







Smith Reynolds Airport/Whitaker Park Strategic Area Plan

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INTRODUCTION

Strategic Area Plan Purposes

In 2018, the Winston-Salem/Forsyth County Planning Board directed staff to complete three new types of long-range plans: Corridor Plans, Interchange Plans, and Strategic Area Plans. Each of these plans builds upon the recommendations of adopted Area Plan Updates to further define the vision of the community. Strategic Area Plans are best suited for focused, targeted areas that require special attention to address a unique need or opportunity that would benefit from more intensive study.

While each strategic area is unique, a Strategic Area Plan should generally:

- Identify the purpose or need for the plan,
- Define the boundaries of the plan area and included parcels,
- Involve citizens, stakeholders, community agencies, and other City/County departments in plan development,
- Identify desired plan outcomes and recommendations, and
- Provide guidance for successfully implementing those recommendations.

The recent donation of the former R. J. Reynolds Whitaker Park Plant to the Whitaker Park Development Authority (WPDA) and planned improvements to Smith Reynolds Airport have created unique business/industrial growth opportunities in the north central portion of Winston-Salem. This area is within 3 – 4 miles of Downtown Winston-Salem, the Innovation Quarter, Winston-Salem State University, and Wake Forest University, and is home to many sites suitable for development and redevelopment. The Smith Reynolds Airport/Whitaker Park Strategic Area Plan was initiated to take advantage of these opportunities to enhance the surrounding community with compatible development and new head-of-household employment possibilities. Specifically, the four major purposes of this plan are to:

- Examine ways to improve economic development opportunities for Smith Reynolds Airport and Whitaker Park and the surrounding community,
- Provide input/ideas relating to design within the plan area as it relates to future development,
- Identify key areas to target public investment/ improvement to help leverage these two community assets, and
- Examine transportation linkages between Smith Reynolds/Whitaker Park and Downtown Winston-Salem and the Innovation Quarter.

Strategic Area Plan Process

This plan expands on the recommendations included in four adjoining area plan updates (portions of which are included in the study area boundaries), particularly those recommendations related to design and appearance (see Strategic Area Plan Boundaries on **page XX** for more information on this plan's boundaries). The strategic area plan process includes a variety of methods for engaging community stakeholders and collecting feedback at four project stages. These stages are listed below and explained in detail in the plan:

- Assessing existing conditions,
- Developing an area strategy focusing on economic development and design/appearance,
- Identifying focus areas for development/redevelopment, and
- Developing an economic development vision for the area.

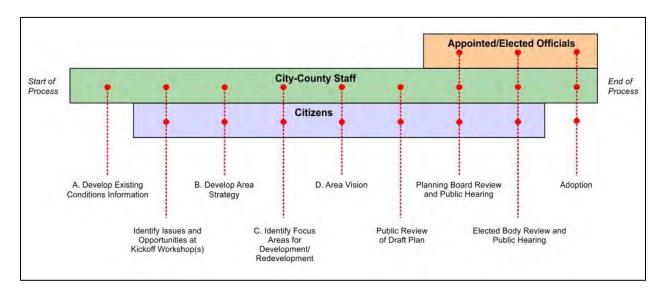


Figure 1. Strategic Area Plan Process

Public Input Process

The public kickoff meeting for this strategic area plan was held on October 17, 2019, where residents gave input on:

- types of businesses that would be desirable or undesirable in the area,
- strategies for attracting jobs to the area, and how to help existing businesses grow,
- appearance improvements that are desired by the community, and
- potential improvements to vehicular or pedestrian connections from the area to Downtown and the Innovation Quarter.

Community feedback from the kickoff meeting (detailed in **Appendix** on **page XX**), economic development recommendations, and preliminary streetscape and building structure concepts were presented to the public at a second meeting on December 5, 2019. Revised economic development recommendations and refined potential streetscape/building design concepts were presented at a third community meeting on January 16, 2020. The complete draft *Smith Reynolds Airport/Whitaker Park Strategic Area Plan* was available for review and comment by the public at a drop-in session on February 13, 2020.







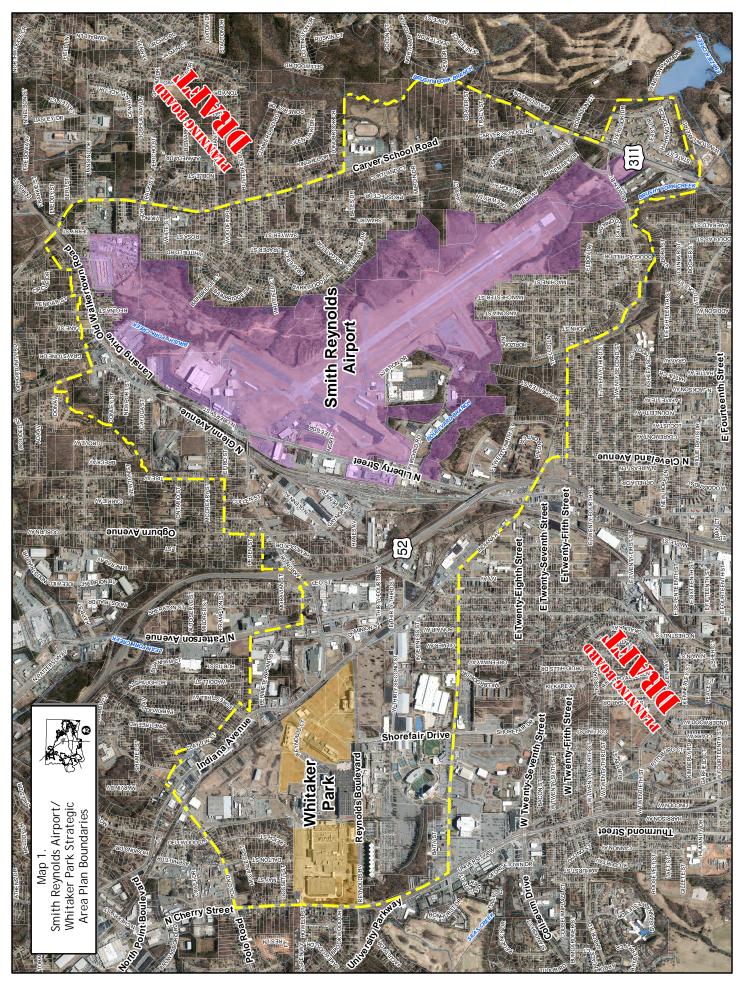
Strategic Area Plan Boundaries

The Smith Reynolds Airport/Whitaker Park Strategic Area Plan boundaries include over 2,900 acres, anchored by Smith Reynolds Airport to the east and Whitaker Park to the west. US 52 bisects the plan area, with approximately 2,000 acres located east of US 52 and 900 acres located west of US 52. A map showing the boundaries of the plan area is on page XX (Map 1).

The plan area is bounded on the north by Old Walkertown Road (including Ogburn Station), Old Rural Hall Road/Glenn Avenue, Akron Drive, Patterson Avenue, Indiana Avenue, and Polo Road. The plan area is bounded on the west by North Cherry Street and University Parkway. The plan area is bounded on the south by Deacon Boulevard/30th Street, Indiana Avenue, 25th Street, Bushy Fork Creek, and New Walkertown Road, and includes the Bowen Park, Dreamland, Lakeside, and Fairway Park neighborhoods and the Jetway commercial area. The plan area is bounded to east by Carver School Road and includes the Castle Heights, Prospect Park, and Northwood Estates neighborhoods.

The plan area encompasses parts of four adopted area plan updates:

- the East/Northeast Area Plan Update (2015),
- the Northeast Suburban Area Plan Update (2017),
- the North Central Area Plan Update (2015), and
- the North Suburban Area Plan Update (2014).



EXISTING CONDITIONS

Existing Character of the Plan Area

The Smith Reynolds/Whitaker Park Strategic Plan area contains two major economic magnets (Smith Reynolds Airport and Whitaker Park) surrounded by various community services, and significant, stable single-family neighborhoods. The plan area is among the older urban areas of the city, with much of its housing and commercial building stock constructed between the 1920s and 1960s. This area is facing many issues including aging building stock and infrastructure, declining commercial areas, and some incompatibility between adjoining residential and nonresidential land uses. Many of the neighborhoods in the area are historic, including Montview, Bowen Park, Castle Heights, and Northwood Estates. Commercial areas, such as Ogburn Station and Northside Shopping Center, are in need of renovations and additional upkeep.

The two business/industrial anchors (Smith Reynolds Airport and Whitaker Park) are older as well. The airport's current terminal was constructed in 1942 and the former R. J. Reynolds Whitaker Plant was constructed in the 1960s. The park is now undergoing renovations and redevelopment to become a mixed-use center. The airport has undergone regular maintenance and renovation and is in the process of completing additional significant improvements.

