

Introduction to Annexation

Municipalities are created to provide the governmental services essential for sound urban development, and for the protection of public health, safety, and welfare. Primary urban services such as police, fire, garbage collections, and public water and sewer systems are traditionally the responsibility of a city. Currently, the City of Winston-Salem provides these services to an estimated 185,776 persons according to the 2000 federal decennial census. As of July 1, 2002, the State of North Carolina estimated Winston-Salem's population at 188,699. In order to provide for the orderly growth and development of the urbanizing area, it is periodically necessary to extend the City limits to include areas surrounding the City which have developed to an urban density.

The State of North Carolina has had, since 1959, a comprehensive annexation law in recognition of the role that municipal governments play in providing for sound urban development. The legislation, applicable to cities of 5,000 or more, General Statutes §160A-45 through 54, declares as a matter of State policy:

- (1) That sound urban development is essential to the continued economic development of North Carolina;
- (2) That municipalities are created to provide the governmental services essential for sound urban development and for the protection of health, safety and welfare in areas being intensively used for residential, commercial, industrial, institutional and governmental purposes or in areas undergoing such development;
- (3) That municipal boundaries should be extended in accordance with legislative standards applicable throughout the State, to include such areas and to provide the high quality of governmental services needed therein for the public health, safety and welfare;
- (4) That new urban development in and around municipalities having a population of 5,000 or more persons is more scattered than in and around smaller municipalities, and that such larger municipalities have greater difficulty in expanding municipal utility systems and other service facilities to serve such scattered development, so that the legislative standards governing annexation by larger municipalities must take these facts into account if the objectives set forth in this section are to be attained;
- (5) That areas annexed to municipalities in accordance with such uniform legislative standards should receive the services provided by the annexing municipality in accordance with N.C.G.S. §160A-47(3).

For Winston-Salem, the reasons for annexing are:

- (1) To extend urban government services to developing areas before the need becomes critical and without costly and inefficient duplication;
- (2) To maintain areas for growth and development within the City;
- (3) To spread the cost of providing City services to those who live nearby and commute to the City to work, shop, play, receive health care, etc.;
- (4) To recover tax base lost through out-migration;
- (5) To encourage development in accordance with *Legacy*, the comprehensive plan for Winston-Salem and Forsyth County; and,
- (6) To fully utilize those public facilities and services that have potential for expansion into a wider service area.

The same legislation which grants municipalities within North Carolina the authority to annex urbanized areas adjacent to their corporate boundaries also contains the criteria with which municipalities must comply in order to annex. The municipality must show that:

- (1) The proposed annexation area meets the standards of qualification defined by the statutes; and
- (2) It is willing and able to provide the proposed annexation area with essential public services on substantially the same basis and in the same manner as provided within the rest of the municipality.

Resolution of Intent

This report proposes the annexation of sixteen (16) areas into the City of Winston-Salem under the provisions of Article 4A, Part 3, of Chapter §160A of the North Carolina General Statutes. A Resolution of Intent to consider annexation was adopted by the City Council at its regular meeting on March 24, 2003. That resolution set the dates of public informational meetings on May 8, 13, 14, and 15 and a public hearing on May 27. In accordance with State law, notices of these public meetings were made. After the May 27 public hearing, City Council provided direction on reductions to the areas originally proposed, and this amended report reflects those reduced areas.

Qualification Standards

A. General Standards

The Statutes which govern City-initiated annexation provide a number of standards that the proposed annexation area must meet in order to qualify for annexation. Under N.C.G.S. §160A-48(b) each total area to be annexed must meet the following general standards:

- (1) It must be adjacent or contiguous to the municipality's boundaries at the time the annexation proceeding is begun.
- (2) At least one-eighth (12.5%) of the aggregate external boundaries of the area must coincide with the municipal boundary.
- (3) No part of the area shall be included within the boundary of another incorporated municipality.

