartment is a complete, independent living facility located on the same lot and under the same ownership as an owner-occupied single family dwelling. Allowing accessory apartments, either attached or detached from a single family structure, is another mechanism for providing affordable housing. In Forsyth County, attached accessory apartments in single family districts are...
restricted to relatives, persons over 55 years of age and the disabled. Only relatives are allowed in detached units. Permitting accessory apartments with fewer restrictions on occupancy in some single family districts in urban areas could not only increase the affordable housing stock, but help prevent suburban sprawl by providing more housing where infrastructure already exists.

**Public housing:** Public housing provides shelter for those on the lowest rung of the income ladder. New rules from the Department of Housing and Urban Development (HUD) encourage razing high-rise apartments and replacing them with low-rise units in a traditional neighborhood setting. Studies show that scattering small projects throughout the community make for a more successful program. Because of this shift, along with the national movement for ending financial dependency of the poor, fewer public housing units will be available, making other affordable housing opportunities all the more important.

Winston-Salem is currently seeking funding for public housing developments in East Winston and Northeast Winston through HUD’s Home Ownership Zone Program. The purpose of the program is to reclaim distressed neighborhoods by creating home ownership opportunities for low and moderate income families. In order to avoid some of the problems past federal housing programs have caused, these zones must incorporate traditional neighborhood development principles to provide communities that are human scale, pedestrian-friendly and contain mixed uses.

The Housing Authority of Winston-Salem has received a $27.7 million “HOPE VI” grant for the revitalization of Kimberly Park Terrace. This community is located on the fringe of the central core of the Uptown area of Winston-Salem. The project will integrate an additional 12 acres of vacant land owned by the City of Winston-Salem. The award is intended to demonstrate that public housing communities can include a mix of families who are in public housing as well as families in privately owned housing. The new development will include elderly housing, home ownership, and multifamily units as well as economic development business activities. The new neighborhood could be a traditional neighborhood design with a pedestrian environment. It could become a unique Uptown Winston-Salem neighborhood.

**Moderate Income Housing:** The City of Winston-Salem provides financial support to a number of housing projects that have produced market-rate housing in East Winston. This policy is intended to help stabilize this slow growth area by encouraging middle income families to move back into the area. There have been three such projects in the last decade. The program has had some success and the City is willing to consider suitable proposals from interested developers.

**Policies**

- Encourage cost effective site design such as narrow streets, higher densities, clustered housing units, and narrow lot widths to encourage development of affordable housing.
- Rehabilitate older housing where feasible while maintaining housing standards.
- Promote public/private partnerships to develop affordable housing and support public/private groups providing affordable housing such as Habitat for Humanity and the Winston-Salem Housing Partnership.
- Improve the quality of current public housing and encourage the use of traditional neighborhood design for new public housing.
- Disperse public housing throughout the community and encourage and assist public housing residents to move into market rate housing.
- Create well designed manufactured housing, rental housing and public housing developments and educate citizens about the positive aspects of these housing types.
- Encourage the transfer of City/County owned residentially zoned property to nonprofit organizations or private developers at a nominal fee or at no cost in exchange for construction of affordable housing with resale restrictions that protect the public subsidy.
- Encourage construction of efficient, attractive smaller homes designed for today’s diverse families.

**Action Agenda**

- Designate additional areas for high and moderate density housing development, including affordable housing, through the area planning process.
Objective 4:
Sense of Community

Create neighborhoods which have a true sense of community and are inclusive of all races, ages, and income levels to enhance interaction and understanding.

Neotraditional development seeks to develop a sense of community by including cultural, social, or religious places to gather as well as shops, schools, libraries and other public buildings in and at the edges of neighborhoods. Sidewalks provide the opportunity to walk rather than drive, further promoting contact and conversation among neighbors.

Neotraditional development encourages diversity of people in neighborhoods through design. A concept called “life-cycle housing” addresses the issue of age segregation in neighborhoods. By providing a mixture of housing types, including accessory dwellings, neighborhoods attract a mixture of ages and family types. Families can move within the same community as space needs and finances change. This is especially true for the elderly. As the elderly become a higher percentage of our residents, we will be challenged to find more options for their care. Proximity to shopping, health care, and transportation will be important to this age group.

Policies

- Use traditional neighborhood design standards to create neighborhoods with a “small town” feel (see section on Traditional Neighborhood Development).

- Encourage diversity within neighborhoods through educational programs.

- Encourage a mixture of housing types in neighborhoods including alternatives such as shared housing arrangements.

- Encourage needed services such as child care and health care within neighborhoods.

- Continue policies and educational programs to do away with racial steering, redlining, and other discriminatory practices.

- Promote neighborhood ties through neighborhood associations, community artwork, gardens, and events.

Conclusions

To give us a sense of community and to reduce our dependence on the automobile, we need neighborhoods with sidewalks, street trees and houses drawn close to the street and to each other. These neighborhoods should have a mix of housing types and prices so that there are places for people of all ages and incomes to live. They should have easy access to schools, parks, stores and offices. We need to start building these better neighborhoods.
As Forsyth County grows and becomes more urban, the special character of our towns and rural areas is slowly disappearing. Development is expanding into rural areas, and replacing woodlands, farmland and open space. In urban areas, look-alike strip malls and big box super stores are undermining the special character of our community. Increasingly, people are dissatisfied with not only the quantity but also the quality of our current development patterns and their effect on our character and identity.

While we have enjoyed solid growth and a healthy economy in recent years, people are asking: “Is this the best we can do? Can’t new development fit in better and build on our distinctive character? Can’t the community grow and at the same time retain what is beautiful and distinctive about our community?”

The answer is that the community can grow without destroying the things we love. We can have quality growth by retaining trees, open space, parks and greenways, protecting our historic resources, creating attractive community gateways, building boulevards instead of roads, controlling signs and billboards, and demanding high standards in the aesthetics of public and private development projects. We can do it, and we should do it not only because beauty in our environment fulfills a basic human need in all of us but also because increasingly it is good for business.
Our Vision

The Legacy Focus Groups envisioned a future where we have built upon our rich Moravian heritage to create a community with a special character and identity.

In the year 2015 we envision that . . .

- We treasure our rural farmlands, creeks with wide green buffers and walking trails, and lush natural areas like Salem Lake Park.
- Historic preservation and reuse of buildings is a priority.
- Attractive community gateways and boulevards convey our sense of pride and caring to visitors.
- Coordinated directions to attractions, services and events are provided by colorful banners and other attractive signage.
- Each neighborhood has its own special character.
- Major businesses show their civic pride through tastefully designed buildings and signage, and distinctive landscaping.

Community Image

Image can be defined as the sum of the feelings that people—residents as well as outsiders—have about our community. Image is important because the success of our community depends very much on how people feel about it. The feelings of residents are sometimes termed “civic pride.” A lack of collective civic pride results in a weak commitment to the community and a reduced interest in working to make it a better place. Just as importantly, our image affects the decisions of outsiders. The image our community has beyond its borders as a place to live, work and do business influences the decisions of individuals and companies considering to move to our area. So our image and reputation are very important. A community with a positive reputation will have a competitive advantage in attracting visitors, residents and business investment.

Goals, Objectives, Policies and Action Agenda

Goal 1:

A distinctive image that makes the communities within Forsyth County unique and special places.

Objective 1: Quality Design

Use architecture, landscape design and public art to display our pride in the rich history of this area, the diversity of our people, and our many contributions to medicine, education, technology, sports and the cultural arts.

Think of your favorite city or town and then ask yourself why it is special to you. Some of the reasons will probably have to do with design, including: the scale, size and architectural style of buildings; how easy and enjoyable it is to walk from one place to another; the existence of trees and other landscaping; the presence of parks, plazas and other places where people gather; and the quality of statues and other public art. The careful mix of these and other design elements can make a city or town special. Attention to design does matter and without it, a city or town can lose its special character and identity.

Private developers and local governments are beginning to appreciate the importance of good design. Private developers in today’s competitive...
market see profit in the competitive edge that high quality design gives to their residential, commercial and office projects. Increasingly for them, good design “pays off.” Local governments have realized that making their town or city look better generates an economic return for the public as well as the private sector. Good design is especially important to those communities seeking to attract tourists and their dollars. The more a community does to protect and enhance its unique characteristics, the more tourists it will attract. On the other hand, the more a community comes to resemble everyplace else, the less reason there is to visit. Local governments are becoming more aware of the impact they can have on design quality by setting standards and demanding high quality development from the private market and “leading by example” with well designed public projects.

**Policies**

- Visually display community values and pride in special attractions, major businesses and universities through our architecture, landscape designs, and public art. Emphasize our appreciation of the diversity of our population as well as our unity and harmony.

- Encourage major employers and institutions to display their pride through the design of distinctive headquarters buildings with attractive landscaping, signage design, public spaces and art work.

- Show our pride in our community and educational system by setting high standards of architectural design and landscape architectural design for public buildings and new schools. Ensure that each new building complements the area in which it is located and the site is developed in a manner to work with its natural features.

**Action Agenda**

- Consider a policy to earmark a percentage of the cost of new local public buildings and places to be used for public art within the project.

- Prepare a brochure encouraging private developers to voluntarily submit their projects to the Community Appearance Commission (CAC) for comment. Revise the CAC review process to coincide with the rezoning process schedule so that private developers choosing to submit their projects to the CAC for additional review can receive those comments during the rezoning review process.

**Objective 2: Attractive Roadways**

Display pride in our community through well designed highways and roadways which have ample landscaping, sidewalks, bike lanes, underground utilities and limited signage.

In a 1990 citizen survey conducted by the Winston-Salem/Forsyth County Community Appearance Commission, a top appearance concern was the impression our major roadways make on visitors and residents alike. Respondents felt we should focus on improving our streets and highways with more trees and landscaping, bike lanes, and sidewalks. These additions would not only make our streets more attractive, but also encourage people to walk and bike more. The slower pace would allow people to feel more connected to the community and to see and appreciate its beauty more easily. To help address this issue in Winston-Salem, a Roadway Appearance Division has been created to keep the streets and highways of Winston-Salem clean and well landscaped and an urban forester now manages the City’s Street Tree Program. However, most new roads and road widening projects continue to be built with insufficient attention to aesthetics and alternate means of transportation. Opportunities to include landscaped medians, street trees, sidewalks and bike-lanes in these projects have been missed. New road construction is indeed expensive, but going back and buying additional right-of-way or removing asphalt to create landscaped medians after a road is built is even more expensive. Winston-Salem has learned this in recent corridor improvement projects where obtaining additional easements for planting has been difficult and time consuming. We need to give greater emphasis to maintaining and improving the appearance of our existing roadways and designing new roadways with amenities that make them both functional and attractive for future generations.

In 1993, the Community Appearance Commission also started the popular Community Roots Day. Each April, citizens work together to transform a neighborhood by planting hundreds of street trees. In addition, gateways into our...
communities have been identified, landscaping plans prepared and plantings installed along these entry corridors. Special streetscape projects such as Community Crossing, the Southeast Gateway and Liberty Street are also being implemented.

The proliferation of outdoor advertising signs along our roadways was first addressed in the 1985 revision of the Sign Ordinance. Revised standards set more stringent size, spacing, and zoning district requirements. Action to remove nonconforming signs began in 1992. By 1995, 88 billboards had been removed. Additional progress in this area has been made by establishing view corridors along most of our new major highways. No new billboards are allowed along these corridors. The only remaining nonconforming signs are those along our federal highways where federal law does not allow amortization and the owners of the signs must be compensated for sign removal.

Policies

- Continue to design and build attractive landscaped entryways into our County, City, and small towns. Incorporate gateway art, signage, and lighting as appropriate. Special emphasis should be placed on improving the view of downtown Winston-Salem on west bound Business 40 near its intersection with US 52 and on east bound Business 40.

- Require that adequate right-of-way is purchased to allow for attractive major roadways. Encourage new multilane thoroughfares and major connector roads to have a “boulevard” appearance with landscaped medians, ample street trees, bike lanes, sidewalks, and where appropriate, the placement of utility lines underground.

- Design new roads to be parkways by working with the natural topography and using grade separation between lanes to create attractive, natural medians.

- Continue to support Winston-Salem’s Roadway Appearance Division. Encourage all communities to provide for high quality maintenance of all public facilities including roadways and parks, keeping them clean and attractive.

- Reduce litter on our roadways by supporting North Carolina’s adopt-a-highway program and enforcing anti-litter regulations.

Action Agenda

- Change state and local street standards to encourage narrower and more aesthetic streets which work with the natural features of a site.

- Encourage the consolidation and relocation of overhead utility lines underground along existing major roadways or to a less visible location. In considering consolidation and relocation, the economic impact on adjacent property owners should be considered.

- Consider a policy to earmark funds to purchase and remove nonconforming billboards along Business 40, NC 421, and US 52.

- Prepare overlay districts with design guidelines for our major roadway corridors. Focus on signage, parking location, building design and landscaping.

- Enhance the appearance of entryways and thoroughfares in the community by revising the Unified Development Ordinances to require reduced sign sizes and heights.

The Community Crossing project has beautified University Parkway between downtown Winston-Salem and Wake Forest University with landscaping and other improvements.
Objective 3: Design/Development Guidelines

Development which promotes a pleasing, livable, and sustainable community through landscaping and good design.

Franchises are contracts granted by national or regional companies allowing someone the exclusive right to operate one of their stores in a specified area. In 1994, there were more than a half million franchise operations in the U.S. accounting for almost 40 percent of all retail sales. The parent companies supply training, equipment, advertising, and very often, a standard architecture for the building. While the proliferation of franchise operations attests to the fact that we love the low-cost goods and services they supply, not many of us love their architecture. The homogenizing effect of red roofs, golden arches, and plastic Kentucky Colonels—surrounded by parking lots and pole signs—have helped turn many communities into “Anywhere, USA.” Does a home improvement center or a fast food restaurant always have to look the same? The answer is, “Of course not.” Franchises can be encouraged and, if necessary, required to make their buildings fit in with and enhance the distinctive and attractive features that make a community special. Often all a community has to do is ask.

When asking does not work and more persuasion is needed, there are other techniques for requiring more appropriate design. Unfortunately, zoning regulations have only a limited influence on the quality and appearance of these developments. Our State laws restrict communities from dictating architectural style and details through zoning except in special overlay districts for areas with historic significance or existing distinctive character. One method is creating a set of design/development guidelines which tell and show potential developers how we want special areas in our community to look. Other regulatory tools include corridor overlay zones, sign controls and special use permits.

Trees make our community more livable. They fulfill an important environmental purpose by reducing air and noise pollution, producing oxygen, providing stormwater and soil erosion control, as well as contributing to energy conservation and providing wildlife habitat. Trees also contribute to community pride, quality of life, and economic well being.

The loss of trees and extensive grading during development were top appearance issues noted by citizens in the Community Appearance Commission survey. Too often, all of the trees on a site are cut down so that construction equipment and delivery vehicles can maneuver easily. Grading often includes cutting into the upper part of hillsides leaving very steep slopes, filling in the lower areas, and piping natural drainage ways. Soon there are no trees, no sense of what the natural landform of an area once was and little original character remains. The development community and the County Commissioners recently recognized the importance of environmentally sensitive development by signing the Land Sensitive Development Agreement in which the parties agreed that land development should be done in an environmentally friendly manner.

