

EAST END MASTER PLAN

Winston-Salem, North Carolina



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INTRODUCTION

THE OPPORTUNITY

“This plan is about what we are and what we want to become.”

- Councilman Derwin Montgomery

Downtown Winston-Salem and adjacent areas are experiencing a resurgence. People are attracted to the character, convenience, sense of place, amenities and other advantages of living, working, visiting and investing in the central city. Recent residential and commercial growth are spurring redevelopment projects and new construction, revitalizing streets, blocks and whole neighborhoods with a new urban vibrancy.

The city's economy, formerly reliant on industry and manufacturing, is now more diverse, resilient and firmly rooted in today's knowledge economy. The Wake Forest Innovation Quarter (WFIQ) is leading the city's economic transformation and has become a model for post-industrial cities across the country. The successful innovation district is projected to keep expanding, which will further energize the downtown area and drive additional spin-off development.

While this type of growth and economic transformation brings jobs, infrastructure improvements and an increased quality of life to an area, it also poses challenges for existing communities. Residents and business-owners are forced to adapt as they face growth and development pressure. Fear of gentrification and dislocation is an understandable response to these new forces, but these issues can be mitigated or prevented by proactively planning for sensitive and inclusive growth in the community.

The East End neighborhood of East Winston is positioned to make a choice about its future. It is situated at the doorstep of downtown, Innovation Quarter and Winston-Salem State University (WSSU). It will inevitably be faced with growth and development pressure, and the community should define its own vision for the future to ensure that future growth is inclusive and in the community's best interest.

The City of Winston-Salem, S.G. Atkins Community Development Corporation and the City-County Planning & Community Development Department have partnered to sponsor a neighborhood master plan for the East End. They engaged the architecture and planning firm of Ayers Saint Gross to facilitate a participatory planning process and generate a master plan to guide future development and improvements in the neighborhood. The extents of the East End planning area are indicated on the opposite page.



EAST END

PURPOSE & GOALS

The East End Master Plan has been created with and for the local community to ensure a healthy and vibrant future. The plan articulates the needs, expectations and aspirations of the community and other neighborhood stakeholders to public officials, local leaders, existing property owners, private developers and any individual or entity seeking to invest in the neighborhood. As an adopted master plan, it will guide public and private investment in the neighborhood. It also identifies catalyst projects, prioritizes development initiatives and recommends various implementation strategies to help actualize the master plan vision.

The main goals of the Master Plan are to leverage the neighborhood's assets and strengths, address its needs and challenges and create long-term benefits to the community.

History & Social Fabric: The East End is a community with a strong neighborhood identity, a proud history and vibrant faith communities. It holds a special place in the city's broader African-American community. These historical and social 'threads' of the community fabric should be maintained, strengthened and celebrated as the neighborhood evolves.

Proximity & Connectivity: The East End boasts a prime location with direct freeway access and proximity to many major civic assets, institutions and anchors. The Innovation Quarter, downtown, WSSU, Career Center, Forsyth County social services campus and Union Station (currently under renovation) are all easily accessible within or near the East End. This proximity and access must be leveraged to fully maximize the neighborhood's potential.

Inclusive Growth: The East End has the physical space to accommodate growth through an increase in density, but growth should not come at the expense of the existing community. The plan aims to maintain affordability, provide housing choices and attract a healthy diversity of new residents and businesses while re-invigorating those that already exist in the area.

Economic Development: A central focus of the plan is improving access to education, skills training and job opportunities for current and future East End residents. Downtown and the Innovation Quarter will continue to be primary economic engines, but the East End should play a complementary role. With the right investments and strategy, the neighborhood can become a pipeline into the innovation and knowledge-based economy for local entrepreneurs, start-ups and minority businesses.



Bailey Park, Winston-Salem, NC



Wake Forest School of Medicine, Winston-Salem, NC

Wake Forest Innovation Quarter

The Innovation Quarter is the center of gravity for the city’s innovation ecosystem and is home to 150 companies, 3600 workers, 5 academic institutions and 1,500 students. Recently completed projects include Bailey Park and Long Branch Trail. A large new apartment building and the Bailey Power Plant complex will soon be the next big district additions. As an immediate WFIQ neighbor, the East End stands to benefit from its amenities, programs, job opportunities and spin-off development.



Winston-Salem State University

Winston-Salem State University

The University is working to improve physical, social and educational connections between campus and surrounding neighborhoods. It is also seeking to build a stronger ‘college town’ environment by supporting an increase in student and faculty housing options and an expansion of retail, restaurant and other commercial services. The East End is well-situated to capture some of this university-oriented, off-campus development.



Downtown Winston-Salem, NC



Downtown Winston-Salem, NC

Downtown Winston-Salem

Downtown’s revitalization continues with numerous redevelopment efforts and investments. Resident and worker populations are growing and new hotels, restaurants, bars, galleries and entertainment venues are attracting visitors. A vibrant, energetic street life is emerging on downtown’s main streets, particularly Trade and 4th Streets. At the threshold of downtown, the East End has the opportunity to become an attractive first-ring neighborhood that appeals to people and businesses looking for proximity and convenient access to downtown.

(l to r) Image 1, Ken Bennett, © 2016 Wake Forest University; Image 2, bizjournals.com/triad/news/2016/07/20/take-a-look-inside-wake-forest-baptists-new.html#g/394887/1; Image 3, Google Earth, modified December 14, 2017; Image 4, twincityquarter.com/things-to-do; Image 5, longandfoster.com/NC/Winston-Salem

PLANNING PROCESS



The East End Vision Plan from February 2016

The East End master planning process began on February 10, 2016, when the City of Winston-Salem and Ayers Saint Gross facilitated a small visioning workshop with select East End community stakeholders. The workshop was sponsored by Wake Forest Innovation Quarter (WFIQ) in order to catalyze future planning efforts for the area and start to set a high-level vision for the East End. Stakeholders included approximately 20 community members, business owners and city officials. The Vision Plan produced during the meeting combined feedback expressed during the session into a very conceptual plan illustration and summarized a series of broad recommendations.

Through this initial visioning effort, it became clear that the neighborhood would greatly benefit from a more robust and comprehensive planning study. The city, led by Councilman Montgomery, partnered with the S.G. Atkins Community Development Corporation and the City-County Planning Department to sponsor and facilitate the next round of planning work.

The process was organized into three stages, each with an accompanying on-site workshop:

-  1. Listen & Learn
-  2. Test Ideas
-  3. Develop Consensus Plan

This report summarizes plan outcomes and final recommendations with the intent that it will be officially adopted as a neighborhood master plan by the city. As the process transitions into implementation, it is important to remember that enacting the plan will be a years-long, collective effort. The city, county, local churches, property owners, neighborhood residents, developers and businesses will all take part in shaping the future of the East End and they will all need to hold each other accountable for implementing the consensus-based plan successfully.



Workshop 1: March 23-24, 2017

This kick-off workshop included a series of focus group discussions with key stakeholders, including city and county officials, churches and non-profits, local housing groups, WFIQ, academic institutions, business owners, entrepreneurs, developers and investors. An evening public meeting was hosted to introduce the project to local residents and help the design team understand community goals and priorities, identify strengths and weaknesses and address neighborhood concerns.



Workshop 2: June 29-30, 2017

The design team returned to the East End for another round of stakeholder meetings and to host a public open house to collect more community input. During the open house, local residents brainstormed ideas, reviewed early design ideas and provided suggestions for the next round of plan development. Common themes emerged from discussions and written comments that laid the foundation for a preferred approach to organizing new land uses, streets, parks and other features.



Workshop 3: October 17, 2017

By this workshop, the project team developed a draft of the neighborhood master plan, but it needed verification that it appropriately reflected community input. During a public meeting at First Calvary Baptist Church, the team presented the draft plan, answered questions and solicited feedback. The workshop was a springboard for the final stage of the project process, which included making final revisions to the master plan, summarizing recommendations and generating this report.



COMMUNITY & STAKEHOLDER ENGAGEMENT

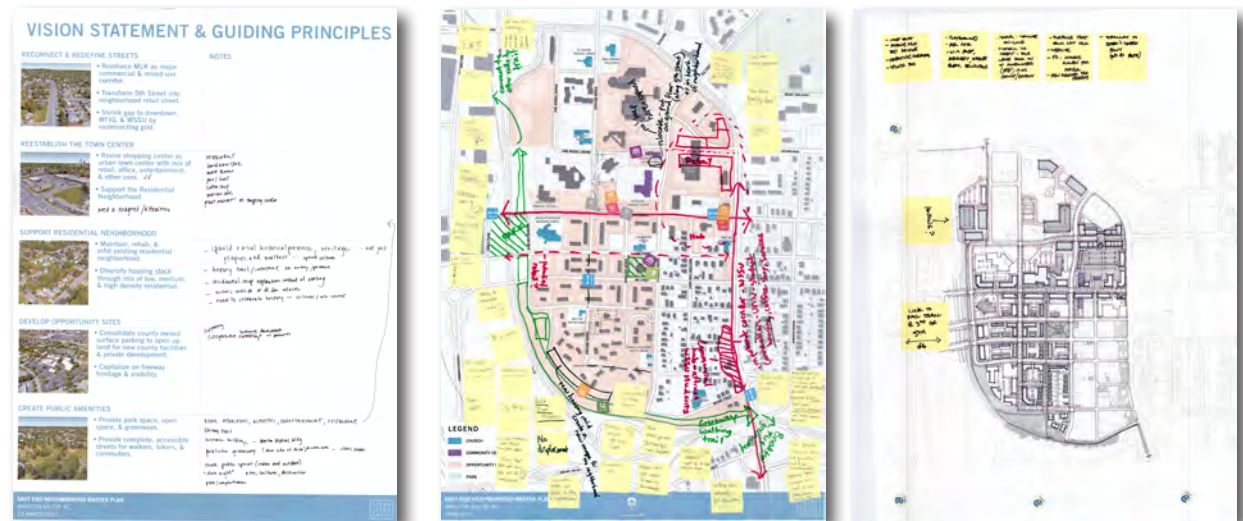
Community outreach and stakeholder engagement drove the development of the East End Master Plan. The following list summarizes the most frequent comments received by the design team throughout the planning process. The input was organized by theme to assist in plan development.