Land Use

Existing Land Use

Industrial development is currently the most prevalent land use in the plan area (see **Map 2** on **page XX**). Industrial areas include the airport and other properties along the west side of North Liberty Street/Lansing Drive; Whitaker Park and other sites located to the north and east along Indiana Avenue; and properties between North Glenn Avenue, Indiana Avenue, and North Liberty Street.

Five primarily commercial Activity Centers are located in the plan area: Northside, Ogburn Station, Glenn/Ogburn, New Walkertown/Carver School, and the eastern half of University/Deacon. Office land uses are primarily located on the south side of Reynolds Boulevard across from Whitaker Park. Institutional uses are interspersed throughout the plan area and consist of various uses including schools, churches, cemeteries, fire stations, and an indoor police shooting range.

Significant single-family residential development occurs east and west of the airport along Carver School Road and Bowen Boulevard. Single-family residential is also found along portions of Glenn Avenue and Akron Drive. Multifamily residential land use is found primarily along 26th Street and New Walkertown Road. Larger undeveloped parcels are located around the airport with smaller undeveloped parcels occurring within single-family residential areas.

Industrial is the predominant land use, occupying 1,218 acres (46%) of the plan area. Single-

family residential land use encompasses 556 acres (21%) of the plan area, while multifamily land use comprises 114 acres (4%). Commercial land use along Old Rural Hall Road, Glenn Avenue, North Liberty Street, Akron Drive, Patterson Avenue, and Indiana Avenue occupies 167 acres (6%). Office and institutional land uses together total 199 acres (7%), while undeveloped land comprises 371 acres, or 14% of the plan area. (see **Table 1**).

Table 1. Strategic Area Plan Existing Land Use

Existing Land Use	Acres*	Percent*+
Single-Family Residential (0-8 DU/Ac)	556	21%
Multifamily Residential (0-18 DU/Ac)	114	4%
Office	64	2%
Commercial	167	6%
Institutional	135	5%
Industrial	1,218	46%
Parks	15	1%
Undeveloped	371	14%
Totals	2,640	100%

^{*}Road rights-of-way are not included as part of the land use totals.

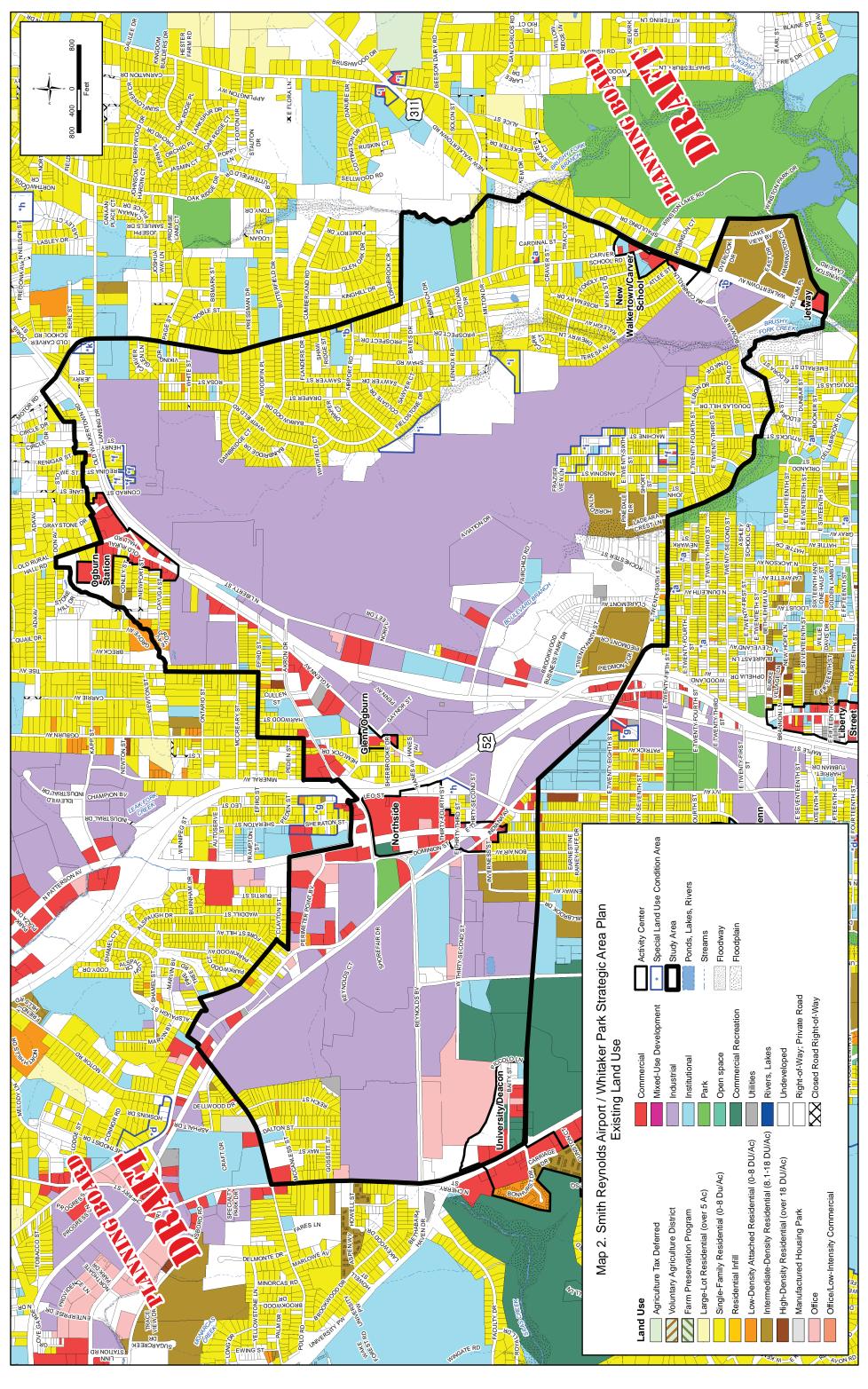
Proposed Land Use

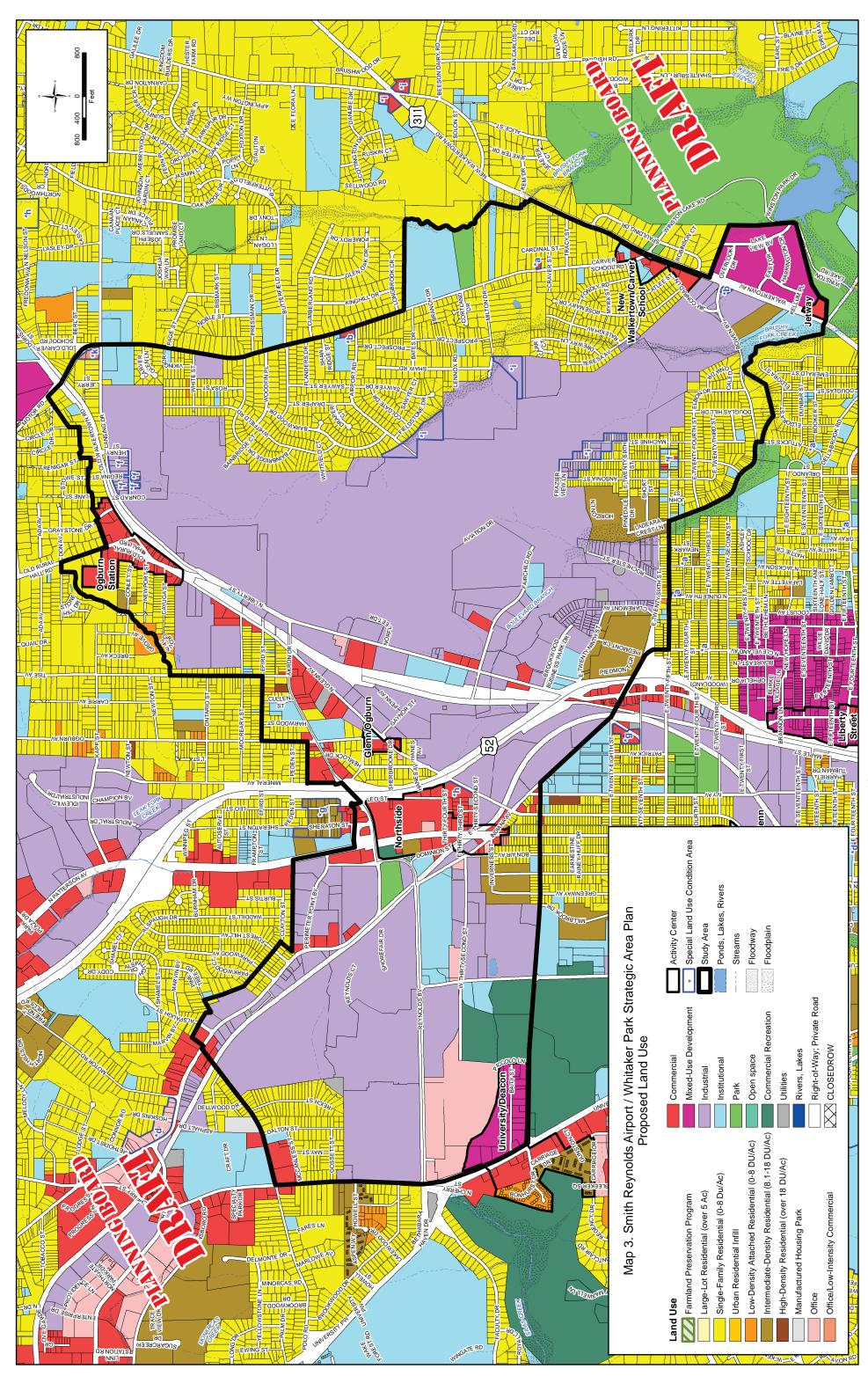
The proposed land use pattern for the plan area does not call for significant changes, since 86% of the land area is already developed. Industrial use is proposed for most of the vacant land in the area (see **Map 3** on **page XX**).