People care about trees. As a result, tree preservation and planting have increased significantly in communities across the U.S. Hundreds of places, both big and small, have established urban greening and street tree planting programs.

The National Arbor Day Foundation fostered this movement by creating the Tree City USA program in 1976. The purpose of this program is to encourage the planting and protection of trees in urban areas. This well known program sets four standards for communities to be included into the program. They are: (1) a tree board or department; (2) an urban forestry program with an annual budget of at least $2/capita; (3) an Arbor Day observance and proclamation; and, (4) adoption of a community tree ordinance. The tree ordinance can set requirements for trees on public property only or include requirements for private development as well. Winston-Salem recently adopted an ordinance for trees on public property and became a Tree City, U.S.A.

Ordinances requiring the protection of trees or limiting grading can raise concern in the business community. However, a growing number of homebuilders and commercial developers have come to realize that planting and protecting trees and retaining natural land forms make economic sense because they make our community more livable and attractive and add value to their projects.

Policies

- Promote neotraditional design principles and creative housing options. Ensure that redevelopment in existing neighborhoods is consistent
Figure 11.1

Design Principles

Much of our commercial development occurs as a shallow depth of commercial use abutting a road, more than likely a very busy road. The clutter of signs trying to out-shout each other for the motorists attention and the location of a sea of parking between the commercial buildings and the roadway results in a cluttered appearance along these heavily traveled routes.

It doesn’t have to be this way. Application of good planning and design principles can greatly improve the appearance of these corridors. As the virtual makeover to the right demonstrates, incorporating features like sidewalks, tree plantings, landscaped medians, as well as reduced sign heights and sizes and undergrounding of wiring can greatly enhance the aesthetic appeal of these areas.
with their scale and character and will enhance the social and visual pattern of the community. Utilize neighborhood citizens in the design process.

- Encourage redevelopment and reuse of existing sites and buildings which are visually compatible with the surrounding area.

- Use visual preference surveys to fine tune guidelines to reflect design features preferred by citizens.

**Action Agenda**

- Develop guidelines for franchised businesses to ensure that they fit in with the unique natural, historic and architectural character of the local area.

- Communities in Forsyth County should seek Tree City, U.S.A. designation and consider adoption of tree ordinances County-wide.

- Consider requirements to preserve a development site’s natural features and topography.

- Develop special downtown districts with design guidelines tailored to each downtown. Require review of development proposals to insure compatibility with the guidelines.

- Prepare guidelines for large scale commercial and multifamily residential developments which encourage them to be both vehicular and pedestrian friendly and interesting and attractive in appearance.

- Develop guidelines to preserve and enhance the unique architectural and landscape qualities of the County’s rural areas.

**Objective 4: Education**

*Community understanding of the many benefits which good community appearance provides and the importance of considering aesthetics in every development proposal.*

Technology and other forces are changing the way we live and work. In the new century, futurists tell us the workforce is going to be divided into three groups. A third of us will have jobs that allow us to live anywhere we choose. For another third of us, our jobs will provide some constraints on where we live but we will still have a large number of choices. Subsequently, roughly two-thirds of us will be able to live where we choose. That choice will be based on the quality of life that a locality offers. Each of us has his/her own criteria for what constitutes quality of life but certainly environmental quality, aesthetics in the built environment, scenic beauty, community open space, trees and vegetation, and distinctive community character will be important factors for many of us.

In recent years, communities have begun to recognize the important correlation between a community’s physical design and appearance and its economic vitality. As a result, several appearance boards and commissions have been created recently in Winston-Salem, Forsyth County and in small towns such as Kernersville, Lewisville and Clemmons. These commissions seek to inform and educate citizens, developers and elected officials about the importance of community appearance and to encourage high quality design. Their efforts in conjunction with those of the Historic District and Historic Properties Commissions work to blend the best from the past with the best of today to create community character unique to us.

Recognition and understanding of the importance of community appearance by all citizens is vital to our future. As this education takes place, citizens are seeking higher quality in their built environment and demanding that all development proposals make a positive contribution to our community’s image. Local governments can help continue this movement forward by supporting the work of these commissions and implementing their recommendations. In addition, commissions can ensure that community character and historic preservation are important considerations in all public projects and are incorporated into projects when initial budgets are being determined. Local governments can also encourage private developers to have their projects reviewed by local appearance groups.

**Policies**

- Support the work of organizations and citizen groups such as appearance commissions, beautification groups, and historic preservation commissions and groups and develop programs such as Community Roots Day which promote good design and an attractive community.
Continue to inform and educate citizens, elected officials, and developers about the strong correlation between community character and the well-being and economic health of a community.

- Continue to recognize citizens and corporations which contribute to the attractive appearance of the City and County through community appearance awards programs.

- Encourage private developers to have their projects reviewed by local appearance groups.

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**Historic Preservation**

Rich in local history, Forsyth County retains an impressive inventory of historic resources. An architectural inventory completed in 1978 identified over 200 local properties which have sufficient historical or architectural significance to warrant possible local or national designation. In addition, there are numerous other buildings and sites that are important to our local history and culture.

We list a number of reasons why we seek to preserve this legacy and pass it on to succeeding generations. Individual historic buildings as well as historic areas such as Old Salem, Bethabara and West End provide a link to the past that helps define who we are, provides continuity across generations, and contributes to our sense of place. For many of us, the classic design, rich detail and timeless beauty of our historic structures and districts provide a welcome relief from the housing tracts and strip malls of modern suburban development. In addition, historic preservation contributes to sustainable development—the reuse and recycling of important architectural resources.

We can add to this list an economic reason—historic preservation can be a growth strategy for Forsyth County. Preserved buildings and neighborhoods add to our community’s character and image and have an impact on our ability to attract new residents, outside investment and tourists. Tourism is now the second largest industry in North Carolina. Tourists are not interested in visiting places that lack character, and look just like every other place. They are attracted to places like Charleston, S.C. and Richmond, Va. which have preserved their special historic character. Our fledgling local movie industry, which pumped 21 million dollars into the local economy in 1997, is dependent on the varied locations provided by our historic neighborhoods and older commercial areas.

Rehabilitation of historic structures can provide jobs and an increased tax base. Over the past 20 years in North Carolina, more than 700 private-sector, income-producing historic rehabilitation projects have been undertaken representing nearly $325 million in private investment. Now significant new State historic preservation tax credits, as well as existing federal tax credits are available to developers and home owners. These credits can provide an infusion of money to help us reach our goals for downtown revitalization and older neighborhood reinvestment. Clearly then, historic preservation should be a priority not only for its aesthetic, social, historical and environmental contributions but also because it can contribute to the economic development of our community.
Goals, Objectives, Policies and Action Agenda

Goal 2:

To provide for the identification, protection, and promotion of historic resources as an integral component of quality growth in Forsyth County.

Objective 1: Protection of Historic Resources

Identify, record, and preserve the historic resources of Forsyth County.

Forsyth County has a number of public and private groups concerned with identifying and preserving historic areas and structures. The City of Winston-Salem Historic District Commission oversees several locally zoned historic districts containing concentrations of historic resources. Those include Old Salem, Bethabara, and West End. Exterior alterations to properties within these districts require public review by this nine-member board.

The Forsyth County Joint Historic Properties Commission is charged with the identification and protection of historic properties county-wide. The Commission reviews and recommends individual properties to the governing boards for designation as Local Historic Landmarks. Owners of designated landmarks are eligible to receive a 50 percent property tax deferral, and must apply to the Commission for approval of alterations to any portion of the designated property. Over 100 properties have received the local landmark designation from the Commission since it was formed in 1976.

Several other private organizations concerned with preservation are active within Forsyth County including the Kornersville Historic Preservation Society; Old Salem, Inc; Historic Bethabara, and others. These private groups are often oriented to a specific project or area, but the cumulative effect adds significantly to the community’s overall preservation efforts.

Policies

- Consider establishing additional National Register of Historic Places Districts and locally zoned historic districts.

- Consider establishing conservation districts for areas that do not possess the architectural integrity to become locally zoned historic districts.

- Establish historic districts in rural areas and for significant rural landscapes.

- Coordinate the nomination of individual properties to the National Register and the designation of Local Historic Landmarks.

Action Agenda

- Update the County’s architectural and archaeological inventories.

- Compile a computer database of inventoried properties, sites, National Register Properties, and Local Historic Landmarks.

- Initiate a process to investigate archaeological resources prior to land development.

Kornersville is one of Forsyth County’s most well known nineteenth century residences. Visitors young and old marvel at the unique architecture of the building, with its many rooms, twenty five places, alcoves and passageways. The building is on the National Register of Historic Places and is a local historic landmark.
Objective 2: Community Awareness

Increase community awareness of, interest in, and support for Forsyth County’s historic resources.

Individuals in Forsyth County interested in promoting historic preservation have long recognized the need for a nongovernmental county-wide historic preservation organization. The mission of such a group would be to provide leadership, education and advocacy for Forsyth County’s historic and cultural resources. A large and diverse membership would place voices and champions for historic and cultural preservation in all parts of our community. The nonprofit group would be funded primarily with private contributions giving it greater flexibility than the public sector in its preservation and education efforts.

One of the important functions of a local nonprofit organization would be to assist the public sector with outreach and educational programs. History is kept alive not only by protecting historically valuable buildings, landmarks and areas but also through public awareness about the importance and fragility of our historic resources. Activities ranging from workshops in local schools to the observance of “historic preservation week” could be supplemented with electronic outreach on cable TV and the Internet.

Policies

- Coordinate with appropriate neighborhood associations, small towns, and communities to promote preservation of the area’s historic resources and interact with one another on preservation issues.

- Promote widespread distribution of the historic resources inventory.

Action Agenda

- Study the feasibility of establishing a county wide nonprofit historic preservation organization that will maintain a dynamic, broad-based membership and serve as a primary advocate for historic preservation issues.

- Develop an active public education outreach program including government channel cable television programs, technical leaflets on preservation techniques, and a historic preservation Internet site.

- Prepare and publicize a most-endangered list of historic properties in the County.

- Organize a preservation resource library accessible to the public.

- Produce a local historic resources directory for the public.

Objective 3: Incentives and Funding

Identify and initiate funding sources and financial incentives for historic preservation in Forsyth County.

Tax incentives have been an important tool for historic preservation in North Carolina since they were put in place in 1976. Their use has stimulated significant economic development activity. Nearly $325 million has been spent on restoring income-producing properties. More than 3,800 residential units have been rehabilitated or created through the program, many of the units for low to moderate income families. Many of these commercial and residential projects have taken place in downtowns and surrounding older neighborhoods, places orphaned by sprawl and in need of economic investment.

In 1997, the North Carolina General Assembly approved new state tax credits for historic rehabilitation projects. These credits are being called the finest tax incentives for historic preservation in the United States. Beginning in January 1998, the existing 5 percent credit for income producing properties was increased to 20 percent and can “piggyback” on the 20 percent federal tax credit for a combined credit of 40 percent for qualifying structures.

Owners of private residences and other non-income producing historic buildings are now eligible for a 30 percent state income tax credit. Qualifications for the credit are based on rehabilitation expenditure and established preservation standards.
Only certified historic structures can qualify for the credits. Buildings must be listed individually in the National Register of Historic Places, be certified by the State as contributing to a National Register Historic District, or be contributing to a local historic district certified by the National Park Service. In some instances, these State and federal incentives can be supplemented by Forsyth County’s local program which offers a 50 percent property tax deferral for locally designated historic landmarks.

Owners of houses in historic districts can benefit from these credits. The tax credits could be a boon to downtown Winston-Salem with its concentration of early twentieth century commercial buildings. Using these tax credits to revitalize downtown would require that local property owners agree to declare downtown a National Register Historic District.

The revolving loan fund is another financial tool for preservation of historic resources that has become increasingly important in other communities. Revolving funds are used to help private property owners and nonprofit organizations secure low-interest financing for the restoration and preservation of historic landmarks. With a reserve of money, groups administering revolving loan funds can act quickly to purchase properties threatened with demolition and hold them for resale by buyers who are willing to restore and maintain them. Preservation North Carolina is a nonprofit group that uses a revolving fund to protect historic properties throughout North Carolina. The group has a regional office in Winston-Salem.

**Action Agenda**

- Establish a financial package to encourage the preservation of historic resources centered around existing state and federal tax credits as well as including local tax incentives, special loan programs, grants and easements.

- Initiate a local revolving fund for the purchase, mothballing, rehabilitation, and adaptive reuse of historic properties.

- Prepare information sheets, which will include financial incentive data, on properties suitable for residential rehabilitation and commercial adaptive reuse that will be distributed to the general public and to the development and real estate communities.

**Objective 4: Historic Preservation Alliances**

**New organizational relationships and policies that will result in proactive practices for historic preservation in Forsyth County.**

Currently, the community is served by two appointed historic preservation commissions—the Winston-Salem Historic District Commission and the Forsyth County Joint Historic Properties Commission. The City-County Planning Board provides administrative and clerical staff as well as an operating budget for each Commission.

The two commissions are currently functioning successfully and are recognized and trusted by the community. Still, having two commissions with similar names and functions creates some confusion on the part of the public and can result in duplication of work and expense. A new City-County Historic Resources Commission (HRC) might serve the community more efficiently and effectively.

Creation of the HRC would result in one leading preservation authority and a clearing house for public information. All preservation activities from public education to approval of Certificates of Appropriateness would be organized through one commission. A single commission in conjunction with a county-wide nonprofit historic preservation organization might prove to be a superior organizational arrangement to reach our historic preservation goals in the new century.

Policy changes as well as new organizational arrangements may be needed to reach our historic preservation goals. One of the most effective and innovative strategies for protecting historic resources at the local level is the demolition by neglect ordinance. In 1991, North Carolina’s enabling legislation was amended to permit demolition by neglect procedures. A demolition by neglect ordinance provides protection to historic resources whose owners might allow their properties to deteriorate to such a degree that the resources would be in danger of losing their significant features or even of falling down. The ordinance requires that designated Local Historic Landmarks or properties within local historic districts be kept in good repair. Under such provisions, a property owner must repair deteriorated...
conditions if requested by the City and/or County to do so. These conditions would include such features as: leaking roofs, deteriorated exterior walls, foundations, flooring, chimneys, exterior stairs, porches, and fences.

Coordination at the staff level should also be strengthened. Closer working relationships between the historic resources staff of the City-County Planning Board, the Inspections Division and the Winston-Salem Housing and Neighborhood Development Department could result in better conservation of our historic resources.

**Policies**

- Strengthen interdepartmental coordination between historic resources staff and the Winston-Salem Housing and Neighborhood Development Department on applying the housing code to historic resources and other issues.

- Work with the City-County Inspections Division to implement existing sections of the state building code that allow flexibility in the interpretation of the code requirements when dealing with local historic resources.

- Monitor all rezonings and land use proposals related to historic preservation issues.

**Action Agenda**

- Investigate the merger of the Historic District and Historic Properties Commissions into one joint Historic Resources Commission.