Guiding Vision

- Preserve the integrity of the community
- Celebrate the history and culture of the community, particularly African-American heritage
- Identify catalyst projects that show hope and sincerity of reinvesting in the future of East Winston-Salem

Programs & Amenities

- Identify new and leverage existing partnerships with institutions and organizations (i.e. WSSU, Forsyth Tech, Venture Café, etc.)
- Build a pipeline within and into the Innovation Quarter for the local minority community
- Explore community benefit agreements with developers
- Address health and wellness program needs and training
- Create more indoor and outdoor public spaces



Local residents were invited to help establish guiding principles and provide design guidance at various interactive stations during workshops

Economic Development

- Create magnets and destinations that attract new businesses and customers
- Serve community retail and entertainment needs
- Re-establish a town or village center
- Support local business ownership and cooperatives
- Expand library with adult training and career center
- Explore ground-level start-up spaces
- Consider a food incubator, production kitchen, creative arts lab and other entrepreneur support programming
- Address college town needs of WSSU

Residential

- Do not displace residents
- Identify build-first projects so that residents can be relocated into better quality housing within the neighborhood
- Maintain affordability
- Provide a mix of price points for both rental and for-sale housing
- Address need for student and faculty housing in the area

Access & Circulation

- Mitigate or eliminate US-52 as a barrier
- Improve connections and access to the Innovation Quarter, downtown and WSSU
- Enhance transportation options and access to jobs
- Reinforce MLK as a major commercial and mixed-use corridor that takes advantage of convenient freeway access

RECENT PLANS & PROJECTS

Over the past few years, numerous plans and studies have been conducted in and around the East End area. Several of these are in the process of being realized, like the WFIQ Master Plan, or moving towards implementation, such as major streetscape improvements for MLK Drive. These plans and projects have and will continue to positively impact the East End community. The Neighborhood Master Plan was developed with reference to these plans and studies.

East-Northeast Area Plan: A major component of the latest update to the city's comprehensive plan, *Legacy 2030 Update*, was a new plan for future land uses. Mixed-use areas were established in key locations throughout the city, including the East End.

MLK Drive Streetscape Improvements: The entire stretch of MLK Drive along the north and east side of the master plan study area is slated to be rebuilt with improved streetscape elements such as new sidewalks, crosswalks, planting strips, medians and lighting.

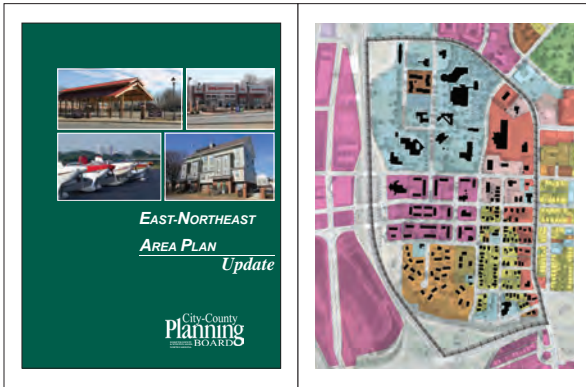
Cleveland Avenue Neighborhood Transformation Plan: The Housing Authority of Winston-Salem has developed a comprehensive vision for redeveloping 130 acres north of the East End planning area into a mixed-income and mixed-use neighborhood. Highland Avenue, Cleveland Avenue and File Street are key points of connection from this area to the East End.

WFIQ Master Plan: The Innovation Quarter is successfully implementing its own master plan with major development activity currently focused around Bailey Park. Future development is planned to extend south along Research Parkway.

WSSU Master Plan: The University embarked on a campus master plan update in 2017, with a specific focus on campus edges and relationships to surrounding neighborhoods.

Union Station Rehabilitation: The long-vacant historic train station is being restored to its former glory. It will serve as a new local transit terminal, provide space for office and retail tenants and accommodate possible future rail service.

Business 40 Improvements: The North Carolina Department of Transportation (NCDOT) is undertaking a two-year project to reconstruct Business 40 through downtown Winston-Salem. The scope of work includes reconfiguring ramps, rebuilding bridges and expanding downtown's network of multi-purpose paths.



East-Northeast Area Plan



MLK Corridor Master Plan



WFIQ Master Plan



Business 40 Streetscape Master Plan



Cleveland Avenue Neighborhood Transformation Plan

EXISTING CONDITIONS

The East End is a unique, dynamic and layered neighborhood. It was critical to understand and assess the current condition of its various features and components at the start of the planning process.

Demographics

The East End comprised about half of its census tract (Forsyth County Tract 7). In 2015, the tract had a median household income of less than \$15,000 and a poverty rate of 62%. Only 9% of residents held a bachelors degree or higher. The overwhelming majority (97%) of residents were African-American.

Residential

The East End study area has approximately 500 total housing units with around 80% being multi-family units. The majority of all units are rentals, and the combination of an aging housing stock and low property values has resulted in low and affordable rents. A lack of variety in housing types limits housing options. Single family homes tend to be small, one-story detached houses and multi-family units are typically two-story walk-up apartments. Demolition of abandoned houses has resulted in numerous vacant lots, particularly in the southeast quadrant of the study area south of 5th Street between Cleveland Street and MLK Jr Drive.

Commercial

Retail and service uses are mostly oriented towards MLK Drive, though some small office buildings are located along 5th Street. Both retail and office buildings are typically low-scale and auto-oriented

with large setbacks, parking areas and drive-thrus being common features. Though not widespread, vacancy is an issue.

Public Amenities, Open Spaces & Recreation

There is a distinct lack of public parks, open spaces, trails, playgrounds and recreational facilities within the East End, though some of these amenities exist in adjacent neighborhoods. The Forsyth County Library operates a local branch at the Malloy Jordan East Winston Heritage Center, though the facility is small and aged.

Churches

Eleven churches call the East End home. The churches are committed to the neighborhood even though many in their congregations no longer reside in the immediate community. Certain churches are significant property owners, controlling large swaths of land and housing complexes. The United Metropolitan Missionary Baptist Church, which owns several adjacent apartment blocks along 5th and 4th Streets, is poised to be a prime driver of impactful and positive redevelopment activity in the neighborhood.

Forsyth County Facilities

The county's departments of health, social services and behavioral health are located in the northern portion of the East End. These are a major asset, providing important community services and employment opportunities. The county also controls undeveloped land areas that present opportunities for future growth.



Aerial plan view showing planning area boundary and existing conditions of East End neighborhood

EXISTING CONDITIONS



Gateways & Edges

The East End has hard and distinct edges. The freeways along the west and south create physical and psychological barriers, which reinforce a sense of disconnection between the neighborhood and its immediate surroundings. Martin Luther King Junior Drive is both an asset and a challenge for the neighborhood. It is an important arterial but also a wide, busy and unfriendly thoroughfare. Primary neighborhood gateways are defined by cold, concrete freeway infrastructure like bridge crossings and ramps.

Land Utilization

For a central city neighborhood, the East End is characterized by low density development patterns that are typical of more suburban locations. Most neighborhood buildings are single-use, spread out and prioritize access by car. Most streets maximize vehicle movement with multiple and/or very wide lanes, while pedestrian, bike and transit facilities are lacking. This sort of built environment discourages people from walking, biking or using transit.

