

Established under special enabling legislation that authorized the Board in 1947, the City-County Planning Board (CCPB) is the longest standing joint planning operation between a city and county in North Carolina. This past year marked an important 60th anniversary milestone of these combined efforts. Over the course of the year, the Planning Board honored past, present and future efforts of all involved in planning the community. The Planning Board also commemorated the first meeting of March 3, 1948 with a photograph at its first meeting in March of this year that replicated the setting of the 1st Planning Board meeting. The photograph of Planning Board members looking over maps of the community, now hangs side-by-side to the original.

This annual report is required under its established procedures, and this report covers the time period of the last fiscal year, July 1, 2007-June 30, 2008. The Board is comprised of nine citizens appointed jointly by the Forsyth County Board of Commissioners and the Winston-Salem City Council. There were no changes to the make-up of the Board this past year, thus knowledge and familiarity continued to grow amongst Board members with regard to its work. The Board generally meets twice each month and more often, as the need arises. Board members continued their practice of allowing for extra meeting time in order to better understand various proposed draft text amendments and other work program initiatives. These extra efforts helped to add value to the recommendations the Planning Board made to the elected



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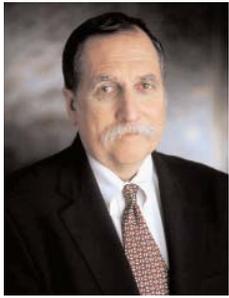
bodies on several of the issues that were considered.

Last May, the Planning Board adopted the 2007-08 work program, which is used to guide future Planning staff activities. A major component of the Board's planning work program is defined by the adopted comprehensive plan for the City and County, *Legacy*. The Planning Board and staff also perform other planning duties as requested by the City of Winston-Salem, Forsyth County and the smaller

municipalities of Forsyth County. The following narrative describes the work of the Planning Board and its staff during the 2007-08 fiscal year. The work can be summarized as falling under several general categories: *Legacy*-related work items; downtown/central city work items; historic preservation; appearance and open space; special topics planning issues; small town planning; and development review/regulation and administrative matters.

LEGACY-RELATED PLANNING

The *Legacy* Citizens Oversight Committee met this past fall and winter for its annual assessment of progress in implementing *Legacy* and found that in general, the implementation of *Legacy* has been proceeding steadily since its adoption over six years ago. In fact this past year brought codification to many long and ongoing implementation text amendment efforts. Also on a celebratory note, the Committee's previous year



Ed McMahon

suggestion of a five year reunion of those involved in *Legacy* did occur in October 2007. The Urban Land Institute's Ed McMahon, a nationally renowned planning expert was the keynote speaker for

that event as well as the CAC awards program. In a captivating and fun way, Mr. McMahon impressed upon the importance of character of community, much of what *Legacy* espouses.

Area Plans

Planning staff and the Planning Board devoted attention to **six** different area plans over the last fiscal year. The *East/Northeast Area Plan* was adopted by the City-County Planning Board as well as the Winston-Salem City Council. In addition, the *Southwest Suburban Area Plan* was just recently adopted the Winston-Salem City Council after a recommendation for approval by the Planning Board. The extremely successful 2002 *Downtown Plan* was again updated as downtown continues to become the desirable area for dining, living, working and playing. Work is about to start on the *Southeast Suburban Area Plan*. Work has also just started on the new *Southwest Winston-Salem Area Plan* that covers the Ardmore, Hanestown, and Biltmore neighborhood areas. Planning staff is currently working to create citizen's committees which will participate in this effort. Additionally, Planning Staff provided assistance with an update of the *Clemmons Area Development Guide*. The Area Plan Implementation

Status Report also received its annual update. This report contains all area plan recommendations, their status, and suggested timing, along with budget and capital improvement project implications, and will be used by various departments as they develop their work programs and budgets.

Growth Management Plan

The CCPB is responsible for promoting the growth management policies as outlined in *Legacy*. Over the past year, relevant actions or initiatives took place related those policies:

- Continuing construction on multiple downtown commercial and residential projects, which involved several rezonings as well as a Growth Management Plan Map amendment that included the mixed use development incorporating a 5,500 seat baseball stadium,
- The adoption of a residential infill ordinance that promotes the retention of existing neighborhood characteristics for properties located within Growth Management Area (GMA) 2 (Urban Neighborhoods), an area that contains our oldest and most densely constructed residential neighborhoods,
- Continued development of the previously undeveloped Peters Creek Metro Activity Center (WalMart and Lowes, plus rezoning for a mixed use village adjacent to them),
- Continued design and area plan assistance to the three funded Revitalizing Urban Commercial Areas (RUCA) and assistance which has also enabled further refinement of the instructive "how-to" manual for those wishing to apply for future RUCA funds,
- Implementation of various elements of the *Southeast Gateway Plan*,
- Development of a transportation and land use concept for the Beltway and Kernersville Road Interchange Plan; and
- Continued success with outreach initiatives with developers and property owners regarding the future light rail corridor which runs east-west through Winston-Salem and parallel to the Stratford Road area.

