Under special State enabling legislation, the City-County Planning Board of Forsyth County and Winston-Salem is responsible for preparing and maintaining a comprehensive plan for Forsyth County. *Legacy*, the current comprehensive plan, was adopted in 2001.

Comprehensive plans take a broad, communitywide perspective for guiding growth and development. *Legacy* includes chapters on growth management, transportation alternatives, regional planning and development, economic vitality, environmental quality, open space, parks and recreation, city and town centers, building better neighborhoods, community character, community life, and active citizenship.

The Planning Board prepares a series of Area Plans for the City and County in an effort to translate *Legacy* into more precise terms which can be followed on a community level. An Area Plan generally contains information about the planning area's existing conditions and recommendations for guiding future growth and development. Citizen participation is an important part of the Area Plan process, and a Citizen's Advisory Committee is created by the Planning Board to work with staff as they interpret *Legacy* for each individual community.

Area Plan boundaries are determined in part by the growth management plan in *Legacy*. This series of Area Plans cover the Urban Neighborhoods as defined in the *Legacy* plan. Urban neighborhoods are older neighborhoods with commercial, industrial, and institutional development built mostly before 1940 that surround the Center City of Winston-Salem. The Urban Neighborhoods area has been divided into study areas based on geography and common features.

An Area Plan does not change the zoning of an area. The Plan contains guidelines to help the Planning Board, governing bodies, community leaders, and neighborhoods of Forsyth County make decisions on zoning, public investment, and private initiatives. Upon adoption, each Area Plan becomes a part of the comprehensive plan, *Legacy*. While the Area Plan process seeks the extensive involvement on the part of residents, property owners, and investors, the Planning Board has the responsibility to see that each Area Plan is consistent with the broad public interest and with the elements of the comprehensive plan.
Southeast Winston-Salem Area Plan

Adopted by City-County Planning Board: January 24, 2002
Adopted by Board of Aldermen: May 6, 2002
Publication Date: August 30, 2002
One of the most impressive church structures in the Southeast Area is the Waughtown Baptist Church, erected around 1919.

Within the planning area, there are a number of parks and recreational facilities such as the Reynolds Park Golf Course.
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**Introduction**

**Boundaries Of The Study Area**

The Southeast Winston-Salem planning area, as shown on Map 1, encompasses approximately 4,000 acres. The planning area is bounded on the north by I-40 Business, the Norfolk-Southern Railway and property lines between Terry Street and Wintergreen Road; on the east by Martin Luther King, Jr. Drive, Salem Lake, a tributary of Salem Lake, Hall-Woodward Elementary School, Wintergreen Road, Coleen Avenue, and Oaklawn Memorial Garden Cemetery; on the south by I-40; and, on the west by US 52.

The entire Southeast planning area is within the limits of the City of Winston-Salem. The planning area is almost entirely in the Southeast Ward except a small portion close to Salem Lake and the area around Winston-Salem State University which are in the East Ward.

**Relation Of Study Area To The Comprehensive Plan**

Legacy, Forsyth County's comprehensive plan, serves as the framework on which all area plans are built, both geographically and as a policy guideline. The Growth Management Plan chapter of *Legacy* defines a series of specialized areas within the Municipal Services Area, including the Center City, Urban Neighborhoods, and Suburban Neighborhoods. Each of the defined areas have specific characteristics and recommendations which will be discussed in the Recommendations section of this Plan.

Most of the planning area, about 85%, is designated as Urban Neighborhoods in the Growth Management Plan of *Legacy*. The area east of Salem Lake Road and Farrington Point Drive, the remaining 15% of the study area, is designated as Suburban Neighborhoods in *Legacy*. 
This document is one of six Area Plans being done for the Urban Neighborhoods Area of Winston-Salem as designated in Legacy. The boundaries for the areas were determined by geography and common issues among neighborhoods, and have been adopted by the City-County Planning Board. In a couple of the plans, portions of the Center City and Suburban Neighborhood Areas have been included due to commonalities with the remainder of the planning area.

Citizen participation is a critical part of the Area Plan process. A Citizens’ Advisory Committee is set up for each plan to work with staff throughout the planning process. The Citizens’ Advisory Committee includes a variety of people concerned about the planning area including residents, merchants, business people, property owners, and representatives of institutions and organizations. An Interdepartmental Committee from various City and County departments is also formed to give input into the process and review the final recommendations.

The first step of the planning process is the assessment of current conditions and the consolidation of existing plans. A handbook is created for the Citizens’ Advisory Committee containing a summary of existing land use patterns, demographics, historic resources, transportation features, and other additional information the Citizens’ Advisory Committee may need to make recommendations for the study area (see Figure 1).

While existing conditions information is being compiled, staff conducts a Visioning Process in the community. Staff facilitates this process to assist themselves and the Citizens’ Advisory Committee in determining what the citizens of an area want their community to be like at a specific point in the future. Once the Vision is defined, goals, objectives, obstacles and opportunities toward reaching the Vision can be discussed. These discussions, along with the policies spelled out in Legacy, serve as the basis for the next step in the process, the formulation of recommendations by both the Citizens’ Advisory Committee and the Planning staff. Staff and the Committee will attempt to reach consensus in their recommendations, however, if no consensus is reached, both sets of recommendations will be presented to the City-County Planning Board.

The Planning Board will review the recommendations for consistency with the broad public interest and with the Legacy Comprehensive Plan. The Planning Board will hold a public hearing to consider the plan and make amendments as appropriate before recommending the plan for adoption. The document will then be forwarded to the Board of Aldermen for consideration, amendment, and adoption after a public hearing. The adopted plan will be used on an ongoing basis by the Planning Board and Board of Aldermen to guide land use, infrastructure, and public investment decisions. An implementation plan is formulated to outline tasks and timing needed for each recommendation.
**GENERAL CHARACTER**

The Southeast area of Winston-Salem is an area that has experienced change in recent years due to the increased numbers of immigrants, mostly of Hispanic origin, settling in and opening new businesses, enhancing further diversity in its population. There is a broad spectrum of land uses in the area, with nonresidential, industrial, commercial, and public/semipublic uses located mostly around the edges, and single-family residential areas with churches and schools in the middle and south portions of the study area.

The Southeast area of Winston-Salem has a rich past, a past which includes recent as well as colonial history. This is evident in the number of architecturally significant structures found in the area and the number of old, well-established neighborhoods. Neighborhoods like the ones found in the Southeast area grew steadily during the 1940s, 50s, and 60s. More recently, new construction activity can be found closer to Salem Lake.

**DEMOGRAPHICS**

Total figures for the 2000 Census are not yet completely available. Information on population growth indicates that approximately 13,400 people live in the planning area, an increase of about 7% from the 1990 Census. Information on household size, income and occupation is not yet available.

**EXISTING LAND USE**

**General Land Use Pattern**

The first settlements southeast of Winston-Salem at urban densities were along two east-west country roads in the study area, Waughtown and Sprague Streets, as well as along Old Lexington Road. Secondary development took place along the streets radiating out from these roads, leaving land for the most recent subdivisions on the fringes of the developed area. Map 2 shows the existing land use in the area.

**Residential**

The largest category of land use in the planning area is low-density, single-family residential. There are a few multifamily developments including Salem Gardens, Skyline Village, and an elderly housing complex on Reynolds Park Road. There are also a number of duplexes, mostly in the Skyline Village area.

**Office**

Office development as an exclusive use is almost nonexistent in the planning area, although some offices are located within buildings used for other commercial or industrial purposes.

**Commercial**

Scattered commercial development exists mainly along Waughtown Street, with a concentration in the west and east ends of the study area. Other business are scattered along Old Lexington Road, Thomasville Road, and other locations. In general, although the commercial establishments are relatively small operations and highway-oriented, they also serve as a convenience shopping area for the neighborhoods.

**Institutional**

Large acreages of land in this area are devoted to institutional uses, including schools, churches, institutions, recreation facilities, utilities, fire stations, and railroad property.

**Industrial**

Heavy industrial uses are dominant in the western part of the planning area along US 52 where good rail and expressway access is available. Light industrial developments are located along Martin Luther King, Jr. Drive and on Sprague Street adjacent to the proposed US 311 Connector.

**Vacant**

Vacant and undeveloped land in the area are often underutilized portions of tracts upon which some use has already been established. In some locations, land is not topographically suitable for development because of steep slopes or the land is adjacent to Salem Creek, branches of Salem Creek, in floodplains, or wetlands. The largest portions of vacant land are found along the proposed corridor for the future US 311 Connector and the abandoned Vulcan Quarry property.
<table>
<thead>
<tr>
<th>Use</th>
<th>Acres</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
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<td></td>
<td></td>
</tr>
<tr>
<td>Low (0-5 du/ac)</td>
<td>1320</td>
<td>33</td>
</tr>
<tr>
<td>Moderate (0-8 du/ac)</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>High (0-17du/ac)</td>
<td>108</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total Residential</strong></td>
<td>1432</td>
<td>36</td>
</tr>
<tr>
<td><strong>Nonresidential:</strong></td>
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<td></td>
</tr>
<tr>
<td>Commercial</td>
<td>99</td>
<td>2</td>
</tr>
<tr>
<td>Office</td>
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<td>0</td>
</tr>
<tr>
<td>Industrial</td>
<td>193</td>
<td>5</td>
</tr>
<tr>
<td>Public/Semipublic</td>
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<td>Parks</td>
<td>347</td>
<td>9</td>
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<td>Roads/Railroad</td>
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</tr>
<tr>
<td><strong>Total Nonresidential</strong></td>
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<td>43</td>
</tr>
<tr>
<td>Total Built</td>
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<td>79</td>
</tr>
<tr>
<td>Total Vacant</td>
<td>837</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>3990</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 1. Existing Land Use

**ZONING**

Rezoning cases since 1990 have done little to change the character or the pattern of development of the Southeast planning area. There was a concern at one point with two consecutive rezoning requests that were approved for conversion of older residential structures into businesses uses along Waughtown Street, but a trend to continue is not evident to date.

**TRANSPORTATION FEATURES**

**ROADS**

**Highways / Interchanges**

I-40 on the south, US 52 on the west, and a portion of I-40 Business on the north are boundaries for the planning area. Access to I-40 and I-40 Business is good with interchanges at Thomasville/Clemmonsville Roads and Martin Luther King, Jr. Drive. Access to US 52 is possible using interchanges at Stadium Drive and Vargrave Street, and partial interchanges exist at Waughtown and Sprague Streets.

**Major Thoroughfares**

**Martin Luther King, Jr. Drive (MLK Drive)**

Martin Luther King, Jr. Drive is the only major north-south arterial traversing through the study area. MLK Drive is a two- to five-lane wide, curb and gutter road with sidewalk and with road right-of-way widths varying from 50 to 80 feet. MLK Drive in the southern portion of the study area carries approximately 7,900 vehicles per day, while in the northern portion of the study area, MLK Drive carries approximately 22,000 vehicles per day.

**Waughtown Street**

Waughtown Street is a major thoroughfare traversing east to west through the study area. Waughtown Street is a two- to three-lane wide, curb and gutter road with sidewalk and with road right-of-way widths varying from 60 to 80 feet. Traffic volumes range between 6,800 and 12,000 vehicles per day. Waughtown Street provides access to northbound US 52.

**Minor Thoroughfares**

**Sprague Street**

Sprague Street connects to Waughtown Street in the eastern portion of the study area and to Main Street west of the study area. Sprague Street is a two-lane, curb and gutter road with sidewalk. Sprague Street provides access to southbound US 52. Traffic volumes range between 4,300 and 11,000 vehicles per day.

**Reynolds Park Road**

Reynolds Park Road operates in an east-west direction connecting Waughtown Street to Martin Luther King, Jr. Drive. Reynolds Park Road is the only through route for traffic in the northern part of the planning area. Reynolds Park Road is a two- to four-lane road with some sidewalks, and carries approximately 10,000 vehicles per day.

**Old Lexington Road**

Old Lexington Road extends from Waughtown Street southward to I-40/US 311. Old Lexington Road is a two-lane, curb and gutter road with sidewalk. Traffic volume is approximately 8,400 vehicles per day.