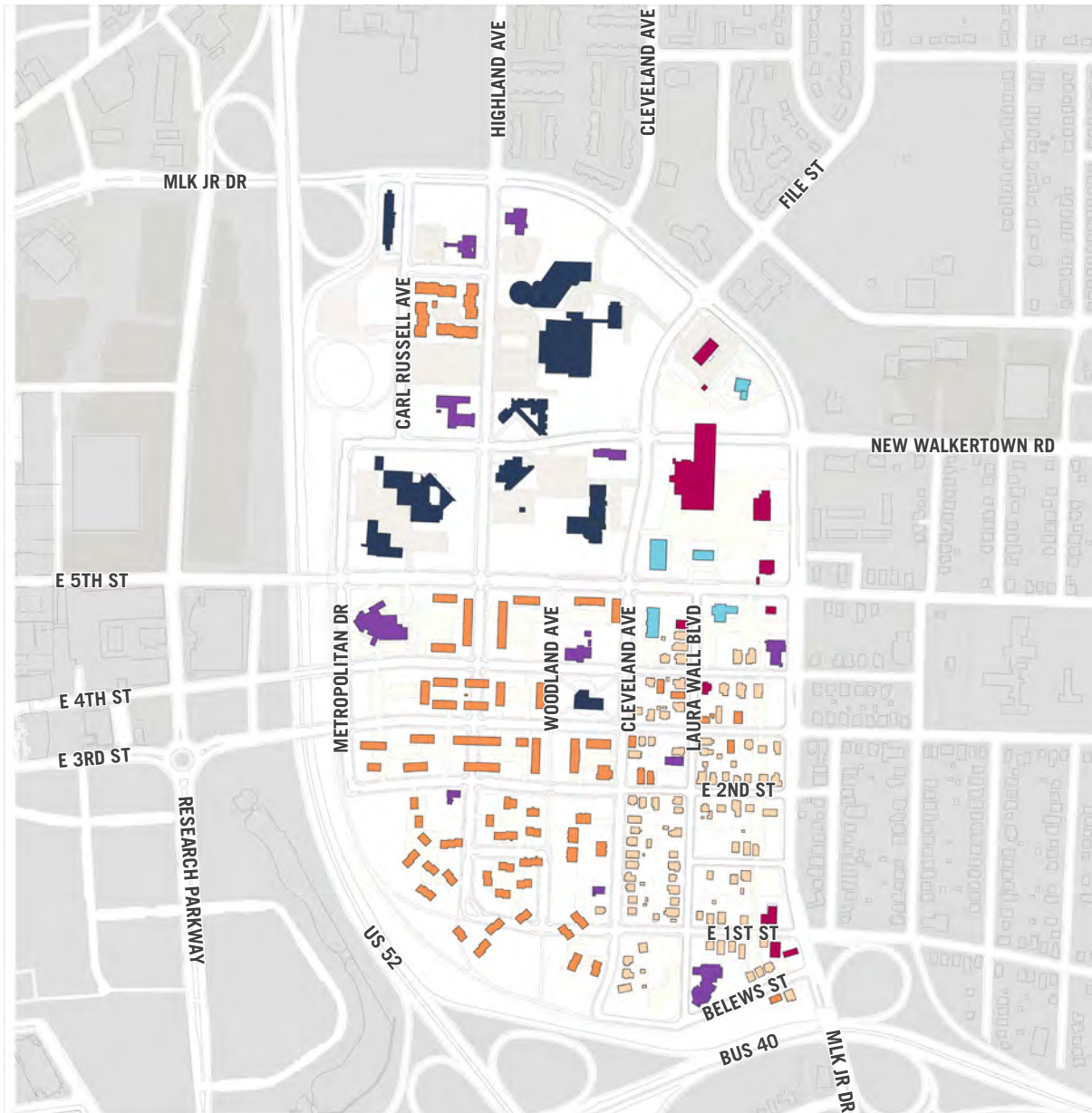


Figure - Ground Diagram



This Figure-Ground Diagram shows existing building footprints. For an urban area, the East End has a low ratio of buildings to open area. This low development density means there are opportunities for infill and higher-density development.

Existing Building Use Diagram

- Single-Family Residential (Private Entry)
- Multi-Family Residential (Shared Entry)
- Commercial: Office, Co-working, Flex Space
- Retail
- Civic, Institutional, & Community Service or Amenity
- County Facilities

NEIGHBORHOOD VISION

FRAMEWORK

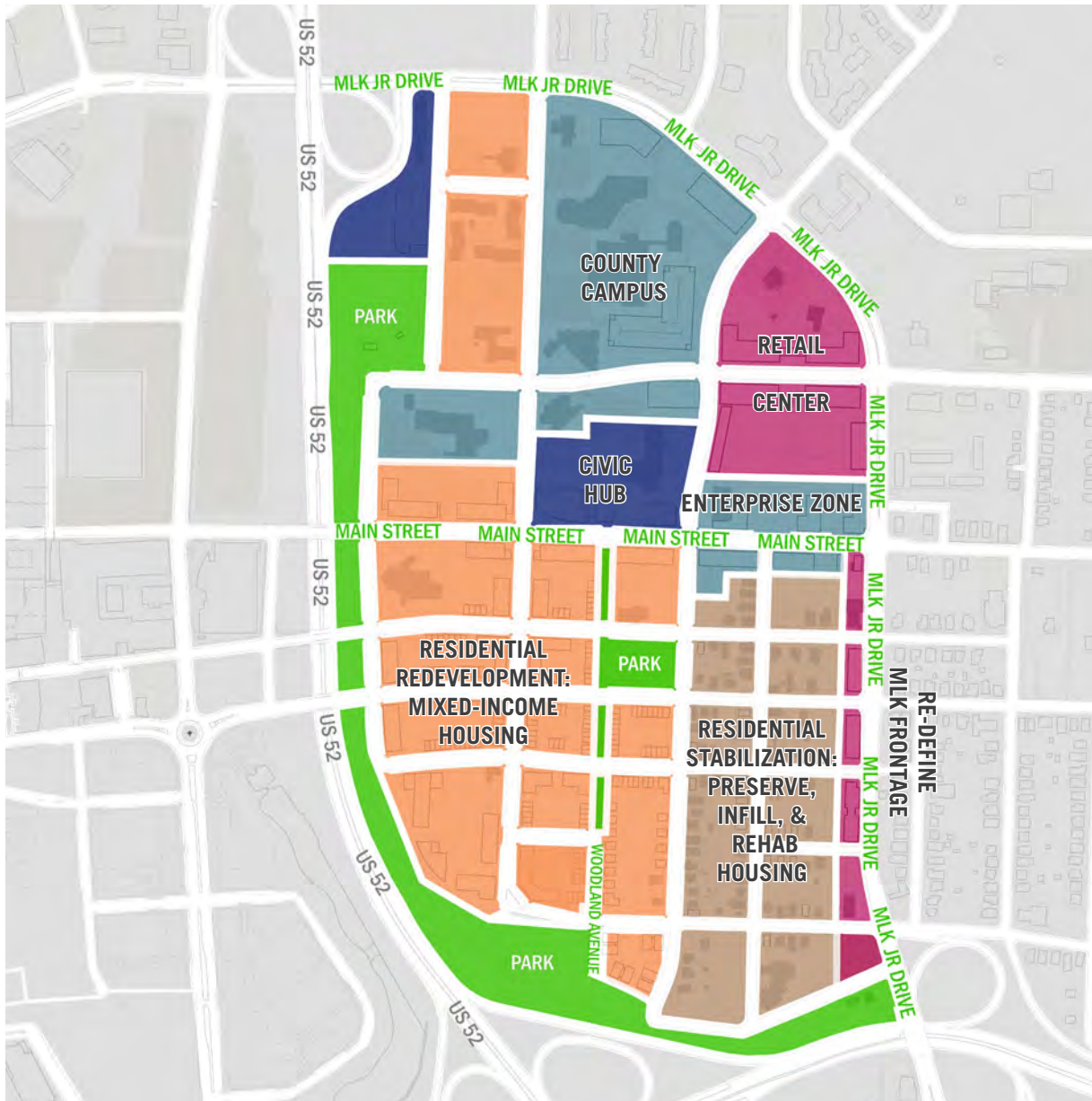
The proposed vision for the East End neighborhood is based on maintaining and strengthening a healthy, diverse and dynamic community. It strives to be aspirational yet realistic, specific yet flexible. The consensus-building and iterative design process was guided by a set of general principles and objectives:

- Build on existing neighborhood strengths and assets
- Grow in an inclusive way
- Enrich the neighborhood through civic, commercial and other community amenities and services
- Expand economic opportunities by improving connections to education and jobs
- Enliven the neighborhood with public realm enhancements and mixed uses

The master plan framework on the opposite page introduces the fundamental ideas of the physical master plan. It is used to communicate the proposed future structure of the neighborhood and ties the guiding design principles and objectives into the master plan. The following pages of this section describe the proposed components of the master plan in additional detail.

Key Components of the Master Plan Framework

- 5th Street is re-envisioned as the neighborhood's lively, walkable mixed-use **Main Street**. It acts like a 'zipper' between the predominantly residential southern and the predominantly institutional and commercial northern parts of the neighborhood.
- A network of interconnected public open spaces is proposed for the neighborhood. These new **Parks** and greenways are intended to connect important neighborhood assets and gateways, provide recreational opportunities, offer alternative pedestrian and bike routes, take advantage of city views and buffer the neighborhood from freeways.
- **Residential Redevelopment and Stabilization** efforts will play an important role in the neighborhood's future. Using the right approaches, the density of the neighborhood can increase and the population can grow without forcing existing residents out of the neighborhood. New housing should be sensitive to its context, be affordable to the full spectrum of incomes and provide housing choice for people of all ages. Residential population growth and diversity are critical to attracting and sustaining neighborhood-serving retail.
- A central **Civic Hub** should anchor the core of the community. Civic, educational, and other community uses, services or amenities should co-locate here to create the social 'heart' of the community.
- To foster the business and start-up community, the eastern portion of 5th Street should become an **Enterprise Zone** focused especially on cultivating small and minority businesses and entrepreneurs.
- For many, the frontage of **MLK Jr Drive** is what defines their impression of the East End. This perception will be improved with the completion of the MLK streetscape project, but can be further changed by re-configuring the **Retail Center** at New Walkertown Road and improving commercial and mixed-use frontages along the full length of MLK Jr Drive.
- The Forsyth **County Campus** is a center of community services and jobs, and both of these functions should continue to be expanded here in the future. The County also controls a large land area within the neighborhood. By using it efficiently and leveraging its full potential, the County can be a major catalyst for neighborhood improvements and investment.



Master Plan Framework

- Predominantly Single-Family Residential & Detached Housing
- Predominantly Multi-Family Residential & Attached Housing
- Predominant Employment Areas
- Predominant Retail Areas & Street Frontages
- Civic & Community Services & Amenities
- Open Space Network

ILLUSTRATIVE MASTER PLAN

The Illustrative Master Plan shows how the neighborhood is envisioned to grow in the future. New development fills in existing gaps and replaces certain buildings or complexes that are approaching the end of their functional lives. Land is utilized more efficiently and the density of people living and working in the neighborhood is increased.