Environmental Constraints

The major environmental constraint within the plan area are floodplains and wetlands associated with Brushy Fork Creek and Boulevard Branch. Boulevard Branch converges into Brushy Fork Creek south of the Airport Runway 15/33 near New Walkertown Road (see **Map 4** on **page XX**).

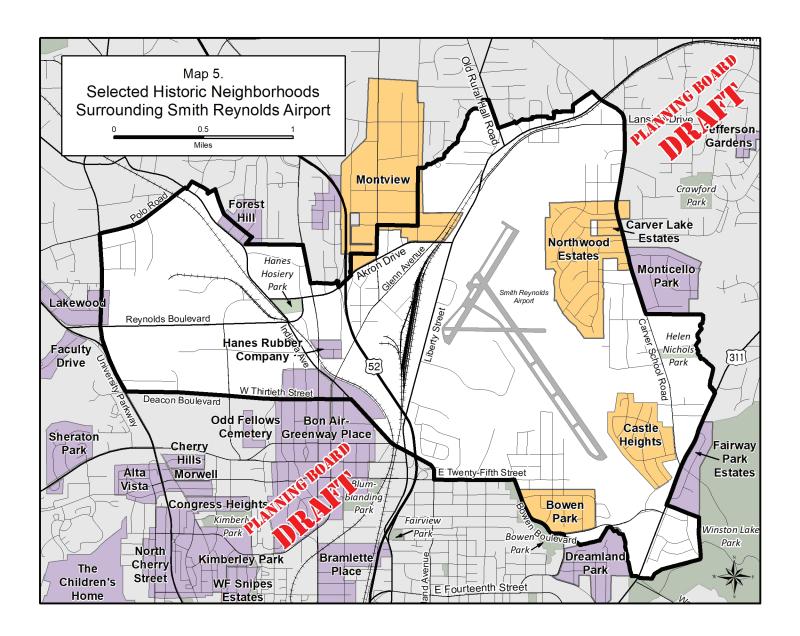
⁺Due to rounding, individual percentages do not total 100%.





Historic Neighborhoods

Surrounding the economic magnet Smith Reynolds Airport are five historic neighborhoods described by Heather Fearnbach in her comprehensive book *Winston-Salem's Architectural Heritage:* Montview, located north of Akron Drive; Bowen Park, located north and east of Bowen Boulevard southwest of Smith Reynolds Airport; and Castle Heights, Northwood Estates, and Carver Lake Estates, all located between Carver School Road and the Airport (see **Map 5**). These neighborhoods are described in greater detail on the following pages.



Montview

The oldest neighborhood within the strategic planning area, Montview was subdivided from the 256-acre Ogburn Farm, beginning in 1915. In 1922, the Montview annex offered vacant lots on which many 4- and 5-room bungalows were constructed. The neighborhood continued to grow, containing 125 electrified homes in 1927. Home construction continued at a modest pace until the Depression. Though home construction continued in the late 1930s, it was not until after World War II that the majority of the lots in Montview were developed.

Bowen Park

This neighborhood was named after the former landowners Robert and Louise Bowen, and was one of the first postwar subdivisions developed for African-Americans. The subdivision eventually grew to encompass portions of thirteen blocks with an average lot size of 4,300 square feet. Most of the neighborhood is composed of "modest Minimalist Traditional and Ranch houses." The proprietors of Russell Funeral Home constructed the neighborhood's "most distinctive dwelling, a two-story, stuccoed, International Style residence at Machine and East Twenty-Third Streets' southeast corner."



Homes in the Bowen Park Neighborhood (photo courtesy of Heather Fearnbach)

Castle Heights

The Castle Heights subdivision was started in 1958, providing "affordable dwellings for African-Americans displaced by the demolition of early-twentieth-century downtown neighborhoods to eliminate substandard housing and to allow for the 1950s construction of new transportation corridors." Newspapers at the time reported that more than 100 four- to five-room ranch style homes, totaling around 950 square feet, were available for sale at around \$9,000 each.

Carver Lake Estates/Northwood Estates

The 13-lot Carver Lake Estates subdivision was begun in 1961 with most lots built upon by the mid-1960s. A larger development, the Northwood Estates subdivision, had its 54-lot first phase developed in 1965. An additional 11 phases containing a total of 500 ranch and split-level homes were built between 1966 and the early 1970s.



Homes in the Northwood Estates Neighborhood (photo courtesy of Heather Fearnbach)

Economic Development Magnets

Planned improvements to Smith Reynolds Airport and the recent donation of the former R. J. Reynolds Whitaker Plant to the Whitaker Park Development Authority (WPDA) have created unique business/industrial growth opportunities in the north central portion of Winston-Salem. This area is within 3 – 4 miles of the Innovation Quarter, Downtown Winston-Salem, Winston-Salem State University, and Wake Forest University, and is also home to many sites suitable for development and redevelopment (see **Map 6** on **page XX**). More information on these magnets follows below:

Smith Reynolds Airport

Winston-Salem's airport, which first opened in the 1920s as Miller Municipal Airport, was renamed Smith Reynolds Airport in 1942 after many improvements were made to the Airport using contributions from the Z. Smith Reynolds Foundation. Piedmont Airlines was based at the Airport from 1948 until 1989, when US Air purchased the company and moved operations to Charlotte. Nearly 130,000 flights per year occurred at Smith Reynolds Airport at its peak in 1963, making it the most active airport in the state at the time.

The Airport, which is owned and operated by Forsyth County, currently generates approximately 46,000 annual operations on a 775-acre campus with two major runways (runway 15/33 is 6,650 feet long and runway 4/22 is nearly 4,000 feet long). Facilities at the airport total approximately 775,000 square feet, which includes hangars, shop space, office and other buildings.

A recent economic impact study, conducted by the North Carolina Department of Transportation, reported that the Airport provided over an \$800 million economic output and was responsible for 3,585 jobs. Over the next several years, Forsyth County envisions over \$70 million in capital improvements will be made at the Airport. Some of the proposed projects include:

• Construction of a new Taxiway Quebec, or relocation of Taxiway Alpha (parallel to runway 15/33) at an estimated cost of \$26 million;

- Construction of a new taxilane Lima and ramp adjacent to North State Aviation and Piedmont Propulsion near the intersection of North Liberty Street and Lansing Drive—estimated to cost \$14 million;
- Terminal renovations and hangar development, estimated to cost \$21 million;
- Runway reconstruction estimated at a cost of \$8.5 million; and
- Airfield drainage improvements estimated at \$500,000.

Forsyth Technical Community College is also constructing the Mazie S. Woodruff Aviation Lab at Smith Reynolds Airport. This \$16 million facility will be a two-story, 53,000 square foot building with a 12,000 square foot airframe lab. When completed in 2020, the lab will offer two associate degree programs in aviation maintenance.



Airside view of Smith Reynolds Airport Terminal (photo courtesy of Smith Reynolds Airport)

Whitaker Park

The R. J. Reynolds Whitaker Park Plant was one of the company's first major post-World War II manufacturing expansions away from its historic downtown operations. This plant was constructed in 1961 and served as R. J. Reynolds premier facility for over 50 years. The 850,000 square foot facility employed over 2,000 people and was at one time the largest cigarette manufacturing facility in the world. In 2017, R. J. Reynolds deeded the 13 building, 1.7 million square foot Whitaker Park campus to WPDA. Whitaker Park is divided into west and east sections totaling 120 acres. Whitaker Park West is composed primarily of the largest former Reynolds building, and Cook Medical has purchased 850,000 square feet of building space in this section. The company plans to relocate 650 employees to the park from its current location on Hanes Mill Road.