- Collaborate with other North Carolina communities to investigate the feasibility of legislation allowing demolition denial authority for significant historic structures.

- Consider adopting a local demolition-by-neglect ordinance for historic properties and enforce it.

- Develop a process for the relocation of endangered historic resources.

**Conclusions**

Winston-Salem and Forsyth County have a distinctive community character stemming from our rich Moravian heritage, that is visually preserved in our present day community. Our special character is enhanced by rural areas with rolling hills, streams, fields and forested areas; internationally acclaimed industries and schools; and caring and civic-minded citizens. We need to carefully guard and build upon these assets in order to retain our distinctive community character and enhance our unique image.
A strong sense of community, racial harmony, excellent schools, safe neighborhoods, quality health care—these factors are fundamental to creating a high quality of life in communities, making them places where people want to live and to which people want to relocate.

Unfortunately, some believe the quality of life in our County has declined in recent decades. We have lost a strong sense of community—the feeling of connection to the place we live and to our neighbors. This loss is hampering our ability to work together to overcome community problems. We often do not know our neighbors and we do not trust people who are different from us, especially those of different races and income levels. While our County is becoming more ethnically diverse, our individual neighborhoods are economically and racially segregated.

We have excellent higher education opportunities in our community and our primary and secondary schools have performed very well on the North Carolina Accountability System—the “ABC” Plan. Average SAT scores continue to follow an upward trend. Our students scored 15 points above the state average in 2000. In Winston-Salem/Forsyth County Schools, 69 percent of students took the test, compared with 44 percent nationally. In spite of this higher participation, our average scores are closing in on the average. Sixty percent of our graduates attend four-year colleges. An additional 25 percent enroll in community and junior colleges, and trade and industrial schools. All totaled, 85 percent of graduates participate in post-secondary education.
Although 24 of our 66 public schools are designated as community schools and are available to any public program, some campuses are not accessible to the public and seem closed off from the community.

Increasingly, people still do not feel safe in many parts of our community and some do not even feel safe in their homes.

Elderly and disabled people and those without cars have difficulty getting to shopping and services because our communities are structured for automobiles instead of for people.

**Our Vision**

This chapter discusses these quality of life issues and makes specific land use and physical design recommendations to improve the quality of life in Forsyth County. Aspects of these issues that are specifically program-oriented, such as school curricula, are not included in the action agenda items of this chapter.

**In the year 2015 we envision that...**

- Our communities and neighborhoods have been designed to encourage a sense of community. Our strong sense of community enables diverse people to work together to solve community problems.

- Our communities and neighborhoods are inclusive of all races, ethnic groups and incomes. People of different backgrounds live, work, worship and have fun together.

- People feel safer in our community and we have factored safety into the design of new and existing developments.

- Our educational system is outstanding and our neighborhood schools are again a primary focus of community life.

- We have high quality and well designed medical facilities at convenient locations throughout our County.

- Our community is a friendly and accessible place for senior citizens, disabled people, and lower income residents.

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**Goals, Objectives, Policies and Action Agenda**

**Goal:**

People of different races, ages, abilities, and incomes work together to overcome community problems, provide accessible resources to residents and attain a high quality of life in Forsyth County.

**Objective 1:**

**Sense of Community Unity**

*Design communities and neighborhoods to promote a strong sense of community unity.*

The concept of “sense of community” is a somewhat vague but important idea that people can develop a sense of unity based on common interests and shared goals. This sense of community enables them to work together to overcome problems and help create a high quality of life in their community. A strong sense of community is essential to dealing with and resolving most community issues including fundamental quality of life issues like race relations, school quality, and crime which are discussed in this chapter.

The most important step toward developing a sense of community is recognizing common interests and shared goals. It is often easy for people of the same race or ethnic group to see what they have in common, but sometimes more difficult for people who live together in a geo-
graphic area to see their commonalities. The built environment, that part of the physical environment that is human-made, can be designed to bring people together, increase opportunities for interaction, and help people recognize their common interests and goals. Other chapters of Legacy discuss the concept of sense of community as it relates to the built environment including: designing neighborhoods which foster a sense of belonging in Chapter 10, “Building Better Neighborhoods;” neighborhood problem solving and participation in the public decision making process in Chapter 13, “Active Citizenship;” and, the importance of community gathering spaces and public festivals in Chapter 11, “Community Character” and Chapter 8, “Open Space, Parks, and Greenways.” No additional action agenda items are proposed in this chapter.

**Objective 2: Diverse Communities**

*Create neighborhoods and communities that are open to all races, ethnic groups and incomes and which recognize and celebrate cultural diversity.*

According to a 1993 study, Winston-Salem and Forsyth County neighborhoods are more segregated by race than any other urban area in North Carolina. While many important aspects of race relations are not within the scope of land use planning, where people live is a land use issue and an important indicator of our level of racial harmony. Living near people who are different from ourselves can help us learn what we have in common and appreciate our differences.

In the past, racial diversity has been primarily a white/black issue. However, with a growing Hispanic population, our County is becoming more ethnically diverse. The 2000 Census showed that about 19,577 people of Hispanic origin lived in Forsyth County. The Waughtown area, on the southeast side of Winston-Salem, has become a magnet for Hispanics in our County. However, many Hispanic immigrants seek moderate-priced, private market housing throughout the County. The competition for moderate-priced housing, along with cultural differences in living patterns, has created tensions in some neighborhoods. In the future, our County is likely to become even more ethnically diverse as other immigrants are drawn here by economic opportunity and quality of life. A result of our segregated neighborhoods is a number of predominately one-race schools. The School Board’s schools of choice plan adopted in 1995 permits families within each of the eight elementary zones and six middle school zones to choose between several schools in their geographical area, and transportation is provided within the zone. While the schools of choice assignment plan enables children to attend schools closer to their homes and hopefully increases community bonds with schools, choice patterns indicate that African-American students are very willing to select schools in white suburban areas (about one out of four students), and white students are reluctant to select schools located in predominately African-American neighborhoods (about two out of a hundred students). Over 30 percent of the students participating are seeking schools other than their resident area. Segregated schools are not an unforeseen consequence of the new system, as according to the Winston-Salem Journal, “...most school board members say that letting children attend a school close to home is more important than busing or racially integrated schools.” Many members of our community, however, believe that our schools should be integrated and know that with a neighborhood-based school district system, the only way to have integrated schools is to have integrated neighborhoods.

The reasons our community is segregated have been the subject of extensive discussion by community leaders and citizens working to promote racial harmony and understanding in our
community. Reasons may include: patterns of housing and land prices; zoning and density restrictions; discrimination; historical settlement patterns; and personal attitudes and choices. Local government can address some but not all of these potential reasons. Housing and land prices are largely determined by the private market, although zoning and land use policies are a component of land value. Local government can help assure that a variety of housing types and densities are available throughout the community through zoning and can combat some discrimination by enforcing fair housing laws. Impacting personal attitudes and choices is far more difficult and will take involvement of the entire community.

Local governments can participate with the private sector in educating citizens and newcomers about neighborhoods and housing opportunities available throughout our community. Members of the real estate profession have a unique opportunity to help diversify our neighborhoods by learning about different areas and showing potential buyers homes throughout the County. Many people will choose to live where they have a historic, family or cultural connection and this choice should be respected.

As discussed in this chapter and in other chapters of Legacy, the built environment can be designed to foster interaction and promote understanding. The built environment can also be used to recognize and celebrate diversity. At first, celebrating socially unique, often racially dominant areas while promoting integration many seem at odds. However, these ideas are not mutually exclusive. We can be a community where different cultures are celebrated and where people feel they have the choice to live throughout our community.

Features of the built environment that can be used to recognize and celebrate diversity include community gateways and culture specific areas. Community gateways or distinctive design features can be used to identify culture specific neighborhood or business areas. These gateways can be simple physical features that serve to tell residents and visitors where they are. The features can also reflect the character of the people who live there. Local examples of neighborhood gateways and distinctive features include: the coffee pot in Old Salem; the “Winston East” light post banners in the commercial area at Martin Luther King, Jr. Drive and New Walkertown Road; and the decorative lighting and street furniture in the downtown Winston-Salem Art District.

Another means of recognizing and celebrating diversity is the creation or identification of culture specific business areas. San Francisco’s Chinatown is the consummate example of a culture specific district, but many such areas exist on a smaller scale in cities throughout the country. These areas proudly display physical features of a culture’s heritage and provide shopping and economic opportunities for members of the cultural group. The areas can also provide other community residents with an opportunity to learn about and gain an appreciation for different cultures and can be an attraction for visitors. Culture specific spaces in Forsyth County could include, but certainly not be limited to, an African-American business district or a Hispanic Market.

Inclusive communities and neighborhoods have a mix of income levels as well as a diversity of races and ethnic groups. Providing a variety of quality housing types for all incomes levels throughout our County is an objective in Chapter 10, “Building Better Neighborhoods.” The action agenda items to expand the availability of affordable housing include allowing cost-effective site design, emphasizing public-private partnerships, bonus densities with performance standards, and remaking public housing.

Policies

- Ensure that zoning and land use policies allow for a mix of housing types, densities, and prices throughout the community.
- Continue policies and programs to eliminate racial steering, redlining, and other discriminatory practices through education and the enforcement of Fair Housing laws.
- Create community gateways for different neighborhoods and areas with culture specific physical features.
- Develop culture specific spaces and hold culture specific festivals and special events.

Action Agenda

- Educate citizens, planning boards and local officials about the need for and value of inclusive housing policies.
- Educate citizens and real estate professionals about neighborhoods and housing opportunities available
throughout the County through neighborhood tours, community fairs, and other special events.

Objective 3: Quality Educational System

Locate and design educational facilities which provide high quality life long learning opportunities and are assets to the neighborhoods in which they are located.

Public schools represent a major capital investment for tax payers. Their location and design impact the quality of education and the school’s role in the community. With the recent school building efforts in Forsyth County, school administrators were under significant time pressure to get new schools built to meet needs and to implement the new attendance zone district system. Because of time constraints, up front coordination with agencies outside the school system was not as extensive as it could have been. The result has been some less than ideal school sites and some lost opportunities to include other public facilities, such as new park sites, in the planning and site acquisition process. The school administration has provided greenway easements and public recreational facilities at several of the new school sites. Further with the soccer fields, ball fields, and tracks which have or will be developed at each of the new schools, additional recreational facilities for community citizens and organized groups will be provided. For its part, the City-County Planning Board needs to do a better job in the future of working with the school system to identify appropriate school sites and identifying park, greenway and other public facility needs that could be co-sited with potential new school sites.

The location of schools can also be an important factor in steering residential development. New schools are often seen as more desirable than existing schools even before they have a track record of providing quality education. Residential development is drawn to quality schools. Locating new schools in outlying areas can therefore contribute to sprawl. To reduce the contribution to sprawl, the rehabilitation of existing schools and reuse of existing sites should be considered before schools are built in outlying areas.

Funding and providing sites were major challenges in the recent school building efforts in Forsyth County. The location of new schools should be consistent with the Growth Management Plan and should be coordinated with the acquisition of other public facilities, such as parks, libraries, and continuing education facilities. Except in unusual circumstances, schools should be located where they can be readily served by public facilities and services, including roads, utilities, and public safety services.

The physical design of educational facilities sets the environment for learning, impacts the quality of education, and makes a statement about how we value education. Sites that are designed with sensitivity to natural features can link students to the environment and provide outdoor learning opportunities. Well designed school sites can also connect students with the community around them and connect the surrounding community with local schools.

We all know that schools can be more than a place to educate children. Historically, schools have been a community focal point, a place of community identity and pride. They can provide open space, recreational facilities, meeting places and learning opportunities for all community residents. Unfortunately, all schools in Forsyth County do not currently serve these functions. Management of our existing school facilities and planning for...
new schools should ensure that all schools are connected with and provide benefits to the community in which they are located.

School system approved programs such as after-school programs operated by the YMCA and the YWCA, GED classes and Head Start programs operate at some schools. However, out of necessity some school facilities are gated and closed to public use because some community residents do not respect school property and perform acts of vandalism on unprotected spaces. Expanded use of indoor and outdoor school facilities should be made accessible for use before and after school hours. However, money to hire staff to appropriately supervise this use must be provided or other service providers must be willing to supervise the activities and also pay for the utility costs associated with use of school facilities for extended hours.

A recent educational phenomenon in North Carolina is the creation of charter schools, private schools funded with public tax money. Because of the public funding of these schools, they should be expected to have links to the community and serve as community assets beyond the education of their student body. Private schools that do not receive public funding cannot be expected to serve the same functions as public schools but should be designed to be compatible with surrounding neighborhoods and to complement the environment.

Winston-Salem and Forsyth County are fortunate to have many quality higher education institutions. While these institutions do not directly pay taxes, they can be good citizens and give back to the community in other ways including providing professional expertise, continuing education, cultural opportunities and athletic teams that can enhance our sense of community spirit. These institutions should be encouraged to grow to meet their needs in a manner that is compatible with the surrounding neighborhoods. Respect for natural and historic resources, reuse of existing structures and joint use with other institutional facilities should be encouraged.

In order to increase awareness of the recommendations of Legacy and to ensure continuing support over the long term, the guide should be made available for use in schools.

Education goes beyond schools. Our public libraries also play an essential role in providing learning opportunities for all citizens. Recently, the Forsyth County Public Library opened the relocated Reynold Manor Branch Library in a rehabilitated movie theater and a new branch library in northeastern Winston-Salem as a joint use facility with Forsyth Technical Community College. The library system is currently working with Lewisville to relocate the Lewisville Branch Library in Lewisville’s downtown at Shallowford Square. This reuse of existing structures, joint location and central siting should continue and serve as a model for the development of other public facilities.

Quality child care can be the first step in a good educational system. Child care facilities need to be located and designed to be convenient for parents, safe for children, and compatible with their neighbors. Larger child care facilities function much like businesses and can have significant impacts on surrounding uses. Currently, the Unified Development Ordinances permit home day care operations, facilities for up to 12 children, to be located in single family residential districts. Day care centers, facilities for more than 12 children, are permitted only in multifamily and non-residential districts, or as an accessory use to institutions. Frequently, petitioners seek rezoning for day care centers in single family residential areas to provide affordable care at accessible locations. These cases are reviewed and decided on a situation-by-situation basis, rather than on a consistent set of policies as they should be.

Policies

- Develop a variety of means and sources to fund public school capital improvements and acquire sites for future needs.
- Coordinate planning for public schools with parks and other public facilities and consider joint and multiple use of sites.
- Assure that public schools provide benefits to the community in which they are located and are designed to be compatible with and physically connected to the surrounding community.
- Assure that the architectural and site design of new public schools are of high standards and serve as a model of good development.
- Incorporate room for permanent physical expansion of public schools facilities and discourage use of mobile classroom facilities.
- Require new and existing public schools to have good pedestrian as well as vehicular access.
Assure that school sites are designed to work with the natural features of a site and are developed in a manner that protects and complements the environment.

Locate intensively used exterior facilities such as parking and ball fields at appropriate locations to minimize impacts on surrounding uses, particularly residential development.

Encourage expansion of higher education institutions in a manner that meets the needs of the institution and is compatible with the surrounding community.