The master plan encourages new development to follow physical planning and urban design techniques that prioritize people and build a sense of community:

- Create small, walkable blocks
- Site buildings close to or at the sidewalk to reinforce street edges
- Locate parking behind buildings
- Line public streets and parks with buildings and front doors to put 'eyes on the street'
- Clearly define public vs. private spaces
- Make streets that balance pedestrian, bike, car and transit needs
- Mix compatible land and building uses to generate activity throughout the day, evening and weekend

Following these simple and straightforward principles, the neighborhood will be more walkable, more accessible, easier to navigate, safer, more diverse and more appealing. This rest of this section describes how these techniques should be applied to the various layers and physical components of the master plan.



Illustrative Master Plan

- Existing Building
- Proposed New Building
- Proposed New Open Space



Aerial view of existing neighborhood condition



Aerial view of proposed future neighborhood condition

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MASTER PLAN COMPONENTS

Streets, parks, plazas and greenways make up the public realm of a place. The public realm is vital to the health of a community as it provides connections and spaces for people to interact. A major master plan goal is to achieve a public realm that is safe, functional and beautiful.



A street designed for people, not just traffic, at Crocker Park in Westlake, OH



Streetscape elements and pedestrian amenities along King Street in Kitchener, Ontario

(t to b) Image 1, Crocker Park, news5cleveland.com/news/local-news/cleveland-metro/crocker-park-hosts-job-fair-thursday-in-westlake/; Image 2, IBI Group, ibigroup.com/ibi-projects/king-street-and-city-centre-district-streetscape/

Street Network

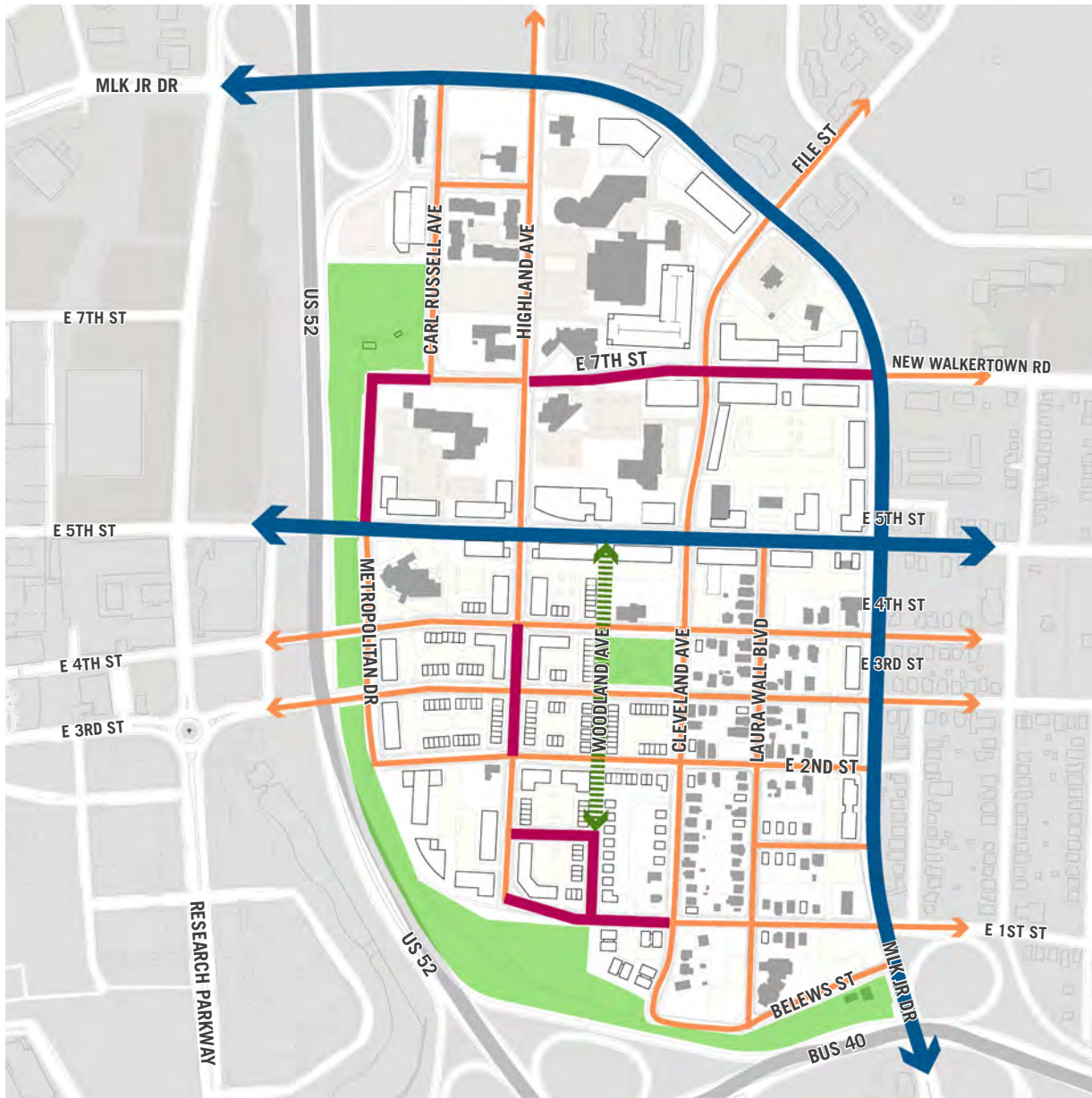
A grid is a logical and efficient arrangement of streets in a city neighborhood, but it is best for streets to be continuous. Dead-ends and cul-de-sacs should be eliminated and missing legs of certain streets should be re-connected. The master plan calls for several street extensions to improve connectivity, navigability and support new development. Highland Avenue, Metropolitan Drive, 7th Street and 1st Street have been identified for extensions or re-connections. Conversely, portions of the Woodland Avenue right-of-way have been identified as candidates for a potential conversion into a greenway, which would act as a promenade for pedestrians and cyclists.

There is a hierarchy of streets within any city or neighborhood which describes the relative importance or function of each street type. In the East End, the master plan identifies MLK Jr Drive and 5th Street as the neighborhood's two most important and prominent streets. They are the neighborhood's front door and main corridor so special attention should be given to their design, function and frontages. These two rights-of-way should include features such as wide sidewalks, street furniture, pedestrian-scale lighting, bike amenities, transit facilities, distinctive pavement and crosswalk details, special stormwater management elements and other unique landscape details. The rest of the neighborhood streets should also have a consistently high level of quality, though none of them needs to match MLK Jr Drive or 5th Street. The typical street should be a two-way, two-lane road lined with trees and parallel parking on both sides.

Parking

Accommodation of parked vehicles is an important planning consideration, both from a functional and aesthetic standpoint. All building and land uses require adequate and convenient parking, and this is especially true of commercial uses. But large paved lots, parking structures, driveways and frequent curb cuts have a detrimental effect on street life, walkability and overall neighborhood character. The master plan recommends a balanced approach to provide for current and future parking needs without compromising the neighborhood's character.

- Use on-street parking to provide short-term convenience parking, especially where ground-floor and sidewalk-oriented retail exists or is intended to exist. Parked cars also help buffer pedestrians on sidewalks from moving traffic.
- Minimize curb cuts to limit potential conflicts with pedestrians and maintain safe, continuous sidewalks.
- Utilize the interior of blocks for parking and use alleys or shared drives to access them.
- Share and consolidate parking between multiple uses that have different parking demands throughout the day or week.
- Establish a central district parking lot or garage to serve future 5th Street frontage, the County Campus, the Enterprise Zone and Retail Center.
- Plan for flexibility and adaptability as driving patterns, car ownership rates, ride-sharing and driverless technologies will continue to evolve.



Street Network Diagram

- Primary Streets
- Neighborhood Streets
- Proposed Neighborhood Street Extensions
- Proposed Conversion to Greenway

