VILLAGE OF TOBACCOVILLE

Village Development Guidelines - 2020

Adopted: November 2, 2000 by the Tobaccoville Village Council
Revised: January 4, 2001

Adopted: May 14, 2001 by the Forsyth Board of Commissioners
VILLAGE OF TOBACCOVILLE
Village Development Guidelines
2020

Steering Committee Members:

Larry Butner           Mark Graham
Myron Marion           Boyce Shore
John Cockerham         Jane Hauser
Duke Marley            Ed Shore
Bill Edwards            C.R. “Bob” Kurdian
Andrea Reese           Terry Shore
Paul Ellis              David Lynch
Mark Shehan             Sam Sorrells
Ruth Ellis              Jim McGrath
Joan Shehan            Betty Stewart
The Village Development Guidelines have been developed with the cooperation of the citizens of Tobaccoville and the surrounding area, the Village Council, the Village staff, and the Tobaccoville Plan Steering Committee. This plan shall serve as a guide for Tobaccoville in making development decisions. The plan recommends that the Village Council, Village staff, and developers utilize this document to provide for the orderly growth of the Village. The plan can be modified by the Village Council after formal adoption and it is recommended to do so as conditions within the planning jurisdiction evolve.

VILLAGE COUNCIL

Boyce E. Shore, Mayor
H. Terry Shore, Mayor Pro tem
Jane C. Hauser
Myron W. Marion
Ed Shore

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Executive Summary

INTRODUCTION

The Village of Tobaccoville Village Development Guidelines is a long-range guide for decisions concerning the physical, economic, and social development of the Village and surrounding area. This document reflects the type of growth envisioned by the citizens of the community and their desire for integrated development.

The Village Development Guidelines is divided into eight sections that cover such areas as Residential Development, a Future Land Use Map, and Implementation and Review. It also provides an overview of existing conditions, identifies areas of concern, defines goals for the Village, and provides a series of recommendations to attain those goals. The plan includes a series of maps that graphically depicts the areas where specific activities are envisioned to occur.

WHY PLAN?

The Village of Tobaccoville is fortunate to have been spared much of the urban sprawl that has infiltrated other areas of Forsyth County. Overall, the Village is characterized by a large residential component with a limited amount of commercial, industrial, and institutional uses interspersed throughout the community. The land outside the Village limits is mostly rural in character and contains numerous large vacant parcels.

The Village itself is strategically located along the future Interstate 74 corridor, which is a major thoroughfare for the region. This transportation artery offers tremendous opportunities for Tobaccoville while simultaneously presenting daunting challenges for future growth and development. Evidence of the growing influence of the Interstate can be seen by the commercial and industrial development that has been attracted to land adjacent to this corridor in surrounding municipalities. The growth and development that is occurring in other jurisdictions suggests that more careful attention should be placed on the way the Village grows in order to preserve the special qualities found in the area.

Lately, Tobaccoville has experienced residential growth that is slowly taking away the rural character of the area. “Cookie-cutter” subdivisions are starting to spring up in and around the Village and the community has decided that they want to take steps towards preserving the rural quality of life that they currently enjoy.

In an effort to minimize the negative development patterns that have occurred and to encourage more comprehensive development the Tobaccoville Village Development Guidelines attempt to identify issues and develop attainable goals to guide future growth. The primary objective of this plan is to provide a vision for future development that will help protect the qualities that make Tobaccoville unique while managing growth. Developing in this pattern promotes an environment that is aesthetically pleasing while
simultaneously stimulating economic growth through improved provision of services and more efficient use of land.

Prompted by the continued growth in the area and increasing development pressure the Tobaccoville Village Development Steering Committee was created in the winter of 2000 to work on defining a vision for the future. The Steering Committee consisted of residents from the Village of Tobaccoville, the surrounding areas, local businesses and community leaders who worked in conjunction with the Village staff and the North Carolina Department of Commerce's Division of Community Assistance. This group has worked on the plan since the beginning of the year and the Village of Tobaccoville: Village Development Guidelines 2020 is the result of their effort.

From the beginning of the project the Village Council and Steering Committee members made it clear that they would need the input of the citizens in the area to make this planning effort a success. In June a Town Meeting was held to obtain input from the public about their concerns. This meeting resulted in a list of ideas and concerns from the participants that echoed the sentiments of the Steering Committee. With these concerns and suggestions in mind the Steering Committee decided on the following mission statement to guide the development of the Plan:

"To preserve our rural heritage and protect our quality of life by managing growth."