B. Urban Character

Beyond these general requirements, part or all of the annexation area must be developed for urban purposes. To be considered developed for urban purposes under N.C.G.S. §160A-48(c), an area must meet one of the following standards:

- (1) Have a total resident population equal to at least two and three-tenths persons for each acre of land included within its boundaries; or
- (2) Have a total resident population equal to at least one person for each acre of land included within its boundaries, and is subdivided into lots and tracts such that at least sixty percent (60%) of the total acreage consists of lots and tracts three acres or less in size and such that at least sixty-five percent (65%) of the total number of lots and tracts are one acre or less in size; or
- (3) Be developed such that at least sixty percent (60%) of the total number of lots and tracts in the area at the time of annexation are used for residential, commercial, industrial, institutional or governmental purposes, and is subdivided into lots and tracts such that at least sixty percent (60%) of the total acreage, not counting the acreage used at the time of annexation for commercial, industrial, governmental or institutional purposes, consists of lots and tracts three acres or less in size.
- (4) Be so developed such that, at the time of the approval of the annexation report, all tracts in the area to be annexed are used for commercial, industrial, governmental, or institutional purposes.

C. Non-urban Character

In addition to areas developed for urban purposes, an annexation area may include areas that do not meet any of the above criteria. To be considered for annexation under N.C.G.S. §160A-48(d), the non-urbanized area must either:

- (1) Lie between the municipal boundary and an area developed for urban purposes so that the area developed for urban purposes is either not adjacent to the municipal boundary or cannot be served by the municipality without extending services and/or water and/or sewer lines through such an area; or
- (2) Be adjacent, on at least sixty percent (60%) of its external boundary, to any combination of the municipal boundary and the boundary of an area or areas developed for urban purposes.

These areas may be considered eligible for annexation if they constitute a necessary land connection between the municipality and qualifying urban areas or between two or more areas developed for urban purposes, and the necessary land connections do not exceed 25% of the total area to be annexed.

Data Acquisition

The sixteen (16) separate areas proposed for annexation are shown together on the *Winston-Salem Proposed 2004 Annexation Areas Map* and individually on their respective area maps. These areas include an estimated 22.48 square miles, as determined by measurements of the Forsyth County Tax maps and data using the Winston-Salem/Forsyth County GIS. A housing count using aerial photographs and tax data and verified by field surveys in October 2002 indicated that there are 7374 housing units in the sixteen (16) areas. Population counts were estimated in accordance with N.C.G.S. §160A-54 whereby the number of dwelling units were multiplied by the average household population at the block group level. Block group population figures were from the 2000 federal decennial census. These population and area measurements were then used to calculate population density. Land use was also verified by field survey in October 2002.

As required by the three provisions of N.C.G.S. §160A-48(b), each of the seventeen areas is adjacent or contiguous to existing Winston-Salem City Limits; each has an external boundary coincident with the Winston-Salem municipal boundary for at least one-eighth (12.5%) of its aggregate external boundaries; and, no area is included within the boundary of another incorporated municipality.

In accordance with provision N.C.G.S. §160A-48(e), only recorded property lines and streets were used to delineate new boundaries, except where mandated by formal annexation agreement boundaries with other municipalities.

General Description of Area Proposed for Annexation

The following is a general description of each of the areas proposed for annexation. An overall view of the proposed annexations can be seen on the *Winston-Salem Proposed 2004 Annexation Areas Map*. Area and population statistics for these areas are shown in *Area & Population Summary Statistics* table following the general descriptions below.

Area A. Area A is adjacent on its west side to the northeast Winston-Salem City Limits and is located roughly between Old Hollow Road to the north and Dippen Road to the southeast. The Town of Walkertown is adjacent to the outer perimeter along a short segment to the southeast. The existing land uses within Area A are predominately residential with scattered commercial and institutional uses along Old Hollow, Old Rural Hall, and Old Walkertown Roads. The total acreage proposed for annexation (including road right-of-way) is approximately 2159 acres, or 3.4 square miles. The area has approximately 1021 dwelling units with an estimated population of 2371 persons based on the 2000 U.S. Census.