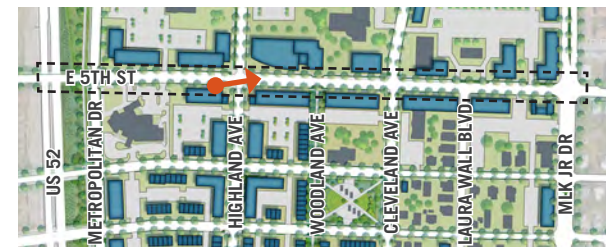
MASTER PLAN COMPONENTS

5th Street Improvements

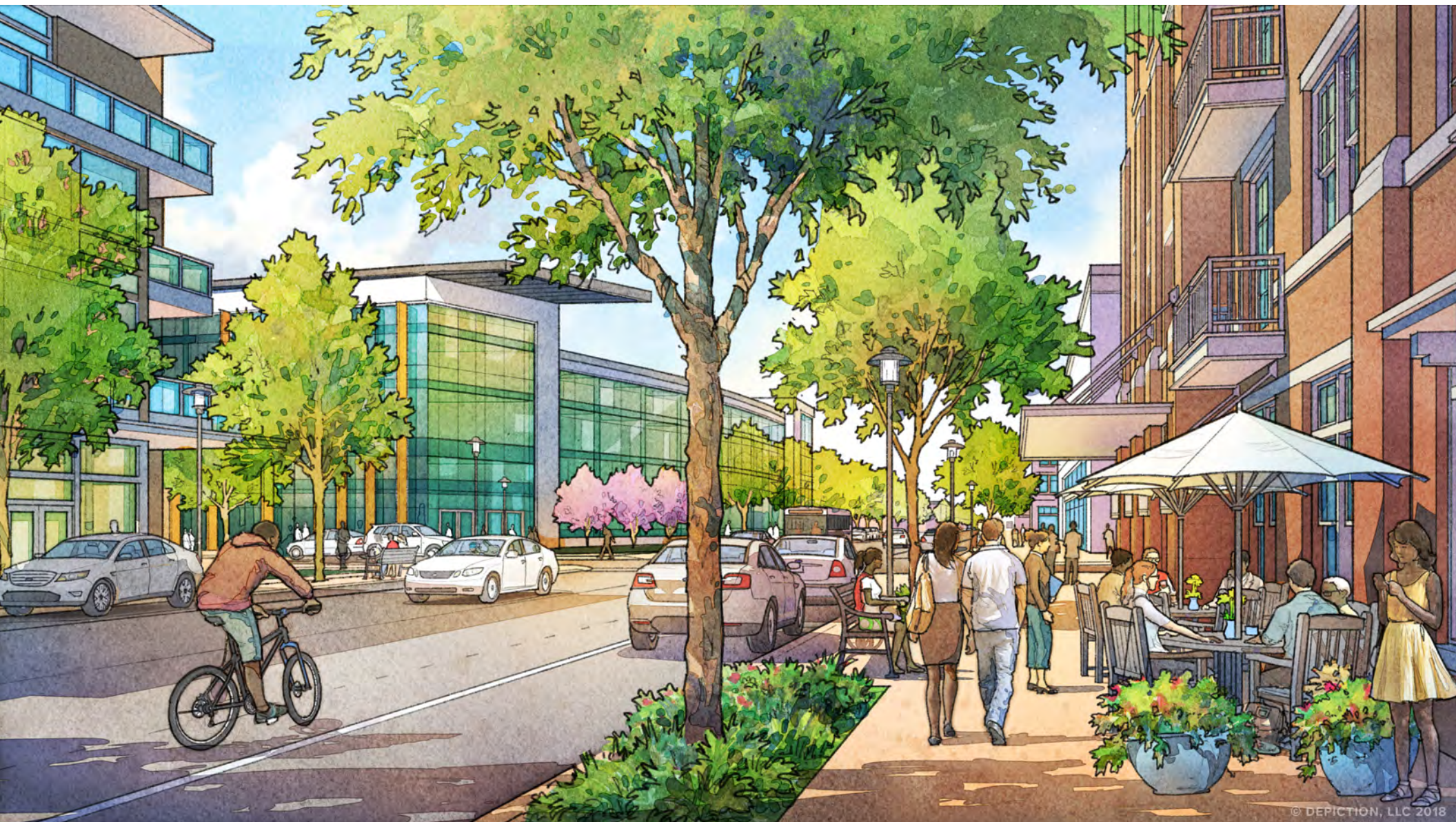
The current 5th Street right-of-way is 60 feet wide with narrow sidewalks, a narrow planting strip, a wide roadway with two travel lanes, a continuous center turn lane and sharrow markings for cyclists. If 5th Street is to become a successful multi-modal and mixed-use street, it will need to be reconfigured and enhanced. The master plan recommends the right-of-way to expand to 80 feet so generous sidewalks, planting strips and street furniture zones can be accommodated. The roadway should include two travel lanes but with the addition of designated bike lanes and parallel parking on both sides of the street. Near intersections, the parallel parking areas can make way for center turn lanes, pull-over bus stops and/or planted bump-outs.



Existing configuration of 5th Street



Plan of 5th Street corridor indicating vantage point for rendering on opposite page



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View depicting envisioned character and pedestrian experience along 5th Street near the Highland Avenue intersection

MASTER PLAN COMPONENTS



Current open areas can become picturesque parks (Olde Providence Park, Charlotte)



Woodland Avenue could be transformed into a linear greenway (Allee Vivaldi, Paris)

Open Space Network

Public parks, plazas, recreational spaces and other outdoor gathering and activity spaces are vital to the health and quality of life in a community. The East End does not currently benefit from any public open space, so creating a system of new parks will be an invaluable addition to the neighborhood and a catalyst for further neighborhood improvements and investments.

The master plan recommends an interconnected series of public parks and greenways:

1. A new neighborhood park is proposed for the heart of the East End. This new public gathering space, the size of a small block, could include features like a pavilion, picnic area, playground, splash pad and lawns for everyday use as well as community and church events.
2. A large open space is proposed for county-owned land along Carl Russell Avenue adjacent to US-52. This green space would feature panoramic views of the city framed by mature trees, and a flexible open field that could be used for a variety of formal and informal recreational activities.
3. The long frontage along the freeways can be formalized into a true neighborhood asset. Along with wooded and landscaped buffers, the master plan envisions community gardens, multi-purpose trails, city overlooks and public art features within this linear park.
4. Small pocket parks, seating areas and pedestrian plazas are also encouraged to be a part of the Civic Hub and 5th Street. Intimate, human-scaled spaces should be designed to relate to any adjacent retail and institutional buildings and uses, and to help animate this central area of the neighborhood.
5. The connective tissue of the open space network is as important as the main park spaces. High-quality and walkable streets, sidewalks, greenways and promenades act as these links. The master plan has identified an opportunity to transform the Woodland Avenue right-of-way into a linear greenway that links the Civic Hub to the freeway frontage park. The street can be re-designed to become a promenade for pedestrians and bikers, while either limiting or eliminating vehicular traffic.

Left (t to b) Image 1, CCO; Image 2, J. M. Renard, jmrenard.wordpress.com/tag/jardin-de-reuilly/

Opposite (t to b) Image 1, Hardeman-Kempton & Associates, hka-design.com/projects/neighborhood-parks/; Image 2, Daveynin © 2010 CC BY; Image 3, MKSK, mkskstudios.com/projects/livingston-park-cultural-improvements-columbus-ohio.html



Open Space Network



Playground in Riverside Park, Temple Terrace, FL



Splash pad in Easton Town Square, Columbus, OH



Historical education in Livingston Park, Columbus, OH

MASTER PLAN COMPONENTS

Pedestrian Network

Pedestrian safety, access and mobility should be the most important considerations for public infrastructure in the East End. All new and improved streets should have continuous and accessible sidewalks and intersection crosswalks. In addition to the street-based network of sidewalks, jogging and walking paths are proposed for the various new parks throughout the neighborhood.

The master plan also supports features and amenities that will maximize the use of sidewalks and pathways. These include typical street furniture like pedestrian-scaled lighting, waste receptacles, benches or seat walls, as well as conveniences such as pet waste stations. Placemaking and visual interest can be achieved through creative and special elements like shade structures, public art, sculptures and other landscape design.



Safe, enjoyable pedestrian experience in Eddy Street Commons, South Bend, IN

Transit

The East End is at a confluence of bus routes, and is one of the best transit-served neighborhoods in Winston-Salem. This community asset should be fully leveraged. Bus stops along transit streets should be prominent and strategically located relative to retail, services, employment centers and civic or neighborhood amenities. As the neighborhood develops and evolves, it may require reconsideration of routes or locations of stops.

Stops and bus pull-over areas should be incorporated into streetscape improvement projects. The busiest stops and transfer points along 5th Street and MLK Jr Drive should be sheltered and provide seating. Just as with pedestrian-focused facilities, creativity and design can be used to make bus stops unique and interesting pieces of the public realm, and also encourage more ridership.



Bus stops can be iconic and fun (Baltimore, MD)