VISION STATEMENT

In the year 2020, the Village of Tobaccoville will continue to enjoy the rural atmosphere that makes it so appealing to its residents. The Village Center will have seen a renaissance and will be restored as the center for community activities. Development will have followed the guidelines that the community created and help to preserve open space.

The Village’s commitment to quality growth, evidenced by the Village Development Guidelines created at the turn of the millennium, has assisted in the development of a livable community. Tobaccoville has many neighborhoods that are linked to other parts of the Village by roads as well as bike trails and sidewalks. The sprawling development patterns of the last half of the 20th century that are common in other communities have been eluded and a more compact form of development has been encouraged around the Village Center. The compact development patterns incorporate many of the features found in the historic part of older cities including, narrower streets, sidewalks, corner stores, and smaller lots. These things aid in the development of a village atmosphere. Residents of Tobaccoville enjoy greater access to public open space, a less cluttered and more attractive landscape, less dependence on the automobile, and a more pedestrian friendly environment.

Tobaccoville has continued to provide quality services to its residents by planning for the future expansion of water systems, sewer systems, parks and roads. Since these services
have been planned they are delivered at a reasonable cost. Developers have also been able to plan and provide better quality development since the Village Development Guidelines highlights the location of new development, the type of development that is desired, as well as suggestions on the appearance of new development.

**HOW DO WE GET THERE?**

With a clear vision of what Tobaccoville will look like in the year 2020, the next step is to develop the tools that will help the Village reach its goals. The Village Development Guidelines incorporate three important tools that will be used to reach the Village’s vision. These tools are General Development Guidelines, Residential, Commercial, and Industrial Development goals, and the Village Development Toolkit.

The General Development Guidelines are general characteristics that should be incorporated into all developments. This is the first cut for a development. Secondly, the Residential, Commercial, and Industrial Development goals are more specific and offer guidelines for each type of development to follow. Finally, the Village Development Toolkit describes the specific type and style of development the Village would like and where it would be appropriate.

Each section of the plan attempts to provide a direction for development to follow. The Village and its citizens realize that growth will continue to come. The key is to make sure it is put into the correct location and is designed properly.

**GENERAL DEVELOPMENT GUIDELINES**

The General Development Guidelines section describes the overall type of pattern of development that Tobaccoville would like to encourage. These guidelines affect all types of development and deal with how growth is designed. The guidelines look at the following issues: Conventional Development vs. Open Space Development, Strip Development vs. Commercial Centers, Unconnected Roads vs. Road Network, and Separation of Uses vs. Mixed Use developments. The decisions on which type of development patterns are appropriate are the first step in defining how Tobaccoville wants to develop.
**Conventional Development vs. Open Space Development**

*Conventional Development*: Conventional Development maximizes the number of lots or retail space that can be created out of any piece of land. This method of development pays little attention to environmental factors, neighborhood design, or open space. The goal of the development is to place as many houses or businesses on the site as allowed under the current zoning ordinance. As a result, land that should be preserved due to environmental conditions or topography gets turned into a backyard or graded for parking.

In addition, this type of development places a greater burden upon the municipality because it does not provide any recreational space for the residents and results in an overcrowding at parks and other recreational facilities. The conventional business development is often aesthetically unpleasing, results in increased runoff to other properties, and increases traffic.

*Open Space Development*: An Open Space Development looks to provide a designated area as open space within the development. This land is permanently protected from development and can be used by the neighborhood as a recreation amenity. The developer that chooses to develop in this manner can still build the same number of units, but on smaller lots and with less infrastructure to construct as a result of clustering the development. By encouraging Open Space Development, the municipality can increase the recreational opportunities for its residents, decrease the amount of infrastructure that needs to be maintained, and increase the attractiveness of the overall community. In addition, much of the natural landscape can also be preserved.