Area B. Area B is adjacent to the Winston-Salem City Limits and is located just north of Old Greensboro Road and south of Largo Drive. The Town of Walkertown is adjacent along short sections of the northern and eastern boundary. The existing land uses within Area B are predominately residential with some large tract institutional uses and some small, scattered commercial uses along Reidsville Road. The total acreage proposed for annexation (including road right-of-way) is approximately 862 acres, or 1.35 square miles. The area has approximately 549 dwelling units with an estimated population of 1324 persons based on the 2000 U.S. Census.

Area C. Area C is adjacent to the southeast Winston-Salem City Limits and is roughly bounded by Sedge Garden Road on the north, Union Cross Road to the east and south, and the City Limits on the west and northwest. The existing land uses within Area C are predominately residential with scattered commercial, industrial, and institutional uses along the major corridors. The total acreage proposed for annexation (including road right-of-way) is approximately 3357 acres, or 5.25 square miles. The area has approximately 1748 dwelling units with an estimated population of 4320 persons based on the 2000 U.S. Census.

Area D. Area D has been removed from consideration for annexation.

Area E. Area E is adjacent to the southern Winston-Salem City Limits and is roughly bounded by US 52 to the west, the City Limits to the north, Old Lexington Road and the Davidson County Line to the East and the Davidson County Line to the south. The existing land uses within Area E are predominately residential with scattered industrial and commercial uses. The total acreage proposed for annexation (including road right-of-way) is approximately 1173 acres, or 1.83 square miles. The area has approximately 558 dwelling units with an estimated population of 1189 persons based on the 2000 U.S. Census

Area F. Area F is adjacent to the southern Winston-Salem City Limits and is roughly bounded by Ebert Road to the west, the Davidson County Line to the south, Peters Creek Parkway to the east and the Winston-Salem City Limits to the north. Four satellite areas of Winston-Salem, one of them being the City of Winston-Salem's construction and demolition landfill, are either

adjacent to or surrounded by Area F. The existing land uses within Area F are predominately residential with limited commercial and institutional uses scattered throughout the area. The total acreage proposed for annexation (including road right-of-way) is approximately 1552 acres, or 2.43 square miles. The area has approximately 828 dwelling units with an estimated population of 2040 persons based on the 2000 U.S. Census.

Area G. Area G is adjacent to the southwest Winston-Salem City Limits and is bounded by Griffith Road on the east, Stratford Road on the west, the Winston-Salem City Limits on the north and Clemmons Road to the south. The existing land uses within Area G are nearly equal parts commercial, industrial and residential. The total acreage proposed for annexation (including road right-of-way) is approximately 122 acres, or 0.19 square miles. The area has approximately 68 dwelling units with an estimated population of 140 persons based on the 2000 U.S. Census.

Area H. Area H is adjacent to the western Winston-Salem City Limits and is bounded by Peace Haven Road to the south; the Village of Clemmons, the proposed Western Beltway, Reynolds Creek and Meadowlark Drive to the west; Robinhood Road to the north; and the Winston-Salem City Limits on the east. The existing land uses within Area H are predominately residential with a variety of commercial uses along Country Club Road. The total acreage proposed for annexation (including road right-of-way) is approximately 1797 acres, or 2.81 square miles. The area has approximately 1015 dwelling units with an estimated population of 2170 persons based on the 2000 U.S. Census.

Area I. Area I is adjacent to the west and northwest Winston-Salem City Limits and is roughly bounded by Yadkinville Road to the south; the proposed Western Beltway and Tobaccoville to the west and north; and the Winston-Salem City Limits and Bethania Town Limits to the East. The existing land uses within Area I are predominately residential with scattered commercial, institutional and industrial uses throughout and some commercial and industrial concentrations along Reynolda Road at Bethania and Yadkinville Roads. The total acreage proposed for annexation (including road right-of-way) is approximately 2862 acres, or 4.5 square miles. The area has approximately 1434 dwelling units with an estimated population of 3580 persons based on the 2000 U.S. Census.