Whitaker Park East is comprised of 56 acres being subdivided into 10 lots, including five lots containing existing buildings totaling 353,000 square feet and five vacant lots. Two public streets will be constructed in Whitaker Park East: an extension of Shorefair Drive that will end in a cul-de-sac just west of Indiana Avenue, and the construction of a second cul-de-sac to the northeast to be named Assembly Drive. In October 2019, C.A. Harrison Cos., LLC announced a potential \$80 - \$100 million, four-phase project at Whitaker Park East that includes the conversion of historic buildings into 164 loft apartments and the construction of 25,000 square feet of service retail, a 125-room hotel, and 150 new residences. Twenty percent of the

residential units in this project are proposed to meet City of Winston-Salem affordable housing guidelines.



Aerial View of Whitaker Park (photo courtesy of Whitaker Park Development Authority)

The Innovation Ouarter

The Innovation Quarter (IQ) has developed through the transformation and renovation of former R. J. Reynolds tobacco facilities adjacent to Downtown Winston-Salem. These former Reynolds structures were constructed primarily in the 1920s, with additions and improvements continuing through the 1960s. At that time, Reynolds began decentralizing its manufacturing facilities, with its last downtown facility closing in 1990.

Wake Forest Baptist Medical Center saw the potential in these vacant structures, and began using a building donated by Reynolds for research purposes in 1994. In the 2000s, 3 new buildings totaling 320,000 square feet were constructed. Since 2010, 7 additional former tobacco structures and land donated by Reynolds have been developed into 1.5 million square feet of mixed-use space. Preservation NC declared that the Innovation Quarter is the largest historic redevelopment project in the history of North Carolina.

The Innovation Quarter is one of the fastest-growing urban innovation districts in the country--a national center for research, education, and business in biomedical science, information technology, clinical services, and advanced materials. The Innovation Quarter is currently home to 170 companies, 5 academic institutions, 1,800 undergraduate/graduate students, and 3,700 employees. The Quarter presently contains 1.9 million square feet of office, laboratory, and education space along with 1,230 multifamily units representing a \$725 million capital investment. By 2035, the Innovation Quarter is anticipated to have 10,000 employees and 5 million square feet of workspace, reflecting \$1.7 billion in capital investment.



The Innovation Quarter North District (photo courtesy of IQ)

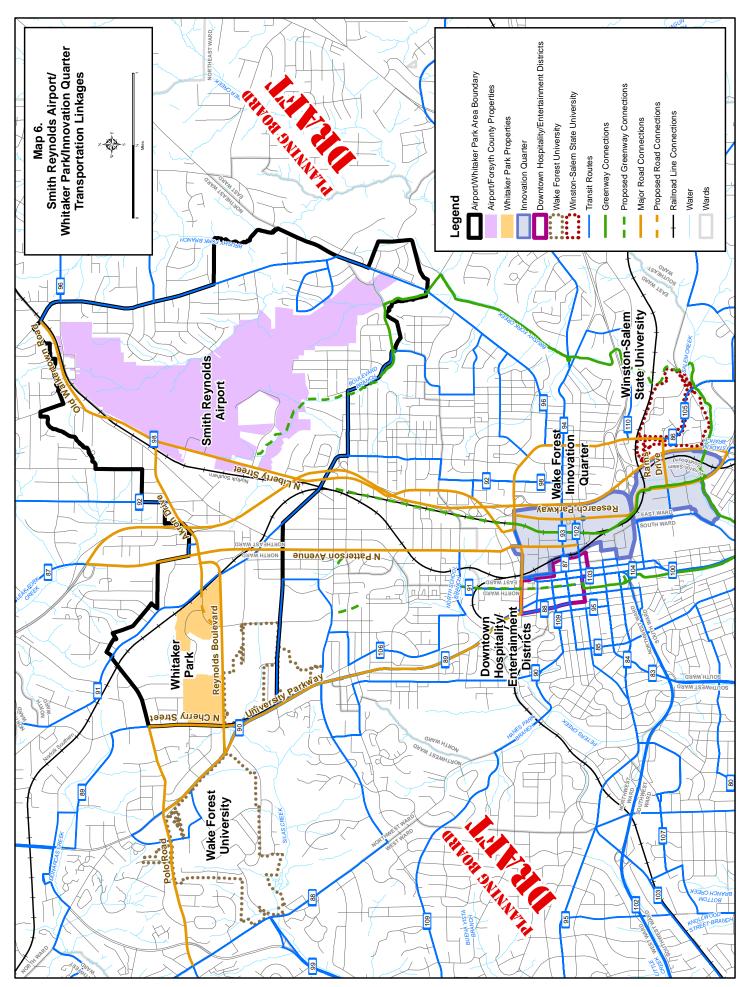
Transportation Linkages

Greater Winston-Salem, Inc.'s aerotropolis study (conducted in 2017) stressed the importance of being able to work, shop, meet, conduct business, sleep, and be entertained without going more than 15 minutes from Smith Reynolds Airport. This same standard would apply to the other two economic magnets, Whitaker Park and the Innovation Quarter. Business activities can occur at any of the three economic magnets while eating, shopping, sleeping, and entertainment can occur primarily Downtown. Thus, efficient and complete transportation connections with these areas become a vital component in aiding future business growth in the planning area. These linkages include public streets, the public transportation system, greenways, bikeways, and rail (see Map 6 on page XX).

Roads

Five major road connections exist between the three economic magnets: Akron Drive, US 52, Liberty Street, Patterson Avenue, and University Parkway. Akron Drive is the primary east-west connector while the other four roads provide alternate north-south routes. Akron Drive's bridge over the Norfolk-Southern rail line near North Liberty Street is being replaced. The existing bridge closed in October 2019 and is projected to be reopened by the end of 2020.

A potential road project calls for the extension of the western end of Akron Drive across another Norfolk-Southern rail line into Whitaker Park, eventually extending to Reynolds Boulevard at Shorefair Drive. Norfolk-Southern railroad is requiring that before the Akron Drive rail crossing can occur, an existing rail crossing to the south along Indiana Avenue would need to be closed. The closing of this rail crossing will necessitate the closing of portions of Indiana Avenue and Reynolds Boulevard, with Indiana Avenue being rerouted to the east to connect to Akron Drive. Public meetings regarding this potential project are planned in the future with final approval to be decided by the Winston-Salem City Council.



Public Transportation

There are four Winston-Salem Transit Authority (WSTA) bus routes that travel from the Clark Campbell Transportation Center (located Downtown) which have stops in the planning area: Route 89 travels by the west side of Whitaker Park along North Cherry Street, while Route 91 passes the east side of the Park along Indiana Avenue. Route 87 runs along Patterson Avenue with a stop at Akron Drive, and Route 98 runs along Liberty Street with a stop at Glenn Avenue. Two additional WSTA routes (90 and 106) travel to and from the Downtown transit center to Wake Forest University.

Greenways and Bikeways

There are two possible long-term greenway connections between the Innovation Quarter/Downtown Winston-Salem and Smith Reynolds Airport. The most feasible of these greenway connections is an extension of the Rail with Trail greenway from the Innovation Quarter to 25th Street, one block east of North Liberty Street. This trail is mentioned as a long-term project in the 2014 *Wake Forest University Area Bicycle, Pedestrian, and Transit Study.* The greenway could be extended northward to Smith Reynolds Airport via sidewalks along 25th Street and North Liberty Street. A future bike lane is proposed along Patterson Avenue from Third Street to Indiana Avenue to the Northside Activity Center south of Akron Drive.

Rail

Two Norfolk-Southern rail lines pass through the planning area. The K line parallels North Liberty Street and Old Walkertown Road near Smith Reynolds Airport. There are also several rail sidings connected to this rail line located between Liberty Street and Glenn Avenue, north of US 52. A second Norfolk-Southern rail line parallels Indiana Avenue adjacent to Whitaker Park.

RECOMMENDATIONS

In 2017, Greater Winston-Salem, Inc. commissioned a study by Aerotropolis Business Concepts, which determined that a mini-aerotropolis (i.e. airport city) could be created in the area between Smith Reynolds Airport, Whitaker Park, and Downtown Winston-Salem/Innovation Quarter. This study concluded that the potential existed for a dramatic transformation of the area between these three magnets, but many actions needed to take place for this transformation to happen.

Several of the aerotropolis study recommendations oriented towards the public sector are expanded upon in this plan to help further their implementation. This plan also proposes recommendations based on existing area conditions and citizen comments gathered during the Smith Reynolds/Whitaker Park strategic area plan kickoff meeting. These recommendations are included to help attract businesses to the planning area, to offer assistance to existing businesses, to provide training opportunities to residents in the planning area, and to propose focus areas and renderings for potential streetscape and development improvements.

Strengthen Transportation Linkages

Maximize the benefits of Smith Reynolds and Whitaker Park's proximity to Downtown Winston-Salem and the Innovation Quarter by strengthening auto, transit, and pedestrian linkages to these areas.