Text Amendments

Since 2005, 41 text amendments have been adopted by the elected bodies that in some way effect the amount of regulation experienced by the development and business communities. 76%, or 31 of these amendments have in some way reduced regulations shortened the approval process, or provided increased flexibility for petitioners. An example of this was the adoption of Special-Use Limited Zoning, which allows petitioners to place conditions on properties without the expense of a site plan and is particularly advantageous in the early stages of land development. Likewise the General Business (GB) zone district was amended this past year to allow greater flexibility for pedestrian oriented setbacks and on-street parking. An Agricultural Tourism use classification was also approved by the County Commissioners, which allows for agriculturally based businesses to have related accessory uses such as a restaurant with a winery.

Ten text amendments since 2005 have in some way increased development or site planning standards or in some way made the approval process more deliberate. Those amendments were developed in response to the direction of *Legacy*, the Planning Board's adopted work program, or by special request from the elected body. An example of this type was the considerable discussion and input by stakeholders which led to unanimous approval this past year of amendments to the Planned Residential Development (PRD) standards by the City and County. These changes will improve the quality and amount of open space preserved in the community. After considerable stakeholder input a residential infill ordinance applicable to GMA 2 (Urban Neighborhoods) was also adopted by the City Council. It establishes basic neighborhood dimensional characteristics that should be maintained with new development. Allowances for unique circumstances are also accommodated with a special use permit from the Zoning Board of Adjustment.

The draft Tree Ordinance continues to keep Planning staff busy. This ordinance originated by the Community Appearance Commission was remanded back to staff by both the City Council and County Commissioners in 2005 in order to discuss fiscal implications, as well as the types of development a tree ordinance may effect. A facilitated stakeholders committee then met for almost two years discussing the components of the draft ordinance. City Council directed staff to use the committee input in drafting a text amendment beginning in the fall of 2007, with the intention of receiving the amendment for consideration in the summer of 2008. After numerous stakeholder meetings, meetings with the City and County Managers, City Council committees and others, the draft is currently before the Planning Board for review. It is anticipated to be heard by the fall.

Public Education

In keeping with the *Legacy* Citizens Oversight Committee recommendations, the Planning staff in cooperation with WSTV 13, The Government Channel, has continued to host a bimonthly 30 minute educational show concerning *Legacy* issues. During the past year, episodes featured Historic Preservation, a *Legacy* Update, Area Plans, and a Planning Board discussion of Mr. McMahon’s keynote speech, ‘Dollars and Sense of Preserving Community Character’. TV 13 has also continued to run the Department’s “commercials” or Public Service Announcements (PSAs) that highlight a principle of community growth or improvement that is emphasized in *Legacy*. The Department bimonthly newsletter also continues to inform a wide variety of stakeholders in the community of the planning activities which are being conducted, and how they can get more information or participate in the new

initiatives. One component of the Planning Staff’s educational outreach is the *Legacy* Toolkit, which is made up of varying forms of educational and “how-to” information relating to planning issues. The Toolkit is growing in size and becoming more and more of a valuable resource for our users.

Economic Development

Planning staff also updated this past year the *Forsyth County Trends and Profiles Report*. Known as the ‘Trends Report’, it provides various statistics from the 2000 census that have been broken into blocks representing the 22 geographic ‘planning areas’ that encompass Forsyth County. The intent of the report is to be an easy to read and informative economic tool for development within the community. Some of the categories that it includes are: household income, diversity, education levels, and age and gender breakdowns.

2007 DOWNTOWN WINSTON-SALEM/ CENTRAL CITY PLANNING

The Downtown Plan was updated and adopted again in fall 2007.

Amazing progress and momentum continues for downtown redevelopment. Multiple residential projects, totally nearly \$100 million are either underway or are in the final stages of completion.