**Clemmonsview Road**

Clemmonsview Road extends from Waughtown Street in a southwesterly direction to I-40/US 311. Clemmonsview Road is a two- to five-lane, curb and gutter road with some sidewalk, and carries approximately 10,000 vehicles per day.

**Other Streets**

While a grid street pattern exists in some parts of the study area, other areas have acute-angled intersections, street jogs, discontinuous alignments, and a lack of simplicity. Because of large, undeveloped sections of land in the area, the number of traffic routes is limited causing excessive travel distances when driving within neighborhoods.
Intersections

Two major intersections in the planning area are confusing and in need of improvements. These are: (1) Martin Luther King, Jr. Drive, Waughtown Street, and Thomasville Road; and (2) Waughtown Street, Kernersville Road, and High Point Road.

Public Transportation

Local Bus Routes

The Winston Salem Transit Authority currently provides bus service within the study area on the following routes:

- Route #3, the Downtown/Happy Hill Gardens, runs from downtown to Happy Hill Gardens.
- Route #26, the Downtown/Morningside route, runs from downtown to Morningside and ends at Easton.
- Route #28, the Downtown/Centre 311 route, runs from downtown to Centre 311 Business Park via MLK Drive and Reynolds Park Road.
- Route #29, the Downtown/Salem Gardens route, runs from downtown to Salem Gardens via Sprague and Waughtown Streets.
- Route #52 runs along Waughtown and Sprague Streets, Reynolds Park Road, and a portion of MLK Drive.

Evening service is provided from 6:30 p.m. to midnight on extended Routes #3 and #29.

Rail

Two main railways are found in the planning area: the Norfolk-Southern Railroad forming the northern boundary for the Southeast Area; and the Winston-Salem Southbound Railway, paralleling US 52.

Bicycle Routes

The study area has the following four (4) signed bike routes within it:

- Route #8, the Southern Loop, along Old Lexington Road and a portion of Sprague Street.
- Route #9, the Salem Lake Connector, along Salem Lake Road and the Salem Lake Greenway.
- Route #10, the MLK Drive route, begins at Thomasville Road and extends northwardly along MLK Drive through the study area.
- Route #12, the Reynolds Park Road Area Loop, along Sprague Street, Salem Lake Road, Reynolds Park Road, and several other neighborhood streets.

Pedestrian Facilities

Sidewalks

Sidewalks are found along some major roads in the planning area and in the urban portions of Waughtown and Sprague Streets between Old Lexington Road and Marble street.

Greenways

The Salem Creek Greenway and the Salem Lake Greenway are found in the planning area. Greenways are discussed in more detail in the Community Facilities section.

Proposed Transportation Projects

Road Widening

In November 2000, the voters of Winston-Salem passed a bond referendum that included funds for roadway improvement projects. These projects include the widening of Cole Road, Sprague Street, and Old Lexington Road.

New Roads

The Winston-Salem/Forsyth County Urban Area Fiscally Constrained Transportation Plan of 2001-2025 has several projects in the Southeast study area (Table 2).

US 311 Connector

The US 311 Connector is planned as a new four-lane, limited access urban boulevard with a landscaped median running from I-40 Business to I-40. This new road will provide an important north-south link in the southeast part of the City, connecting both interstate highways, the US 311 freeway, and US 158. A walking/bicycle trail would also be built parallel to the road.

Salem Creek Connector

This connector is planned as a two-lane parkway from the Vargrave/US 52 interchange to Salem Avenue. This parkway is intended to replace Stadium Drive as the route from US 52 to Salem Academy and College, Old Salem, and the North Carolina School of the Arts.

Diggs Boulevard

This road is planned as a two-lane road from the Vargrave/US 52 interchange to Martin Luther King, Jr. Drive to provide better access to the area.

Interstate 74 (US 52) Corridor Study

A consultant has been hired to develop a comprehensive land use and transportation plan for the Interstate 74 (US 52) corridor. The study will determine a physical layout of I-74 and the adjoining local street and highway systems, including future interchanges and street widenings.
AIRPORTS

The majority of air traffic in Winston-Salem and Forsyth County departs or originates at the Smith Reynolds Airport. This airport, operated by the Airport Commission of Forsyth County, serves the local citizens as a general aviation airport with limited commuter flights. The airport is located approximately three miles northeast of downtown Winston-Salem with good access to US 52.

Approximately 20 miles east of downtown Winston-Salem in Guilford County, the Piedmont Triad International Airport provides the Triad with direct and connecting commercial air passenger and air freight service to national and international destinations.

COMMUNITY FACILITIES

Schools

The Winston-Salem/Forsyth County Board of Education uses a "controlled choice" plan to assign students to schools. The plan gives parents and students a choice between their residential school and several others within the same zone. Three schools are found in the planning area. Two elementary schools, Forest Park Elementary School and Hall-Woodward Elementary School, are in Zone 1, and one middle school, Hill Middle School, is in the Southeast Zone (Map 3). Total enrollment for these three schools is about 1,400 students.

There is also a higher education institution, Winston-Salem State University, one of 16 constituent institutions of the University of North Carolina system.

Recreation Facilities

Within the planning area there are a number of parks and recreational facilities (Map 3). Schools also serve as recreational facilities for those living close by. A listing of park types and the facilities that fall into each park category are as follows:

1. Neighborhood Parks. Provide intense recreational activities accessible to neighborhoods: Belview Park.


3. District/Metro Parks. Provide recreational opportunities focusing on one or more specialized activities, such as tennis or golf. These parks draw from throughout the entire community: Reynolds Park and Recreation Center.

4. Regional/Reserve Park. Large areas for natural resource-based recreation. A large portion of land is reserved for conservation and natural resource management: Salem Lake.

Bowman Gray Stadium

This special use recreational facility is located next to Civitan Park in the northwest corner of the study area. The main activities at this facility are auto racing during the summer and football games during the fall season. Concerts, musicals, and high school games are also held at the stadium.

Table 2. Winston-Salem/Forsyth County Urban Area Fiscally Constrained Transportation Plan 2001-2025

<table>
<thead>
<tr>
<th>Project Name</th>
<th>Project Limits</th>
<th>Length</th>
<th>Existing</th>
<th>Proposed</th>
</tr>
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<tbody>
<tr>
<td><strong>2001-2004</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cole Road</td>
<td>Sprague Street to I-40 Bridge</td>
<td>0.5</td>
<td>2 lane</td>
<td>3 lane</td>
</tr>
<tr>
<td>Sprague Street</td>
<td>Cline Street to Waughtown Street</td>
<td>0.9</td>
<td>2 lane</td>
<td>3 lane</td>
</tr>
<tr>
<td>Old Lexington</td>
<td>I-40 to Sprague Street</td>
<td>0.5</td>
<td>2 lane</td>
<td>3 lane</td>
</tr>
<tr>
<td><strong>2005-2014</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Diggs Boulevard</td>
<td>Vargrave Street to M.L. King, Jr. Drive</td>
<td>0.6</td>
<td></td>
<td>New 2 lane</td>
</tr>
<tr>
<td>Thomasville Road</td>
<td>I-40 to Davidson County</td>
<td>3.7</td>
<td>2 lane</td>
<td>4 lane divided</td>
</tr>
<tr>
<td><strong>2015-2020</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>US 311 Connector</td>
<td>I-40 to I-40 Business</td>
<td>2.8</td>
<td></td>
<td>New 4 lane div.</td>
</tr>
<tr>
<td>Salem Creek Connector</td>
<td>M.L. King, Jr. Dr. to Salem Avenue</td>
<td>0.9</td>
<td></td>
<td>New 4 lane div.</td>
</tr>
<tr>
<td><strong>2021-2025</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>US 52</td>
<td>I-40 to I-40 Business and beyond</td>
<td>10.2</td>
<td>6 lane</td>
<td>8-10 lane</td>
</tr>
<tr>
<td>Kernersville Road</td>
<td>High Point Rd. to Kernersville West Loop</td>
<td>4.7</td>
<td>2 lane</td>
<td>3 lane</td>
</tr>
</tbody>
</table>
Greenways

Greenways are linear parks which provide public access to the unique, scenic, and native lands and waterways of North Carolina. Two greenways are found in the planning area, the Salem Creek Greenway and the Salem Lake Greenway, which are used for walking, skating, jogging, bicycling, and enjoyment of our natural environment (Map 3). A Master Plan for the former Vulcan Quarry Site proposes trails connecting different amenities on the site and providing access to the Salem Creek Greenway from the Waughtown Street area.

Library Facilities

The Central Library in the downtown area is about three miles away. A Youth Mini Library is located at the Salvation Army Boys and Girls Club.

Housing

General Information

There are approximately 4044 housing units in the planning area, with approximately 66% occupied by owners and 34% by renters. Some sections in the planning area are primarily owner-occupied, single-family neighborhoods. Other areas have seen a significant decrease in the percentage of owner-occupied units, especially in the older sections of the planning area.

Information on age of housing and assessed value was obtained from the Forsyth County Tax Assessors Office. Nine hundred fifty-five (955) units, 24% of the houses in the planning area, have been built in the last 35 years. Overall in the last seven years, 209 houses have been built representing about 5% of the total housing stock in the area. Nine hundred (900) units, 22% of the houses, have a value greater than $50,000.

Housing Conditions

Housing conditions vary widely in the Southeast Area from neighborhoods where most homes are well-maintained to neighborhoods with severely deteriorated structures, mostly built prior to 1950. A survey completed in 1999 by Housing and Neighborhood Services indicates that the Skyline Village neighborhood has over 90% of its structures classified as substandard. Other neighborhoods have approximately 50% of the structures classified as substandard (Map 4).

Urban Design Issues

Urban design is intended to bring order, clarity, and pleasing harmony to the network of public spaces, streets, squares, parks, and sidewalks. The character of the public spaces is formed by the arrangement and details of the elements that define them, the store fronts...
along a commercial street or the dwellings that line a residential street.

In general, there is poor maintenance of existing business and parking lots in the planning area, giving commercial streets a neglected appearance. The same can be said with residential areas where the character varies, depending on the location, from good to neglected. The area lacks a community focal point, a place where residents can meet and mingle freely with one another.

A comprehensive approach is needed where building design, landscape, open space, and transportation are considered together with the purpose of giving the planning area a distinctive image and character.

Historic Background and Resources

Waughtown dates from the 18th century Colonial period, and was initially called Baggetown after Moravian Brother Charles Bagge. Later, the village was known as Charlestown and was eventually named Waughtown, after James Waugh, a prominent resident. Thus, Waughtown is one of the oldest communities in central North Carolina apart from the Moravian settlements.

During the first quarter of the 19th century, the area gained prominence as the location of the first wagon manufacturer in the region. In 1834, John Philip Nissen established a wagon works in Waughtown, approximately four miles Southeast of Salem. By 1854, an additional wagon works was opened by William E. Spach. Both Nissen and Spach were known for manufacturing wagons of exceptional quality.

In 1891, Waughtown was self-sufficient to the degree that the community incorporated. A mayor was elected, and taxes were levied. The incorporation lasted a five-year period.

In addition to industry, recreation and leisure time were important to Waughtown, and Nissen Park became a popular destination spot during the late 19th and early 20th centuries. The streetcar from Winston-Salem ran excursion routes to the Park, which featured picnic spots and a zoo. In 1923, Waughtown was annexed into the City of Winston-Salem.

There are many existing architectural resources in Waughtown. Early 19th (and perhaps late 18th) century structures remain in Waughtown, as do residential buildings from the mid-late 19th and early 20th centuries. The area reveals diverse architectural styles including simple log dwellings, vernacular I-houses, bungalows, Queen Anne-style homes, and impressive Tudor and Neoclassical Revival-style ecclesiastical structures.
The only remaining Shell Service station in the county, ca. 1930, is a focal point of Waughtown, and has been restored and reused as regional offices for Preservation North Carolina. Unfortunately, over the past decades, Waughtown has experienced a deterioration of character and has lost structures of importance. Today, its historic dimension is fragile and thus its preservation is crucial. Continuing to lose these significant resources will severely impact Waughtown. An Architectural Inventory will be completed in the Summer of 2002 identifying the historic fabric of the neighborhood.