Smith Reynolds Airport is located 3 - 4 miles north of Downtown Winston-Salem, a travel time of about 10 minutes by automobile. It is one of a handful of airports in the nation located this close to an urban center. Greater Winston-Salem, Inc.'s aerotropolis study states "the aerotropolis emerges where air travelers and locals alike work, shop, meet, exchange knowledge, conduct business, eat, sleep, and are entertained, often without going more than 15 minutes from the airport." Business activities can occur at any of the three previously mentioned business economic magnets while eating, shopping, sleeping, and entertainment can occur Downtown. The recommendations below provide additional detail on this topic:

- Conduct a Transportation and Telecommunications Assessment of connections between Smith Reynolds Airport, Whitaker Park, and Downtown Winston-Salem/Innovation Quarter. The aerotropolis report recommends that a Surface Transportation Assessment be conducted for freight, cargo, equipment, and people to identify impediments to business transport between the Airport and Whitaker Park. The assessment needs to be expanded to evaluate access routes between all three area economic magnets and include telecommunications access as well. Included in the assessment should be:
 - Cocations to place uniform wayfinding signs to easily direct visitors by automobile between Smith Reynolds Airport/Whitaker Park and Downtown Winston-Salem/Innovation Quarter. Five major road connections exist between these areas: Akron Drive, US 52, Liberty Street, Patterson Avenue, and University Parkway, along which signs could be placed to facilitate quick, easy navigation between magnets.
 - Evaluation of the current transit routes linking the three magnets (Smith Reynolds

Airport, Whitaker Park, and Downtown/Innovation Quarter) to reduce travel time and to improve transit stop locations and shelters where needed. There are four bus routes that travel from the Clark Campbell Transportation Center located Downtown and have stops in the planning area: Two additional bus routes travel to and from the Downtown transit center to Wake Forest University. Employers in these areas should be consulted to see if bus arrival/departure times could be more closely aligned with shift change times of area businesses.

- O The feasibility of utilizing intermodal rail to air service for Smith Reynolds Airport. Major rail sidings exist between North Liberty Street and North Glenn Avenue. An assessment needs to be done to determine if intermodal rail to air service is feasible for Smith Reynolds Airport. Does a rail connection exist between Whitaker Park and the airport? Is there enough demand for intermodal service to consider extending a rail spur onto airport property?
- O The feasibility of providing state-of-the-art telecommunications between the three innovation engines. The aerotropolis study emphasizes, "in today's new speed-driven economy, businesses demand access to state-of-the-art telecommunications services to support redundant, real-time tracking and communication." Fiber optic cable and a strong internet connection are needed in these areas.

Make Smith Reynolds Airport An Attractive Gateway to the City

<u>Improvements to Smith Reynolds Airport and the surrounding area can lead to an enhanced aesthetic gateway to Winston-Salem.</u>

The aerotropolis study indicates, "the visual impact of Smith Reynolds Airport forms the first and often last impression for air visitors of all types to Winston-Salem." The Airport, North Liberty Street, Akron Drive, and the immediate vicinity do not currently give the impression of an area that is vibrant, thriving and growing. One of the City of Winston-Salem's 2018 bond projects (Liberty Street Redevelopment, Phase I) has allocated \$2.5 million to assist in blight reduction along the Liberty Street Corridor. These funds could be used for streetscape enhancements, property acquisition, demolition and clearing, land banking, and new construction.

Several improvements should help to reverse this image and are addressed in the following recommendations:

- Implement planned airport terminal renovations and new hanger development. The proposed \$21 million renovation of the airport terminal and the construction of a new hangar needs to begin as soon as feasible to reflect new investment in the planning area. New airport signage should be included as part of these renovations to enhance the external appearance of the property.
- Hire a consultant to prepare a comprehensive streetscape plan along Akron Drive and North Liberty Street between Whitaker Park and Smith Reynolds Airport. The

streetscape plan should include sidewalks, street furniture, bus shelters, crosswalk locations, bike lanes, landscaping with a large variety of trees, and decorative street lighting, along with cost estimates for these improvements. The streetscape plan should address both sides of Akron Drive from Indiana Avenue to North Liberty Street in addition to both sides of North Liberty Street from Indiana Avenue to its terminus at Ogburn Station and Old Walkertown Road. The streetscape should include the Airport's street frontage, recognizing that recommended tree species in this area need to be responsive to the height limitations of the FAA's runway protection zones for Smith Reynolds Airport.

- Resurface Akron Drive as a three-lane facility to better accommodate truck traffic with a center turn lane. The repaving and restriping of Akron Drive in conjunction with installation of streetscape elements will change the appearance of Akron Drive. The aerotropolis study also recommends the widening of Akron Drive, but such a project could have a detrimental impact on adjacent properties, as they would lose developable land and possibly a few existing structures. The bridge replacement project on Akron Drive, expected to be complete in late 2020, proposes a 2-lane road crossing with sidewalks on both sides.
- Encourage construction of 10,000 15,000 square foot multi-tenant "flex space" buildings on the south side of Akron Drive, and along North Liberty Street north of US 52. There are a couple of vacant 1 to 2 acre parcels on Akron Drive and a re-developable property on North Liberty Street that are ideal locations for the construction of small flex space buildings. Flex space is a term commonly used to describe non air-conditioned warehouse space, mixed with office or showroom space that is air-conditioned. Tenants can "flex" into larger or smaller space as needed through upfitting the building shell or through moving interior walls. These buildings are often multitenant with a loading door in the rear of each space. No outdoor storage of materials is recommended for these small buildings so that they can be compatible with surrounding neighborhoods. Small flex space buildings would be an excellent asset in this area, particularly for aerospace- or innovation-related start-up companies. As these start-ups grow over time and need more space, they can amass multiple tenant spaces in the flex building or move to a larger space in another location.



Front View of a Flex-Space Building



Rear View of a Flex-Space Building

- Offer incentives for the construction of new industrial buildings on the south side of Akron Drive, Liberty Street north of US 52, or in Brookwood Business Park. Some level of local monetary incentive could be made available to developers willing to build new speculative or client-based flex-space buildings in these areas, payable upon obtaining a Certificate of Occupancy for the building. The incentive can be recouped through the increased taxes generated from the capital investment in the building and from the multiplier effect of new job recipients purchasing goods and services in the local area.
- Ensure that compatible buffering treatments are used to soften the impact of new business and industrial uses (including Smith Reynolds Airport) and protect the character of adjoining neighborhoods, many of which are historic in nature. These treatments range from retaining existing trees where possible, to installing landscaping and increasing the distance between uses, to decorative fences or walls and more opaque buffering where the distance between uses are closer together. Efforts should be made to gather community input on the design of large airport projects to ensure appropriate edge transitions are included.
- Ensure appropriate zoning exists, with appropriate building material restrictions where feasible, for new business/industrial development along the south side of Akron Drive, North Liberty Street, North Glenn Avenue, and other business corridors in the planning area. Planning staff should support rezoning to business or industrial zoning districts where appropriate in accordance with adopted land use plans. When rezonings are required, planning staff should discourage the use of completely metal-sided buildings, except where a special use zoning site plan demonstrates such buildings would not be visible from public streets and residences. These rezonings should also seek to minimize impacts to adjacent residential areas through buffering, fencing or other means.
- Rebrand Brookwood Business Park to include "Airport" in its name and erect an identification/directional monument sign on North Liberty Street. Many people interviewed as part of Winston-Salem, Inc.'s aerotropolis study had not heard of Brookwood Business Park or did not know where it is located. The business park was originally named Airport Business Park, but was renamed to Brookwood Business Park to honor the neighborhood that existed prior to their removal for the business park. There should be a way to add 'airport" to the park name without removing "Brookwood" from the title. The

second issue is that the entrance to the business park is hard to locate, particularly for visitors. There should be an attractive 6-foot high entrance/directional monument sign for the park erected along North Liberty Street. An easement may need to be obtained if the business park does not currently have frontage on North Liberty Street.

- Improve and maintain the appearance of buildings, sites, and signage in the planning area through code enforcement, rezoning requests, the change of use process, or other programs. Enhance the general appearance of the area by encouraging citizens to report issues with weeds, junk, abandoned vehicles, and other nuisances to City staff, and by improving unsightly areas that do not meet current code requirements through rezoning requests, or change of use permits. These efforts should include minimizing or removing abandoned signage and sign structures. The City's Revitalizing Urban Commercial Areas (RUCAs) program is available to help businesses located in the Northside Shopping Center or at Ogburn Station to finance building or site improvements.
- Discourage undesirable businesses that would detract from the area attracting and retaining innovation-related businesses. Businesses with significant outdoor storage of materials and automobile sales lots should be discouraged in the area through their prohibition in rezoning requests, where possible. Such businesses would have a negative impact on area appearance.
- Encourage grocery stores and neighborhood-serving retail development to locate in shopping areas that serve the plan area. Adding these uses to shopping centers such as Ogburn Station and Northside would help serve the needs of local businesses and improve the livability of the planning area.