These are creating at least 295 new residential units. Within a 2-mile radius of downtown there are now 38,364 residents, a figure that is steadily growing. Planning Staff is also an active participant in the Infrastructure and Development Committees of the Downtown Winston Salem Partnership (DWSP). Ideas included in the Downtown Plan Update and being promoted by DWSP involve concentrating pedestrian-oriented retail uses in an “L-Shaped” corridor

heading eastward from the Stevens Center on Fourth Street, and turning northward along Trade Street to 7th Street. The “L” connects the “performing arts” anchor to the west, with the “visual arts” anchors to the north, interspersed with “Restaurant Row” along Fourth Street, and other supplementary retail uses.

Civic Plaza, preliminarily a \$60 - \$70 million mixed retail/office/residential

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Project	Location	Residential Units	Commercial (Square Feet)	Capital Investment
Trader’s Row	530 N. Trade St.	16	~60,000	\$13 million
Brown Rogers Dixon	Corner North Main and 7th Streets	85	N/A	~\$14 million
4th and Green (West End Village)	800 Block W. 4th St.	54	~2,650	~\$15 million
The Gallery Lofts	600 N. Chestnut St.	77	N/A	\$18 million
Tobacco Square	838 Oak St.	30	N/A	~\$10 million
One Park Vista	202 West 4th St.	33	~5,600	~\$17 million

(2007 Downtown Winston-Salem/
Central City Planning continued)

high rise development, would be a central anchor located at the bend in the "L." An outdoor public space and below grade parking deck, surrounded by new development and adaptive reuse of the historic Pepper Building would be involved in that project. The same developer involved with this, is also nearing completion of One Park Vista, a 33 condominium project located between 3rd and 4th streets and west of Trade Street.

Discussions continue regarding the development of a modern rail streetcar system and its benefit for the long-term development of downtown, the Medical Center, the Research Park, visitor attractions and the university campuses. The Downtown Partnership is also continuing their efforts to create a form-based design code for the business district in the core of downtown. With the assistance of a consultant and Planning staff, the Partnership is hoping to have a draft for review by spring 2009.

Revitalizing Urban Commercial Areas

Last year City Council selected three declining commercial areas (Liberty

Community Appearance

In April, the Community Appearance Commission (CAC) co-sponsored the 16th Annual Community Roots Day with Keep Winston-Salem Beautiful and the Division of Vegetation Management. Four hundred trees were planted this year in the Maple Street Neighborhood, near



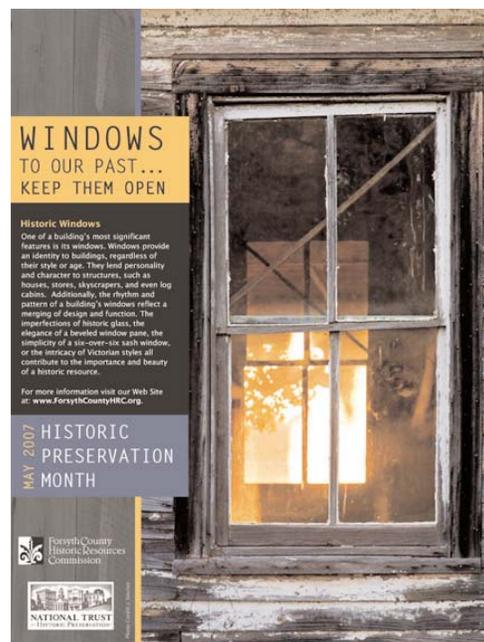
Street, Waughtown and Washington Park) in GMA 2 to receive a total of \$1.5 million for improvements. Now with improvements underway, Planning staff continues to play an active role assisting in the sites' redevelopment. These experiences are resulting in valuable information being gained about adaptive reuse concerns. This information is being used to draft changes to the UDO which will help bring up the appearance and functioning of businesses in older areas. The *Manual for Revitalizing Urban Commercial Areas* is also continuing to be a resource for alternative compliance measures. All of this better prepares staff to make recommendations for future RUCA grant/loan applications.