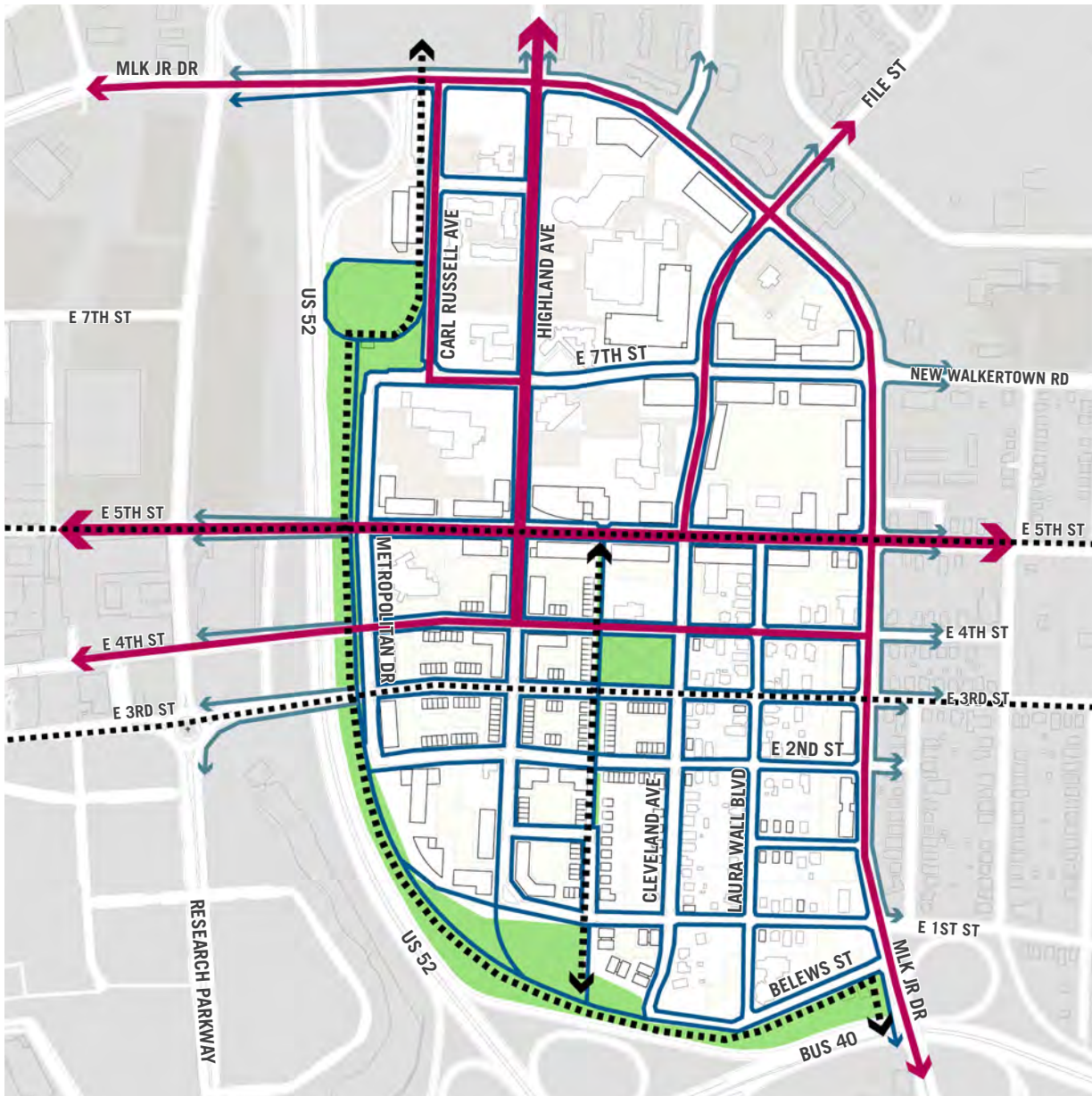
Bike Network

The proposed East End bike network expands upon the city's designated bikeways along 5th and 3rd Streets, which are currently marked with sharrows. The proposed section for 5th Street illustrated earlier in this section advocates for widening the street to accommodate designated bike lanes. The master plan also recommends improved north-south bike connections through the East End. The proposed open space network presents an opportunity for a new bikeway linking the WSSU campus to the south and Career Center's campus to the north through the new park at the southern and western edges of the neighborhood. An offshoot bikeway should run along the Woodland Avenue alignment, as part of the proposed Woodland greenway, connecting the bikeway along the southern edge of the neighborhood north to 5th Street and the Civic Hub.



Safe and robust bike networks help build equitable and connected communities

(l to r) Image 1, Troyer Group, troyergroup.com/landscape-architecture/;
Image 2, Mmmm..., mmmm.tv/nuevaweb/portfolio-item/usa-baltimore-bus-stop/;
Image 3, Jay Walljasper, onthecommons.org/magazine/are-bike-lanes-white-thing#sthash.R8Ah37H4.dpbs



Mobility Diagram

- ▬▬ Pedestrian Routes
- ▬▬ Transit Routes
- ⋯⋯ Bikeways

MASTER PLAN COMPONENTS

Uses and heights for new development are regulated by the Winston-Salem Unified Development Ordinance. The East End neighborhood master plan was developed to generally comply with the spirit of current zoning, but certain discrepancies with allowable uses, densities and heights may exist in this master plan. The zoning code takes precedence, though the master plan recommends reviewing regulations to consider any necessary adjustments to allow for implementation of the community's vision.

Building & Land Uses

The functions of buildings and land are major contributors to the character and quality of a neighborhood. The master plan seeks to reinforce and expand the existing mix of uses located here to ensure a diversity of activity.

The neighborhood's residential character should be strengthened through a mix of new single-family homes, duplexes and townhouses, as well as a range of new multi-family apartments that fill-in empty lots or replace older buildings or housing complexes.

Civic, institutional and community uses are clustered around the existing county campus or located strategically in relation to open spaces. Office and commercial flex space is concentrated in the Enterprise Zone. Retail, restaurants and commercial services are focused along 5th Street and MLK Jr Drive. Wherever possible, these should be ground-floor uses in mixed-use buildings.

Because of high visibility and convenient freeway access, the long-term vision for the neighborhood gateway at MLK Jr Drive and 1st Street includes a new hotel to serve visitors to WSSU, Innovation Quarter and the rest of downtown. To promote less auto-centric development, especially along main commercial corridors, the master plan recommends prohibiting any new drive-through functions in the East End.

Density, Scale & Height

The density of the neighborhood is expected to increase through development of larger building types, more compact development patterns and infill. Each new building will contribute to the East End's evolution and should be designed in a context-sensitive way, especially for infill sites and sites adjacent to important neighborhood buildings or landmarks.

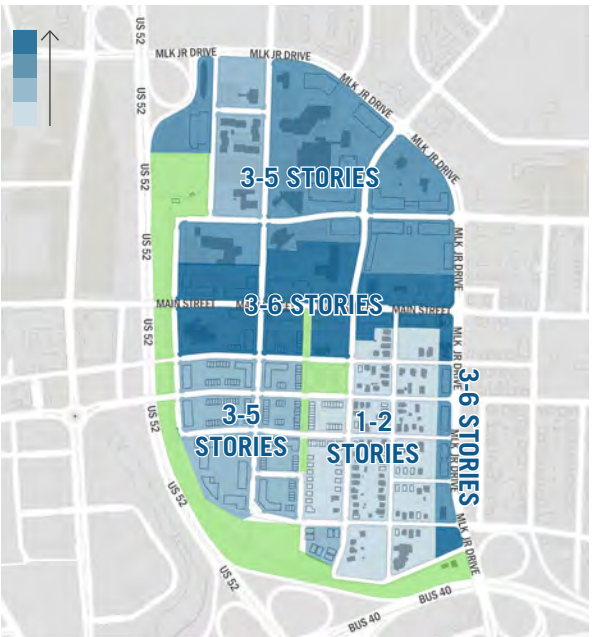
The size of new development will ultimately be driven by prevailing market conditions, but the master plan assumes that for the foreseeable future, new development in the East End will be in the range of one to six stories in height.

Targets for heights of new development:

- Maintain the character of the southeast quadrant, predominantly made up of smaller houses, with lower-scale infill development (1-2 stories)
- Concentrate taller buildings (3-6 stories) along the main corridors of MLK Jr Drive and 5th Street, along the US-52 frontage and in areas north of 5th Street
- Single-story buildings are acceptable for uses beyond infill housing, especially while the market is maturing. Early-phase flex office, co-working, retail and community buildings may be more economically feasible as single-story buildings. The retail center can be made up of one-story storefront buildings arranged in a 'Main Street' configuration along an extension of New Walkertown Road.



Target Heights for New Buildings



Land & Building Use Diagram

- Existing Building
- Single-Family Residential (Private Entry)
- Multi-Family Residential (Shared Entry)
- Commercial: Office, Co-working, Flex Space
- Hotel
- Retail
- Civic, Institutional, & Community Service or Amenity
- County Facility

MASTER PLAN COMPONENTS

Building Types & Character

Different building types and architectural expressions are encouraged to not only accommodate various uses and building functions, but to provide a visual richness to the neighborhood's character. The quality of the built environment should be an appealing feature that attracts people to live, work, learn and play here.

Recommended residential building types include detached houses, duplexes, townhouses, walk-up apartments and corridor buildings. Residents expressed a preference for more traditional, vernacular and transitional styles of housing. More contemporary styles were viewed less favorably for residential buildings, but were considered more appropriate for non-residential uses.

Stand-alone retail buildings, as well as retail storefronts integrated into mixed-use buildings, play a key role in animating important street frontages. Retail buildings should feature elements like highly transparent storefronts, canopies or awnings and pedestrian-oriented signage. Outdoor dining areas as well as folding, sliding, roll-up or otherwise openable storefronts are encouraged for food and beverage establishments. Storefronts along a building face and street frontage should have a pedestrian-oriented 'rhythm' that make walking along the sidewalk interesting.

Commercial office, co-working and flex space can take a range of forms based on tenant needs. Regardless of building or footprint size, these uses should maintain a direct connection and relationship to the public realm.

Because of their public nature and prominence, civic and institutional building types should express an appropriate degree of grandeur and celebrate their community-serving functions.

Residential



Single-family homes (Danielson Grove, Kirkland, WA)



Townhouses (Arts District, Hyattsville, MD)



Multi-story apartment building (Eastside Bond, Pittsburgh, PA)

Left (t to b) Image 1, Ross Chapin Architects, rosschapin.com/projects/pocket-neighborhoods/danielson-grove/; Image 2, EYA, blog.eya.com/blog/wp/grand-opening-decorated-model-home-at-arts-district-hyattsville/; Image 3, morgancommunities.com/apartments/pa/pittsburgh/eastside-bond-apartments/features-amenities

Opposite (l to r) Image 1, © 2017 Dan Cunningham; Image 2, UIC, uicstl.com/projects/olio-and-elaia/; Image 3, © 2009 John Gollings; Image 4, Jon Geeting, planphilly.com/articles/2016/03/01/keystone-crossroads-the-federal-rule-holding-back-neighborhood-scale-mixed-use-buildings/; Image 5, © 2017 Karl Connolly; Image 6, © 2003 Alan Karchmer; Image 7, © 2007 Max Kun Zhang / Dimension Images; Image 8, © 2009 Bartosz Makowski; Image 9, © 2008 Christian Columbres

Retail



Main street-style retail (Arts District, Hyattsville, MD)



Neighborhood corner retail (Northern Liberties, Philadelphia, PA)



Retail at base of mixed-use apartment building (Post Carlyle Square, Alexandria, VA)

Commercial



Creative conversion (OLIO Eatery & Bar, St. Louis, MO)



Co-working and maker space (Open Works, Baltimore, MD)



Small office building (Baboszewo, Poland)

Civic & Institutional



Library and Community Center (Surry Hills, Australia)



Community Center (THEARC, Washington D.C.)