Use libraries, places of worship, recreation centers and other community facilities to offer lifelong learning opportunities, including college and continuing education classes.

**Objective 4: Community Safety**

*Factor safety into the design of developments, neighborhoods, and communities and encourage residents to work with public safety officials to maintain a safe community.*

Safety and the perception of safety are among the most important quality of life factors in a community. People often decide where to live, shop, and locate their businesses based on whether they feel their families, customers, and employees will be safe and can be adequately served in cases of emergency, such as fires or accidents. Much of public safety and crime reduction has to do with social factors that are not within the scope of land use planning. However, an important aspect of crime and crime prevention is the physical design and maintenance of our neighborhoods and business areas.

The practice of Crime Prevention Through Environmental Design (CPTED) brings together public safety officials, planners, and citizens to design or redesign the built environment to reduce opportunities for crime. The three key CPTED principles are: natural surveillance by placing physical features, activities, and people to maximize visibility; natural access control through the careful placement of entrances, exits, fencing, landscaping, and lighting; and, territorial reinforcement by using building, fences, pavement, signs, and landscaping to express ownership.

Safety can be improved through relatively simple design features, including locating entrances so that they are easily visible, selecting plant materials so that they do not obstruct views, adding lighting at appropriate locations, and using decorative fences to indicate ownership. CPTED principles can be applied to both public and private developments, but can be especially important for public developments, such as parks, transit stops, and housing developments. Staff from the City-County Planning Board and the Winston-Salem Police Department have had training in CPTED concepts but their new expertise has not been systematically or widely used.

Maintenance and upkeep of neighborhoods, public facilities, and business areas also contribute to safety and the sense of security. Litter, overgrown lots, graffiti, abandoned or deteriorated structures, and broken windows in a neighborhood indicate disinvestment and suggest a lack of care, making residents and visitors alike feel unsafe. Abandoned buildings are a particular problem in residential neighborhoods and can be a magnet for drugs and prostitution. Current state law limits local governments actions if buildings meet minimal structural standards and are secured. Often, secured means boarded up, adding to the sense of deterioration in a neighborhood. Winston-Salem and other municipalities should seek enabling legislation to acquire buildings which have been abandoned for a significant period of time. Acquisition should be based on a fair market value determined by appraisal. Structures would then be resold with the requirement that they be rehabilitated to certain standards and occupied within a specific period of time.
Lack of maintenance can make neighborhoods feel unsafe. Conversely, prison-like security features, such as window bars, razor wire and blank walls can also create a sense of physical incivility and add to the feeling of insecurity in a community. Prohibiting these features is difficult, but they can be discouraged and other options encouraged.

Policing strategies, including Community-Oriented Policing, bike and foot patrols, and satellite and mobile police stations have increased police presence in many neighborhoods. While there may sometimes be increased cost involved to provide these services, they have improved the communication between residents and police officers and can make residents more involved in keeping their communities safe.

Police officers and other public safety officials can also play an important role in community planning efforts. For example, in the preparation of the Liberty Street Corridor Study, an area police officer and a firefighter served on the advisory committees and provided invaluable insights. Community police officers in the Liberty Street area also promoted public meetings and recruited participants for a new merchants association by handing out flyers on their beat.

While recent statistics show locally violent crime has decreased recently, people’s fear of crime remains high. Part of the perception of insecurity is due to people’s disassociation with their neighbors and their community as a whole. Therefore, making our County feel safe must include better connection between people with their neighbors and their community. Enhancing the sense of community belonging will make neighbors more likely to watch out for one another and to work with public safety officials to keep their communities safe. The concept of sense of community is discussed above and in other chapters of Legacy.

Policies

- Ensure that new developments can be adequately served by police, fire, and emergency medical services and include the Police and Sheriff’s Departments on the City-County Planning Board’s Interdepartmental Site Plan Review Committee.
- Require street and driveway connections where necessary to ensure adequate access for public safety needs and vehicles.
- Factor safety into the design of new developments and the redesign of existing developments by using the expertise of City and County staff trained in Crime Prevention Through Environmental Design (CPTED) principles to review the potential impact of all public developments. Encourage major private developments to seek voluntary reviews of major developments.
- Work with the Police and Sheriff’s Departments to identify existing crime problem areas and work with area residents and property owners, including public entities, to develop and implement design-oriented solutions.
- Encourage zoning districts which permit a mix of uses, including commercial and residential uses, to keep areas used throughout the day, in the evenings and on weekends.
- Maintain a sense of physical order by: creating incentives to property owners and neighborhood groups to maintain properties and neighborhoods; strenuously enforcing housing codes, abandoned vehicle, weeded lot and other sanitation ordinances; promoting City and County housing rehabilitation programs; and encouraging the reuse of vacant buildings.
- Discourage prison-like security features, such as razor wire, window bars, and blank walls.
- Maintain a strong police presence in and connection to the community through efforts such as Community-Oriented Policing, foot and bicycle patrols, and satellite police stations and mobile police stations.
- Involve Police and Fire Department staff in community planning efforts and on advisory committees.
- Develop new fire stations and satellite police stations in a manner that is compatible with the surrounding area and use existing facilities and structures whenever possible.

Action Agenda

- Develop and publish Safe Design guidelines and examples. Offer training sessions for design professionals.
- Winston-Salem and other municipalities should
seek enabling legislation to acquire buildings which have been abandoned for a significant period of time.

Objective 5:
Healthy Community

Provide convenient and high quality medical facilities throughout Forsyth County.

Our County is a leader in quality health care. Recently, our two major health care providers, Wake Forest Medical Center/Aegis Family Health Care and Novant Health Care/Forsyth Hospital have expanded to provide medical facilities in many areas of Forsyth County making health care more accessible.

The role of local government planning in health care is to assure that appropriate sites are zoned to allow health care facilities and developed in a manner that is compatible with the surrounding area. Health care facilities should also be accessible to all citizens, including those without personal automobiles. One method of better assuring compatibility and good access is to use existing buildings near residential areas for health care facilities.

Policies

Assure that all parts of the community have good access to medical care by permitting medical services near where people live.

Assure that new health care facilities are designed in a manner that complements surrounding neighborhoods and are accessible by transit and pedestrians.

Consider access to health care a priority when determining public transportation routes.

Permit adaptation of existing facilities including retail buildings and places of worship for health care, whenever possible, and use places of worship, schools, and recreation centers for clinics in neighborhoods not otherwise served.

Allow expansion of existing hospitals and other major health care institutions in a manner that protects surrounding residential neighborhoods.

Objective 6:
Elderly and Disabled Citizens

Create communities that are friendly and accessible places for older adults and disabled people.

Older persons make up one of the fastest growing segments of the population. In 2000, the median age in Forsyth County (the age where half the people are older and half younger) was 36.0 years and 12.6 percent of the County’s population was 65 years and older. By 2020, the median age is projected to be 39.7 years and an estimated 16.4 percent of the population will be 65 years or older. Proximity to shopping, health care, and transportation are important to older adults, as is the opportunity to remain in their own community as their physical abilities and housing needs change.

Planning for an aging population will require us to rethink the structure of our communities and adapt to different abilities and needs.

Improved medical care, changes in institutional policies, and aging of parents of disabled people have increased the need for housing for disabled persons. Appropriate housing for disabled persons ranges from traditional single family homes to skilled care institutions, depending on the physical limitations of the disabled person. The majority of disabled persons, however, most appropriately live in residential neighborhoods with good access to transportation, shopping, and services. Recent amendments to the Fair Housing Act prohibit discrimination against people based on handicap. Exactly what constitutes discrimination based on handicap is still being litigated in the courts. Regardless, our community has a responsibility to provide reasonable housing opportunities for all citizens, including disabled persons. The Unified Development Ordinances created new categories of uses to expand housing opportunities for groups of handicapped persons as well as other groups. Whether it has done so or has had the opposite effect has not yet been determined.

Policies

Provide incentives for rehabilitation or adaptation of existing structures, including large single family homes, multifamily buildings, churches and schools, to provide housing for older adults and disabled persons.
Encourage innovative means of providing housing for older adults and disabled persons and provide incentives to developers for providing housing for older adults and disabled persons within market rate developments.

- Permit services near where people live including places of worship and other institutions in a manner that is compatible with surrounding uses, and provide retail and service uses within walking and bicycling distance of neighborhoods.

- Expand the public transportation system, especially specialized services for older adults and disabled persons and assure that developments provide access to public transit stops.

- Consider the needs of older adults and disabled people in the design and redesign of public facilities and residential, commercial, and institutional developments.

**Action Agenda**

- Develop housing policies and programs that enable older adults and disabled people to remain in their own homes or to live in neighborhood settings whenever possible.

- Permit varied housing, including “elder cottages,” accessory dwellings for caregivers, shared housing, group homes, and small apartment buildings within residential neighborhoods.

- Permit larger institutional facilities, including apartment complexes and congregate care facilities at appropriate locations. They can be transitional uses in neighborhoods and located at the edges of single family residential areas.

- Consider providing incentives including public subsidies or waiving processing and review fees and utility hook-up charges for developers providing housing for older adults and disabled persons.

- Work with disabled citizens, service providers, and neighborhoods to assure that regulations in the Unified Development Ordinances provide reasonable opportunities for housing for disabled people and amend regulations as necessary.

**Conclusions**

A community is not just a careful physical arrangement of buildings and roads. Community is also a state of mind—the beliefs and attitudes about others held by the people who live in a place. Winston-Salem and Forsyth County have traditionally had a strong sense of community. For example, we have more places of worship per capita than anywhere else in North Carolina. Those religious institutions bring people together and help bridge differences among people.

This chapter has shared our vision on topics under the heading of community life—sense of community, racial harmony, a feeling of safety, good education and access for the elderly. It has also made a series of recommendations on what physical planning can do to address these issues. Following through on these recommendations will lead to a stronger sense of belonging for all the members of our community.
Active Citizenship

True citizenship involves not only rights but responsibilities. Active citizens are citizens who participate in the planning, decision making and implementation of programs in their neighborhoods and in the wider community. Effective citizen involvement in community affairs is important to the future well-being of our community. Citizens must be well informed and be willing to advise policy-makers about their opinions and concerns. This requires a responsive citizen involvement environment. Citizen involvement initiatives facilitate participation by the public in community affairs by removing barriers to access and involvement by citizens, thus making it easier for them to contribute to governance and to improving the quality of life in their community.

In Forsyth County and Winston-Salem there are existing avenues for direct citizen involvement in government. These include many citizen boards and commissions that advise elected members as they make policy decisions. Citizens are also encouraged to volunteer in a variety of city departments. Public hearings and meetings are held on specific issues to encourage citizen comment. The City of Winston-Salem Marketing and Communications Department provides citizens with information about city services and programs using a range of available media.

In spite of these initiatives, many citizens in Forsyth County are unaware of how their government works or their responsibilities to ensure effective government. Government seems distant and unapproachable and citizens often exhibit apathy. Further, the typical citizens who actively participate in community and governmental...
affairs are generally not representative of a wide cross section of the community. There are segments of the community who feel that government is unresponsive, that issues important to them are largely unaddressed and that their voice is not heard. The challenge, therefore, is to increase the level of involvement of citizens in community affairs and broaden the range of citizens who actively participate in decisions regarding how their neighborhoods and the wider community will grow and thrive in partnership with government.

**Our Vision**

The Legacy Focus Groups have envisioned a future in which the quality of life in Forsyth County is improved by all segments of the community becoming more actively involved in determining how their community will grow and develop; working together with public officials in defining the community’s goals and objectives; and, participating in the implementation of plans and policies.

*In the year 2015 we envision that...*

- We value involving, informing and empowering the people of Forsyth County to enable them to participate in a meaningful way in the decisions which affect the quality of their lives.
- Citizens work closely with elected officials to reach shared community goals and to promote regulations that work for citizens.
- A broad base of citizens regularly participate in community affairs.
- There is higher voter registration and a strong turnout of an informed electorate.
- The Neighborhood Services Program, designed to assist in neighborhood improvement, is a major resource for communication between citizens and government.
- The Council of Neighborhoods, a volunteer organization made up of representatives of neighborhood associations, coordinates neighborhood participation in community affairs.

**Goals, Objectives, Policies and Action Agenda**

**Goal:**

Active and involved citizens and a responsive environment for citizen participation that promotes involvement in community affairs and contributes to the quality of life in our community.

**Objective 1:**

**Volunteerism**

*An increased level of volunteerism from a broad base of citizens which positively impacts the future well-being of our community.*

Volunteers are citizens who give freely of their time, energy and talent to improve the quality of life for residents of our community. The 1997 Forsyth County Volunteerism Survey, conducted by the Forsyth County Delegates to the Governor’s Summit on Volunteerism, confirmed that we have volunteers in a wide range of community activities. The group surveyed major employers, nonprofit organizations, small businesses, high school students, public school and college employees. The survey revealed that 55 percent of respondents volunteered for an organized cause or organization. The highest level of volunteering was among retirees and the lowest among corporations, businesses and government. The two main areas where residents volunteer are churches and religious programs as well as educational and school programs. Significantly, forty-two percent of non-volunteers said they had not been asked or they didn’t know how to get involved. This suggests a need to increase efforts to make information available on volunteer opportunities and to attract potential volunteers.

Major employers and local governments can encourage their employees to volunteer by providing information to employees on volunteer opportunities, allowing employees time off for volunteer work, maintaining a coordinator of vol-
volunteer activities, providing matching funds, recognizing and awarding outstanding employee volunteers and supporting volunteer work by retired employees. The City of Winston-Salem has a volunteer program. Employees are encouraged to volunteer with groups and agencies outside of city government and citizens are invited to volunteer in city government departments.

The United Way Volunteer Center coordinates many volunteer activities in Forsyth County. The Center provides advice and information about volunteering, matches the personal interest and skills of volunteers to a wide range of volunteering opportunities, provides training and orientation to volunteers, supports volunteer organizations and encourages major employers to promote volunteerism among their workers. Every year during National Volunteer Week, awards are given to outstanding volunteers in recognition of their contribution to the community. The Center notes that the demand for volunteers exceeds the supply. The Center publishes a monthly newsletter and has a weekly radio program that features volunteer opportunities.

The effective functioning of local government requires that citizens volunteer to be members of boards and commissions which advise elected government on policy. Forsyth County, for example, has 606 volunteer positions on 38 boards and commissions. In our increasingly diverse community, it is important to widen the pool of volunteers to include not only an increased number of people but also a broad base of citizens representing wider cross sections of the community. Special efforts must be made to achieve this objective.

**Policies**

- Target retired employees, student interns and under represented groups for volunteer activities.
- Continue to recognize outstanding community volunteers.

**Objective 2:**
**Neighborhood Associations**

*Strong neighborhood associations that provide opportunities for neighborhood residents to have their voices heard on neighborhood and community-wide issues.*

Neighbors in many areas of Forsyth County have come together to form associations. A neighborhood association might be defined as an organization of citizens bound together by a geographic area who cooperate to support and improve the quality of life in their neighborhood. It can be a home owners association or an independent organization consisting of people who live or work in a neighborhood. Neighborhood associations often form initially for social reasons or when an issue like crime or traffic unites them. From there, many groups evolve and focus on the long-range overall health of the neighborhood. Associations can therefore be major vehicles for participation of residents not only in issues which affect their own neighborhoods but in issues of community-wide concern.