HISTORIC PRESERVATION PLANNING

The past year has been an active one for historic preservation planning. The following list highlights items that have involved historic preservation:

In May, staff and the Forsyth County Historic Resources Commission (HRC) continued efforts during Historic Preservation Month, by hosting the 2nd

Blum Park. The Technical Advisory and Project Review (TAPR) subcommittee, which reviews publicly funded projects in both Winston-Salem and Forsyth County, reviewed the Downtown Base-ball Park and the new Moore Elementary School building, among other projects.



biennial Heritage Awards celebration. Just like the first, it was a tremendous success. Mayor Joe Riley from Charleston was the keynote speaker and kept the crowd mesmerized with his stories of successful downtown development projects. The awards recognized and honored outstanding dedication and commitment to excellence in historic preservation in Forsyth County. Eight outstanding preservation projects were cited this year, in addition to the recognition of persons and organizations. The HRC also introduced a new award intended to memorialize and celebrate the life of Senator Hamilton C. Horton, Jr. A preservation month poster was also produced and the HRC held an historic marker unveiling for the former Maynard (Air) Field.

The HRC, in conjunction with the City-County Planning Board and the North Historic Preservation continued on page 5...

(Historic Preservation continued)

Carolina State Historic Preservation Office, continues to update the 1980 survey of historic architectural resources in Winston-Salem and Forsyth County. The consultant-produced survey update involves the photography of historic buildings and sites in the county.

OTHER SPECIALIZED PLANNING EFFORTS

Transportation Planning

According to an arrangement that has been in place for several years, Planning Staff provides assistance and support to the transportation planning efforts of the Winston-Salem Department of Transportation (WSDOT). Together, they provide the primary staffing for the Metropolitan Planning Organization (MPO). Planning staff provided significant administrative support to the work of the Technical Coordinating and Transportation Advisory Committees of the MPO, as well as substantive support to planning efforts. As a result, the *Pedestrian/Sidewalk Plan* for the City and County, and the *Collector Street Plan* were both adopted by the elected bodies. Work continues on various plans and studies that include, the *Safe Routes to School*, the *Comprehensive Transportation Plan*, and the *Long Range Transportation Plan* update.

Regional Planning

During the past year, the Planning Board Chair, the Director of Planning, and other staff continued to work with their colleagues from Kernersville, High Point, Greensboro, and Guilford County on the planning effort known as "Heart of the Triad". This effort focuses on an area straddling the Forsyth-Guilford County line, and involves a coordinated process to prepare land use and infrastructure plans which will accommodate new regionally supportive economic growth along with the residential and service uses necessary to make that economic growth manageable. This past year, a revised Heart of the Triad resolution

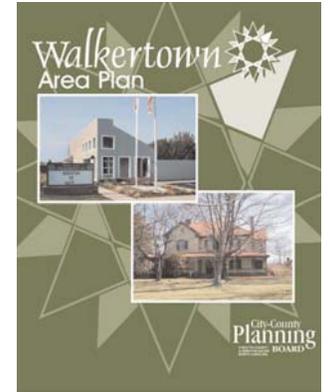
The results will then create a database which will assist the City to better direct and manage growth and development, while protecting and promoting historic resources. The National Register nominations for the Sunnyside/Central Terrace and Centerville Historic Districts in

Winston-Salem have been completed. Reynoldstown, a residential neighborhood in Winston-Salem, also received approval as a National Register Historic District. Finally, the Hope Area National Register Study has also been outlined and funded.

Small Town Planning Assistance

The City-County Planning Board handles zoning requests and general planning support for the towns of Rural Hall, Tobaccoville, and Bethania, since those communities remain in the zoning and planning jurisdiction of Forsyth County. Additionally, the City-County Planning staff also functions as the planning staff to the Town of Walkertown, which has its own planning/zoning jurisdiction and planning board. During this period, the Village of Clemmons finalized their movement toward having its own professional planner. City-County Planning staff continued to work with them as they finalized the update of the *Clemmons Area Development Guide*. The Town of Lewisville and the Town of Kernersville have their own planning jurisdiction,

planning board and planning staff. During the past year, Planning Staff provided additional planning assistance to Walkertown as they considered several UDO text amendments and zoning cases. Last year's adoption of the *Walkertown Area Plan*, which established long-term planning policies for the larger area including the Town of Walkertown, has greatly assisted in the analysis of items brought before the Walkertown elected body.



was adopted. This resulted in the formation of new committees and the initiation of a more detailed planning process.

Another regional planning effort is a cooperative one to complete the next phase of a regional commuter rail study which will qualify the region to receive Federal and State funds for such a system. Planners from all the jurisdictions have been involved in planning transit-supportive development in the areas adjacent to each of the possible stations on this east-west route which will link eastern Greensboro through to the Hanes Mall area in the first phase.