Recreation Center (Portland State University, Portland, OR)



IMPLEMENTATION

GOALS & STRATEGIES

Implementation of the East End Master Plan will be a collective and decades-long effort involving all neighborhood stakeholders: residents, city government, county government, non-profits, churches, local institutions, property owners, businesses, developers and investors. There will be plenty of challenges to overcome, but having a clear vision and broad support for the plan will bolster the probability of successful implementation.

Entities looking to realize projects in the East End are encouraged to explore all options for project financing. These may include city, state and federal grants or tax credits. Early-phase projects in particular may require some form of financial subsidy or other support to seed progress. Consolidating and managing developable parcels through a neighborhood land bank can ease barriers to land acquisition and aggregation. Where long-term management or maintenance of a community asset is an obstacle, solutions could include a community land trust and institutional, corporate or philanthropic sponsorships and donations.

A primary goal of implementation is to mitigate the risk of gentrification and dislocation by maintaining affordability. Today, the East End is an affordable community due to past market forces and aging housing stock. Low land values equate to low rents, but if the neighborhood begins to grow in response

to surrounding market forces from the Innovation Quarter and other new development, land values will rise and rents will increase. Thus, it is critical to establish a strategy that will promote inclusive growth and ensure affordable housing opportunities in the future.

As of 2018, there are approximately 508 total residences in the East End, with 414 multi-family units. Accurate data of current vacancies was unavailable, though vacancy exists within both the multi-family and single-family housing stock. The master plan recommends a residential development strategy that increases the neighborhood's density and sets a 20% affordable housing target for the overall neighborhood and across all housing types. Redevelopment projects that replace outdated housing units should utilize a 'build-first, move-once' strategy to minimize inconvenience for current residents and prevent dislocation. The exact number of future housing units cannot be predicted, but the illustrative master plan shows the possibility for 1,100 new multi-family units (to eventually replace all 414 current multi-family units) and 150 new single-family units (additional to the 94 existing single-family homes to be maintained or rehabilitated). As illustrated, the total number of residential units in the neighborhood would amount to 1,344 while maintaining and enhancing the neighborhood's character.



Master Plan Development Summary

- Single-Family Residential (Private Entry): 150 units
- Multi-Family Residential (Common Entry): 1,100 units
- Commercial Office, Co-working, & Flex Space: 145,000 sf
- Hotel: 110 keys
- Retail: 125,000 sf
- Civic, Institutional, & Community Service or Amenity: 192,000 sf
- County Facility: 225,000 sf

CATALYST PROJECTS

The master plan process identified a series of catalyst sites and projects that have the highest potential for igniting a cycle of reinvestment and improvements in the neighborhood. These are indicated by the diagram on the opposite page. Any one of these projects would start to change the image and perception of the East End, while a combination of several would bring the community to a positive tipping point. These projects are described in greater detail on subsequent pages.

The highlighted building and infrastructure projects will take time and money to fund, design and build, but there are many opportunities for the East End community to move forward in advance of large scale projects. Residents, neighborhood leaders, churches, property owners, artists and local organizations are encouraged to harness their creativity, energy and resources to propel the change they want to see in their community. They should enact low-cost, small-scale and temporary design installations and host community events to publicize and build support for the neighborhood. This approach is referred to as tactical, guerrilla or pop-up urbanism. An ongoing series of grassroots or community-driven placemaking efforts in the East End can test or prove master plan elements and ultimately influence the detailed design of future parks and streets. Popular initiatives include pop-up parks or retail, 'Better Block' demonstration projects, PARK(ing) Day, guerrilla gardening and 'open streets' where certain streets are temporarily closed to traffic and turned into promenades for pedestrians, skaters, joggers and bikers.



Open Works Makers Fair, Baltimore, MD

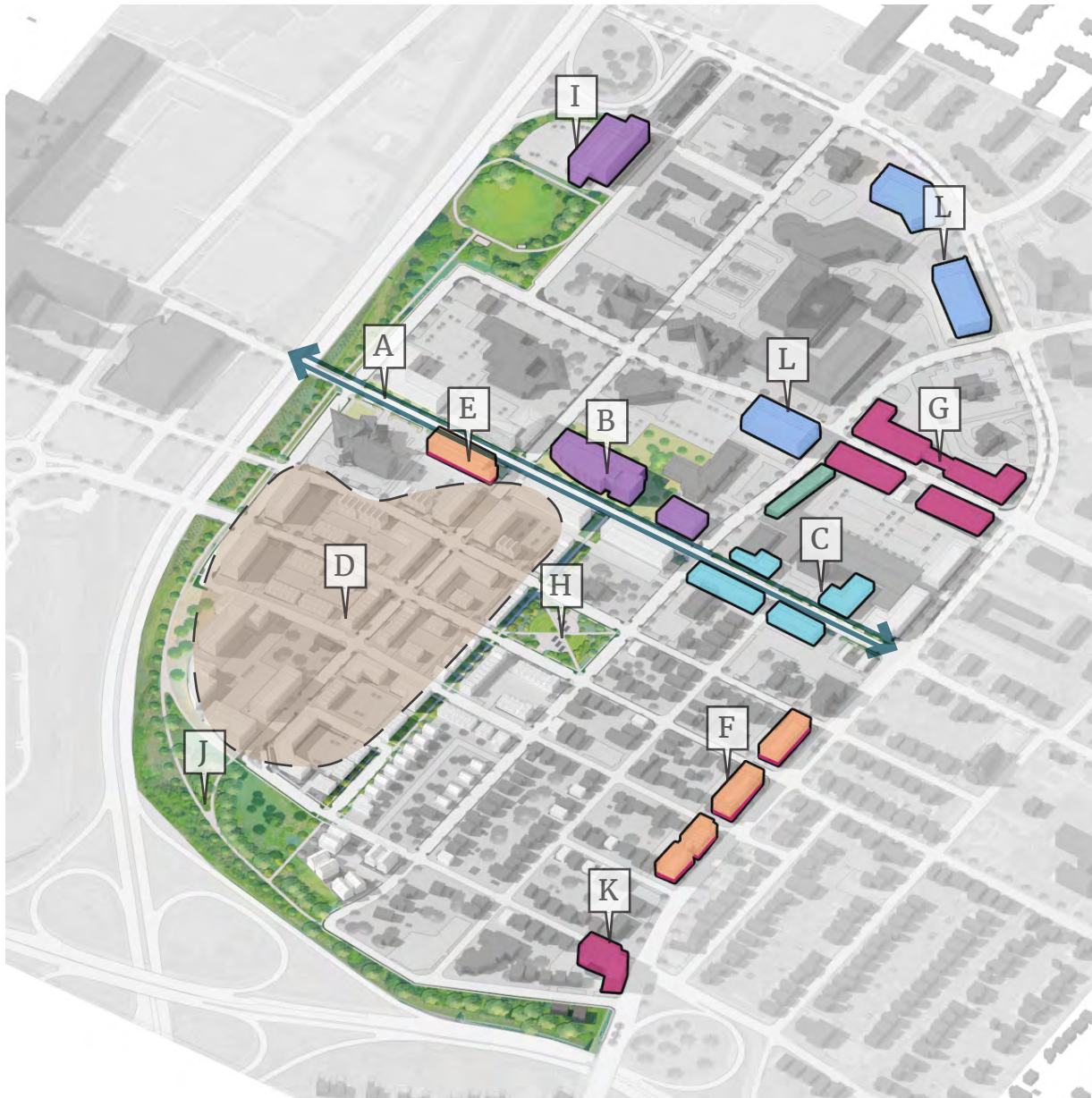


Whitelock Community Farm, Baltimore, MD



Farmers Market, Washington, D.C.

(t to b) Image 1, Quinn Evans Architects, <https://www.quinnevans.com/work/open-works/>; Image 2, Dana Chang, whitelockfarm.org/about/; Image 3, Dan Charles, npr.org/sections/thesalt/2012/08/30/160303008/on-the-farmers-market-frontier-its-not-just-about-profit



Catalyst Projects

- A 5th Street: 'Main Street' Streetscape Improvements
- B Integrated Learning Center:
Public Library
Continuing Education Center
Adult Training
Youth Center
- C Enterprise Zone
- D Inclusive, Mixed-Income Housing
- E United Metropolitan Family Life Center
- F Student Housing
- G Retail Center
- H Neighborhood Park
- I Cityview Park & Recreation Center
- J Cityview Greenway
- K Gateway Hotel
- L County Campus Expansion

KEY INITIATIVES

Residential

The residential component of the East End Master Plan is primarily comprised of the following set of proposed initiatives. Each initiative lists responsible project entities, targets a date for completion and sets the project's priority based on its ability to impact the broader master plan. Future residential development does not have to be limited to these highlighted areas and initiatives.