While many people in Forsyth County are getting involved in their neighborhoods, there are still many neighborhoods without neigh-
Neighborhood associations. Since neighborhood organizations are a good vehicle for communication between residents and government and because they usually work to improve the quality of life in their neighborhoods, we need to encourage the formation of more neighborhood associations.

There are some resources available in the community to help neighbors in disadvantaged areas to start neighborhood associations and to assist neighborhoods with projects and training. The Neighbors for Better Neighborhoods program (NBN) of the Winston-Salem Foundation is one such resource. It is a program to develop and support neighborhood associations in selected neighborhoods where residents have incomes that are lower than average for our community. The goals of the NBN are:

- To increase resident participation in solving problems in lower-income neighborhoods.
- To increase the capacity of neighborhood organizations to address issues of neighborhood concern.
- To promote community awareness of issues important to lower-income neighborhoods.
- To provide financial assistance to organizations in lower-income neighborhoods for neighborhood self-help efforts.

Several Winston-Salem neighborhood associations received technical assistance from the NBN program in recent years. The NBN program is responsible for implementing the program. Its responsibilities include educating neighborhoods about the functions of city government; meeting and communicating regularly with neighborhoods on issues important to them; assisting in the planning and implementation of neighborhood improvements; maintaining a database of neighborhoods and neighborhood organizations; maintaining a catalogue of services available to neighborhoods; assisting neighborhood groups in organizing themselves to deal with community issues; and acting as liaison between neighborhoods and city departments. If this program is successful, consideration should be given to expanding it county-wide.

Policies

- Encourage the establishment of organized neighborhood associations in neighborhoods where they do not exist.
- Continue to publicize, celebrate and reward neighborhood accomplishments.
- Continue the Neighbors for Better Neighborhoods program.
- Encourage elected officials to utilize neighborhood associations as a communication channel.
- Encourage neighborhood associations to coordinate on issues of county-wide importance and communicate their members’ views to government.

Action Agenda

- Consider expanding the Neighborhood Services Program county-wide with the role of enhancing communication and cooperation between governments and their citizens.
Objective 3: 
Citizen Involvement Programs

Increased opportunities for citizen involvement in all aspects of the governing process.

Collaboration between government and its citizens is essential to good governance. Successful participation by citizens in the governing process is dependent on citizens understanding how government works and knowing when and where they may participate. Efforts must be made to educate citizens in the working of government and to encourage involvement by all segments of the community. A variety of methods, therefore, have to be employed to make information available to citizens and solicit their active participation in planning for their communities.

Extensive citizen involvement requires a commitment of staff time and funding. In the short term, involving citizens and developing a consensus on plans, policies and programs may take longer, require more resources and, therefore, be less efficient than the “top down” approach. However, the longer term benefits will be the consensus and public support needed to fund and implement these plans and programs. Community Development Corporations like Pangea, Goler Church/Depot Street, East Winston, North Winston, South Side, Freddy Ray, Liberty East Redevelopment and the Downtown Development Corporation have become an important part of citizenship participation.

Policies

- Continue to appoint a wide variety of people to the citizen advisory boards and commissions to bring together citizens’ views on a wide variety of issues and advise public officials on policy decisions.
- Make special efforts to increase the opportunities for involvement by groups of citizens who do not generally participate in community affairs.
- Provide citizens with opportunities to participate in developing plans and programs for their communities.
- Make information on government activities widely available to the public.

Objective 4: 
Effective Communication

Effective two-way communication between citizens and local government officials.

A variety of methods have traditionally been used to aid two-way communication between public officials and citizens. Public meetings, newsletters, mailings, posters, surveys, newspapers, radio and TV programs and workshops are all means of providing information to citizens and getting feedback. Today a new communication medium, the Internet, is revolutionizing the way government provides information and services. This new electronic communication technology promises to empower citizens by making information on all aspects of government instantly available on computer screens in citizens’ homes.

To say that the Internet has revolutionized how we communicate is almost an understatement. The Internet increasingly shapes the manner in which we shop, play, and conduct our day-to-day business. Commercial banking provides an example of the improved communication and service made possible by this technology. Instead of standing in long lines waiting for the next available teller, today the customer’s interaction with the bank is increasingly through the automated teller machine (ATM) network. Electronic banking—a relatively new development on the consumer banking front—also is gaining popularity. A large portfolio of banking services is now available via Internet access from home personal computers. Private enterprise is serving its cus-
tomers better using these technologies. Those customers are increasingly demanding the same level of improved information and service from government.

Government departments and agencies provide an increasing amount of information about their services and programs on their websites. Legacy is posted on the Forsyth County website. Forsyth County also has property tax information online that allows users to create customized “live” maps which show property ownership and tax values, street locations, schools and voting districts, etc.

Unfortunately, a “digital divide” exists on the Internet. A recent study found that 59 percent of whites used the Web in the past six months, compared with 31 percent of African Americans. The study found that some but not all of the difference in use could be explained by the availability of computers. The Internet will take an increasingly important role in providing information and communication between governments and citizens. The rewards of this open communication need to be available to everyone.

Policies

☐ Maximize the use of communications technology to facilitate the exchange of information between public officials and citizens. This includes use of government and private community-oriented Internet websites to provide on-line community information and encourage citizen involvement; and conducting electronic town meetings on major community issues.

☐ Ensure that technical information is available in understandable form and that all segments of citizens are afforded access to this information.

Action Agenda

☐ Develop public information and education programs to inform and educate citizens on how government works and on issues that affect the communities in which they live.

☐ Provide training in methods and techniques that enhance the civic communication skills of citizens, staff and officials.

Conclusions

This chapter has tried to point out the responsibilities of both citizens and government in active citizenship. Citizens need to be involved in all phases of planning for the future of their community. However, there is no assurance that every person who gets involved will get what he or she wants. Government for its part has a responsibility to provide an opportunity for all citizens to be involved and assure effective two-way communications between local officials and citizens.
**Action Plan**

The impact of *Legacy* on the quality of life in our community in the short and long term will depend on the degree to which the recommendations of the plan are implemented. The recommendations in this plan consist of policies and action agenda items at the end of sections within each chapter. Policies are those recommendations which we need to consider and apply on an ongoing basis as we make decisions that affect the growth and development of our community. Action agenda items are more specific recommendations which require action by a group or organization within a certain time frame. Successful implementation of the plan requires both continuous application of the policies and completion of the plans, programs and ordinance revisions called for in the action agenda items.

Implementation of the policies and action agenda items in *Legacy* will require significant changes in the way we grow and develop in the future. Successful implementation of the Plan will require a careful phasing in of the policies and recommendations to minimize confusion in the development community, neighborhoods and the community in general. A number of the action agenda items are “incentive” actions which would help decrease the unit cost of development through higher density, relaxed infrastructure standards, or other means. Others would fall into the category of “requirements” that may increase unit development costs and will eventually be included in development regulations governing higher density development.

For both of these categories of recommendations, voluntary development guides for density, land use, land planning and design will be developed by the City-County Planning Board immediately after adoption of *Legacy*. These interim guidelines will be used at the preliminary stages of discussion with developers in hopes that developers will find them attractive enough to incorporate into their proposals.

After these interim guidelines are prepared, the City-County Planning Board will begin the process of creating the regulatory and standards revisions recommended in *Legacy* for incorporation into the Unified Development Ordinances and other City and County codes. This process should be completed within two years of the adoption of *Legacy*. Both the guidelines and the permanent regulatory changes should be created using input from key stakeholders.

City and County governments and other agencies also have a major role to play in the implementation of *Legacy*. Public expenditures for supportive types of infrastructure including roads, sewer and water, schools, libraries, parks and recreation centers, transit and parking facilities may be the key to creating a positive investment environment for developers, especially in downtowns and at the activity centers and light rail stops where *Legacy* calls for significant new development.

This chapter brings together all the action agenda items in an Action Plan. They are organized in the following categories:

- Plan Adoption and Review
- Unified Development Ordinances Revisions
- Other Legislation
- Community and Neighborhood Plans and Projects
- Other Studies and Programs
- Design Guidelines
- Development Incentives
- New Committees and Organizations
- Information Base for Planning
- Community Awareness and Involvement
- Program Funding
- Miscellaneous

This Action Plan also identifies those groups which have primary responsibility for initiating and directing the tasks to be completed and sets priorities as short term (0-2 years), mid-term (3 years) or long term (3+ years) for beginning work on each task. For easy reference, each action agenda item listed is followed by the name of the chapter where it is discussed and the page number where it is located.
### Plan Adoption/Review

1. **Adopt Legacy**  
   *Transportation Advisory Committee; City-County Utilities Commission Local Governments; Growth Management Plan - page 47*

2. **Create a Legacy Implementation Committee.**  
   *City-County Planning Board (CCPB) Growth Management Plan - page 47*

3. **Prepare an annual report on progress in implementing Legacy.**  
   *CCPB Growth Management Plan - page 47*

4. **Carry out a five year major review of progress in implementing Legacy.**  
   *CCPB Growth Management Plan - page 47*

### Unified Development Ordinances Revisions

**Zoning Ordinance**

5. **Consider expanding the existing bonus density incentives to include infill development and brownfield sites.**  
   *CCPB Growth Management Plan - page 39*

6. **Consider permitting more intense development as a matter of right in infill areas.**  
   *CCPB Growth Management Plan - page 39*

7. **Pursue limiting package treatment plants in the Rural Area.**  
   *CCPB Growth Management Plan - page 46*
## Unified Development Ordinances Revisions (continued)

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<td>8. Consider extending the “Supplementary Standards for Older Neighborhoods” provisions to other neighborhood non-residential development.</td>
<td>CCPB</td>
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<td>9. Ensure that zoning regulations and building codes include appropriate land uses, the highest intensity of development and facilitate adaptive reuse of existing buildings in downtown Winston-Salem. <em>City and Town Centers - page 112</em></td>
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<td>10. Consider requirements to preserve a development site’s natural features and topography.</td>
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<td><em>Community Character - page 133</em></td>
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<td>11. Consider more flexible conditions for locating accessory apartments and other varied housing within residential neighborhoods.</td>
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<td>12. Consider requiring special use permits for schools located in residential districts. <em>Community Life - page 145</em></td>
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<td>13. Require sidewalks for TNDs and consider them for standard subdivisions.</td>
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<td>15. Develop design standards for traditional neighborhood residential development.</td>
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<tr>
<td>16. Permit larger institutional facilities at appropriate locations as transitional uses in neighborhoods. <em>Community Life - page 148</em></td>
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<td>Short Term</td>
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### Unified Development Ordinances Revisions (continued)

17. Enhance the appearance of thoroughfares by requiring reduced sign sizes and heights. *Community Character* - page 130

18. Make provision for a neighborhood scale mixed use commercial district. *Building Better Neighborhoods* - page 123

19. Ensure that regulations provide reasonable opportunities for housing disabled people. *Community Life* - page 148

20. Ensure that zoning along Urban Boulevards, major roads and at Activity Centers facilitates alternative modes of transportation. *Transportation Alternatives* - page 53

21. Rezone land in downtown Winston-Salem for higher residential densities. *City and Town Centers* - page 115

### Environmental Ordinance

22. Review the Erosion Control Ordinance. *Environmental Quality* - page 89

23. Promote a system of vegetative buffers along streams. *Environmental Quality* - page 88

### Subdivision Ordinance


25. Develop revised street standards to make neighborhoods more pedestrian friendly. *Building Better Neighborhoods* - page 122

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**Action Plan**

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<td>24. Prepare and adopt open space subdivision provisions.</td>
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<td><em>Growth Management Plan</em> - page 42</td>
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<td>friendly. <em>Building Better Neighborhoods</em> - page 122</td>
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<td>Transportation (WSDOT)</td>
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Other Legislation/Ordinances

26. Seek Tree City, USA designation. Consider adoption of tree ordinances county wide. Community Character - page 133
   Community Appearance Commission (CAC); Short Term
28. Ensure that fire/building codes facilitate mixed uses and the use of upper floors of downtown commercial buildings for residential use. City and Town Centers - page 115
   CCPB; HPC; HDC Short Term
29. Investigate the feasibility of legislation allowing demolition denial authority for significant historic structures. Community Character - page 138
   HPC; HDC Mid-Term
30. Seek enabling legislation to allow local governments to acquire abandoned buildings. Community Life - page 146
   City Housing & Neighborhood Services County Housing Authority Mid-Term
31. Pursue State legislation enabling local decisions on new sources of revenue for transportation needs. Transportation Alternatives - page 55
   Transportation Advisory Committee Mid-Term

Community and Neighborhood Plans and Projects

32. Adopt and implement the recommendations of the “Piedmont Triad Land Use and Transportation Study”. Regional Planning and Development - page 71
   Transportation Advisory Committees of Metropolitan Planning Organizations Short Term
33. Prepare a comprehensive Forsyth County Open Space, Parks and Greenway Plan. Open Space, Parks and Greenways - page 100; Transportation Alternatives - page 61
   CCPB; City Recreation and Parks; County Parks and Recreation Short Term
### Community and Neighborhood Plans and Projects (continued)

<table>
<thead>
<tr>
<th>Action Agenda Item</th>
<th>Primary Responsibility</th>
<th>Time</th>
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</thead>
<tbody>
<tr>
<td>34. Implement a county-wide Bikeway Plan.</td>
<td>WSDOT</td>
<td>On going</td>
</tr>
<tr>
<td><em>Transportation Alternatives - page 61</em></td>
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<tr>
<td>35. Implement a county-wide Pedestrian Plan.</td>
<td>WSDOT</td>
<td>On going</td>
</tr>
<tr>
<td><em>Transportation Alternatives - page 61</em></td>
<td></td>
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<tr>
<td>36. Implement the county-wide “Multi-modal Long Range Transportation Plan.</td>
<td>WSDOT</td>
<td>On going</td>
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<tr>
<td><em>Transportation Alternatives” - page 55</em></td>
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</tr>
<tr>
<td>37. Prepare master plans for Activity Centers, Urban Boulevards and Transit Stations.</td>
<td>CCPB</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Growth Management Plan - page 38</em></td>
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<tr>
<td>38. Prepare a long-range school building plan.</td>
<td>Winston-Salem/Forsyth County School Board</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Community Life - page 145</em></td>
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</tr>
<tr>
<td>39. Develop a regional greenway plan for trails linking the Triad.</td>
<td>Planning Departments - Guilford/Forsyth Counties; Piedmont Land Conservancy</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Regional Planning and Development - page 73</em></td>
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</tr>
<tr>
<td>40. Prepare streetscape plans for downtown Winston-Salem. City and Town Centers - page 112</td>
<td>CCPB; Downtown Development Corporation (DDC)</td>
<td>Short Term</td>
</tr>
<tr>
<td>41. Develop reclamation plans for reuse of existing public and private landfill sites.</td>
<td>Solid Waste Management Department Winston-Salem/Forsyth County; Waste Industries, Inc.</td>
<td>Long Term</td>
</tr>
<tr>
<td><em>Environmental Quality - page 92</em></td>
<td></td>
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<tr>
<td>42. Encourage the undergrounding of utility lines.</td>
<td>All Municipalities</td>
<td>Long Term</td>
</tr>
<tr>
<td><em>Community Character - page 130</em></td>
<td></td>
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</tr>
<tr>
<td>43. Develop joint area plans for areas of overlapping jurisdictions in the Triad region. <em>Regional Planning and Development - page 71</em></td>
<td>Local Planning Departments and Regional Planning Organizations</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>
### Community and Neighborhood Plans and Projects (continued)