Rural Preservation

As a result of an expressed desire to provide additional tools for encouraging rural and farm preservation, Planning staff worked with the Soil and Water Conservation Board to develop a

draft Voluntary Agricultural District, which was adopted by the Board of Commissioners. Also, an Agricultural Tourism text amendment was drafted by Planning staff and approved this past year by the County Commissioners. This district allows a range of uses not normally allowed in rural areas if associated with a principal agricultural use that is also designated a Voluntary Agricultural District.

Orthophotography and Mapping

The next fly-over for an orthophotography and mapping project is scheduled for 2010, which will coincide with the 2010 Census. Orthophoto maps from the 2005 fly-over are available for viewing at the Planning Offices zoning counter at map scales of 1" to 200' (1:2400) for the whole project area and at 1" to 100' (1:1200) for the greater downtown area. Digital images are also

Orthophotography continued on page 6...

(Orthophotography continued)

available for download in Seamless Image Data (SID) format from the City's GIS web page, <http://www.GIS.cityofws.org>. These maps were used to update the County Tax Office's GeoData Explorer application at <http://www.forsyth.cc/tax/geodata.aspx>. Additionally, planimetric and topographic data is available as hardcopy maps at the zoning counter and is also downloadable in CADD (DWG) format from the City's GIS web site.

DEVELOPMENT REVIEW ACTIVITIES

The following summarizes development review activities processed and coordinated by the Planning Board staff for the past fiscal year:

Preliminary subdivision plans approved	19
Final plats approved	190
Site plans approved through Planning Board Review	14
Minor subdivisions approved	143
Zoning Caseload	
General Use rezoning requests	11
Special Use Limited	14
Special Use rezoning requests	41
Special Use Permits	7
Jurisdictional transfers of zoning (County to City)	3
Site Plan Amendments	6
Total Zoning Cases	82
Staff site plan changes to approved special use district site plans	47
UDO Text amendments processed	13

A special note should be made concerning *Unified Development Ordinances* (UDO) text amendments. Text amendments are initiated in several different ways: 1) by an outside party, usually a development interest, which submits a request for an amendment; 2) by Planning or Inspections staff, through either a review of practical problems or issues in interpreting or administering the ordinance, or through a implementation of a planning initiative specified in the Planning Board's adopted annual work program; or 3) by special request of the Planning

Board or the City or County elected bodies. As UDO text amendments are adopted, the UDO is updated on the MuniCode website bi-monthly.

The Planning Board places a high value on good customer service, both for the development community, as well as citizens. Building upon that, the Planning Board hired Paul Zucker, a nationally recognized expert to assist them in assessing the customer service provided by the Planning Department through its various processes. The specific intent was to determine how things were going; and a report that documents what is working well and what can be improved. Mr. Zucker utilized several stakeholder focus groups, a survey of numerous development and citizen customers, discussions with the

Planning Board, other department heads, City and County Managers, chief elected officials as well as others in order to complete his evaluation. His final report included findings and targeted recommendations. Overall, Mr. Zucker found

that the Planning staff were highly professional, helpful, and responsive in providing service to its diverse customer base. However, there were also areas that were identified for additional improvement. The Planning Board is currently in the process of reviewing and approving an action plan in order to address the recommendations. Additionally, Planning and other departments have been participating in a UNC Institute of Government development review benchmarking study of nine North Carolina communities and three national model communities known for development customer service. The

study identifies opportunities for all development review departments to have a better coordinated plan and permitting review process. The City Council will soon be reviewing the findings and recommendations.

ADMINISTRATIVE MATTERS

Budget and Staffing

The budget for 2008-09 was approved by the City and County in June. This year's budget allocates \$3,002,810 to the City-County Planning operation. It is also slightly higher (1.4%) than last year's (\$2,960,260), with one vacant project planner position frozen due to the economic slowdown. The Planning Board's work this past year was supported by a 29-person professional Planning staff. During the past year there were several staff changes. Amy Crum was welcomed to the Cultural and Environmental Resources Team (CERT) as a project planner to fill the position vacated by Lynda Schwan. This position primarily staffs the Community Appearance Commission (CAC). Aaron King was promoted into Chris Murphy's principal planner position after Chris left to join the Inspections Division as Assistant Director. Aaron now co-leads the Development and Design Review (DDR) Team with David Reed. Two vacant positions, formerly held by assistant planner Myra Stafford and GIS project planner Chuck Davidson, are currently being advertized and should be filled shortly. Finally, Kelly Bennett was hired as a planner to replace Jesse Beckom, who left to pursue a place on the U.S. Olympic Bobsled team. Addressing, a county-wide function added to the Planning Department last year, continues to be a much larger undertaking than originally anticipated. As a result a temporary staff person has been added to assist the Address Coordinator.