Recruit Aviation/Aerospace-Related Businesses

Recruit aviation/aerospace-related businesses to Smith Reynolds Airport, Whitaker Park, Brookwood Business Park, and nearby business areas.

The aerotropolis study finds "unparalleled proximity to local businesses, medical centers, the innovation quarter, and the broader PTI-based logistics resources elevates business aviation as the best opportunity for Smith Reynolds Airport to distinguish and leverage its contribution to the regional economy." A recent report from Winston-Salem's Venture Café discusses the opportunity to attract an aerospace innovation hub to Winston-Salem. The report suggests that by establishing an "aerospace center of excellence" in the Innovation Quarter and creating a first-of-its-kind specialized FAA certification acceleration office at Smith Reynolds Airport, Winston-Salem could entice local engineers, software developers, and biochemists to generate start-up companies in the electric vertical takeoff and landing (eVTOL) aircraft and in the drone industries---technologies that represent the future of flight. Such start-ups are possible by additive manufacturing (such as 3-D printing applications using different 3-D composite materials) that makes the prototype production of such technology more rapid, less expensive, and more malleable

- Local and regional business recruiters should regularly attend aviation- and aerospacerelated trade and exhibit shows. Targeted air commerce businesses include aircraft/aerospace manufacturers, aircraft/aerospace equipment parts manufacturers, air cargo services, aircraft/aerospace maintenance, aircraft/aerospace avionics (electronics), and flight instruction schools. Joint recruitment of these businesses by Winston-Salem and Greensborobased organizations should be complementary, with larger-scale projects being steered toward Piedmont Triad International Airport and smaller-scale projects being directed toward Smith Reynolds Airport.
- Develop marketing materials promoting Smith Reynolds Airport, Whitaker Park, and the Innovation Quarter/Downtown for prospective companies and clients. Promotional materials should be developed to showcase the unique combined assets of the economic engines of Smith Reynolds Airport, Whitaker Park, and the Innovation Quarter/Downtown.
- Maintain a frequently updated on-line inventory of newly available business/industrial buildings and sites within a 1 2 mile radius of Smith Reynolds Airport. Greater Winston-Salem, Inc. should be maintaining awareness of available business/industrial sites for all of Winston-Salem and Forsyth County. It will be important to keep updated on-line newly available spaces within a 1 2 mile radius of Smith Reynolds Airport beyond Whitaker Park and Brookwood Business Park. For example, two available existing buildings located across from Smith Reynolds Airport, 3800 North Liberty Street (54,000 sq. ft.) and 3810 North Liberty Street (17,500 sq. ft.) are marketed locally on the Greater Winston-Salem, Inc. website and statewide on the NC Access website of the N.C. Department of Commerce, providing more exposure to prospective companies. This radius also includes buildings and sites within the Perimeter Point Business Park located between Patterson and Indiana Avenues and the heavier business/industrial uses located along Patterson Avenue from Motor Road south to US 52. This inventory should also identify existing buildings that could be repurposed and underutilized sites that could be easily rezoned.
- Publicize the City's NRSA Commercial Real Estate Listing Service to Commercial/Industrial Brokers for the strategic planning area—The Neighborhood Revitalization Strategy Area (NRSA) Commercial Real Estate Listing Service aims to highlight existing properties that are available for lease or sale along major thoroughfares within the NRSA in an effort to boost marketing efforts and investment interest. This program, administered by the City's Office of Business Inclusion and Advancement (BIA), offers a \$1,000 \$2,000 vendor fee to real estate agents and CDCs that successfully lease or sell commercial properties listed with this program.
- Encourage companies looking to purchase property, construct facilities, or invest in businesses at the airport, Whitaker Park, or Brookwood Business Park to investigate the potential tax benefits of establishing or investing in a Qualified Opportunity Fund in a designated Winston-Salem Opportunity Zone. There are two primary tax benefits for investment in a Qualified Opportunity Fund in an Opportunity Zone. The first benefit is that capital gains from other investments (if transferred within 180 days) can have the amount of capital gain (subject to capital gains tax) reduced by 10% to 15% if kept in a Qualified Opportunity Fund (QOF) for 5 or 7 years, respectively. The second most significant tax

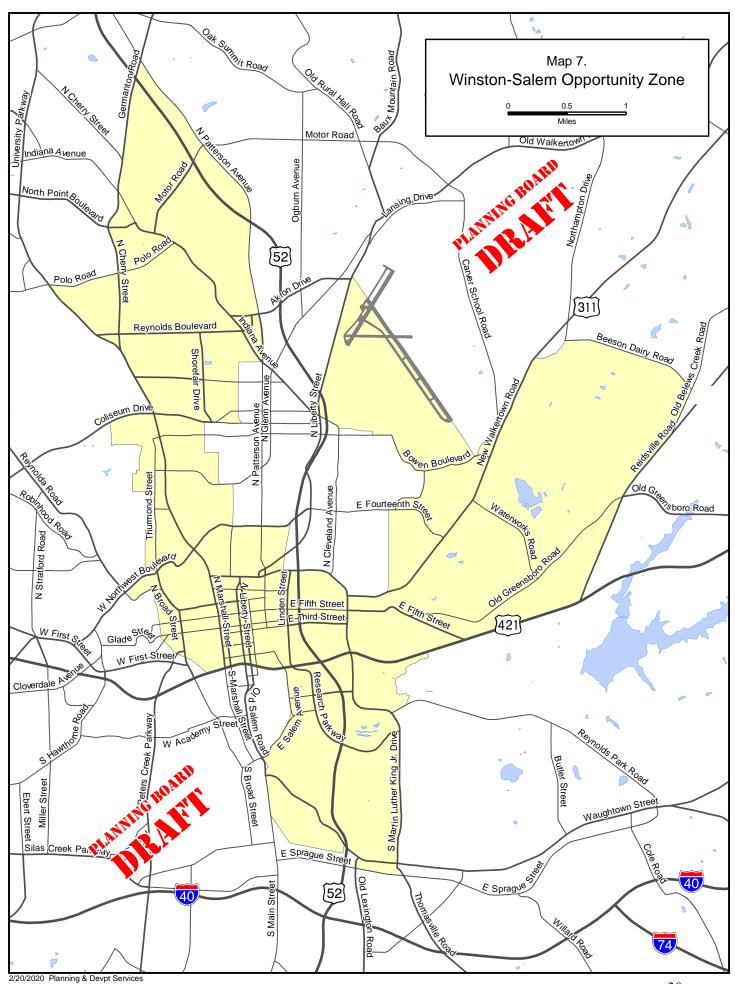
benefit is that new investments in the QOF in physical facilities for a business (or for an equity investment in a business located in the Opportunity Zone) are not subject to any capital gains tax if held in the QOF for a minimum of 10 years. Unfortunately, businesses, buildings, or property located along Akron Drive or the west side of North Liberty Street across from the airport are not located within an Opportunity Zone, so these tax benefits are not possible to attain at these locations (see **Map 7** on **page XX**).

Cultivate Job Skills of Area Residents

Cultivate the job skills of area residents of all ages.

The aerotropolis study states "workforce development and jobs creation are inextricably tied and need to engage all levels of education, with a focus on local youth. The Forsyth Tech Aviation Lab is a good and necessary start but efforts need to reach back to middle/high schools, especially those in central and east Winston-Salem, to generate interest in aviation-related careers."

- Encourage the creation of a coordinated curriculum between high school students attending Winston-Salem/Forsyth County Schools and Forsyth Technical Community College regarding aviation/aerospace-related job training. A joint program between WSFCS and Forsyth Tech could offer classes that allow students to earn credits toward aerospace/aviation-related licenses or certificates so that upon graduation, high-school students could already have multiple class-credits upon enrolling in Forsyth Tech. Classes could be offered at Carver or Atkins High School, with priority enrollment given to students living in the surrounding area. The proximity of these high schools would also allow for outreach visits to Smith Reynolds Airport and the Forsyth Tech Aviation Lab.
- Offer scholarships to workers residing in low- to moderate-income areas to attend and earn associate degrees from Forsyth Tech in aviation maintenance or other innovative work training programs. This idea builds upon the newly announced Winston-Salem "Hope and Opportunity Scholarships" program that will offer recent low- to moderate-income high school graduates conditional free tuition at Forsyth Technical Community College. The program could offer scholarships to high school graduates over the age of 21 living in low-income areas the opportunity to attend Forsyth Tech worker training programs free of charge. Publicize both of these programs to area residents.
- Encourage the recruitment of area residents to fill new jobs that pay a living wage. The ability of new companies to employ nearby residents can help raise the area's standard of living. The inclusive and equitable distribution of jobs to people of all economic levels is critical for the well-being of the whole community. The City of Winston-Salem's Economic Development Program Financial Assistance Guidelines allow for the possibility of offering job creation incentives for companies that hire area residents for jobs that pay a living wage. The guidelines could allow a technology-related company to receive an annual job creation incentive of up to \$1,000 per job, within a 36-month period, for each person it hires living in the city's NRSA, if the company pays at least the average Forsyth County wage (presently \$15.20 per hour). The possibility of such an incentive could be most beneficial to start-up companies that choose to locate in the planning area.