<table>
<thead>
<tr>
<th>Action Agenda Item</th>
<th>Primary Responsibility</th>
<th>Time</th>
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</thead>
<tbody>
<tr>
<td>44. Prepare and review plans to provide water and sewerage services to Future Growth Areas. <em>Growth Management Plan - page 42</em></td>
<td>City County Utilities Commission; CCPB</td>
<td>Ongoing</td>
</tr>
<tr>
<td>45. Prepare area plans and identify locations and design guidelines for community and neighborhood activity centers in these plans. <em>Growth Management Plan - page 38</em></td>
<td>CCPB</td>
<td>On going</td>
</tr>
<tr>
<td>46. Extend Martin Luther King Boulevard to Reynolda Rd. <em>City and Town Centers - page 116</em></td>
<td>WSDOT</td>
<td>Short Term</td>
</tr>
<tr>
<td>47. Extend Salem Avenue to Patterson Avenue. <em>City and Town Centers - page 116</em></td>
<td>WSDOT</td>
<td>Short Term</td>
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### Other Studies/Programs/Guidelines

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<thead>
<tr>
<th>Action Agenda Item</th>
<th>Primary Responsibility</th>
<th>Time</th>
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<tbody>
<tr>
<td>48. Consider downtown Winston-Salem in proposals for future regional rail service. <em>City and Town Centers - page 116</em></td>
<td>NCDOT</td>
<td>Short Term</td>
</tr>
<tr>
<td>49. Consider creation of a Business Improvement District for downtown Winston-Salem. <em>City and Town Centers - page 117</em></td>
<td>DDC</td>
<td>Short Term</td>
</tr>
<tr>
<td>50. Consider establishing a National Register of Historic Places District in downtown Winston-Salem. <em>City and Town Centers - page 113</em></td>
<td>HPC; DDC; Downtown Winston-Salem Association</td>
<td>Short Term</td>
</tr>
<tr>
<td>51. Identify brownfield and underutilized commercial sites and buildings for revitalization for neighborhood commercial development. <em>Building Better Neighborhoods - page 123</em></td>
<td>City and County Housing Departments; CCPB; Winston-Salem Department of Enterprise Community Development.</td>
<td>Short Term</td>
</tr>
<tr>
<td>52. Develop recommendations for revitalization of deteriorated areas, particularly in slow growth areas. <em>Growth Management Plan - page 40</em></td>
<td>CCPB</td>
<td>Ongoing</td>
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<tr>
<td>Action Agenda Item</td>
<td>Primary Responsibility</td>
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<tr>
<td><strong>Other Studies/Programs/Guidelines (continued)</strong></td>
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<tr>
<td>53. Determine the need to service and rezone land in Future Growth Areas for urban uses. <em>Growth Management Plan - page 42</em></td>
<td>CCPB</td>
<td>Short Term</td>
</tr>
<tr>
<td>54. Develop guidelines defining conditions under which land in the Rural Area will be rezoned to more intensive zoning districts. <em>Growth Management - page 46</em></td>
<td>CCPB</td>
<td>Short Term</td>
</tr>
<tr>
<td>55. Develop policy guidelines for the location of child care facilities. <em>Community Life - page 145</em></td>
<td>CCPB</td>
<td>Short Term</td>
</tr>
<tr>
<td>56. Develop a checklist for compliance with environmental regulations. <em>Environmental Quality - page 89</em></td>
<td>CCPB</td>
<td>Short Term</td>
</tr>
<tr>
<td>57. Prepare a regional guide book for the development approval process. <em>Regional Planning and Development - page 71</em></td>
<td>Planning Departments - Forsyth and Guilford Counties</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>58. Review existing environmental protection practices for effectiveness. <em>Environmental Quality - page 89</em></td>
<td>CCPB; Environmental Affairs; Conservation of Natural Resources</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>59. Identify and consider restoration of degraded urban streams. <em>Environmental Quality - page 88</em></td>
<td>CCPB</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>60. Complete a feasibility study of local and regional rail transit. <em>Transportation Alternatives - page 57</em></td>
<td>Piedmont Authority for Regional Transportation (PART)</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>61. Consider the feasibility of a rail system along I-40. <em>Transportation Alternatives - page 57</em></td>
<td>PART</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>62. Update the County’s architectural and archaeological inventories. <em>Community Character - page 135</em></td>
<td>HPC</td>
<td>Mid-Term</td>
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</tbody>
</table>
### Other Studies/Programs/Guidelines (continued)

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<tr>
<th>Action Agenda Item</th>
<th>Primary Responsibility</th>
<th>Time</th>
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</thead>
<tbody>
<tr>
<td>63. Develop housing policies, codes and programs that enable older adults and</td>
<td>Human Service Organizations;</td>
<td>Long Term</td>
</tr>
<tr>
<td>disabled people to remain in their homes or live in neighborhood settings.</td>
<td>City Housing and Neighborhood Services; County Housing Authority</td>
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</tr>
<tr>
<td><em>Community Life - page 148</em></td>
<td></td>
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<tr>
<td>64. Develop plans to expand public transportation along major corridors.</td>
<td>Winston-Salem Transit Authority</td>
<td>Long Term</td>
</tr>
<tr>
<td><em>Transportation Alternatives - page 59</em></td>
<td></td>
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</tr>
<tr>
<td>65. Develop a corridor enhancement program for regional view corridors and</td>
<td>Local Planning Departments and Regional Planning Organizations</td>
<td>Long Term</td>
</tr>
<tr>
<td>community gateways. <em>Regional Planning and Development - page 71</em></td>
<td></td>
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</tr>
<tr>
<td>66. Identify and create development-ready “green field” industrial sites.</td>
<td>Winston-Salem Business Inc.; CCPB</td>
<td>Ongoing</td>
</tr>
<tr>
<td><em>Economic Vitality - page 78</em></td>
<td></td>
<td></td>
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<tr>
<td>67. Designate additional areas for high and moderate density housing through area</td>
<td>CCPB</td>
<td>Ongoing</td>
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<tr>
<td>planning. <em>Building Better Neighborhoods - page 125</em></td>
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<tr>
<td>68. Work with large employers to prepare trip reduction plans.</td>
<td>WSDOT</td>
<td>Short Term</td>
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<tr>
<td><em>Transportation Alternatives - page 62</em></td>
<td></td>
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<tr>
<td>69. Explore “pay as you throw” as a method to promote recycling.</td>
<td>Utilities Commission</td>
<td>Mid-Term</td>
</tr>
<tr>
<td><em>Environmental Quality - page 92</em></td>
<td></td>
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<tr>
<td>70. Prepare a master plan for farmland preservation.</td>
<td>CCPB; County Department of Conservation of Natural Resources</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Growth Management Plan - page 45</em></td>
<td></td>
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<tr>
<td>71. Identify potential sites for hotel development and explore opportunities for</td>
<td>DDC</td>
<td>Short Term</td>
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<tr>
<td>their development in downtown Winston-Salem <em>City and Town Centers - page 113</em></td>
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<tr>
<td>72. Develop strategies to further reduce the amount of waste going to landfills.</td>
<td>City-County Utilities Commission</td>
<td>Short Term</td>
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<tr>
<td><em>Environmental Quality - page 92</em></td>
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</table>
### Design Guidelines

<table>
<thead>
<tr>
<th>Action Agenda Item</th>
<th>Primary Responsibility</th>
<th>Time</th>
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</thead>
<tbody>
<tr>
<td>73. Develop an urban design plan for downtown Winston-Salem.</td>
<td>CCPB; DDC</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td><em>City and Town Centers - page 112</em></td>
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<tr>
<td>74. Develop design guidelines for small town centers.</td>
<td>CCPB; Community Appearance Commission (CAC)</td>
<td>Short Term</td>
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<tr>
<td></td>
<td><em>City and Town Centers - page 118</em></td>
<td></td>
</tr>
<tr>
<td>75. Change state and local street standards to encourage narrower and more aesthetic streets which work with the natural features of a site.</td>
<td>City Engineering Division; North Carolina Department of Transportation</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td><em>Community Character - page 130</em></td>
<td></td>
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<tr>
<td>76. Develop guidelines for franchised businesses to insure that they fit in with the character of special areas.</td>
<td>CCPB; CAC</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td><em>Community Character - page 133</em></td>
<td></td>
</tr>
<tr>
<td>77. Prepare design guidelines for large scale commercial and multifamily residential developments.</td>
<td>CCPB; CAC</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td><em>Community Character - page 133</em></td>
<td></td>
</tr>
<tr>
<td>78. Prepare overlay districts with design guidelines to enhance the appearance of our major roadway corridors.</td>
<td>CCPB; CAC</td>
<td>Long Term</td>
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<tr>
<td></td>
<td><em>Community Character - page 130</em></td>
<td></td>
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<tr>
<td>79. Prepare and adopt a transit oriented design manual for new development.</td>
<td>CCPB; CAC</td>
<td>Short Term</td>
</tr>
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<td></td>
<td><em>Transportation Alternatives - page 53</em></td>
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<tr>
<td>80. Prepare an infill design manual for older neighborhoods.</td>
<td>CCPB; CAC</td>
<td>Short Term</td>
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<td></td>
<td><em>Growth Management - page 40</em></td>
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<tr>
<td>81. Develop guidelines and incentives to assist developers in building higher density developments.</td>
<td>CCPB;</td>
<td>Short Term</td>
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<td></td>
<td><em>Growth Management Plan - page 35</em></td>
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</tbody>
</table>
### Design Guidelines (continued)

82. Develop design guidelines for new construction and the renovation of existing buildings in downtown Winston-Salem and other downtowns. 
   *City and Town Centers - page 112; Community Character - page 133*
   
83. Develop and publish safe design guidelines and offer training sessions for design professionals. 
   *Community Life - page 146*
   
84. Develop guidelines to preserve and enhance the county’s rural areas. 
   *Community Character - page 133*

### Development Incentives

85. Establish a financial package for historic resources preservation. 
   *Community Character - page 137*
   
86. Consider providing incentives including a property tax credit to construct higher density housing in or close to downtown. 
   *City and Town Centers - page 115*
   
87. Seek State approval to create a local property tax credit incentive program to stimulate infill development. 
   *Growth Management Plan - page 39*
   
88. Develop a package of incentives to facilitate redevelopment of vacant sites and non-residential buildings in downtown Winston-Salem for residential and other uses. 
   *City and Town Centers - page 115*
   
89. Offer incentives such as increased densities, clustered units, narrow lot and street widths for development of affordable housing. 
   *Building Better Neighborhoods - page 126*
### Development Incentives (continued)

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<thead>
<tr>
<th>Action Agenda Item</th>
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<tbody>
<tr>
<td>Revise policies to exclude economic incentives for developments in the Rural Area. <em>Growth Management Plan - page 45</em></td>
<td>Winston-Salem Department of Enterprise Community Development</td>
<td>Short Term</td>
</tr>
<tr>
<td>Develop incentives to promote development and redevelopment in older neighborhoods and slow growth areas particularly the east and south sides of Winston-Salem. <em>Growth Management Plan - pages 39, 40, 41; Economic Vitality - page 78</em></td>
<td>Winston-Salem Department of Enterprise Community Development</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>Provide incentives/restrictions to address vacant or derelict commercial properties. <em>Economic Vitality - page 79</em></td>
<td>Winston-Salem Department of Enterprise Community Development; Building Inspections Department; Municipalities</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>Provide local incentives to encourage business investments in “brownfield” sites. <em>Economic Vitality - page 79</em></td>
<td>Winston-Salem Department of Enterprise Community Development; Municipalities</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>Provide incentives for neighborhood scale mixed use developments. <em>Building Better Neighborhoods - page 123</em></td>
<td>CCPB; Chamber of Commerce</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>Consider providing incentives for developers to provide housing for older adults and disabled persons. <em>Community Life - page 148</em></td>
<td>Local Governments and City-County Utilities Commission</td>
<td>Long Term</td>
</tr>
<tr>
<td>Consider a Transferable Development Rights program for open space preservation. <em>Growth Management Plan - page 45</em></td>
<td>CCPB</td>
<td>Long Term</td>
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### Action Plan

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<tr>
<th>Action Agenda Item</th>
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<tr>
<td><strong>New Committees/Organizations/Commissions</strong></td>
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<tr>
<td>97. Organize a local Planner’s Round Table for the exchange of information.</td>
<td>CCPB</td>
<td>Short Term</td>
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<tr>
<td><em>Growth Management Plan - page 47</em></td>
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<tr>
<td>98. Create a forum to facilitate regional networking and information exchange.</td>
<td>Planning Departments in the Region</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Regional Planning and Development - page 71</em></td>
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<tr>
<td>99. Consider the establishment of a City-County Open Space/Greenway . Committee or Commission. Open Space, Parks and Greenways - page 97</td>
<td>City and County Recreation Departments; CCPB</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>100. Investigate the merger of the Historic District and Historic Properties Commissions. <em>Community Character - page 138</em></td>
<td>HPC; HDC</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>101. Study the feasibility of establishing a county wide nonprofit historic preservation organization to advocate for historic preservation issues.  <em>Community Character - page 136</em></td>
<td>HPC; HDC</td>
<td>Long Term</td>
</tr>
<tr>
<td>102. Consider the establishment of an Urban Development Corporation to facilitate development in selected urban areas. <em>Growth Management Plan - page 35</em></td>
<td>Winston-Salem Community and Economic Development Department</td>
<td>Long Term</td>
</tr>
<tr>
<td><strong>Information Base for Planning</strong></td>
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<tr>
<td>103. Create a computerized data base of sites for revitalization/infill development.</td>
<td>CCPB</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Growth Management - page 39</em></td>
<td></td>
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</tr>
<tr>
<td>104. Maintain an inventory and map of open space.</td>
<td>CCPB</td>
<td>On going</td>
</tr>
<tr>
<td><em>Open Space, Parks and Greenways - page 97</em></td>
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<tr>
<td>105. Compile a database of historic properties, sites, and landmarks.</td>
<td>HPC</td>
<td>Mid-Term</td>
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<tr>
<td><em>Community Character - page 135</em></td>
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</tbody>
</table>
106. Develop and maintain a database for travel demand forecasting for the region. PART Mid-Term
Regional Planning and Development - page 70

107. Establish a regional geographic information system database and information clearinghouse. Regional Councils of Governments Long Term
Regional Planning and Development - page 71

108. Compile a comprehensive bicycle accident record database. WS DOT Short Term
Transportation Alternatives - page 61

109. Undertake an inventory of abandoned industrial and brownfield sites. CCPB Short Term
Economic Vitality - page 79

110. Develop a marketing program to promote downtown Winston-Salem Downtown Winston-Salem Short Term
City and Town Centers - page 117