An effort was initiated in the early 1990s to identify and preserve significant buildings associated with Winston-Salem's African-American history. A 1993 report describes the development of late nineteenth and early to mid-twentieth century African-American Neighborhoods in Winston-Salem. An inventory list gives brief architectural descriptions for each building located within the identified African-American areas.

**Columbian Heights.** A neighborhood built in the late 1890s for professionals in Winston-Salem's African-American community under the initiative of Simon Green Atkins. Winston-Salem State University (WSSU) acquired all properties and has cleared the land as part of its redevelopment plans. The only structure saved was Dr. Atkins' house, listed on the National Register of Historic Places, which was moved to a new location inside the campus boundaries.

**Columbian Heights Extension/Skyline Village Area.** This is a twelve-block area south of Columbian Heights that has always been an African-American neighborhood. A number of buildings from the first half of the twentieth-century remain in the neighborhood with the oldest ones being on Diggs Boulevard and Gholson Avenue. The area retains its neighborhood character but it is in poor condition.

In addition to these two recognizable African-American neighborhoods, the report names an area called Bellvue as listed in City directories, in written materials, and in oral history interviews as being predominantly black. The 1949 edition of the City directory also shows parts of Glencoe, Aureole, Moravia and Urban Streets as being predominantly African-American streets.

**Existing City Economic Development Programs**

A good portion of the planning area is included in the Enterprise Community Zone. This Zone was established to create and retain jobs and augment the tax base of Winston-Salem. Industrial/commercial developments between Vargrave Street and Martin Luther King, Jr. Drive to Waughtown Street, are included in the Enterprise Community Zone. Local programs and activities are specifically designed to assist small and minority owned businesses located within the boundaries of the Zone. Programs are offered through The City’s Enterprise Community Business Development. These programs include:

- **Economic Development Revolving Loan Program:** The Small Business Loan Program to help create or retain jobs that benefit low to moderate income individuals.

- **Liberty Street Corridor Building Rehabilitation Program:** A commercial and industrial rehabilitation program which can be applied for in the planning area.

  Currently only 25% of funds per year can be applied to projects outside the Liberty Street Corridor.

- **Target Area Business Assistance Program:** A program applied to the area bound by Waughtown Street, Thomasville Road, Sprague Street and Old Lexington Road.

Depending on the program selected, funds can be used for buying properties, site or facility improvements, rehabilitation of older buildings, purchasing equipment, or starting a new business. In addition to the above programs, the City of Winston-Salem has an Economic Development Package providing assistance for up to 20% of the cost of projects located anywhere in the city.

**ENVIRONMENTAL**

Originating at Salem Lake, Salem Creek runs through the northern portion of the planning area. Extensive 100-year floodplains have been mapped along this water course, especially around Reynolds Park and Winston-Salem State University. Several small creek branches with steep valleys dissect the area and remain largely undeveloped. Salem Lake Park functions to protect wildlife habitat and one of Forsyth County's water supplies.

The majority of the former Vulcan Quarry site is covered with mature hardwood forests to be retained in accordance with the adopted Master Plan for the area.

**ECONOMIC DEVELOPMENT ISSUES**

A number of underutilized or vacant industrial or commercial properties exist in the planning area. Rehabilitation of these properties is needed to attract new businesses or expand existing ones to provide employment opportunities for residents of the planning area.
**Existing Plans In Study Area**

**Former Vulcan Quarry Site**

As an outgrowth of the work done by City staff on this property, a consultant was hired by the Housing and Neighborhood Development Department to complete a Master Plan and a Residential Market Assessment for this site. The Master Plan outlines a proposal for single-family residential development and a townhouse development at two specific locations, and the preservation of a large portion of the site for natural open space. The City is looking for interested private developers to implement the recommendations in the Master Plan.

**South Side Community Development Corporation**

The South Side Community Development Corporation (South Side CDC) was formed in 1998 to work with neighborhoods and businesses within a targeted area to help develop a long range plan for revitalization. The overall goal of the CDC is to bring new life and new businesses into the community and to make the south side of Winston-Salem a better and safer place to work, live and play. The boundaries of the target area selected by the South Side CDC coincide closely with the boundaries of the Southeast Area Plan, except for the inclusion by the South Side CDC of a large area west of US 52 that includes the Happy Hill and Dixie Broadway communities.

**Winston-Salem State University Campus Master Plan**

A Master Plan was developed for the campus in 1989 providing a long-range planning tool to facilitate the orderly growth of WSSU. To date, a number of projects have been completed: Haywood Residence Hall, designated pedestrian crossing areas on Martin Luther King, Jr. Drive, pedestrian promenades around campus, parking improvements, and the Student Center.

A consultant was hired in 2001 to analyze the campus and prepare a Master Plan outlining a list of projects to be undertaken. The Master Plan has recently been completed and project implementation has begun.

*Artist rendering of proposed townhouse development located on the south rim of the former Vulcan Quarry and single-family housing along the extension of Leight Street.*
**Legacy Recommendations**

*Legacy* is a general, long-range policy guide for decisions concerning the overall growth and development of the community. The recommendations for development patterns contained in *Legacy* are general in nature, rather than focused on decisions for land use at specific sites. *Legacy* is adopted as an official public document but is not a development ordinance. Because the comprehensive plan is broad in nature, detailed plans such as the Southeast Area Plan are needed to provide more specific guidance for future growth, appropriate land uses, and infrastructure at a community and neighborhood level. The Growth Management Plan and its components contained in *Legacy* are the basis for area plan recommendations.

**Growth Management Plan**

The approach proposed in *Legacy* for managing growth and development is not whether our community will grow, but how. The predominant development pattern in the City and County over the past fifty years has been auto-dependent, low-density residential development with large-scale commercial projects at the urban fringe (urban sprawl). With a limited supply of raw land for development, a new development model must be created that will allow us to grow, maintain our economic vitality and achieve a high quality of life. The Growth Management Plan is proposed to manage growth, create a more compact and balanced urban development pattern, and preserve open space and rural character.

The Growth Management Plan divides the County into three major planning areas: (1) the Municipal Service Area which is further divided into seven subareas: Center City, Urban Neighborhoods, Suburban Neighborhoods, Town Centers, Metro Activity Centers, Urban Boulevards, and Rail Corridors/Stations; (2) the Future Growth Area; and, (3) the Rural Area (Map 5).

**Urban Neighborhoods**

Most of the Southeast Winston-Salem planning area is designated as Urban Neighborhoods in the Growth Management Plan of *Legacy*. The remainder is designated as Suburban Neighborhoods in *Legacy*. The Urban Neighborhoods area is composed of older neighborhoods, commercial, industrial, and institutional development surrounding the Center City. 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.

*Legacy* recommendations for Urban Neighborhoods are numerous and include: a balance of transportation modes, traffic calming where needed, transportation connectivity, greater residential densities where appropriate, neighborhood gathering spaces, a system of parks and greenways, a variety of housing types including accessory dwellings, mixed use development, neighborhood retail and office, convenient community services, and strong neighborhood associations. Historic preservation, rehabilitation, and reuse of existing structures should be encouraged throughout the area. Incentives are recommended for affordable housing, housing for the elderly and handicapped, neighborhood-scale, mixed-use development, new development in slow growth areas, quality infill development compatible with surrounding neighborhoods, revitalization of vacant and underutilized sites, and the redevelopment of brownfield sites.

**Suburban Neighborhoods**

This area includes a large portion of the County where most suburban development has taken place 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 proposed Metro Activity Centers are located within this area.

**Metro Activity Centers**

The Growth Management Plan proposes to accomplish more compact development in the County in part by concentrating and intensifying development in and around designated Metro Activity Centers.

While no Metro Activity Centers are within the Urban Neighborhoods area or the Southeast planning area, they do impact the Urban Neighborhoods by drawing some large-scale uses out of the inner City areas and serve as the terminus of the Urban Boulevards discussed below.

**Urban Boulevards**

These are special corridors along selected major arterial roads that connect the Center City with Metro Activity Centers. The purpose of creating 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 along these corridors, and (4) incorporate design features that support pedestrian activity and give these corridors an urban look and feel. There are eight designated Urban Boulevards in Forsyth County, all which pass through the Urban Neighborhoods area.
In the Southeast Area Plan area, the *Growth Management Plan* proposes that the US 311/Fifth Street Urban Boulevard (via Martin Luther King, Jr. Drive and Reynolds Park Road) link the US 311 South Activity Center with downtown Winston-Salem.

**RAIL CORRIDORS/STATIONS**

One of the transportation alternatives being studied for Winston-Salem is high-speed rail passenger service. Two major proposed rail corridors identified in the 2025 *Multi-Modal Long Range Transportation Plan* are: (1) an east-west corridor linking Clemmons, Hanes Mall, Baptist Hospital, downtown Winston-Salem, Kernersville and the Piedmont Triad International Airport, and, (2) a north-south corridor linking Rural Hall with downtown then proceeding to the Davidson County line.

The *Legacy Plan* proposes a transit station for eastern Winston-Salem at the intersection of the new US 311 Connector and the Norfolk-Southern line. However, a feasibility study to revert the former Union Station (Davis Garage) on Martin Luther King, Jr. Drive to a transit station was completed in February 2002 by the Rail Division of the North Carolina Department of Transportation. Under the proposed rehabilitation plan, the station will function as a multi-modal transportation center for intercity and commuter rail service. Office space, classrooms, conference rooms, and commercial facilities are also being considered. While the rehabilitation of the Former Union Station will be an expensive and complex project, its proximity to the central business district and the fact that the Davis Garage building was constructed for passenger rail service originally, work in favor of this location for a transit station.

**OTHER PLANNING CONCEPTS NOT IN LEGACY**

**URBAN CORRIDORS**

As part of an effort to further refine special features of the Urban Neighborhoods area, a new designation has been created called "Urban Corridors." Unlike Urban Boulevards, Urban Corridors do not connect to Metro Activity Centers, nor are they necessarily slated to contain a high concentration of jobs. The purpose of Urban Corridors is to: (1) create neighborhood-scale, attractive, pedestrian-oriented corridors along major thoroughfares, and (2) stimulate new development or revitalization of existing development along the corridors. As with Urban Boulevards, public investment should be focused on these corridors where needed.

In the Southeast planning area, Martin Luther King, Jr. Drive and Waughtown Street have been identified as Urban Corridors.

**LIGHT RAIL**

The new *Downtown Plan* for Winston-Salem discusses the possibility of a light rail system serving the downtown area and surrounding close-in neighborhoods. Both a north-south line from Wake Forest University to North Carolina School of the Arts and an east-west route from Baptist Hospital to East Winston/Winston-Salem State University are tentatively being studied.

*The former Union Station Building (Davis Garage) is being considered for a multi-modal transportation center for intercity and commuter rail service.*
**Process**

Staff conducted a visioning exercise with the Southeast Winston-Salem Citizens' Advisory Committee to generate ideas on how to make the planning area a better place in the future. A scenario was presented and participants listed their ideas about what needs to be done to achieve the scenario. A vote followed to pick the most important ideas to achieve the vision. The Committee then proceeded to identify obstacles and opportunities in the planning area by answering the following questions:

- What exists in the area that we can build on? (Positive)
- What exists in the area that does not work toward our vision? (Negative)
- What is currently not in the area that is needed to accomplish our vision? (Missing)

**Obstacles, Issues and Opportunities**

- Good mixture of residential and business uses
- Large areas of vacant land and industrial sites present good redevelopment opportunities
- Lack of medical support and services

**Goals and Objectives**

- To attract medical support and services, banking facilities, hotels, and more entertainment and eating places for all age groups
- To consolidate commercial and industrial development at existing locations
- To provide the framework for revitalizing neighborhood commercial centers
- To concentrate the highest densities and mixed use developments along the proposed Urban Boulevard
- To utilize vacant land and to transform dilapidated areas and buildings into productive and attractive environments

**Transportation**

**Community Vision**

Adjacent urban areas and local neighborhoods are easily accessed through a balanced and integrated vehicular, bicycle, and pedestrian network that ensures safe movement and provides alternative transportation options for connections to all sectors of the area.