*Illustration from Rural By Design, Randall Arendt*
Strip Development vs. Commercial Centers

Strip Development: Currently most commercial development occurs in linear strips along major thoroughfares. The characteristics of strip development include:

- Automobile oriented
- Large parking lots
- Large front yard setbacks
- Single use (i.e. only commercial)
- Numerous curb cuts
- No interconnectivity between uses
- Poor design characteristics

*Commercial Center: The Commercial Center is based on applying the attributes of a traditional downtown to a new site that is smaller in scale. The characteristics of a Commercial Center include:

- Pedestrian and automobile friendly
- Few curb cuts or limited access
- Buildings built to a pedestrian scale
- Building closer to the road
- Interconnectivity between uses and shared parking
- Mixed use (i.e. commercial, office, multi-family residential)
- High quality design characteristics

Unconnected Roads vs. Road Network

*Unconnected Roads:* The existing road network is currently adequate to handle traffic and adds to the ambiance of the community. It has resulted in a transportation network that limits the number of ways through town, but provides residents with the opportunity to drive along a winding road. The characteristics of Unconnected Roads include:

- Lower capacity
- Fewer route choices
- Longer driving distances
- Less efficient
- Single mode of transportation
- Sense of security

*Road Network:* A transportation system based on a Road Network will help aid in the traffic congestion found on major thoroughfares. Increasing the number of choices will help to disperse traffic throughout the municipality. The utilization of a Road Network will result in:

- More capacity
- More route choices
- More access
- Shorter distances
- Supports all modes of transportation

*Source: Mocksville Policy Guide*
Separation of Uses vs. Mixed Use

*Separation of Uses* : The standard zoning ordinance has created a situation in which all uses must be segregated from one another. In Tobaccoville this can be seen with the separation of the single family home from all other uses. While some uses need to be separated from one another, many others would work well together if designed properly. The Separation of Uses has resulted in the creation of “pods” of development. The diagram highlights the current situation where separating uses results in all traffic being forced out onto the main road to go anywhere.

*Mixed Use* : The concept of Mixed Use goes back to the time before zoning when many uses were found in a neighborhood. The historic parts of many older communities have examples of commercial, multi-family, and single family uses working together within the same development. By encouraging a mix of uses you can decrease traffic, allow people opportunities to walk to work or the store, and promote commercial development that has a residential market built into the development. The downtown of many cities is an excellent example of mixed-use development that intertwines offices, retail establishments, and residences to serve multiple needs.
DESIRED DEVELOPMENT PATTERNS:

All of the above comparisons helped the Steering Committee to decide what types of development are acceptable within the community. As a result of these comparisons the Village Development Guidelines call for the following. The incorporation of more open space within all residential developments. Setting aside some land in each development will help the Village maintain its rural character. Secondly, commercial centers should be the predominate form of commercial development. Encouraging well-designed commercial centers at strategic locations throughout the Village can help add to the sense of community. A combination of unconnected roads in the more rural residential areas of the Village and a road network within the Village and Commercial Centers is desired. Finally, a mix of uses should be encouraged within the commercial centers, while a separation of uses should be ensured in outlying residential areas.

DEVELOPMENT TYPES

After setting the general tone for development within and around the Village the next step in the plan was the development of specific goals, objectives, and action agendas for Residential, Commercial, and Industrial Development.

Residential Development

Goal: To provide a variety of residential housing types that reflects the values of the community.

Objective #1. To promote residential development that preserves the rural character of the area.

Action Agenda
- Require new subdivisions to set aside Open Space.
- Maintain the Agricultural and RS-40 Zoning Districts within the community.
- Investigate a Transfer of Development Rights program.

Objective #2. To encourage higher density residential development around the Village Center.

Action Agenda
- Increase the minimum densities allowed around the Village Center.
- Improve and plan for water and sewer into the Village Center.
- Develop a Design Criteria Overlay District to guide the style of development within the Village Center.
Commercial Development

Goal: To provide the residents of Tobaccoville with commercial development that fits in with the surrounding landscape.

Objective #1. To encourage the development of a Village Center.

Action Agenda
- Encourage commercial development within the designated Village Center as opposed to commercial strip developments.
- Require landscaping and buffering to protect adjacent properties.
- Encourage the redevelopment of existing sites within the Village Center.

Objective #2. To concentrate commercial development within additional designated centers.

Action Agenda
- Focus commercial development within designated centers.
- Prohibit the encroachment of commercial development into established or proposed residential areas.
- Encourage the development of “entire projects” as opposed to individual lot-by-lot rezonings that often result in the proliferation of strip development.

Industrial Development

Goal: To encourage the development of high quality employment opportunities within the Village.

Objective #1. To plan for the development of employment centers.

Action Agenda
- Rezone appropriate areas identified on the Future Land Use Map to a Light Industrial classification.
- Plan for the future extension of water and sewer into these areas if necessary.
- Develop guidelines that effectively buffer new industrial uses from surrounding properties.
### THE VILLAGE DEVELOPMENT GUIDELINES

The Village Development Toolkit describes 7 different land use types that include location requirements, service area, spacing recommendations, appropriate and inappropriate uses, and design guidelines. The following table lists these land use types.