111. Consider establishing a Neighborhood Services program county wide to enhance cooperation between governments and their citizens. Local and County Governments; Short Term
City Housing and Neighborhood Services
Active Citizenship - page 152

112. Develop seminars and workshops for the community/developers on the design and benefits of higher density development. CCPB Short Term
Growth Management Plan - page 35

113. Prepare and publicize a most-endangered list of historic properties. HPC; HDC Short Term
Community Character - page 136

114. Prepare and publicize information sheets on historic properties suitable for rehabilitation. HPC; HDC Short Term
Community Character - page 137
### Community Awareness/Involvement (continued)

<table>
<thead>
<tr>
<th>Action Agenda Item</th>
<th>Primary Responsibility</th>
<th>Time</th>
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</thead>
<tbody>
<tr>
<td>115. Produce a local historic resources directory for the public.</td>
<td>HPC; HDC</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Community Character - page 136</em></td>
<td></td>
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<tr>
<td>116. Organize a preservation resource library accessible to the public.</td>
<td>HPC; HDC</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Community Character - page 136</em></td>
<td></td>
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</tr>
<tr>
<td>117. Develop an active public outreach program on historic preservation.</td>
<td>HPC; HDC</td>
<td>Mid-Term</td>
</tr>
<tr>
<td><em>Community Character - page 136</em></td>
<td></td>
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</tr>
<tr>
<td>118. Develop a marketing and education program to promote bicycling and walking.</td>
<td>WSDOT</td>
<td>Mid-Term</td>
</tr>
<tr>
<td><em>Transportation Alternatives - page 61</em></td>
<td></td>
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</tr>
<tr>
<td>119. Develop public information programs on how government works and on community issues.</td>
<td>City Housing and Neighborhood Services</td>
<td>Mid-Term</td>
</tr>
<tr>
<td><em>Active Citizenship - page 154</em></td>
<td></td>
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</tr>
<tr>
<td>120. Provide training to enhance the civic communication skills of citizens, staff and officials.</td>
<td>City Housing and Neighborhood Services</td>
<td>Mid-Term</td>
</tr>
<tr>
<td><em>Active Citizenship - page 154</em></td>
<td></td>
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</tr>
<tr>
<td>121. Host workshops on infill development for developers and neighbors.</td>
<td>CCPB</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Growth Management Plan - page 39</em></td>
<td></td>
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</tr>
<tr>
<td>122. Educate citizens, officials and real estate professionals about inclusive housing policies and housing opportunities throughout the County.</td>
<td>Local and County Governments</td>
<td>Mid-Term</td>
</tr>
<tr>
<td><em>Community Life - page 142</em></td>
<td></td>
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</tr>
<tr>
<td>123. Make <em>Legacy</em> available to the school system and encourage its use.</td>
<td>CCPB; School Board</td>
<td>Ongoing</td>
</tr>
<tr>
<td><em>Community Life - page 144</em></td>
<td></td>
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</tr>
<tr>
<td>124. Prepare a brochure encouraging developers to submit their projects to the Community Appearance Commission for review.</td>
<td>CAC</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Community Character - page 129</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Action Agenda Item</td>
<td>Primary Responsibility</td>
<td>Time</td>
</tr>
<tr>
<td>-----------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>125. Explore additional sources of funding for the Farmland Preservation Program.</td>
<td>Forsyth County Soil and Water Conservation Department</td>
<td>Short Term</td>
</tr>
<tr>
<td><em>Growth Management Plan - page 45</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>126. Seek adoption of a policy to earmark funds to purchase and remove billboards</td>
<td>CAC</td>
<td>Short Term</td>
</tr>
<tr>
<td>along Business 40 and US 52. <em>Community Character - page 130</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>127. Seek adoption of a policy to earmark a percentage of the cost of public</td>
<td>CAC</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>buildings/places for aesthetic enhancement of public spaces. *Community Character</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- page 129</td>
<td></td>
<td></td>
</tr>
<tr>
<td>128. Actively seek the donation of easements, land and funds for recreation uses</td>
<td>City/County Recreation Departments; CCPB; Piedmont Land Conservancy</td>
<td>Ongoing</td>
</tr>
<tr>
<td>and open space preservation. <em>Open Space, Parks and Greenways - page 105</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>129. Initiate a local revolving fund for the preservation and reuse of historic</td>
<td>HPC</td>
<td>Long Term</td>
</tr>
<tr>
<td>properties. <em>Community Character - page 137</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>130. Identify sources of funding for purchase of conservation easements and</td>
<td>CCPB; Piedmont Land Conservancy</td>
<td>Ongoing</td>
</tr>
<tr>
<td>acquisition of Natural Heritage Inventory sites. <em>Environmental Quality - page 85</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>131. Seek and use Environmental Protection Agency grants to identify, clean up and</td>
<td>Winston-Salem Department of Enterprise Community Development</td>
<td>Ongoing</td>
</tr>
<tr>
<td>rejuvenate “brownfield” sites. <em>Economic Vitality - page 79</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>132. Identify and support human, built and financial resources to facilitate</td>
<td>Housing and Neighborhood Development</td>
<td>Ongoing</td>
</tr>
<tr>
<td>affordable housing development. <em>Building Better Neighborhoods - page 126</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>133. Dedicate funding in municipal and county budgets for open space and</td>
<td>CCPB; City/County Recreation Departments; Other Municipalities</td>
<td>Annually</td>
</tr>
<tr>
<td>greenway development. <em>Open Space, Parks and Greenways - page 105</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Action Agenda Item</td>
<td>Primary Responsibility</td>
<td>Time</td>
</tr>
<tr>
<td>----------------------------------------------------------------------------------</td>
<td>-----------------------------------------------------</td>
<td>------------</td>
</tr>
<tr>
<td>134. Develop intergovernmental and intragovernmental agreements to jointly provide recreation facilities and protect open space. <em>Open Space, Parks and Greenways - page 104</em></td>
<td>City/County Recreation Departments; Local Governments</td>
<td>Ongoing</td>
</tr>
<tr>
<td>135. Create a one-stop processing center to further streamline the development process. <em>Economic Vitality - page 80</em></td>
<td>Local Governments</td>
<td>Short Term</td>
</tr>
<tr>
<td>136. Develop arts and entertainment centers in downtown Winston-Salem. <em>City and Town Centers - page 112; Economic Vitality - page 78</em></td>
<td>DDC</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>137. Develop a process for the relocation of endangered historic resources. <em>Community Character - page 138</em></td>
<td>HPC; HDC</td>
<td>Mid-Term</td>
</tr>
<tr>
<td>138. Initiate a process to investigate archaeological resources prior to land development. <em>Community Character - page 135</em></td>
<td>HPC; HDC</td>
<td>Long Term</td>
</tr>
<tr>
<td>139. Consider an environmental review procedure to assess the environmental effects of development proposals. <em>Environmental Quality - page 89</em></td>
<td>CCPB</td>
<td>Long Term</td>
</tr>
<tr>
<td>140. Develop the Winston Net fiber optic network and other telecommunication based infrastructure county-wide. <em>Economic Vitality - page 81</em></td>
<td>Local Governments</td>
<td>Ongoing</td>
</tr>
<tr>
<td>141. Develop facilities to accommodate expected growth in aviation demand. <em>Transportation Alternatives - page 63</em></td>
<td>Smith-Reynolds Airport Commission</td>
<td>Ongoing</td>
</tr>
<tr>
<td>142. Add Class A office space in downtown Winston-Salem. <em>City and Town Centers - page 113</em></td>
<td>DDC</td>
<td>On going</td>
</tr>
<tr>
<td>143. Acquire and bank sites for future development in downtown Winston-Salem. <em>City and Town Centers - page 113</em></td>
<td>DDC; Local Government</td>
<td>Short Term</td>
</tr>
</tbody>
</table>

**Miscellaneous**

- 134. Develop intergovernmental and intragovernmental agreements to jointly provide recreation facilities and protect open space. *Open Space, Parks and Greenways - page 104*
- 135. Create a one-stop processing center to further streamline the development process. *Economic Vitality - page 80*
- 136. Develop arts and entertainment centers in downtown Winston-Salem. *City and Town Centers - page 112; Economic Vitality - page 78*
- 137. Develop a process for the relocation of endangered historic resources. *Community Character - page 138*
- 138. Initiate a process to investigate archaeological resources prior to land development. *Community Character - page 135*
- 139. Consider an environmental review procedure to assess the environmental effects of development proposals. *Environmental Quality - page 89*
- 140. Develop the Winston Net fiber optic network and other telecommunication based infrastructure county-wide. *Economic Vitality - page 81*
- 141. Develop facilities to accommodate expected growth in aviation demand. *Transportation Alternatives - page 63*
- 142. Add Class A office space in downtown Winston-Salem. *City and Town Centers - page 113*
- 143. Acquire and bank sites for future development in downtown Winston-Salem. *City and Town Centers - page 113*
### Miscellaneous (continued)

<table>
<thead>
<tr>
<th>Action Number</th>
<th>Description</th>
<th>Responsible Entity</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>144</td>
<td>Upgrade and expand convention facilities in downtown Winston-Salem.</td>
<td>DDC; Local Government</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td><em>City and Town Centers - page 113</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>145</td>
<td>Develop public/private partnerships to assemble land for development in downtown Winston-Salem.</td>
<td>DDC; Local Government</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td><em>Economic Vitality - page 78</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>146</td>
<td>Employ traffic calming to improve neighborhood quality.</td>
<td>WSDOT</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td><em>Growth Management Plan - page 40</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>147</td>
<td>Undertake a manufactured home subdivision project that demonstrates quality.</td>
<td>CCPB</td>
<td>Mid-Term</td>
</tr>
<tr>
<td></td>
<td><em>Building Better Neighborhoods - page 126</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>148</td>
<td>Implement a countywide storm water management program.</td>
<td>Forsyth County/ Municipalities</td>
<td>Long Term</td>
</tr>
<tr>
<td></td>
<td><em>Environmental Quality - page 89</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>149</td>
<td>Maintain and improve vehicular access to downtown Winston-Salem from Business I-40 and US 52.</td>
<td>WSDOT</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td><em>City and Town Centers - page 116</em></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Benchmarking or defining a set of standards to be achieved and then measuring progress in reaching those benchmarks is a common practice in the business world. To become more competitive, companies often look at the very best of their competitors to define benchmarks in areas such as customer service, product reliability and employee productivity. Benchmarking in Legacy is used to set targets and measure our community's progress and success in achieving its goals and objectives. Benchmarking will help the community monitor implementation of Legacy in future years.

We have identified twenty-three indicators and benchmarks related to the goals and objectives of Legacy. We have selected those for which data is already being collected or can readily be obtained. New ones can either replace or supplement existing ones. Progress in reaching the benchmarks will be assessed annually and a major review of indicators and benchmarks will take place in 2005 when a review of Legacy is scheduled to take place.

The proposed indicators, existing and historic data for these indicators and benchmarks for 2005 follow. The benchmark figures for the year 2005 were derived by combining projections available from relevant agencies with City-County Planning Board projections based on implementation of the policies and actions proposed in the plan. In some instances projections were not available from other sources and City-County Planning Board projections were used.

Brief explanations of how the benchmarks were determined and data sources are given below each benchmark.
### Compact Development:

1. **Percentage of new residential subdivisions approved in the Municipal Services Area (MSA).**
   - 1995 - 85.9%
   - 1996 - 93.6%
   - 1997 - 98%
   - 1998 - 91.6%
   - 1999 - 95%

2. **Density of new single family development in the MSA**
   - 1995 - 2.0 lots/acre
   - 1996 - 2.5 lots/acre
   - 1997 - 2.8 lots/acre
   - 1998 - 1.8 lots/acre
   - 1999 - 2.1 lots/acre

3. **Density of new multifamily development in the MSA**
   - 1995 - 10.5 units/acre
   - 1996 - 7.2 units/acre
   - 1997 - 8.2 units/acre
   - 1998 - 8.6 units/acre

These three indicators set targets that will be used to determine the extent to which we succeed in achieving the goal of limiting sprawl and concentrating development within the Municipal Services Area (MSA). The MSA is the area currently served by adequate infrastructure and services and shown on the Growth Management Plan Map. The benchmarks will measure the extent to which policies in Legacy concentrate residential development more than in the past and more efficiently utilize existing infrastructure. Data to measure success in achieving benchmarks for these three indicators will be obtained annually from the City County Planning Board (CCPB).

Existing data shows that most new residential subdivisions approved are located in the MSA. The highest percentage of new approved residential subdivisions located in the Municipal Services Area in the last five years was 98% in 1997. Although the percentage has dropped since then it is assumed that implementation of policies to discourage rezonings to more intense development in the Rural Area and to stimulate new development in slow growth areas of the Municipal Services Area would at least facilitate attainment of the 1999 level of 95%. The benchmark is therefore set at 95%.

Concentrating development within the Municipal Services Area includes increasing densities of both single-family and multifamily development in the MSA. Data on past trends show that in the recent past densities for both single-family and multifamily development in the MSA have varied quite a lot. The density of approved single-family residential subdivisions for the year 2000 was 1.9 lots per acre. There have, however, been higher densities in the recent past, as high as 2.8 lots per acre in 1997. The benchmark density for 2005 is, therefore, set at 3 lots/acre considered achievable within the time frame allowing for implementation of Legacy’s recommendations. The intention is to try by 2005 to exceed the 1997 level.

The benchmark density for multifamily development is 10 du/acre. Although this has been achieved in the recent past, multifamily density has not been consistently at or above that level. Implementation of plan recommendations on infill development, bonus densities, design guidelines and other policies should result in multifamily densities more consistently at or above this level between 2002 and 2005.

Data Source - Existing and Benchmark Data: City County Planning Board, Winston-Salem, NC.

### Balanced Development:

4. **Percentage of total new space located in East Winston-Salem**
   - **Industrial**
     - 1995 - 9.0%
     - 1996 - 2.8%
     - 1997 - 4.3%
   - **Office**
     - 1995 - 12%
     - 1996 - 5%
     - 1997 - 5%
   - **Retail**
     - 1995 - 5%
     - 1996 - 5%
     - 1997 - 5%

This indicator is designed to assess the success in achieving the objective of more balanced growth and development in Forsyth County. It tracks the amount of new nonresidential development in the slow growth area of east Winston-Salem. Existing data reveals that in 1995 only 2.8% of all office space, 4.3% of retail space and 9.0% of industrial space were located in east Winston-Salem. No significant new office or industrial development has taken place in east Winston-Salem in the last five years. Only one modest sized shopping plaza was built in 1996. The benchmark is that at least 5% of new office and retail space and 12% of new industrial space including brown field development be located in east
Winston-Salem by 2005. The City is already leading the way in encouraging new development in the area with the Liberty Street Redevelopment Plan and its focus on the development of an airport business park. It is hoped that through private/public partnerships, the provision of infrastructure, and other incentives such as those associated with brownfield redevelopment a greater share of private investment will be attracted to this area.