**Obstacles, Issues and Opportunities**

**Vehicular Circulation System**

- Poor Interstate Highway access and substandard access/exit to US 52 at some locations
- Good access to tourist attractions and facilities in the area
- Local road network is inconvenient. Long travel distances from one neighborhood to another
- Oversized commercial traffic on neighborhood roads
- Street network in bad condition
- Dangerous intersections at Old Lexington Road and Sprague and Cassell Streets, Brindle and Sprague Streets, Argonne Boulevard and Marne Street
Public Transportation
- Deficient public transit
- Limited transportation options

Pedestrian and Bicycle
- Lack of sidewalks
- Maintenance of streets and sidewalks not conducive to pedestrian, bike safety

GOALS AND OBJECTIVES
- To provide choices for people's travel needs that include roads, transit, bikeways, and sidewalks
- To improve the local road network and to develop visual and physical linkages that will help connect the Southeast Area with adjacent areas/neighborhoods
- To improve dangerous intersections and heavily traveled roads
- To ensure light rail options include the Southeast Area and provide a train station
- To improve the public transportation system to make transit, vanpooling, and carpooling viable
- To develop a continuous pedestrian network that gives safe pedestrian access to all parts of the Southeast Area and connects it to adjacent neighborhoods and urban areas

COMMUNITY FACILITIES

COMMUNITY VISION

Additional community facilities and recreation/open space in the area provide opportunities for fun and relaxation for all to enjoy. A greenway/bikeway system gives good access and connects points of interest in the area.

OBSTACLES, ISSUES AND OPPORTUNITIES
- Lack of programs for all ages
- Good existing recreation facilities at Salem Lake and Reynolds Park
- Parks not accessible
- No library facility in the area

GOALS AND OBJECTIVES
- To provide additional public facilities, recreation, and open space opportunities in the area
- To provide better pedestrian access to existing and proposed recreational opportunities
- To improve usage of existing facilities by targeting programs to special groups and providing more activities

HOUSING

COMMUNITY VISION

The Southeast Area is a desirable place to live with residential developments offering choices of housing, style, densities, a pedestrian-friendly character, convenient neighborhood shopping, schools, parks and other services to all residents.

OBSTACLES, ISSUES AND OPPORTUNITIES
- Good existing mid-level housing stock in place
- Code enforcement problems with dilapidated structures
- Poor maintenance of rental property, especially when owned by absentee landlords
- New construction sometimes incompatible with existing character of older neighborhoods
- Limited mix of housing opportunities
- Not enough daycare facilities for seniors/disabled and few elderly housing and services

GOALS AND OBJECTIVES
- To stabilize and strengthen existing residential areas through the renovation of single family and multifamily housing and an increase in owner occupancy
- To offer a range of housing types with a diversity of living options
- To provide affordable housing suitable for different income levels
- To provide more housing for the elderly

DESIGN AND APPEARANCE

COMMUNITY VISION

The livability and appeal of the area is merited on the appearance of businesses, signage, distinctive landscaping, and attractive roadways and brings visitors, residents, and new investment.

OBSTACLES, ISSUES AND OPPORTUNITIES
- Littering, junked vehicles, overgrown lots
- Empty buildings/deteriorated areas
• Lack of code enforcement  
• Quite, peaceful area  
• Good location of the area, geography and easy access  
• Good view of downtown

**GOALS AND OBJECTIVES**

• To develop a unifying theme built on the community's diversity and history to improve the image of the area  
• To enhance and improve the physical appearance of existing commercial and industrial areas  
• To create signage that identifies the community at the entry points and from highways  
• To have schools and businesses involved in beautification

**HISTORIC PRESERVATION**

**COMMUNITY VISION**

*The Southeast Area is recognized for its significant historic heritage merited on the preservation and sensitive rehabilitation of the historic resources that are so important to the area’s local history and culture.*

**OBSTACLES, ISSUES AND OPPORTUNITIES**

• Architecturally significant buildings, historical sites, and woodlands  
• Waughtown is older than Winston-Salem, making its historic heritage significant  
• Lack of interest and support for historic preservation in general  
• Rules for rehabilitation of existing structures are not strict enough  
• Need incentives for rehabilitation

**GOALS AND OBJECTIVES**

• To enhance the urban historic character of the area  
• To establish National Register of Historic Places Districts  
• To establish conservation districts for significant areas that do not qualify for National Register of Historic Places  
• To establish public education outreach programs for the preservation of historic resources  
• To identify funding sources and financial incentives for historic preservation

**SENSE OF COMMUNITY**

**COMMUNITY VISION**

*The unique characteristics of the population of the area including the diversity of race, culture, heritage, and income are recognized as contributing greatly to a sense of community unity. People of different backgrounds live, work, help each other, and have fun together.*

**OBSTACLES, ISSUES AND OPPORTUNITIES**

• Good ethnic diversity and cultural relationships  
• Hospitality of business owners  
• Existing craftspeople knowledge and expertise in the area  
• Existing ties to businesses, consumers, and political leaders who were born in the area  
• Spiritual base in the area (large number of churches bringing people to the area)  
• Large Hispanic population although a language barrier exists  
• Problem with transient population and street people  
• Physical isolation of community  
• Clashes because of differences in lifestyle/culture

**GOALS AND OBJECTIVES**

• To increase awareness of diversity and unique characteristics of the Southeast Area  
• To preserve the unique character of commercial areas by retaining their pedestrian/urban feel  
• To develop an Ethnic Business District featuring ethnic art, clothing, and food  
• To encourage special events to bring people from inside and outside the community together  
• To encourage new patterns of neighborhood development with gathering spaces and amenities that promote a sense of community  
• To encourage a community effort to build neighborhoods and to implement this plan

**ECONOMIC DEVELOPMENT**

**COMMUNITY VISION**

*A healthy, vibrant and diversified local economy supports the community with new businesses and enhanced existing businesses contributing to and creating economic development opportunities for many residents in the area.*
OBSTACLES, ISSUES AND OPPORTUNITIES
• Area perceived as not good for business
• Not enough businesses that serve the planning area
• Poor maintenance of business structures
• Infrastructure needs upgrading, problems with pressure on existing water and sewer lines

GOALS AND OBJECTIVES
• To expand Merchants Associations
• To provide more employment opportunities for area residents. Need to encourage private investment and establish more small businesses.
• To develop a marketing program for the entire Southeast Area
• To do necessary upgrades to existing infrastructure to promote commercial and industrial development

SAFETY
COMMUNITY VISION
A strong sense of community, neighborhood associations, active businesses, and increased police presence make the Southeast Area a safe place to live and do business.

OBSTACLES, ISSUES AND OPPORTUNITIES
• Problems with existing drug houses/prostitution/security issues/loitering
• Inadequate street lighting
• Isolated area means a longer response time from police, zoning inspector, or to get taxi cabs

GOALS AND OBJECTIVES
• To increase police presence in the area
• To improve the physical design and maintenance of neighborhoods and business areas
• To shut down drug houses
• To reactivate Citizen Watch Programs

People of different backgrounds have fun together at the Cultural Festival, just one of the annual events celebrated in the Southeast Area.
Proposed Land Use Changes
SOUTHEAST AREA PLAN

LAND USE CLASSIFICATIONS

- LOW DENSITY RESIDENTIAL (UP TO 5 DU/AC)
- URBAN RESIDENTIAL
  Text Page 23
- MODERATE DENSITY RESIDENTIAL (UP TO 8 DU/AC)
- OFFICE
- OFFICE/COMMERCIAL
- COMMERCIAL
- INDUSTRIAL
- OPEN SPACE/PARKS

SPECIAL LAND USE DESIGNATIONS

Residential Opportunity Areas
(SEE UPPER CASE LETTERS)

- LOW DENSITY (UP TO 5 DU/AC)
  Text Page 24
- MODERATE DENSITY (UP TO 8 DU/AC)
  Text Page 25

Special Use Designations

- MIXED USE OPPORTUNITY AREA
  (SEE ROMAN NUMERALS)  Text Page 26
- SPECIAL LAND USE CONDITION AREA
  (SEE LOWER CASE LETTERS)  Text Page 28

Planning Area
Railroads
Streams
Flood Zones
Residential infill is encouraged to focus development where infrastructure already exists.

Housing rehabilitation to maintain and improve the quality of the housing stock is a top priority in the planning area.
General policies from Legacy provide the framework for recommendations in all area plans. Specific recommendations for the Southeast Area Plan were developed through the Visioning exercise and the work of the Citizens’ Advisory Committee, the Interdepartmental Committee, and Planning staff.

**Land Use Recommendations**

Land use recommendations serve as a guide for future development and zoning decisions in the planning area. As directed by Legacy, land use recommendations designate locations and formulate policies for compatible infill development, increased residential densities where appropriate, mixed use areas, neighborhood retail and offices, and community services. Identified Urban Boulevards, Rail Corridors and Stations, and Urban Corridors are also addressed through land use recommendations. Map 6 shows the Proposed Land Use.

**General Recommendations**

Basic planning policies used to develop land use recommendations for the Southeast Area are:

- Treat the selected transit station location (see Rail Corridors/Stations and Transportation Recommendations section) as an activity node around which more intense mixed use development occurs. Infill development and redevelopment that occurs around the station can increase ridership potential.
- Attract appropriate nonresidential uses at a neighborhood scale in areas already zoned for commercial development. Needed uses include medical offices, banking facilities, and entertainment and eating places.
- Protect residential areas from inappropriate commercial and industrial encroachment.
- Promote greater flexibility in land use while having more design controls. The focus should shift from land use to emphasizing design thereby creating mixed use, variety-rich neighborhoods.
- Recommendations should support the mix, type, density, and design of development that facilitates walking, bicycling and the use of public transportation.
- Clustering development at different densities is recommended for large vacant parcels to preserve natural vegetation, avoid step terrain, and protect natural features. Proposed densities are found in the Land Use Plan.

**SPECIAL LAND USE CONDITIONS**

The proposed Land Use Recommendations Map, (Map 6), on page 22 shows recommended land uses for all vacant property in the area and changes in land use for some developed sites. In some circumstances, there are special conditions or prohibitions of certain uses. These situations are referenced on the map with a * and a small case letter, and are discussed in more detail on page 28.

**Residential Land Use Recommendations**

**Residential Land Use Categories In Urban Areas**

The following are general descriptions for the various categories of recommended residential land use in this plan. The abbreviation “du/ac” is used for “dwelling units per acre.”

**Low Density Residential**

(up to approximately 5 du/ac)

Single-family, detached residential uses. Generally, low-density residential land use is recommended for sites in urban neighborhoods area that are currently zoned for single-family use (typically the RS-9 or RS-7 districts) or are most appropriately developed for single-family, detached use. On larger sites, especially those with topographic or other environmental issues, clustering of the single-family structures is recommended, usually as a PRD (Planned Residential Development).

**Urban Residential**

A mix of single-family, duplex, quadruplex, and townhouse units at varying densities. Generally, urban residential use is recommended for smaller sites in the urban neighborhood area that are: (1) currently zoned RS-Q, allowing single-family to quadplex units; (2) zoned RM-5 allowing smaller multifamily buildings; or (3) zoned another district, but are most appropriately developed with single-family, duplex, triplex, quadruplex, and/or townhouses units. Structures should orient to the street and parking areas should be located to the rear of structures. Generally, small urban residential sites should be developed under the RS-Q or the RM-5 districts. However, since the RS-Q district does not allow clustering of development (by only allowing one building per zoning lot), in unique circumstances, the RM-8 or RM-12 districts may be required to develop sites that have topographic or other constraints that necessitate clustering of buildings.
**Moderate Density Residential (up to approximately 8 du/ac)**

Multifamily residential uses up to 8 du/ac. Generally, moderate-density residential use is recommended for sites greater than 2 acres that are most appropriately developed with multifamily, townhouses or clustered single-family structures. In the Urban Neighborhoods area, some sites that are most appropriately developed with urban residential land uses have environmental constraints that necessitate clustering of at least some of the units. Therefore, these parcels have been recommended for moderate-density development with recommendations about structure type and orientation.