<table>
<thead>
<tr>
<th>Development Type</th>
<th>Description</th>
<th>Characteristics</th>
<th>Uses</th>
<th>Potential Zoning</th>
</tr>
</thead>
</table>
| Village Center (VC) | The traditional center of the Village. The public/commercial focal point of the Village designed for the pedestrian and automobile. The Village Center should be designed to emphasize the historic character of Tobaccoville and the area. | • Pedestrian oriented  
• Serves the entire community  
• Center of civic life  
• Storefronts built to the road  
• A limited number of controlled access points  
• A unique public realm  
• Traditional Neighborhood Developments | Mixed use including, Commercial, Office, Institutional, Multi-family, and Single family residential. Large “Big-Box” developments should be prohibited. | Pedestrian Business (PB) |
| Commercial Center (CC) | Commercially developed areas that offer a wide range of goods and services to the public. Unlike the Village Centers the Commercial Centers appeal to a wider market than Tobaccoville. | • Located near the interchange of an Interstate  
• Designed with the pedestrian in mind  
• Large amounts of continuous blank space discouraged  
• Landscaping should be emphasized | Commercial, Office, Multi-family, limited “Big-Box” developments. | Neighborhood Shopping Center Business (NSB) |
| Neighborhood Village Center (NVC) | Mixed use areas that offer a limited amount of commercial development to the surrounding neighborhood. The NVC’s should be designed similarly to the Village Center. | • Limited commercial development  
• Serves the surrounding neighborhood  
• Located at an intersection of predominant roads  
• Allows for higher density residential development | Limited commercial uses (i.e. grocery store, offices, specialty stores, etc.), single-family residential, and townhouses. “Big-Box” and strip developments should be prohibited. | Limited Business (LB), or Neighborhood Business (NB) |
| Industrial/Employment Center (I/EC) | An area designed for office parks, research campuses, and some limited light industry for the manufacturing | • Interstate accessible  
• Campus like atmosphere  
• Emphasis on landscaping and building design | Light industry, office, and institutional uses. | Light Industry (LI) |
<table>
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| Zoning and processing of goods. | • Larger sites  
• Transportation access  
• Enforce buffers between adjoining land uses |                                                                       |                                  |                  |
| General Residential (GR) | Residential areas of the city that are found along the major thoroughfares of the Village. | • A variety of residential types  
• Typically zoned as RS-20  
• Existing residential development | Single Family Residential  | RS-20 |
| Open Space Residential (OSR) | A district designed to provide for medium density, single family residential development that seeks to promote the preservation of open space. | • Provide medium-density development  
• Preserve open space  
• Protect scenic vistas and rural character | Single Family Residential  | RS-30 S, PRD |
| Rural/ Agricultural Residential (R/AR) | Areas designed for residential purposes that preserve the existing rural character while offering larger lots. | • Located on the outskirts of the Village areas  
• Maximize preservation of the rural character and open space | Single Family Residential and Agricultural Operation | Agricultural District (AG) & RS-40 |

**CONCLUSIONS**

The Tobaccoville Village Development Guidelines are a proactive approach to land development that will assist elected officials, appointed boards, village staff, and the public in dealing with the complex issues associated with land use planning. This will become more important over the next several years as growth pressures from residential and non-residential development increase. The impact of this growth is felt in numerous ways as traffic increases and vacant land is converted to residential and commercial uses. By implementing these guidelines the Village is better prepared to address the issues and concerns of the community.

The Village Development Guidelines examine the type of growth that has occurred within the Village and tries to offer new alternative recommendations that could be used to improve the Village. These recommendations are discussed through the General Development Guidelines, which can be applied across the entire Village. Additionally, the goals established for the different Development Types act as a series of checks to be used when reviewing development proposals. After an initial review with the general goals, the Future Land Use Map and Development Toolkit can be consulted to provide a more stringent test for proposed developments. This tiered system ensures that projects
are compatible with the surrounding community and in conformance with the ideals and values of the citizens of Tobaccoville.

Ultimately the **Village Development Guidelines** should be viewed as a tool to ensure that future development does not occur in an uncontrolled manner. However, the plan by itself is limited. The zoning ordinance may need to be updated, new policies may need to be developed, citizens must become involved in the planning process, and the development community must be open to new ideas.