Data Sources - Existing Data: 1995 Forsyth County Commercial Space Survey, Prepared by Bell & Gardner, Inc. Winston-Salem, NC; Benchmark Data: City County Planning Board, Winston-Salem, NC.

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transit Use and Vanpooling:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• 1993/94 - 3,808,051</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• 1994/95 - 3,720,421</td>
<td></td>
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<td></td>
<td>• 1995/96 - 3,396,644</td>
<td></td>
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<td></td>
<td>• 1996/97 - 3,370,065</td>
<td></td>
<td></td>
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<td></td>
<td>• 1997/98 - 2,785,195</td>
<td></td>
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<tr>
<td></td>
<td>• 1998/99 - 2,641,454</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Annual regional vanpool passenger trips</td>
<td>• 1992/93 - 209,037</td>
<td>485,536</td>
<td>600,000</td>
</tr>
<tr>
<td></td>
<td>• 1993/94 - 147,120</td>
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<tr>
<td></td>
<td>• 1994/95 - 260,448</td>
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<tr>
<td></td>
<td>• 1995/96 - 325,435</td>
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<tr>
<td></td>
<td>• 1996/97 - 417,358</td>
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<tr>
<td></td>
<td>• 1997/98 - 424,164</td>
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<td></td>
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<tr>
<td></td>
<td>• 1998/99 - 413,485</td>
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</tbody>
</table>

Vanpool passenger trips have been increasing over time though the rate of increase has varied widely. A 5% yearly rate of increase has been used to obtain a benchmark for 2005.

Data Sources - Existing Data: Winston-Salem Transit Authority, Winston-Salem, NC; Benchmark Data: WSTA and City County Planning Board, Winston-Salem, NC.

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vehicle Use:</td>
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</tbody>
</table>

This indicator will be used to determine whether one of the objectives of Legacy to reduce the number and length of automobile trips is being met. At present the growth rate of vehicle miles traveled is higher than the population growth rate. Based on population data and data on vehicle miles traveled from The 2025 Multi-Modal Long Range Transportation Plan for Forsyth County, the Piedmont Triad Regional Transportation Study for the Triad Region, and the 1998-1999 Air Quality Report for Forsyth County the ratio of growth in vehicle miles traveled to population growth between 1994 and 1999 has been calculated as 2.94 to 1. Projections indicate that, for the period 1999 to 2005, this ratio should decrease to 2.76 to 1. This projection is the benchmark for 2005 and is intended to reflect changing patterns of growth and development that reduce vehicle miles traveled.

Data Source - Existing and Projected Data: Piedmont Triad Regional Transportation Study; The 2025 Multi-Modal Long Range Transportation Plan for Forsyth County; 1998-1999 Air Quality Report; Office of State Planning - State Demographics; City County Planning Board, Winston-Salem, NC.
These indicators are a measure of progress in achieving the goal of a vibrant downtown Winston-Salem with a variety of uses and activities. The year 2005 benchmark for the number of people working downtown took into consideration existing data and the proposals for development in downtown. The latest data for new office space in downtown shows that approximately 345,000 square feet has been added in the last couple of years. The benchmark for new office space was, therefore, determined by assuming implementation of existing proposals for specific sites, taking into consideration proposals of the New Century Plan for Downtown Winston-Salem to create an additional 600,000 square feet of office space in the downtown in the next 5-10 years and proposals for the Piedmont Triad Research Park. A job creation rate of 1 job per 150 square feet was applied to the benchmark for office space to calculate additional employment generated by office development.

Although it is expected that new retail space will be built, particularly restaurant space, the indicator chosen was reducing the amount of vacant retail space. The high incidence of vacant space has a negative impact on downtown vibrancy and must be reduced. The proposal is to reduce it by one-half. Some additional jobs will accompany this reduction in addition to jobs created by new retail space.

benchmark is aimed at reducing this percentage over time. No yearly data is available but the year 2000 census will be used to evaluate the benchmark and adjust it as necessary.

Data Source: Decennial Census 1990

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Character:</td>
<td>13. Residential developments with traditional neighborhood character</td>
<td>near 0</td>
<td>10%</td>
</tr>
</tbody>
</table>

Legacy encourages the development of Traditional Neighborhood Developments (TNDs), a compact form of development and an alternative to existing suburban subdivisions. This benchmark will measure progress in building residential developments with traditional neighborhood character. The Action Plan proposes the development of guidelines, design standards, and ordinance amendments to promote this form of development. Criteria to identify traditional neighborhood character could include the following:

- a mix of shops and offices at the edge of the neighborhood
- a discernible neighborhood center
- a range of density
- a variety of dwelling types
- a variety of street types from boulevards to neighborhood streets designed for safely accommodating automobiles, bicyclists and pedestrians
- an interconnected street network
- convenient and safe connections to public transportation
- pedestrian friendly sidewalks and streetscapes
- small community playgrounds and parks or other public amenities within walking distance
- siting of houses on smaller lots
- siting of residential and nonresidential buildings closer to streets
- streets lined with buildings and trees
- parking lots which are located at the sides and rear of buildings
- residential garages that do not dominate the street

At present there are a very limited number of new developments that have some elements of a traditional neighborhood character but they are not classified as TNDs. A benchmark that 10% of new developments take the form of TNDs is considered by the CCPB as desirable and a good beginning to changing the character of neighborhood development.

Data Source - Existing and Benchmark Data: City County Planning Board, Winston-Salem, NC

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Landscaping:</td>
<td>14. Number of trees per year planted by public agencies along major streets and in neighborhoods</td>
<td>1995 - 1200 (W-S)</td>
<td>2000 (W-S)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1996 - 1200 (W-S)</td>
<td>2500 (FC)</td>
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<tr>
<td></td>
<td></td>
<td>1997 - 1500 (W-S)</td>
<td>2005 (W-S)</td>
</tr>
</tbody>
</table>

This indicator addresses Legacy objectives of well designed and landscaped roadways and developments which promote a pleasing, livable, and sustainable community. The benchmark is based on the proposed projects and projections of the Department of Roadway Appearance, City of Winston-Salem, stated objectives of Legacy and tree planting in other municipalities. At present about one-third of trees planted in Winston-Salem are neighborhood plantings and two-thirds are major new roadway projects, existing roadway enhancements and other community projects. Tree planting in Winston-Salem has increased from an annual total of 1,200 in 1995 when the Department of Roadway Appearance was established to 2,000 in the year 2000. It is projected by the Department of Roadway Appearance that the number of trees planted in Winston-Salem will increase to an annual total of 2,200 by 2005. Three hundred additional trees are projected for other municipalities. The benchmark for publicly planted trees in Forsyth County for the year 2005 is therefore 2,500.

Data Source - Existing and Projected Data: Department of Urban Forestry, Roadway Appearance, City of Winston-Salem, NC; City County Planning Board, Winston-Salem, NC.
Air Quality:

15. Days per year rated as having good air quality

- 1996 - 238; 1997 - 232; 1998 - 246; 1999 - 183

This indicator measures the level of achievement of the objective of improved air quality to protect the health and enhance the economic development potential of our community. Air Quality Index Data which stipulates the number of days with good, moderate or unhealthful air quality based on levels of air pollutants is available from the Forsyth County Environmental Affairs Department. Recent data shows that the highest number of good air quality days was 246 days in 1998. There has been a decrease in good air quality days to 183 days in 1999 and 189 days in 2000. This change was due to a significant extent to a change in the method for assessing air quality. The benchmark aims to increase good air quality days to the 1998 level.

Data Sources - Existing Data: Forsyth County Environmental Affairs Department, Winston-Salem, NC; Benchmark Data: City County Planning Board, Winston-Salem, NC.

Water Quality:

16. Miles of streams classified as impaired (only partially supporting or not supporting their uses)

- 13.4 miles
- 10 miles

The water quality of our streams is one indicator that can be used to measure whether we are achieving the goal of preservation of our environmental resources and the objective of available clean, high quality water to meet the domestic, economic and recreational needs of the community. Use support ratings are a method used by the State to determine whether the quality of streams is adequate to support uses such as swimming, fishing or water supply. Streams in Forsyth County have been rated by the NC Division of Water Quality. Salem Creek and Reynolds Creek are rated only as partially supporting their uses. Ratings of streams can be changed from impaired (only partially supporting or not supporting their uses) to fully supporting with improvement in water quality. At present Forsyth County has 13.4 miles of streams rated as impaired. The benchmark is to reduce by approximately twenty five percent the miles of impaired streams in Forsyth County.

Data Sources - Existing Data: Yadkin-Pee Dee River Basinwide Water Quality Management Plan- 1997 prepared by the Water Quality Section, NC Division of Water Quality, Raleigh, NC; Benchmark Data: City County Planning Board, Winston-Salem, NC.

Waste Disposal:

17. Percentage increase in tons per capita waste generated above base year 1988 - 1989

- 1998/99: 15%
- 1999/00: 9%
- Benchmark: 5%

This indicator measures the extent to which the community has achieved the objective of improving environmental quality by reducing the amount of solid waste going to landfills. Legacy outlines a number of initiatives aimed at achieving this reduction. State statute allowed each community to choose a baseline year for waste reduction calculations. Forsyth County chose 1988-1989 considered to be representative of typical waste generation in the County. In that year the tons of waste generated per capita was 1.34. This has increased since then and was 1.54 in 1999, which was 15% above the base year. The 10 Year Solid Waste Plan for Forsyth County and Municipalities has set a goal for 2005 to reduce this percentage increase to 5% above the base year. Reduction of tons of waste generated per capita to below that of the baseline year is projected for the 2005-2010 period. The Solid Waste Plan's goal for 2005 is the benchmark used here.

Data Source - Existing and Benchmark Data: 10 Year Solid Waste Plan for Forsyth County and Municipalities; Solid Waste Management Department, Winston-Salem and Forsyth County Utility Commission.
### Parks:

#### 18. Total acres of parks

<table>
<thead>
<tr>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>6360 acres</td>
<td>7200 acres</td>
<td></td>
</tr>
</tbody>
</table>

This indicator measures the extent to which the community provides parks for its residents. The benchmark is based on the calculated acreage of parkland required to meet the needs of the projected population for 2005. Standards used are adopted standards for the provision of the various categories of parks outlined in Chapter 11. These adopted standards are adapted from the National Recreation and Parks Association standards and the North Carolina Outdoor Recreation Plan. Existing park acreage includes City of Winston-Salem, Forsyth County and other municipal parks. It also includes acres of school property that are available for public recreational use, including ball fields, tennis courts and other facilities.

**Data Sources** - Existing Data: Winston-Salem and Forsyth County Recreation and Parks Departments. Benchmark Data: City County Planning Board, Winston-Salem, NC.

### Open Space:

#### 19. Acres of Open Space

<table>
<thead>
<tr>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>1211 acres</td>
<td>1651 acres</td>
<td>1921 acres</td>
</tr>
</tbody>
</table>

This indicator measures the extent to which the community sets aside open space for passive recreation and enjoyment of natural areas, protection of environmentally sensitive areas and maintaining rural character. This has been done in the past through the Farmland Preservation Program and other preservation initiatives such as those undertaken by the Piedmont Land Conservancy. This benchmark is based primarily on the recommendations of the Forsyth County Department of Conservation of Natural Resources. It includes the acreage of farmland in the top priority applications to the farmland preservation program for purchase of development rights. It also assumes purchase by nonprofit organizations of easements or development rights of smaller amounts of open space or environmentally sensitive land.

**Data Sources** - Existing Data: Forsyth County Department of Conservation of Natural Resources, Farmland Preservation, Winston-Salem, NC; Benchmark Data: City County Planning Board, Winston-Salem, NC.

### Greenways:

#### 20. Miles of greenways/biketrails

<table>
<thead>
<tr>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>15.7 miles</td>
<td>16 miles</td>
<td>26 miles</td>
</tr>
</tbody>
</table>

Legacy proposes a network of greenways designed to enhance the community’s quality of life. Greenway trails provide recreational opportunities and are also considered bicycle trails that form an integral part of a transportation system, providing an alternative means of transportation. This indicator measures progress in adding to the existing greenway system.

The benchmark for greenways is based on improving the rate of greenway trail development where a substantial number of easements have already been obtained and where there is a demand for trails. Trails projected to be developed by 2005 include sections along the Brushy Fork, a section along the Muddy Creek, the Waughtown Connector, the Strollway extension and possibly a section of the regional Piedmont Trail.

**Data Sources** - Existing and Benchmark Data: City County Planning Board, Winston-Salem, NC; Forsyth County Parks and Recreation Department; City of Winston-Salem Parks and Recreation Department.
### Open Space Subdivisions:

21. **Subdivisions with open space design**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>near 0</td>
<td>10%</td>
<td></td>
</tr>
</tbody>
</table>

This benchmark measures the number of open space subdivisions built where houses are physically grouped on part of a site while leaving significant open space undeveloped. This open space contributes to the total open space available in our community. Data has not been collected to date on subdivisions with open space designs. It is proposed that data collection begin with plan approval and the adoption of open space subdivision regulations for inclusion in the Unified Development Ordinances. A benchmark that by year 2005, 10% of all subdivisions are of an open space design is considered desirable.

**Data Source:** City County Planning Board, Winston-Salem, NC.

### Educational Facilities:

22. **Percentage of total classrooms that are mobile classrooms**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Past Trends</th>
<th>2000 or Latest Data</th>
<th>Benchmark Year 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1998 - 12.1%</td>
<td>9%</td>
<td>5%</td>
</tr>
</tbody>
</table>

A high quality education system requires the provision of adequate school facilities. The percentage of total class rooms that are mobile class rooms can, therefore, be considered one indicator of the availability of adequate school facilities for the County's school children. In 1998 there were 311 mobile classrooms used to supplement existing classrooms because of the shortage of permanent classroom space. This represented approximately 12% of total public school classrooms. There has, however, been an improvement in this situation. In 2000 mobile classrooms numbered 237. The objective here is to further improve this situation over the next few years. The benchmark for 2005 is that mobile classrooms do not exceed 5% of total classrooms.

**Data Sources:**
- Existing Data: Decennial Census
- Benchmark Data: City County Planning Board, Winston-Salem, NC.

### Integration:

23. **Percentage of white and minority residents who live in segregated neighborhoods**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>1980 - 75.2% (White);</th>
<th>1990 - 73% (White);</th>
<th>2010 - 68% (White);</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>65.7% (African American)</td>
<td>53.6% (African American)</td>
<td>45% (Minority)</td>
</tr>
</tbody>
</table>

This indicator measures the extent of segregation in neighborhoods and is relevant to the objective of increasing levels of integration and racial harmony. The data for this indicator is only available from the decennial Census. The 2000 Census data will allow assessment of changes since 1990 and will enable setting of a realistic benchmark for 2005. The interim benchmark used reflects the 1980-1990 level of change and will therefore be amended as necessary when 2000 census data is available. The existing data indicates the percentage of Whites and African Americans who live in segregated neighborhoods. Benchmark data includes other minority groups. The number of Hispanics in the community has increased significantly in recent years and is expected to continue increasing. A census count will not be available again until 2010.

**Data Sources:**
- Existing Data: Decennial Census
- Benchmark Data: City County Planning Board, Winston-Salem, NC.
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