**Intermediate Density Residential (up to approximately 12 du/ac)**

Multifamily residential uses up to 12 du/ac. Generally, intermediate-density residential use is recommended for larger sites that are most appropriately developed with multifamily or townhouses structures.

**High Density Residential (over 12 du/ac)**

Multifamily residential uses over 12 du/ac. Generally, high-density residential use is recommended for larger sites that are most appropriately developed with multifamily structures.

**SPECIFIC RESIDENTIAL USE RECOMMENDATIONS**

Recommendations for residential land use for small and large vacant sites at varying densities are included in this plan. *(Map 6)*

**Low Density**

- Low-density infill, typically single-family, is recommended within existing single-family neighborhoods for small vacant lots.
- Larger vacant tracts recommended for single-family development are (letters correspond to Proposed Land Use Map): (A) a portion of a site south of Argonne Boulevard between Martin Luther King, Jr. Drive and Peachtree Street; (B) south of Hill Middle School between Carlyle and Marble Streets; (C) Leight Street between Selma and Lyons Streets; and (D) Reynolds Park Road between Reynolds Park and Reynolds Manor Drive. *(See following detailed descriptions of each site.)*

**Higher Densities**

Moderate to intermediate densities are recommended along major roads (with design standards currently being developed by staff) on the following parcels: (E) Reynolds Park and Rhue Roads; (F) former Vulcan Quarry Site; (G) Waughtown Street between Marble and Leight Streets; (H) Brookline Street between Old Lexington Road and Urban Street; and (I) property currently zoned RM-8-S fronting I-40 and the proposed 311 Connector. *(See following detailed descriptions of each site.)*

**Residential Infill Opportunity Sites**

As described above, this plan recommends a number of vacant properties that are appropriate for residential infill. The development of these sites should follow the Infill Development Guidelines that planning staff is currently preparing. Below is a description of the larger vacant parcels recommended for low and higher densities.

**Site A: Argonne Boulevard/Martin Luther King, Jr. Drive and Peachtree Street**

This site has approximately 37 acres of primarily vacant land and is comprised of three different zoning districts, IP, LI, and RS-9, as follows:

**IP:** About 17 acres on the northern portion of this site, fronting Argonne Boulevard and Martin Luther King, Jr. Drive, is zoned IP, allowing for institutional and public uses. This plan recommends maintaining the existing zoning classification to accommodate public and institutional uses. However, two other uses may be appropriate at this location: (1) moderate-density residential with possibly small multifamily structures or townhouses; and (2) recreational uses to possibly include soccer or baseball fields.

**LI:** Another 8 acres between Martin Luther King, Jr. Drive and Fork Creek are zoned LI, allowing for limited manufacturing and warehousing uses. No change in the use is recommended in this plan, except a condition that access to this site be off Martin Luther King, Jr. Drive only.

**RS-9:** The remaining 12 acres located on the east side of Fork Creek between Calvert Drive and Peachtree Street are zoned RS-9, allowing for single-family residential use. Since this site has varied topography with areas with steep slopes, this plan recommends developing the site for low-density, single-family residential use as a Planned Residential Development (PRD) within the current zoning classification. The PRD provides flexibility so residential units can be clustered to have a more environmentally-sensitive design. Fork Creek should be the western boundary of this development and access should be provided off the residential area to the east of the site on Longview Drive and/or an extension of Peachtree Street.

**Site B: South of Hill Middle School between Carlyle and Marble Streets**

This site has approximately 36 acres and is currently zoned RS-9, which allows for single-family residential use. Steep slopes and a drainageway are among the existing natural features of the site that limit development. This plan recommends developing the site for low-density, single-family residential as a Planned Residential Development (PRD).
Site C: Leight Street between Selma and Lyons Streets
This site has approximately 31 acres of vacant land and is currently zoned RS-9, which allows for single-family residential use. Leight Street bisects the site and serves as the main access to the site. This plan recommends developing the site for single-family residential use at the density allowed by current zoning.

Site D: Off Reynolds Park Road between Reynolds Park and Reynolds Manor Drive
This site has approximately 9.5 acres of vacant land. The site is currently zoned RS-9, which allows for single-family residential use. Access to the southern portion of the site is through a 25 foot easement off Reynolds Park Road. The northern portion of the site can be accessed off Reynolds Manor Drive. This plan recommends maintaining the existing zoning classification and allowable single-family residential use. However, an institutional use may be appropriate at this location. A neighborhood church or religious institution with limited land use impact and traffic generation potential upon surrounding residential uses could be developed on this site.

Site E: Reynolds Park and Rhue Roads
This site has approximately 30 acres of primarily vacant land. It is located off Reynolds Park Road and next to land currently zoned RM-18, which allows for high-density residential use. This site is in close proximity to the proposed Urban Boulevard which runs along Reynolds Park Road and the new US 311 Connector. This plan recommends moderate-density residential land use at this location, up to approximately 8 dwelling units per acre, with multifamily, townhouses and/or clustered single-family structures.

Site F: Former Vulcan Quarry Site
The City of Winston-Salem hired a consultant in 1999 to prepare a Master Plan for this site. The adopted Master Plan shows a fifty (50) unit townhouse development around the southern rim of the quarry, and a thirty (30) unit single-family development off Leight Street on the northern end of the site. The southern end of the site is proposed to be left in its natural state with several trails to connect amenities on the site. The City is currently looking for developers to implement the Master Plan.

Site G: Waughtown Street between Marble and Leight Streets
This site is a vacant piece of land of approximately 17 acres. The site is currently zoned RS-9, allowing for single-family residential use. The owners of this property have approached the City of Winston-Salem to develop a soccer facility at this location. This plan recommends a recreational use as a first option for the site. However, if providing a recreational use does not work at this location, this plan recommends developing the site for single-family residential use at the density allowed by current zoning.

Site H: Brookline Street between Old Lexington Road and Urban Street
This site has approximately 5 acres and is currently zoned RS-9, which allows for single-family residential use. This plan proposes an increase in the density at this location to moderate-density residential of up to 8 dwelling units per acre. The portion of this site between Dacian and Urban Streets facing Brookline Street could be developed with townhouses or clustered single-family structures. The portion of the site facing Old Lexington Road could be developed with small multifamily or townhouses. Additional land may become available at the corner of Glencoe Street and Old Lexington Road because of the proposed widening of Old Lexington Road.

Site I: Property currently zoned RM-8-S fronting I-40 and the proposed 311 Connector
This site has approximately 56 acres of vacant land and is currently zoned RM-8-S, which allows for multifamily residential uses up to 8 dwelling units per acre. This plan recommends maintaining the existing land use density. This site has environmental constraints that necessitate clustering of some of the buildings. Multifamily development or townhouses are appropriate for this site. Primarily access to the site is off Willard Road which is not ideal. However, a secondary access to Leight Street could be established if this site is developed in conjunction with Site C, described above. Connections from the site to the greenway/bikeway parallel to the proposed US 311 Connector need to be established as well as a connection to the proposed greenway to follow existing power lines on the site.

OFFICE AND COMMERCIAL LAND USE

Office
There are very few sites dedicated for office development in the planning area. This plan recommends one area for new office development and a number of possible sites for conversion from residential to office use (Map 6). Recommendations are:

- Encourage new office uses in the area to possibly include:
  - Professional offices - Travel Agency, Insurance Carriers, Real Estate, Legal Services.
  - Medical offices - Medical Doctors, Dentists.
- An area for new office development at the intersection of I-40 and Thomasville Road.
• Areas for possible conversion of existing single-family structures to office (or limited commercial) use with the retention of the existing structure at the following locations:
  - Along Old Lexington Road between Sprague and Devonshire Streets.
  - Along Sprague Street between Urban and Burgandy Streets.
  - At the northwest corner of the intersection of Peachtree and Waughtown Streets.
  - Along Waughtown Street between Leight Street and Salem Lake Road.
  - Houses on the south side of Sprague Court facing existing commercial development.

See Special Land Use Conditions on page 28 for complete description of sites and development conditions.

**Commercial**

The planning area has four distinct areas for commercial development, primarily along Waughtown Street. Two large areas of concentrated commercial development are located at the east and west ends of the study area, and two small areas are located along Waughtown Street at its intersection with Peachtree Street and at Pleasant Street. Additional scattered commercial sites are found between Leight Street and Salem Lake Road along Waughtown Street.

Recommendations are:

• Consolidate commercial development at existing locations. As the residential population increases, the need for neighborhood-based goods and services will also expand. New commercial uses should be located in areas currently zoned for commercial use rather than encroaching into residentially zoned areas.

• Encourage additional commercial uses to include:
  - Personal services - Laundry and Dry Cleaners, Photographic Studios, Shoe Repair.
  - Drug store/Pharmacy.
  - Banking Facilities.
  - Medical Support and Services.
  - Entertainment.
  - Expansion of current restaurant services.

• Maintain and strengthen the two main areas of commercial development at both ends of the study area along Waughtown Street through public/private improvements and redevelopment of existing sites (see Design and Appearance section).

• Improvements to the two small areas along Waughtown Street at Peachtree Street, Pleasant Street and the scattered sites should be done through redevelopment of existing sites. Limited expansion of low-intensity commercial uses is detailed under the Special Land Use Conditions found on page 28.

• In designated areas, allow conversion of existing single-family structures into low-intensity commercial (or office) use with the retention of the existing structure. (See Proposed Land Use Map, Map 6, and the Special Land Use Conditions on page 28).

• Two new areas for mixed use which will include commercial development are also proposed in this plan.

**INDUSTRIAL LAND USE**

There are two large industrial areas within the boundaries of the Southeast Area Plan (Map 6). This plan recommends the following:

• Consolidate industrial uses at existing locations on major traffic arteries.

• Revitalize vacant or underutilized industrial sites in the western part of the planning area along US 52. Existing industrial sites could be converted to other uses compatible with surrounding residential areas. See Economic Development Recommendations on page 36.

• Improve the appearance of existing sites to make them more compatible with the surrounding residential areas.

**MIXED USE DEVELOPMENT OPPORTUNITY AREAS**

Mixed use development following traditional neighborhood design standards is encouraged in designated areas. These standards are being developed as part of the Legacy Plan Implementation. Two specific areas for mixed use development have been identified in the Southeast Area. These are: (I) A specified area around the proposed Transit Station (the former Union Station) to include commercial/office/institutional uses; and (II) At the intersection of Clemmonsville and Thomasville Roads. A comprehensive development at this location may include commercial/office/institutional/intermediate-density residential (up to 12 units/acre) (Map 6).

**MIXED USE SITE STUDIES**

I. **Proposed Transit Station and Surrounding Area**

One of the transportation alternatives being studied for Winston-Salem is high-speed rail passenger service. The former Union Station (Davis Garage) is being considered as the location for a Multi-Modal Regional Transportation Center. As a first step, this Center could include a regional bus system and ridership opportunities, such as carpool or vanpool services. At a later stage, the Center would include a transit station for passenger rail service.

*Davis Garage Building*
This Area Plan recommends developing a Master Plan for the Transit Station Area and surrounding Mixed Use Area. The design guidelines presented here should be followed when developing the Master Plan. These guidelines look at the final stage of development which includes rail service.

**Site Study Area**

**Development Guidelines**

- Develop area around Transit Station to support pedestrian-oriented, transit-friendly land use.
- Encourage a mixture of complementary land uses at higher levels of density where appropriate, including residential uses.
- Provide safe and adequate access for pedestrians and bicyclists.
- Ensure efficient and comfortable bus/train service connections.
- Locate buildings close to the street with entrances oriented to the public street.
- Design parking to be visually unobtrusive and pedestrian friendly. Locate parking beside/behind buildings or in a parking garage.

**Vertical Mixed Use Development:**

- Limited Commercial: shops, dry cleaners, and small-scale personal services on the ground level that can capture trade from station users.
- Office Use: locate at the ground level or upstairs over commercial uses.

**II. Intersection of Thomasville and Clemmonsville Roads**

- Multifamily Residential: Free-standing structures for multifamily residential buildings up to 12 dwelling units per acre. Multifamily units located upstairs over commercial or office uses.
- Parking, initially a park-and-ride lot, later a parking garage.