Publicize Available Business Assistance Programs

<u>Inform existing business owners of available business assistance programs offered the City of Winston-Salem and Forsyth Tech.</u>

The programs can be publicized to area businesses by direct marketing or by holding information sessions about the program within the strategic planning area. The current programs to assist existing businesses include:

City of Winston-Salem:

- **Building Improvement Rehabilitation Program**—This program, administered by the BIA Office, was designed to provide private building owners with incentives to rehabilitate commercial and industrial properties anywhere in the NRSA outside of Downtown Winston-Salem. The City provides up to \$10,000 in funding, based on the amount of the proposed private investment. The loan repayment is deferred for up to three years and the balance is forgiven if the property has been properly maintained.
- Small Business Loan Program—This program, administered by BIA Office, provides financial assistance to small businesses that create or retain jobs for low- and moderate-income persons. The business or industry must be located within or do work in the NRSA. Funds may be used to purchase, build or rehabilitate structures; to purchase equipment and fixtures; or for operational funds. Loans are only made to businesses unable to secure financing from conventional lenders. Loans averaging \$50,000 are provided at the prime rate plus 1% interest for up to a 10-year term and must be secured with collateral. A feasible business plan must be submitted as part of the loan application process.
- Business Training Program—This program, administered by BIA staff, is a 9-week training course that provides entrepreneurs with basic skills to own and operate a small business. Participants learn how to write a business plan, and deal with legal matters, insurance, management, marketing, zoning and building permits, and other issues. The program is offered free of charge to minority and women business owners, low-income persons, or employers of low-income persons. Approximately 30 people participate in this program each year, which is held from mid-October to mid-December.
- Revitalizing Urban Commercial Areas (RUCAs)—RUCAs are specially identified underutilized and blighted commercial areas in need of financial assistance to reverse disinvestment trends. An overall strategy has been developed for RUCAs that includes making public improvements in conjunction with private site improvements using a combination of city and business owner funds. Three locations within the planning area are designated as RUCAs: Northside Shopping Center, Ogburn Station, and the North Cherry Street/Polo Road intersection. The BIA Office administers the RUCA program in consultation with other City staff, including assistance from Planning and Development Services.

Forsyth Technical Community College:

• **Small Business Center at Forsyth Tech**—The Small Business Center provides educational events, business counseling/mentoring, and business classes.

• NCWorks Customized Training Program—The Customized Training Program provides state funded workforce development education, training, and support services for new and existing businesses in Forsyth County.

Improve Potential Streetscape and Development Focus Areas

As described earlier in this document, the visual impact of areas around Smith Reynolds Airport is critical in forming a lasting impression of Winston-Salem for visitors arriving by air. It is important to establish a coordinated streetscape appearance along North Liberty Street near the Airport and along the entirety of Akron Drive to give visitors a sense that this area is a vibrant gateway to Winston-Salem. This plan recommends hiring a consultant to conduct an in-depth analysis of current conditions along North Liberty Street and Akron Drive to develop a master plan that addresses street trees, sidewalks, crosswalks, pedestrian lighting, and wayfinding signage. The construction of flex-space buildings will also help convey the gateway impression.

To further these streetscape/site improvement efforts, this plan includes preliminary streetscape and building renderings to show potential visual changes that can occur on two vacant undeveloped sites along Akron Drive and on one older developed site on North Liberty Street at Fairchild Road. A third development focus area illustrates potential streetscape improvements at the intersections of Akron Drive with North Glenn Avenue and North Liberty Street (on both sides of the Akron Drive bridge replacement currently under construction). The final development focus area shows potential streetscape improvements to the Akron Drive/Ogburn Avenue intersection, which was mentioned by citizens as being unsafe and needing crosswalks. These renderings are shown in **Figures 2, 3,** and **4** on the following pages.

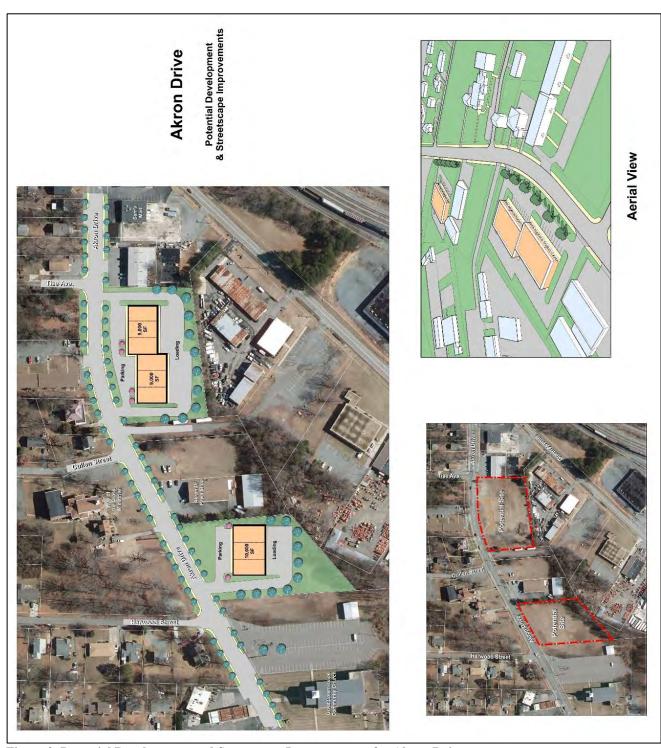


Figure 2. Potential Development and Streetscape Improvements for Akron Drive

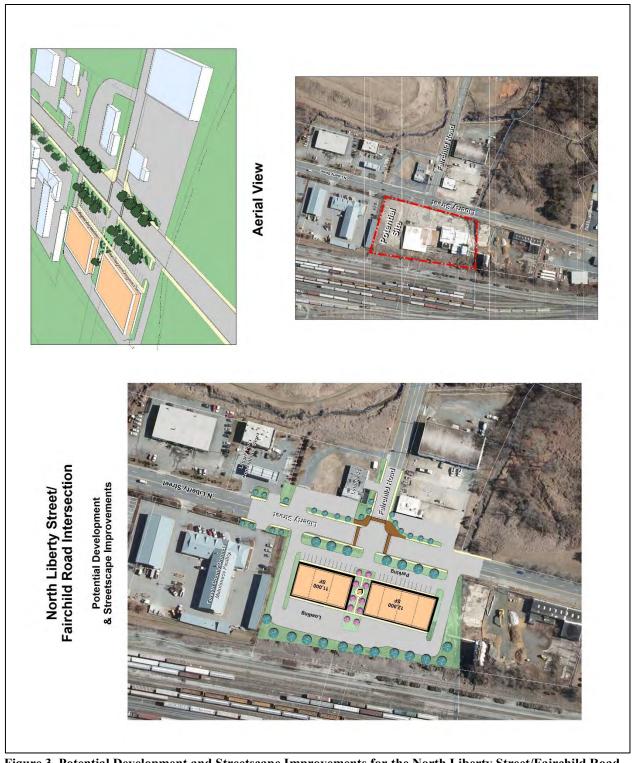


Figure 3. Potential Development and Streetscape Improvements for the North Liberty Street/Fairchild Road Intersection

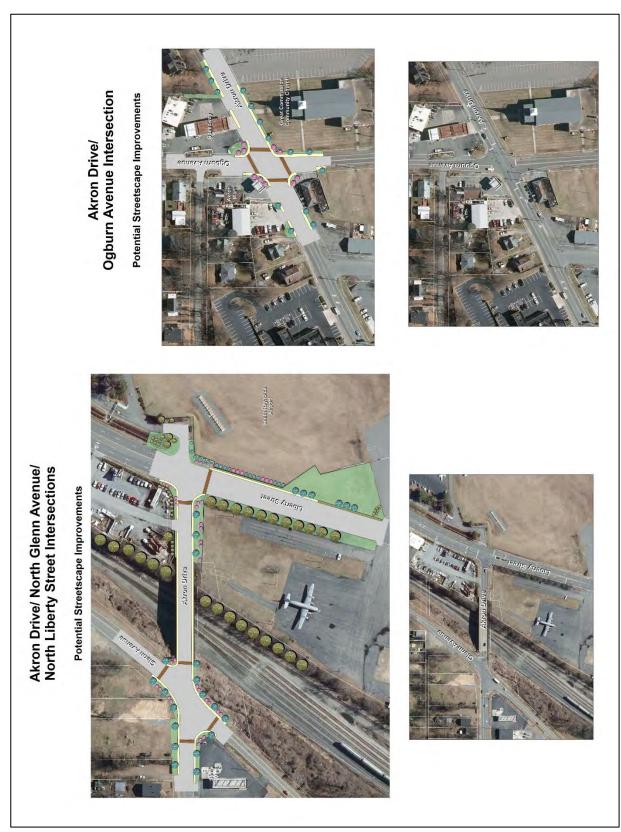


Figure 4. Potential Streetscape Improvements for the Akron Drive Intersections with North Glenn Avenue/ North Liberty Street and with Ogburn Avenue

IMPLEMENTATION SCHEDULE

The recommendations of this plan serve as a guide to assist with future public and private investment and decision-making for the area, but do not indicate any funding commitments. Funding for specific projects/actions will be allocated by the City of Winston-Salem, Forsyth Technical Community College, Greater Winston-Salem, Inc., Smith Reynolds Airport, Winston-Salem/Forsyth County Schools, or other private entities, as indicated below, based on the availability of funding and consideration of priorities.