1. Church Housing Redevelopment

Lead: United Metropolitan Missionary Baptist Church
Partner(s): Private developer
Date: 2025
Priority: High
Funding: Private

The United Metropolitan Church should replace its existing apartment complex with new residential buildings, spanning a range of unit types and designating 25% of units as affordable. Construction sequencing should employ a 'build-first' strategy. Ground-floor frontage along 5th Street should feature leasable retail space and could also include a new Family Life Center for the church.

2. County EMS Site

Lead: Forsyth County
Partner(s): developer, United Metropolitan Church
Date: 2025
Priority: Medium
Funding: Public and Private

The County EMS Facility on 5th Street occupies a key gateway into the neighborhood from the Innovation Quarter. This site is no longer ideal to continue serving as an EMS facility since immediately adjacent freeway access was removed, so this use should be relocated and the site redeveloped. New buildings along this stretch of 5th Street should contribute to its transformation into the neighborhood main street with sidewalk-oriented frontage and ground floor uses. Upper floors could include county offices, small commercial offices, apartments or senior housing units affiliated with United Metropolitan Church.

3. MLK Student Housing

Lead: S.G. Atkins
Partner(s): WSSU, private developer
Date: 2022
Priority: High
Funding: Private

The East End should capitalize on the strong demand for student housing in the area and Winston-Salem State University's desire to enhance its surrounding 'college town'. A three-block stretch of frontage along MLK Jr Drive could be developed with student housing above ground-floor community and/or commercial uses. The project could be developed through a public-private partnership model or developed directly by WSSU through S.G. Atkins.

4. Single-Family Housing Stabilization

Lead: City, S.G. Atkins, property owners
Partner(s): n/a
Date: 2018-2030
Priority: Medium
Funding: Public and Private

The master plan promotes new infill for empty lots and renovation of existing houses in the southeastern part of the East End. The City and S.G. Atkins should consider land banking and parcel consolidation strategies to help spur interest by outside developers and home builders. Other stabilization strategies can include tax abatements for new owner-occupants, renovation grants, zero interest loans and live-near-work programs. Promoting homeownership is also important in this area to help stabilize the market and improve property maintenance. Providing resources and counseling for existing renters who are interested in becoming homeowners in the neighborhood is an important early action for the City and/or S.G. Atkins to advance in the near-term.

5. Apartment Complex Redevelopments

Lead: Property owners, private developer(s)
Partner(s): n/a
Date: 2025
Priority: Medium
Funding: Private

The existing apartment complexes in the southern part of the East End should be redeveloped with higher-density, mixed-income housing. Building and unit types should include a mix of apartments, walk-ups, townhouses and duplexes.



Economic Development

The components of the East End Master Plan that align with economic development goals include the following set of proposed initiatives. Each initiative lists responsible project entities, targets a date for completion and sets the project's priority based on its ability to impact the broader master plan.

6. Integrated Learning & Community Center

Lead: S.G. Atkins, City, County
Partner(s): WSSU, Forsyth Tech, Innovation Quarter, County Library
Date: 2022
Priority: High
Funding: Public and Private

The planning process identified a desire for adult learning, job training, youth programming, entrepreneurship support, community space and modernized neighborhood library facilities. Additionally, S.G. Atkins has been exploring the possibility for a new WSSU continuing education facility in the area, which could be shared with other partner institutions. Venture Cafe has expressed interest in a satellite facility that would be located outside the Innovation Quarter and focus on connecting minority start-ups and entrepreneurs to the city's growing innovation ecosystem.

The master plan recommends exploring the possibility of co-locating all or many of these functions into a new facility that would anchor the civic hub at 5th Street and Highland Avenue. This land is currently owned by the County but not actively utilized. If the existing Malloy Library were to be replaced by a new local branch at 5th and Highland, the County could receive control of the current library parcel at 7th Street and Cleveland Avenue, which is better connected to its campus core, and use it for future expansion and consolidation. Executing such a land swap could be a major 'win-win' for the County and the East End neighborhood.

7. Shopping Center Transformation

Lead: Private developer, property owner(s)
Partner(s): County
Date: 2025
Priority: Medium
Funding: Private

The existing retail plaza commands a prime location but is underperforming. It should be redesigned and redeveloped as a dynamic, pedestrian-oriented shopping and entertainment street. As the populations of downtown, Innovation Quarter, the East End, and adjacent areas grows, a broader range of quality tenants should be enticed to locate here. The retail center should expand its catchment area while also serving the local community with a variety of goods and services, restaurants and entertainment options. Because of proximity and complementary peak parking demands, the County could partner with the retail center to share parking.

8. 5th Street Enterprise Zone

Lead: City, S.G. Atkins
Partner(s): Property Owners
Dates: 2018-2030
Priority: High
Funding: Public and Private

The eastern stretch of 5th Street should become a commercial cluster oriented toward job creation and building up the local small business community. Tenants within this area should adopt a community mentality whereby they all contribute to and benefit from a supportive business ecosystem. There should also be a special focus on attracting minority entrepreneurs and start-ups here. During the planning process, various stakeholders voiced support for attracting creative arts, social benefit and culinary enterprises to this location. Existing and new buildings in this zone should feature a broad mix of office, flex space, co-working space, maker space, commercial kitchens, studios, galleries and shops.

9. Gateway Hotel

Lead: Private developer
Partner(s): S.G. Atkins
Date: 2025
Priority: Low
Funding: Private

The gas station at the Business-40/MLK interchange sits on a very prominent and high-visibility site. It is the major gateway into the neighborhood from the south and from the freeway, but its current use and character do not present a favorable image of the East End. The site should ultimately be re-developed with a higher and better use. One such use could be a hotel that takes advantage of freeway visibility, easy access, proximity to WSSU and convenience to downtown. Siting and orientation of a new building should improve the sense of neighborhood gateway and help bridge the connection to Union Station and the WSSU campus to the south.

10. County Campus

Lead: County
Partner(s): n/a
Date: 2018-2030
Priority: Low
Funding: Public

Forsyth County is the largest landowner and employer in the East End, so it is a major stakeholder in the community and a major asset for the neighborhood. If the County committed to utilizing land more efficiently and consolidating parking, it could maintain flexibility for its own future growth while catalyzing neighborhood growth and improvement. The master plan recommends for the County to explore a central campus parking facility and concentrate future buildings closer to its core along Cleveland Avenue and MLK Jr Drive. As described under separate initiatives, the plan strongly advocates for county-owned land along 5th Street to be developed in partnership with or by others.



Open Space & Circulation

The open space and circulation components of the East End Master Plan include the following set of proposed initiatives. Each initiative lists responsible project entities, targets a date for completion and sets the project's priority based on its ability to impact the broader master plan.

11. 5th Street Streetscape Improvements

Lead: City
Partner(s): n/a
Date: 2022
Priority: High
Funding: Public

As described in Section 2: Neighborhood Vision, the City should undertake a streetscape transformation for the 5th Street right-of-way. The project should include all the elements of a high-quality, multi-modal urban street: stormwater management features, trees, furniture, decorative lighting, wide sidewalks, street parking, bump-outs, bike amenities, enhanced bus stops and public art.

12. Neighborhood Park

Lead: City, S.G. Atkins
Partner(s): Property owners
Date: 2022
Priority: High
Funding: Public and Private

Current and future residents of the East End would benefit greatly from a centrally-located neighborhood park. The master plan recommends locating it on the site of a currently vacant daycare facility between 3rd and 4th Streets. A variety of public and private funding options can be used to design, build and maintain the park, including grants, donations and sponsorships. The park could include features like a playground, pavilion and splash pad.

13. Cityview Greenway

Lead: City
Partner(s): Property owners, County, State
Date: 2022
Priority: Medium
Funding: Public and Private

The freeway buffer that hugs the southern and western edges of the East End should be formalized into a public park. It should include a multi-purpose trail, community gardens and overlooks to the city skyline. Design, construction and maintenance can be achieved through a variety of public and private funding options, including grants, donations and sponsorships. Planning and land acquisition will require coordination with current property owners, including the state department of transportation.

14. Cityview Park & Recreation Center

Lead: County
Partner(s): City
Date: 2025
Priority: Medium
Funding: Public and Private

The large County-owned parcel along Carl Russell Avenue commands panoramic views of downtown and Innovation Quarter, and features a large lawn with mature shade trees. It should be preserved as open space and become a public park with a playground, open fields, courts and a multi-purpose trail connecting the proposed Greenway to the Career Center's campus north of MLK Jr Drive. The northern portion of the park site, which is currently a storage lot for county vehicles, could accommodate a new civic recreation and fitness center to serve the East End and broader city.

15. New Neighborhood Streets

Lead: City
Partner(s): Property owners
Date: 2025
Priority: High
Funding: Public

The master plan recommends extending and reconnecting the city grid to improve circulation for all modes of transportation and maximize development potential. This initiative can be phased over time but should result in new street connections in both the northern and the southern parts of the East End. Once Highland Ave is extended and reconnected south of 5th Street, Woodland Ave could be vacated and transformed into a linear park or greenway.

16. Bridge Beautification & Improvements

Lead: City
Partner(s): State
Date: 2025
Priority: Medium
Funding: Public

Proximity and connectivity to downtown and Innovation Quarter make the East End an attractive location. The removal of freeway ramps at 3rd and 5th Streets has improved pedestrian and bike connectivity across US 52, but the three bridge crossings require upgrades. Sidewalks should be widened and streetscape elements such as planter pots and pedestrian-scale lighting should be added. Art, design and creative placemaking techniques can be applied to bridge infrastructure and neighborhood gateway features to make the act of crossing the bridges a unique and enjoyable experience. Long-term, the idea of a park highway cap at this location should be considered.