Area J. Area J is totally surrounded by the City of Winston-Salem and is located on the north side of Winston-Salem east of Murray Road and north of Woodcliff Drive. The existing land use within Area J is industrial (utility substation). The total acreage proposed for annexation (including road right-of-way) is approximately 0.69 acres, or 0.0011 square miles. The area has no (0) dwelling units with an estimated of 0 persons according to the 2000 U.S. Census.

Area K. Area K is totally surrounded by the City of Winston-Salem and is located on the east side of Winston-Salem near Salem Lake Park, east of Reidsville Road and north of Old Greensboro Road. The existing land use within Area K is residential. The total acreage proposed for annexation (including road right-of-way) is approximately 1.7444 acres, or 0.0027 square miles. The area has one (1) dwelling unit with an estimated population of 2 persons according to the 2000 U.S. Census.

Area L. Area L is totally surrounded by the City of Winston-Salem and is located on the south side of Winston-Salem south of Fiddlers Creek, north of Barnes Road and off Meredith Woods Lane. The total acreage proposed for annexation (including road right-of-way) is 2.83 acres, or 0.0044 square miles. The lot is used as a utility substation and has no dwelling units or population.

Area M. Area M is totally surrounded by the Winston-Salem City Limits and is located on the west side of Winston-Salem east of Muddy Creek, west of Shattalon Drive, north of Summerfield Lane and south of Brownstone Lane. The existing land use within Area B is residential. The total acreage proposed for annexation (including road right-of-way) is approximately 6.1903 acres, or 0.0097 square miles. The area has one (1) dwelling unit with an estimated population of 2 persons according to the 2000 U.S. Census.

Area N. Area N is adjacent to the Winston-Salem City Limits and is located on either side of Shore Road. The primary road throughout the area is Shore Road. The existing land use within Area N is predominately residential. The total acreage proposed for annexation (including road right-of-way) is 14.86 acres, or 0.0232 square miles. The area has approximately 8 dwelling units with an estimated population of 18 persons according to the 2000 U.S. Census.

Area O. Area O is adjacent to the southern Winston-Salem City Limits, north of the Davidson County Line and is roughly bisected by Old Lexington Road. The existing land uses within Area O are predominately residential with scattered industrial and commercial uses. The total acreage proposed for annexation (including road right-of-way) is approximately 30 acres, or 0.05 square miles. The area has approximately 12 dwelling units with an estimated population of 25 persons according to the 2000 U.S. Census.

Area P. Area P is bounded by Winston-Salem City Limits on all sides. Salem Creek Drive bisects the area and Griffith Road runs down its east side. The existing land uses within Area P are predominately industrial. The total acreage proposed for annexation (including road right-of-way) is approximately 19 acres, or 0.03 square miles. The area has no (0) dwelling units with an estimated population of 0 persons based on the 2000 U.S. Census.

Area Q. Area Q is adjacent to the southeast Winston-Salem City Limits and is roughly bounded by US 311 and the City Limits to the north, Union Cross Road to the south, Debbie Drive to the east and Dallas Court to the west. The existing land uses within Area Q are predominately residential with scattered institutional uses. The total acreage proposed for annexation (including road right-of-way) is approximately 426 acres, or 0.66 square miles. The area has approximately 131 dwelling units with an estimated population of 299 persons based on the 2000 U.S. Census.

The following sections of this report describe the areas proposed to be annexed, establish their eligibility under N.C.G.S. §160A-48 and describe the plans for providing municipal services to the areas and the methods of financing the extension of services to the areas annexed. Maps of each area are included to show the present and proposed municipal boundaries, how the various subareas qualify under the North Carolina General Statutes, land use in the area, and the existing and proposed extensions required by N.C.G.S. 160A-47(1). The report also contains boundary

descriptions of the areas proposed to be annexed, based on tax map information and recorded plats.