*Abbreviations Used for Responsible Agencies				
CWS	City of Winston-Salem	NCDOT	North Carolina Department of Transportation	
FTCC	Forsyth Technical Community College	SRA/FC	Smith-Reynolds Airport/Forsyth County	
GWSI	Greater Winston-Salem, Inc.	WSFCS	Winston-Salem/Forsyth County Schools	

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

RECOMMENDATIONS	RESPONSIBLE AGENCY*	TIMING**
Strengthen Transportation Linkages (page XX)		
Conduct a Transportation and Telecommunications Assessment of connections between Smith Reynolds Airport, Whitaker Park, and Downtown Winston-Salem/Innovation Quarter. Assessment should include:	CWS	Short-Range
• Locations to place uniform wayfinding signs to easily direct visitors by automobile between Smith Reynolds Airport/Whitaker Park and Downtown Winston-Salem/Innovation Quarter.	CWS; NCDOT; SRA/FC; GWSI	Short-Range
• Evaluation of the current transit routes linking the three magnets (Smith Reynolds Airport, Whitaker Park, and Downtown/ Innovation Quarter) to reduce travel time and to improve transit stop locations and shelters where needed.	CWS	Short-Range
The feasibility of utilizing intermodal rail to air service for Smith Reynolds Airport.	SRA/FC; CWS	Short-Range
The feasibility of providing state-of-the-art telecommunications between the three innovation engines.	SRA/FC; GWSI; CWS	Short-Range
Make Smith Reynolds Airport An Attractive		
Gateway to the City (page XX)		
Implement planned airport terminal renovations and new hanger development.	SRA/FC	Short-Range
Hire a consultant to prepare a comprehensive streetscape plan along Akron Drive and North Liberty Street between Whitaker Park and Smith Reynolds Airport.	CWS	Short-Range
Resurface Akron Drive as a three-lane facility to better accommodate truck traffic with a center turn lane.	CWS	Medium-Range

• Encourage construction of 10,000 - 15,000 square foot m "flex space" buildings on the south side of Akron Drive, North Liberty Street north of US 52.		Ongoing
Offer incentives for the construction of new industrial bu the south side of Akron Drive, Liberty Street north of US Brookwood Business Park.	•	Ongoing
 Ensure that compatible buffering treatments are used to s impact of new business and industrial uses (including Sm Reynolds Airport) and protect the character of adjoining neighborhoods, many of which are historic in nature. 		Ongoing
 Ensure appropriate zoning exists, with appropriate building restrictions where feasible, for new business/industrial dealong the south side of Akron Drive, Liberty Street, Glen and other business corridors in the planning area. 	evelopment	Ongoing
Rebrand Brookwood Business Park to include "Airport" and erect an identification/directional monument sign on Liberty Street.	North	Immediate
• Improve and maintain the appearance of buildings, sites, signage in the planning area through code enforcement, r requests, the change of use process, or other programs.		Ongoing
• Discourage undesirable businesses that would detract fro attracting and retaining innovation-related businesses.	m the area CWS	Ongoing
 Encourage grocery stores and neighborhood-serving retain development to locate in shopping areas that serve the plan 		Ongoing
Recruit Aviation/Aerospace-Related Busines (page XX)	ses	
 Local and regional business recruiters should regularly at aviation- and aerospace-related trade and exhibit shows. 	tend GWSI; SRA/FC	Ongoing
Develop marketing materials promoting Smith Reynolds Whitaker Park, and Innovation Quarter/Downtown for procompanies and clients.		Immediate
 Maintain a frequently updated on-line inventory of newly business/industrial buildings and sites within a 1 – 2 mile Smith Reynolds Airport. 		Ongoing
Publicize the City's NRSA Commercial Real Estate Listi to Commercial/Industrial Brokers for the strategic planni	•	Ongoing
Encourage companies looking to purchase property, constacilities, or invest in businesses at the airport, Whitaker Brookwood Business Park to investigate the potential tax of establishing or investing in a Qualified Opportunity Fudesignated Opportunity Zone.	Park, or Developers; GWSI; benefits CWS; SRA/FC	Ongoing

Cı	ultivate Job Skills of Area Residents (page XX)		
•	Encourage the creation of a coordinated curriculum between high	WSFCS & FTCC	Immediate
	school students attending Winston-Salem/Forsyth County Schools		
	and Forsyth Technical Community College regarding		
	aviation/aerospace-related job training.		
•	Offer scholarships to workers residing in low- to moderate-income	Private Business	Short-Range
	areas to attend and earn associate degrees from Forsyth Tech in	Leaders/Companies	
	aviation maintenance or other innovative work training programs.		
•	Encourage the recruitment of area residents to fill new jobs that pay	GWSI; Private	Ongoing
	a living wage.	Businesses	
Pu	ublicize Available Business Assistance Programs		
(p	age XX)		
•	Building Improvement Rehabilitation Program	CWS	Ongoing
•	Small Business Loan Program	CWS	Ongoing
•	Business Training Program	CWS	Ongoing
•	Revitalizing Urban Commercial Areas (RUCAs)	CWS	Ongoing
•	Small Business Center at Forsyth Tech	FTCC	Ongoing
•	NCWorks Customized Training Program	FTCC	Ongoing

APPENDIX

Smith Reynolds Airport/Whitaker Park Strategic Area Plan Kickoff Meeting Citizen Comments

What business or industry would be desirable or undesirable in the area?

Desired Businesses:

- Aviation-related
- Cook Medical
- Businesses that will employ current residents
- Healthy foods—fresh vegetables
- Full service grocery store
- Gym-fitness center
- Upgrade Northside Shopping Center to look similar to Friendly Center
- Want the retail proposed for Whitaker Park come to the east side of the planning area
- Hotel/convention space; Event space
- Businesses that can pay a living wage

Undesired Businesses:

- Loud businesses
- T-Shirt manufacturing
- Convenience stores/gas stations—perception they give easy access to unhealthy lifestyles
- Car dealerships

How can we help attract jobs to the area? How can we help existing businesses grow here?

- Educate workers through school system and Forsyth Tech
- Provide business assistance
- Increase security
- Improve homeless, dilapidated properties
- Need jobs that require high school degrees or 2 year associate degrees that can pay more than minimum wage
- Need live/work spaces
- Assist T-shirt business on Indiana Avenue

What appearance improvements are desired by the community?

- Street trees
- Street lights with cameras
- Fill in gaps in street lighting on Glenn Avenue and Akron Drive

- Expand and upgrade parks
- Sidewalks linking Akron Drive to Northside Shopping Center
- Glenn Avenue needs sidewalks
- Need ample sight distances between street trees on Akron Drive to prevent crime
- Repurpose older underutilized warehouses
- Remove or improve dilapidated buildings at former animal shelter site and along Old Walkertown Road
- Need tree buffer between Theresa Avenue and airport property
- Sidewalks on Lansing Drive from Carver School Road to Liberty Street
- Sidewalks and lighting on Atkins Drive, Akron Drive and Liberty Street
- Improve curb appeal and safety on Akron Drive
- Remove overgrown vegetation at corner of Ogburn Avenue/Glenn Avenue and at Lansing Drive/Liberty Street
- Sidewalks and crosswalks at Akron Drive/Ogburn Avenue

What improvements would help vehicular or pedestrian connections from the area to Downtown and the Innovation Quarter?

- Mass transit infrastructure
- Increased bus service
- Bike lanes throughout area
- Extend Long Branch Trail to 25th Street
- More, upgraded bus shelters
- Bike lanes on Carver School Road, North Glenn Avenue, and Akron Drive

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Jeff MacIntosh Northwest Ward

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Mayor Pro Tempore, Northeast Ward

Robert C. Clark West Ward

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Smith Reynolds Airport/Whitaker Park Strategic Area Plan

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