**Existing gas station at the intersection of Thomasville and Clemmonselle Roads**

**Development Guidelines**

- Mixture of uses, including limited commercial, office, institutional, and multifamily residential at intermediate density (8 dwelling units per acre). These uses should be integrated as much as possible, even within the same buildings.
- The site should be developed comprehensively and should not be subdivided into numerous unrelated uses.
- Parking shall be internal and shared by the mixture of uses.
- Coordinated, limited access to site.
**Area for Mixed Use Development**

**SPECIAL LAND USE CONDITIONS**

The Proposed Land Use Map on page 20 shows recommended land uses for all vacant property in the planning area and changes in land use for some developed sites. In some circumstances, there are special conditions for development or prohibitions of certain uses. These situations are referenced on the Proposed Land Use Map (and where applicable, in the previous text) with a * and a lower case letter. (Map 6)

**Vacant Properties, Sites a-c**

The first set of conditions for sites a through c, refer to changes in land use for vacant properties and developed sites. They are as follows:

**Site a. Old Lexington Road between Glencoe and Aureole Streets Area**

With the proposed widening of Old Lexington Road, 3 to 4 houses on the east side of Old Lexington Road will likely be tore down. The area bounded by Glencoe, Dacian, and Aureole Streets and Old Lexington Road could be developed for moderate-density residential. Rezoning conditions include: comprehensive redevelopment of the entire block, protection of existing residential developments along Glencoe and Dacian Streets by orienting new buildings to those streets, locating the entry point and parking area on the southwest portion of the site, and providing landscaping along all street frontages.

**Site b. Thomasville Road and Urban Street**

Properties facing Thomasville Road are located in the general area for the proposed community focal point. At least one of the structures on this site has historic significance, therefore, this plan recommends keeping the existing structures if feasible and allow the conversion of these properties into a limited commercial use such as an ice cream parlor, restaurant, or small shops. These non-residential uses should be incorporated into the design of the community focal point. The vacant lot on the west side of Urban Street could be used for new commercial development to complement the proposed uses for the focal point and for additional parking.

**Site c. Waughtown and Pleasant Streets**

Six lots on the north side of Waughtown Street are zoned for Light Industrial, LI. However, the current land uses which are a commercial use, a vacant lot, and a residential use, are not consistent with the existing zoning classification. This plan encourages the rezoning of these parcels to a Pedestrian Business Zoning District, PB, which better reflects what currently is on the ground. This proposed zoning district could better serve surrounding neighborhoods with possibly office, retail or services needed in the area.

**Conversion Properties, Sites d-h**

The next set of conditions, for sites d through h, refer to changes in land use for developed sites. Legacy recommends promoting historic preservation and reuse of existing structures as a priority for Urban Neighborhoods. It also recommends strengthening neighborhood retail and community services. In order to accomplish these two main goals of Legacy, this plan recommends keeping as many residential structures as possible but recognizing that at certain locations it may be difficult to retain the existing single-family use on a specific property. Therefore, at the locations described below, the establishment of a transition between residential uses and commercial uses is recommended. Where designated residential structures are located at the edge of or front commercially zoned land, properties should be permitted to rezone to low-intensity office, retail, or personal service uses under the conditions established in the Conversion of Existing Homes to Office or Commercial Use Section (Figure 2). These conditions will ensure a convenient location for businesses which serve the everyday household needs of nearby residents without disrupting the character of the neighborhood.

Zoning Districts to be considered at these locations include:

- Office districts: Neighborhood Office District (NO), or Limited Office District (LO).
Business districts: Neighborhood Business District (NB), or Limited Business District (LB). The areas where this conversion can take place are described below (Figure 2):

Site d. Old Lexington Road/Devonshire Street
Three lots on the east side of Old Lexington Road north of Devonshire Street currently zoned for residential use, should be allowed to convert to office or low-intensity commercial use. In addition, the vacant lot at the corner of Old Lexington Road and Devonshire Street is recommended for office use.

Site e. Sprague Street between Urban and Burgandy Streets
Three lots on the south side of Sprague Street between the HB and LO-S zoning districts, and two lots on the north side of Sprague Street next to the HB zoning district should be allowed to convert to office or low-intensity commercial use. In addition, the vacant lot at the corner of Sprague and Urban Streets is recommended for urban residential use.

Site f. Waughtown and Peachtree Street Area
Four lots facing Waughtown Street between Peachtree and Hoover Streets currently zoned for single-family residential, should be allowed to convert to office or low-intensity commercial use.

Site g. Waughtown Street between Leight Street and Salem Lake Road
This area is characterized by a mixture of residential and nonresidential uses such as a restaurant, beauty salons and services, and some shops. Three properties in the area have been converted from residential use into low-intensity commercial use in the last few years. This plan recommends maintaining the existing character of the area allowing, but not encouraging, a limited number of existing homes to convert to office or commercial use.
Site h. Sprague Court Area

Three properties on the south side of Sprague Court are zoned for single-family use. However, the properties are heavily impacted by the nonresidential uses on the north side of Sprague Court. These properties should be allowed to convert to office or low-intensity commercial use (Figure 2).

**TRANSPORTATION RECOMMENDATIONS**

Legacy calls for a balanced, sustainable network of all transportation modes which provides choices for travel needs. Street networks should be developed in a manner that is consistent with the Land Use Plan and promote connectivity in communities. A more compact pattern of growth as outlined in the Land Use Recommendations section will allow public transportation to compete with the automobile. Developing walkable neighborhoods and creating a network of bikeways, sidewalks, and greenways will provide for needed transportation choices for all segments of the population (Map 7). Recommendations are as follows:

**GENERAL**

Some of the basic policies promoting transportation choices in the Southeast Area are:

- Build a balanced transportation system linking major roads, bus/rail transit, greenways, bikeways, and sidewalks.
- Develop better pedestrian and vehicular connections between neighborhoods and hubs in the community such as parks, schools, shopping and employment areas. More sidewalks, extensions of existing roads to connect neighborhoods, and new roads are needed to provide better circulation.

**TRANSIT**

- Support the location of a Multi-Modal Regional Transportation Center at the former Union Station (Davis Garage) as recommended in the Feasibility Study prepared by the North Carolina Department of Transportation Rail Division. This center should include a regional bus system and later a transit station for passenger rail service. If the Davis Garage cannot be reverted to a transportation center, support the recommendation from Legacy for a transit station at the intersection of the new US 311 Connector and the Norfolk-Southern line.
- Review existing area bus routes for potential expansion/improved service.
ROADS/INTERCHANGES/INTERSECTIONS

- Improve the interchange at Vargrave Street and US 52 to eliminate ramps at US 52 and Stadium Drive.
- Explore building a full interchange at Waughtown Street and US 52 to eliminate ramps at Sprague Street and US 52.
- Support new road construction as outlined in the Winston-Salem/Forsyth County Transportation Plan. Projects included are Diggs Boulevard, the Salem Creek Connector, and the US 311 Connector.

- Support Winston-Salem State University's Master Plan and the proposed traffic improvements. These include: (1) turning Martin Luther King, Jr. Drive along campus into a pedestrian-friendly street by narrowing the street, providing on-street parking, landscaping, and bringing new buildings closer to the street; and (2) creating a service road around campus for vehicular circulation and parking.

- Improve two major intersections at: (1) Martin Luther King, Jr. Drive, Waughtown Street, and Thomasville Road; and (2) Waughtown Street, Kernersville Road, and High Point Road. Explore building roundabouts at these intersections to improve traffic movement and appearance.

PEDESTRIAN/BIKE

- Create a network of sidewalks/greenways for the planning area providing pedestrians, runners, and bicyclists with a recreational facility and an alternative transportation route. Greenways are discussed under the Community Facilities section.
- Develop new sidewalks to provide good pedestrian access and connect neighborhoods with existing and proposed recreational facilities.
- Encourage good maintenance of existing and proposed sidewalks.

CORRIDORS/GATEWAYS

- Create an Urban Boulevard route linking downtown Winston-Salem with the proposed US 311 South Activity Center. The proposed Urban Boulevard follows Martin Luther King, Jr. Drive, Reynolds Park Road to the new US 311 Connector, and then along US 311 to the Activity Center (see Design and Appearance section).
- Design a cross-section for a pedestrian-friendly, two-lane road with marked on-street parking as a traffic calming device, sidewalks, and street trees for the commercial areas along Waughtown Street, a designated Urban Corridor. Improving these streets will invite more people to the commercial areas and will be good for businesses and safety in the area (see Design and Appearance section).
- Continue improvements along Martin Luther King, Jr. Drive - a designated Urban Corridor - from Reynolds Park Road to I-40 to make it more attractive (see Design and Appearance section).
- Create attractive entry points into the planning area, major gateways. Additional landscape treatment for the areas around the ramps off the three major expressways bordering the planning area, US 52, I-40, and I-40 Business, is recommended (see Design and Appearance section for proposed treatment section).

COMMUNITY FACILITIES RECOMMENDATIONS

Both public and private community facilities such as schools, parks, libraries, medical offices, and daycare providers should be easily accessible to all segments of the population. Legacy promotes the sharing of institutional facilities as a way to meet various needs of a community. An important recommendation from Legacy for Urban and Suburban Neighborhoods is the creation of a central gathering space in all communities to serve as an urban reference point and the focus of civic and community life (Map 8). Recommendations are as follows:

SCHOOLS

- Establish better links between the school system and the City for the use of adjoining park facilities including Forest Park and Sprague Park.
- Encourage expansion of higher education institutions in a manner that meets the needs of the institution and is compatible with the surrounding community.

RECREATION FACILITIES

- Assess usage of existing facilities and provide additional programs as needed and/or target special groups in the community.
- Encourage the creation of an additional area for active recreation south of the former Vulcan Quarry property (to possibly include soccer fields). This facility can be connected to other parks and natural areas by a greenway trail.
- Encourage adding an additional area for active recreation, to possibly include soccer or baseball fields, to the city-owned property east of Martin Luther King, Jr. Drive and south of Argonne Boulevard.

GREENWAYS

- Extend existing greenway network to link the existing Salem Creek and Salem Lake Greenways with the Waughtown and Sprague Streets area. Recommendations include: (1) utilize the abandoned railroad right-of-way to create a greenway connection between the existing post office on
Pleasant Street and surrounding neighborhoods to Winston-Salem State University, via Vargrave Street; (2) utilize the existing utility easement to create a north-south greenway connection between property adjacent to I-40 to the Salem Creek Greenway; and (3) build a greenway/bikeway parallel to the proposed US 311 Connector.

LIBRARY FACILITIES
- Work with the Forsyth County Library Board to provide a full service branch library facility for the Southeast Area.

HOUSING RECOMMENDATIONS

Legacy recommends neighborhoods offer a variety of quality housing types for different income levels, family size, and types which reduces the segregation of neighborhoods by race, age, and income. Affordable housing should be promoted throughout the City and County by providing incentives, utilizing cost-effective site design, and permitting accessory dwellings and congregate care facilities. Public housing reform and increased home ownership promote pride within neighborhoods and should be encouraged. Increased residential densities are called for in the Center City area and surrounding neighborhoods as well as along Urban Boulevards. Recommendations are as follows:

GENERAL
- Incorporate Traditional Neighborhood Development concepts defined by Legacy in the development and redevelopment of the planning area. This includes a mixture of housing types, well-designed commercial areas in and near neighborhoods, and reducing the role of the automobile by incorporating walkability and connections to other neighborhoods.
- Encourage residential infill to focus development where infrastructure already exists.
- Encourage the Southside Community Development Corporation, the Winston-Salem/Forsyth County Housing Partnership, or nonprofit developers to build new housing in the area. New housing needs to be compatible with the existing character of older neighborhoods and follow infill development guidelines currently being developed.

AFFORDABLE HOUSING
- Continue to encourage purchase/rehabilitation of houses in the area.
- Encourage affordable housing in the planning area for different income levels.