LOOKING AHEAD TO 2008-09

The Planning Board in June 2008 adopted a new work program to guide the work of staff in the new fiscal year. The adopted work program is also being distributed via the Text Distribution List. This is an email list of stakeholders who have been identified, or have requested, to receive all pending text amendments that the Planning Board reviews. Currently more than a 100 stakeholders receive this information.

The challenges of moving to implement *Legacy* through ordinance amendments rather than guidelines continues to be great as demonstrated by the discussions with stakeholders concerning significant new UDO text amendments listed in the Planning Board's work.

As strong as the support was for the adoption of *Legacy*, a communitywide plan of that type is still general in

nature. There are still many details to be worked out about how the vision described in the plan translates into specific development regulations, more detailed small area plans, and specific plans for public improvements and other specialty subjects. Having clear and concise ordinances which define community planning expectations will only benefit the community as we grow in the coming years.

In addition to implementing *Legacy* through ordinance amendments, an important aspect of the plan is the emphasis on smaller area planning to fill in the details of how specific land uses fit within specific areas of the City and County. Although much progress has been made to prepare area plans since *Legacy*, there are still a number of central city and suburban

area plans that remain to be done in order to have County and City-wide coverage.

The Planning Board and staff look forward to the challenges and opportunities during 2008-09 in providing what its mission statement calls for: **“visionary leadership in comprehensive, creative planning for our urban and rural community, and responsible stewardship of the natural environment.”** Through its many hours of work and careful deliberation on the various issues before it, the Board continues to demonstrate that it **“values a beautiful, livable, harmonious, and economically successful community.”**

August 21, 2008 City-County Planning Board

Arnold G. King, Chair
Jerry L. Clark, Vice-Chair
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Carol Eickmeyer
Arthur King
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Lynne Mitchell
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*The City-County Planning Board and staff are funded jointly
by the City of Winston-Salem and Forsyth County.*

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of Winston-Salem and Forsyth County
is to assert visionary leadership in comprehensive,
creative planning for our urban and rural community,
and responsible stewardship of the natural environment.
We value a beautiful, livable, harmonious,
and economically successful community.**

60th Anniversary of City-County Planning Board

- March 3, 1948 – organizational meeting, after having been authorized by special legislation in 1947 as the first City-County planning venture in North Carolina
- Since the formation of the Planning Board on that date, 93 citizens of the City and County have served as members, including several Mayors and Chairs of County Commissioners who initially served on the Board.
- Initial planner Russell VanNest Black, followed by 6 Planning Directors since
- Series of articles in the Winston-Salem Journal and Sentinel in mid-1940's highlighted planning discussions and efforts that led up to the creation of the Planning Board.
 - From 1900-1930, Winston and Salem's population increased 6 times to 75,000 in 1930.
- Except for the planning the Moravians did when they initially settled the Wachovia Tract and later established Salem, and then Winston, little planning had been done since
- 1919 – NC General Assembly authorized local governments to fund and create local planning boards
- 1920 – Winston-Salem Chamber of Commerce concerned enough about haphazard growth, traffic, and its long-term effect on the future of the community that it commissioned a preliminary master plan prepared by the engineering firm of Morris Knowles
- Board of Aldermen created a City Planning Board in 1921; nothing much came from it and it was eventually disbanded
- Early 1930's saw another effort to create a master plan and zoning ordinance – zoning ordinance drafted by Knowles was adopted. Beltway was proposed to deal with the extreme congestion that was expected at the center of the city by all the state and federal highways converging there. Cost of Beltway was estimated by the state in the mid-1940's at \$2,650,000
- Concern very strong in the mid-1940's that with all the growth expected, development would be piecemeal and scattered, and previous efforts to fix problems were also piecemeal
- 1948 saw the establishment of the City-County Planning Board, preparation of a new City-County Plan, adoption of new zoning ordinance, and adoption of a subdivision ordinance for Forsyth County.
- Since then, comprehensive plan revisions have occurred in 1959, 1969, 1977, 1987, and 2001. Special subject plans have been prepared for parks, libraries, greenways, transportation, neighborhood revitalization, redevelopment areas, downtown, and scenic routes. Numerous small area plans have been done for neighborhoods or collections of neighborhoods. Zoning ordinances have been continuously updated, and were reprinted in 1955, 1963, 1967, 1973, 1982, 1988, 1994 and 2007.