HOUSING REHABILITATION
- Maintain and improve the quality of housing stock in the area through code enforcement, rehabilitation, and homeownership.
• Continue to market City Housing and Neighborhood Services Department Loan and Grant Programs in the Southeast Area to residents and investors. Neighborhood Associations should get involved in this effort.
• Concentrate code enforcement and promotion of conservation/rehabilitation programs in areas in danger of becoming blighted. The rehabilitation efforts should be concentrated in smaller areas in order to concentrate the impact. Proposed housing target areas for code enforcement and promotion of City Programs are shown on Map 9.
• Continue momentum for improvements by encouraging a nonprofit agency such as the Southside Community Development Corporation to target an area for implementing the City’s purchase/rehabilitation program.

**DESIGN AND APPEARANCE RECOMMENDATIONS**

The creation of attractive gateways, business districts, and corridors through the use of regulation and physical improvements is recommended by Legacy, especially along Urban Boulevards, as well as defined Urban Corridors. Public improvements will not only create a comfortable pedestrian environment and positive visual image, but will also encourage private reinvestment in the area. Landscaping, architecture, public art, and attractive signage should be used to convey the character of an area as well as add to the livability of neighborhoods. Recommendations are as follows (See Map 10):

**GENERAL**

• Revitalize existing commercial/industrial buildings to provide pleasing storefronts.
• Follow development guidelines for proposed Mixed Use Area at Thomasville and Clemmonsville Roads (see Mixed Use Site Studies).
• Discourage prison-like security features, such as razor wire, window bars, and blank walls.
• Emphasize principal vehicular and pedestrian routes with distinctive signage, lighting, canopy trees, and the provision of other pedestrian amenities such as small pedestrian plazas, benches, information signs and trash cans.

**TRANSIT STATION**

• Prepare a Master Plan for the proposed Transit Station and surrounding Mixed Use Area (see Mixed Use Site Studies).

**URBAN BOULEVARDS**

• Prepare a Master Plan for the proposed US 311/Fifth Street Urban Boulevard that links the US 311 South Activity Center with downtown (see Legacy Recommendations section). The Master Plan should include an area of about one-quarter mile on each side of the Urban Boulevard. The Master Plan

Map 9. Proposed Housing Target Areas
should promote high-quality transit service and include design features that create an interesting and safe pedestrian environment. Providing sidewalks and crosswalks to encourage pedestrian movement, lining the road with trees, building a landscaped median, allowing on-street parking to buffer pedestrian from traffic movement, are some of the design features needed to support pedestrian activity.

There are three areas along the proposed Urban Boulevard route that need special attention: the area along Winston-Salem State University, and the two areas proposed for higher-density residential. The proposed improvements for Martin Luther King, Jr. Drive along Winston-Salem State University (see Roads/Interchanges/Intersections under Transportation Recommendations section) are consistent with the concept of the Urban Boulevard. Pedestrian-friendly transit stops and retail uses to promote pedestrian activity are needed along this section of the boulevard. The other two areas, Reynolds Park/Rhue Roads and property fronting I-40/proposed 311 Connector, are recommended for higher-density residential developments at selected points along the route of the Urban Boulevard (see Specific Residential Use Recommendations section). The Master Plan should look at confining the most intense densities and/or uses to an area within easy walking distance from the Urban Boulevard.

**URBAN CORRIDORS**

- Develop a Master Plan for the Waughtown Street commercial area and focal point to possibly include:

**Development regulations**
- Reduced front yard setback for pedestrian atmosphere
- Requirement for side and/or rear parking
- Screening for outdoor storage
- Access
- Landscaping/Sign standards

**Recommendations for public improvements**
- Right-of-way planting
- On-street parking, appropriate signage and pavement markings
- Sidewalk needs, crosswalks, traffic calming devices, new curbing needs
- Pedestrian lighting
- Underground/consolidation of utilities
- Pedestrian amenities/banners

**Focal Point**
- Develop design recommendations for a proposed community focal point at Waughtown Street, Martin Luther King, Jr. Drive, and Thomasville Road. The focal
point should be designed to encourage people to gather in a place that has a unique and
distinctive character. The focal point should be identified as being part of the Waughtown area reflecting its history and special qualities.

• Improve appearance of Martin Luther King, Jr. Drive. Improvements should include narrowing the street and/or building a landscaped median from Reynolds Park Road to Tower Street, planting street trees, consolidating utility lines, and adding pedestrian lighting.

GATEWAYS

• Develop design recommendations for creating attractive points of access/exit and major gateways into the planning area. Possible gateway locations are: (1) Martin Luther King, Jr. Drive and I-40 Business; (2) Waughtown/Sprague Streets and US 52; (3) Thomasville/Clemmons Ville Roads and I-40; and (4) Kernersville and High Point Roads and Waughtown Street. These efforts might include widening/reconstructing sidewalks, providing grass planting strips between the sidewalk and the street, planting continuous rows of canopy trees for a block or two, planting flowers, incorporating public art projects, improving pedestrian-scale lighting under bridges, and providing clear signage for directions to places and activities.

INFILL AND TND GUIDELINES

• Follow the infill development guidelines recommended in Legacy to Residential Infill Opportunity Sites once completed.
• Apply Traditional Neighborhood Guidelines as recommended in Legacy to the planning area once completed to ensure new construction complements existing neighborhoods.

HISTORIC PRESERVATION

Legacy promotes historic preservation as a priority for Urban Neighborhoods due to its contribution to the aesthetic, social, historical, cultural, and environmental quality of neighborhoods as well as to the economic development of the community. In the area plan process, neighborhoods can be identified for potential National Register, Historic, Historic Overlay, or Neighborhood Conservation Overlay Districts. Recommendations are as follows:

GENERAL

• Retain historic buildings from the late nineteenth and early twentieth century. Recommendations include:
  - Identify buildings with historic, cultural, and architectural significance with plaques or other type of markers.
  - Place signage throughout the area to tell about important places and events that were part of Winston-Salem's early history.
  - Provide pedestrian-scale lighting, street signs, benches and other pedestrian amenities that reflect the historic nature of the area.
  - Initiate public outreach programs on the importance and economic benefits of preserving historic resources. Include neighborhood associations and other groups in the community.

PROPOSED DISTRICTS

• Solicit and obtain National Register Historic District status for designated portions of the planning area once the Architectural Inventory is completed.
• Encourage the neighborhood to establish Neighborhood Conservation Overlay Districts (NCO) for those areas that have scattered architecturally significant structures.

SENSE OF COMMUNITY

Legacy recommends that all neighborhoods maintain their own special character based on their history and identity. Neighborhoods and commercial areas need to highlight unique features distinguishing them from other areas in the City. Commercial areas in the Urban Neighborhoods area have a special character not found in newer commercial strips that are designed around cars. Such areas should retain their pedestrian/urban feel and not become just another commercial area off the highway. Recommendations are as follows:

GENERAL

• Build on the existing historic/architectural aspects of the community to create its own identity.
PHYSICAL RECOMMENDATIONS

• Develop a Cultural Business District on a portion of Waughtown/Sprague Streets from Old Lexington Road to Clemmonsville Road. Businesses featuring ethnic art, clothing, jewelry, and food could be encouraged to locate here alongside existing businesses to learn about and gain appreciation for different cultures and to attract visitors. Distinctive design elements can be used on the streets or buildings, such as street furniture, special landscaping, banners or colorful awnings (see Design and Appearance section).

• Include public art in the form of banners, sculptures, and public murals to not only improve the appearance of the area, but also to provide opportunities for public participation.

• Create a public gathering place/focal point in the area to promote a sense of community (see Design and Appearance section).

• Give the neighborhood a feeling of ownership by having contests sponsored by a Neighborhood Association or Merchants Association to create public art, murals, etc.

• Utilize the built environment to recognize and celebrate diversity and to foster interaction and promote understanding.

• Celebrate the different cultures found in the area by identifying community gateways or distinctive design features that can be used to identify culture-specific neighborhoods or business areas.

SOCIAL RECOMMENDATIONS

• Bring people into the area through special events such as special festival, retail sales, or holiday promotions.

• Promote neighborhood ties through neighborhood associations, community artwork, gardens, and events.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Most older neighborhoods already have a mix of uses in place including industrial and business uses. Legacy recommends that economic development activity in the Urban Neighborhoods area, both new and existing, should be compatible or made compatible through renovation with nearby residential areas. The rehabilitation/redevelopment of older industrial areas, especially in slow growth areas, should be encouraged and supported. Recommendations are as follows:

GENERAL

• Identify, prepare/improve, and market business and industrial sites for potential redevelopment to create new jobs and improve the appearance of the area.

• Upgrade existing infrastructure to promote development.

• Recognize and support business opportunities associated with the growing diversity of cultures.
• Involve local residents and business people in developing economic development strategies for the planning area.
• Create/strengthen the Merchants Association.
• Involve the Southside Community Development Corporation in attracting new small- and medium-size businesses and to help expanding existing businesses.
• Develop a marketing program.
• Revitalize older commercial areas along Waughtown and Sprague Streets to improve the poor image they present to both residents and nonresidents in the area. Public improvements are listed under Design and Appearance section.

APPLICABLE CITY PROGRAMS
• Identify brownfield sites and utilize the Brownfield Assessment Grant Program for assessing sites and for possible cleanup, or use EPA grants to reclaim these sites.
• Strengthen existing business and attract new ones by utilizing/promoting public programs currently available in the area. Promote the State Development Zone Area Program applicable to the planning area.
• Hold workshops explaining loan and rehabilitation programs to local merchants.

🌟 SAFETY RECOMMENDATIONS

Safety is a concern in a number of neighborhoods and business areas. Legacy recommends for safety to be addressed through design factors, mixed use development which promotes busy streets, incentives for property maintenance in problem areas, and the involvement of citizens in community planning efforts. Recommendations are as follows:

GENERAL
• A concerted effort is needed to shut down drug houses. (Do not allow them to just move to another location.)
• Bring back the Neighborhood Watch Programs.
• Increase police presence with satellite police stations, and horse, bike and foot police patrol.
• Create a "business watch" program to be coordinated by the proposed Merchants Association.
• Encourage merchants to use existing police programs. These are: (1) Directed Patrol Program where merchants can call police to routinely patrol "trouble spots" and receive regular reports on these areas; and (2) On-Site Assessment Program where police evaluate businesses for possible security problems.
• Seek assistance from the Police Department when designing public improvements to apply Crime Prevention Through Environmental Design concepts into the designs.
• Improve maintenance of neighborhoods, public spaces, and business areas to increase the sense of security in the community.
• Increase connections between people, their neighbors, and their community so they watch out for each other and work with public safety officials to keep the community safe.
• Strictly enforce housing codes, abandoned vehicle, and weeded lot and other sanitation ordinances to increase sense of security.
## Implementation Schedule

<table>
<thead>
<tr>
<th>ACTION/PROJECT</th>
<th>RESPONSIBLE AGENCY</th>
<th>TIMING*</th>
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<td><strong>Land Use</strong></td>
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<tr>
<td>Follow proposed land use plan and general land use guidelines</td>
<td>CCPB; Board of Aldermen</td>
<td>Ongoing</td>
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<tr>
<td>Encourage and emphasize locating medical offices, banking facilities, entertainment and eating places in the Planning Area</td>
<td>Merchants Association, Southside CDC, Development Office, Board of Aldermen</td>
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<tr>
<td>Encourage revitalization of underutilized commercial sites and industrial areas</td>
<td>CCPB; Merchants Association, Development Office</td>
<td>Short Range</td>
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<tr>
<td>Encourage Mixed Use Development as recommended on the Proposed Land Use Map</td>
<td>CCPB, Board of Aldermen</td>
<td>Ongoing</td>
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<tr>
<td>Follow land use recommendations as part of the development of the proposed Urban Boulevard</td>
<td>CCPB, Board of Aldermen</td>
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<td>Encourage residential infill as recommended on the Proposed Land Use Map</td>
<td>CCPB, Board of Aldermen</td>
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<td><strong>Transportation</strong></td>
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<td>Support location of a Multi-Modal Regional Transportation Center at the former Union Station (Davis Garage)</td>
<td>CCPB, WSDOT, Board of Aldermen</td>
<td>Medium Range</td>
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<td>Support interchange improvements at US 52 and Vargrave Street</td>
<td>WSSU; WSDOT</td>
<td>Medium Range</td>
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<td>Support building a full interchange at US 52 and Waughtown Street</td>
<td>WSDOT</td>
<td>Long Range</td>
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<td>Build proposed new roads in the Transportation Plan including:</td>
<td>Public Works; WSDOT</td>
<td>Short Range to Long Range</td>
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<td>- Diggs Boulevard</td>
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<td>- Salem Creek Connector</td>
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<td>- US 311 Connector</td>
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<tr>
<td>Conduct road widening projects in the Transportation Plan including:</td>
<td>Public Works; WSDOT</td>
<td>Short Range to Long Range</td>
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<td>- Cole Road</td>
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<tr>
<td>- Kernersville Road</td>
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<tr>
<td>- Old Lexington Road</td>
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<tr>
<td>- Sprague Street</td>
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<tr>
<td>- US 52 improvements</td>
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</tr>
</tbody>
</table>

*Timing:  Immediate: 1-2 years  Short Range: 3-5 years  Medium Range: 6-10 years  Long Range: 10 years or more*
**ACTION/PROJECT**  | **RESPONSIBLE AGENCY**  | **TIMING***
---|---|---
Create Master Plan for designated Urban Boulevard (see Design and Appearance section), make recommended physical improvements to corridor | CCPB, Board of Aldermen, WSDOT, Roadway Appearance | Medium Range
Create Master Plan for Waughtown Street Urban Corridor (see Design and Appearance section), make recommended traffic and physical improvements | CCPB, Board of Aldermen, WSDOT, Roadway Appearance | Short Range
Make improvements to defined gateways (see Design and Appearance section) | Roadway Appearance, WSDOT |  
Support WSSU’s Master Plan and proposed traffic improvements:  - Make Martin Luther King, Jr. Drive pedestrian-friendly  - Create service road around campus for vehicular circulation | WSSU, WSDOT | As defined in WSSU Plan
Improve intersections:  - Martin Luther King, Jr. Drive, Waughtown Street and Thomasville Road  - Waughtown Street, Kernersville and High Point Roads | NCDOT; WSDOT; Public Works | Medium Range
Study the potential expansion of area bus routes | Winston-Salem Transit Authority | Immediate
Provide additional bus shelters | Property developers; CCPB | As property develops
Create a network of sidewalks/greenways/bikeways to provide transportation choices | CCPB; WSDOT; Recreation | Medium Range/Long Range
Evaluate needs for pedestrians, cyclists and transit users in road design and public improvements | WSDOT; Public Works; WSTA | Short Range
Review identified sidewalk projects | Public Works | Immediate
Review identified bicycle routes | Bicycle Committee; CCPB | Medium Range

**Community Facilities**

Encourage cooperation between school system and City for use of parks next to school facilities | WS/FC School Board; Recreation Department | Immediate

---

*Timing: Immediate: 1-2 years  Short Range: 3-5 years  Medium Range: 6-10 years  Long Range: 10 years or more  
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<table>
<thead>
<tr>
<th>ACTION/PROJECT</th>
<th>RESPONSIBLE AGENCY</th>
<th>TIMING*</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Community Facilities continued...)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Complete comprehensive parks and recreation plan to determine recommendations for Planning Area</td>
<td>CCPB; Recreation Department</td>
<td>In progress</td>
</tr>
<tr>
<td>Plan and develop Greenways:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Parallel with US 311 Connector</td>
<td>CCPB; Recreation Department</td>
<td>Long Range</td>
</tr>
<tr>
<td>- Vulcan Quarry site north to Salem Creek Trail, south toward I-40</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Railroad right-of-way</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Protect railroad right-of-way for trail use</td>
<td>CCPB; Public Works; WSDOT</td>
<td>If abandoned by railroad</td>
</tr>
<tr>
<td>Encourage creation of active recreation areas:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- South of former Vulcan Quarry site; and</td>
<td>CCPB; Recreation Department</td>
<td>Short Range</td>
</tr>
<tr>
<td>- East of Martin Luther King, Jr. Drive and south of Argonne Boulevard</td>
<td></td>
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</tr>
<tr>
<td>Explore adding a full-service branch library facility in the area</td>
<td>Forsyth County Library Board; CCPB</td>
<td>Long Range</td>
</tr>
<tr>
<td>Create community Focal Point in area of Waughtown Street/Thomasville Road, following proposed Master Plan (see Design and Appearance)</td>
<td>CCPB, Recreation Department</td>
<td>Short Range</td>
</tr>
<tr>
<td>Acquire site for Focal Point</td>
<td>CCPB, Recreation Department, Real Estate Department</td>
<td>Short Range</td>
</tr>
</tbody>
</table>

### Housing

<table>
<thead>
<tr>
<th>ACTION/PROJECT</th>
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<th>TIMING*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support higher residential densities along Urban Boulevard and major roads (see Land Use Recommendations section)</td>
<td>CCPB; Board of Aldermen</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Incorporate Traditional Neighborhood Development (TND) concepts defined by Legacy in the development and redevelopment of residential areas</td>
<td>CCPB; Housing and Neighborhood Development; Board of Aldermen</td>
<td>Ongoing/ TND Standards are now being revised</td>
</tr>
<tr>
<td>Encourage residential infill development as proposed on the Proposed Land Use Map</td>
<td>CCPB; Housing and Neighborhood Development; Board of Aldermen</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Maintain and improve the quality of housing stock through code enforcement, rehabilitation, and homeownership</td>
<td>Housing and Neighborhood Development; Housing Services</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Concentrate code enforcement and promotion of rehabilitation programs in the targeted areas:</td>
<td>Housing and Neighborhood Development; Housing Services; Neighborhood Associations; Southside CDC</td>
<td>Ongoing</td>
</tr>
<tr>
<td>- Skyline Village</td>
<td></td>
<td></td>
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<tr>
<td>- Goldfloss</td>
<td></td>
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<tr>
<td>- Waughtown</td>
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</tbody>
</table>

*Timing: Immediate: 1-2 years    Short Range: 3-5 years    Medium Range: 6-10 years    Long Range: 10 years or more
### Design and Appearance

<table>
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</tr>
</thead>
<tbody>
<tr>
<td>Assist non profit organizations to work on targeted areas</td>
<td>Southside CDC; CCPB</td>
<td>Immediate</td>
</tr>
<tr>
<td>Encourage use of City Programs for housing rehabilitation</td>
<td>Housing Services; Neighborhood Associations; Southside CDC</td>
<td>Ongoing</td>
</tr>
<tr>
<td><strong>Design and Appearance</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop infill design guidelines as recommended in <em>Legacy</em></td>
<td>CCPB; Board of Aldermen</td>
<td>Immediate/Underway</td>
</tr>
<tr>
<td>Develop Traditional Neighborhood Guidelines as recommended in <em>Legacy</em></td>
<td>CCPB; Board of Aldermen</td>
<td>Immediate/Draft Completed</td>
</tr>
<tr>
<td>Develop Design Standards for moderate to intermediate densities along major roads as recommended in <em>Legacy</em></td>
<td>CCPB; Board of Aldermen</td>
<td>Immediate</td>
</tr>
<tr>
<td>Hire design professional to develop a Master Plan for the proposed Urban Boulevard</td>
<td>CCPB, Board of Aldermen</td>
<td>Medium Range</td>
</tr>
<tr>
<td>Hire a design professional to develop a Master Plan for the proposed Waughtown Street Urban Corridor and the Focal Point at Waughtown Street and Thomasville Road (as one project)</td>
<td>CCPB, WSDOT, Recreation Department</td>
<td>Short Range</td>
</tr>
<tr>
<td>Hire design professional to develop Master Plan for Transit Station and surrounding Mixed Use Area when appropriate</td>
<td>CCPB, WSDOT, Board of Aldermen</td>
<td>Long Range</td>
</tr>
<tr>
<td>Make appearance improvements to Martin Luther King, Jr. Drive as a designated Urban Corridor</td>
<td>CCPB, WSDOT, Roadway Appearance</td>
<td>Medium Range</td>
</tr>
<tr>
<td>Design physical improvements for designated entry points, gateways, into the planning area including: - Martin Luther King, Jr. Drive/ Business 40 - Waughtown Street, Sprague Street/US 52 - Thomasville Road, Clemmonsville Road/ I-40 - Kernersville Road/High point Road/ Waughtown Street</td>
<td>CCPB; Roadway Appearance</td>
<td>Medium Range</td>
</tr>
<tr>
<td>Create process for continued involvement by citizens in review of proposed Master Plans</td>
<td>CCPB; Merchants Association; Development Office, Citizens‘ Advisory Committee</td>
<td>Ongoing</td>
</tr>
</tbody>
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<tr>
<td><strong>Historic Preservation</strong></td>
<td></td>
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</tr>
<tr>
<td>Solicit National Register Historic District Status for designated portions of the study area</td>
<td>CCPB; Historic Resource Commission</td>
<td>Immediate/Underway</td>
</tr>
<tr>
<td>Retain historic buildings from the late nineteenth and early twentieth centuries, where possible</td>
<td>Merchants Association; Neighborhood Associations; Historic Resource Commission</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Provide pedestrian-scale lighting, street signs, benches and other pedestrian amenities to reflect the historic nature of the area</td>
<td>Public Works</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Initiate public outreach programs on the importance and economic benefits of preserving historic resources</td>
<td>Historic Resource Commission, Neighborhood Associations</td>
<td>Ongoing</td>
</tr>
<tr>
<td><strong>Sense of Community</strong></td>
<td></td>
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</tr>
<tr>
<td>Develop a Ethnic Business District (part of Waughtown Street Master Plan)</td>
<td>Merchants Association</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Use public art for appearance improvement and as an opportunity for public participation</td>
<td>Merchants Association; Arts Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Encourage new and continue existing special events to attract people to the area</td>
<td>City; Merchants Association; Arts Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Promote neighborhood ties with stronger neighborhood associations</td>
<td>Neighbors for Better Neighborhoods; Neighborhood Associations</td>
<td>Ongoing</td>
</tr>
<tr>
<td><strong>Economic Development</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Encourage the creation of new small- and medium-size businesses and market the Waughtown Street Area</td>
<td>Merchants Association; Development Office; Southside CDC</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Utilize/promote public programs currently available in the area</td>
<td>Merchants Association; Development Office</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Create/strengthen Merchants Association</td>
<td>Development Office; Chamber of Commerce; Sprague Street Neighborhood Association</td>
<td>Immediate</td>
</tr>
<tr>
<td>Extend Facade Improvement Program to commercial properties on Waughtown and Sprague Streets</td>
<td>Development Office</td>
<td>Immediate</td>
</tr>
</tbody>
</table>

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<tr>
<td>Create a Parking Lot Landscaping Program to improve existing parking lots</td>
<td>CCPB; Merchants Association; Development Office</td>
<td>Short Term</td>
</tr>
<tr>
<td>Promote unused and underutilized sites having development potential</td>
<td>CCPB; Development Office, Merchants Association, Neighborhood Associations</td>
<td>Ongoing</td>
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</tbody>
</table>

**Safety**

<table>
<thead>
<tr>
<th>ACTION/PROJECT</th>
<th>RESPONSIBLE AGENCY</th>
<th>TIMING*</th>
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</thead>
<tbody>
<tr>
<td>Bring back Neighborhood Watch Program</td>
<td>Police Department; Neighborhood Associations; Neighbors for Better Neighborhoods</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Create a &quot;Business Watch Program&quot;</td>
<td>Merchants Association; Police Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Increase police presence in the area</td>
<td>Police Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Apply Crime Prevention Through Environmental Design concepts in designing public improvements</td>
<td>Police Department; Merchants Association; CCPB</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Use Direct Patrol and On-Site Assessment Programs</td>
<td>Merchants Association; Police Department</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Evaluate and improve street lighting</td>
<td>Public Works, Police Department</td>
<td>Immediate</td>
</tr>
<tr>
<td>Strictly enforce existing Ordinances to increase sense of security</td>
<td>City Departments</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

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Acknowledgments

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*Project leader
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Making it work!

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