Although the plan will not solve all growth and development problems it does provide a solid foundation on which to build. By using the **Village Development Guidelines** to guide future development, Tobaccoville will be better prepared to address the challenges of growth while simultaneously providing an attractive community that will continue to make the residents of the Village proud.
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1. INTRODUCTION and OVERVIEW

Tobaccoville, North Carolina is a community of 2,361 (according to July 2000 population estimates), which became a municipality in 1991. In recent years the community has seen growth that has the potential to erode away the qualities that make Tobaccoville special in the eyes of its citizens. The last fifty years has seen countryside turn into conventional subdivisions and this threat has no end in sight. In addition, the designation of Highway 52 as an interstate will further exacerbate the development pressures currently being experienced.

In response to these and other factors, the Village of Tobaccoville’s Village Council approved funding for the development of village development guidelines.

1.1 PURPOSE

This document is a twenty-year village development guideline for the Village of Tobaccoville. The plan addresses various elements of growth, ranging from community appearance to economic vitality. The purposes of the guidelines are to:

- Build community consensus on future development patterns.
- Create Village Development Guidelines to guide future development decisions.
- Develop goals and actions agendas for Residential, Commercial, and Industrial Development.

1.2 VILLAGE DEVELOPMENT GUIDELINES STEERING COMMITTEE

The Steering Committee that developed the guidelines was appointed by the Village Council and is composed of interested residents that live in or around Tobaccoville. All residents of the area were invited to participate in the planning effort. The Steering Committee met at least once a month for eight months.

The steering committee had members who came from various backgrounds including; concerned citizens, business leaders, developers, and council members. The steering committee was the citizens voice of Tobaccoville and they helped guide the planners from the NC Division of Community Assistance. In addition, Town Meetings allowed the community to provide input into the guidelines throughout the planning process.

1.3 MISSION STATEMENT

“To preserve our rural heritage and protect our quality of life by managing growth.”
1.4 PUBLIC PARTICIPATION

From the beginning public participation in the planning process was of crucial importance. The Village Council and Steering Committee felt that without enough community input this plan would be like many before it and just collect dust on a shelf.

The Steering Committee that helped guide the development of the guidelines was the first step in making sure that the public had input in the plan. The members of the Steering Committee met monthly and during these meetings they discussed the existing conditions within the Village, determined key issues facing Tobaccoville, and discussed the future. The final guidelines resulting from these meetings represents the views of the people of the community and not those of a planner who was brought in to make a “plan.”

About halfway through the planning process the Steering Committee decided to hold a “Village Meeting” to see if they were on track with the community’s ideas and concerns. The “Village Meeting” was held on June 8, 2000 to allow the citizens of Tobaccoville a chance to see what the Steering Committee had created and more importantly, to encourage other citizens input into the planning process. Over 60 citizens attended the two-hour “Village Meeting” held at the Macedonia Baptist Church Fellowship Hall. The results of the meeting reinforced and honed the issues, ideas, and concerns already expressed by the Steering Committee through its months of work. In a couple of instances the meeting highlighted additional issues that were not discussed by the Steering Committee. Over the summer of 2000, the Steering Committee created the policies to guide Residential, Commercial, and Industrial development by consulting the results of the “Village Meeting.”

Following completion of the guidelines and prior to adoption, the Steering Committee held a public forum to discuss the guidelines with Village Council members and citizens. This public forum took place in the beginning of September 2000. The goal of the event was to allow the public to provide final input into the guidelines before it went before the Village Council and City-County Planning Board for adoption. In addition, copies of the completed guidelines were made available at the Village Hall for all those wishing to provide comments and who could not attend the meeting.

1.5 GEOGRAPHIC SCOPE

The scope of the plan encompasses the Village of Tobaccoville and future growth areas, as determined by annexation agreements with surrounding municipalities. (SEE MAP)

1.6 ORGANIZATION OF THE GUIDELINES

The plan is organized into seven sections; Introduction and Overview, Issues and Vision Statement, General Development Guidelines, Residential Development, Commercial Development, Industrial Development, and Implementation and Review. The guidelines utilize facts and values to come to conclusions about how the Village should grow.
Tobaccoville Planning Area

--- Growth Area
Facts are the reality of what has occurred and what is occurring in Tobaccoville. For example, facts include information on population, economy, water service, transportation, zoning and a multitude of other information. All these facts provided the Steering Committee with a firm foundation of where the Village has come from and where it is headed.

The values of the community are not as concrete as facts. Values include how people feel about certain places, what is important to them, and what needs to change. Values are subjective and each person brings forward different values to the planning process. The guidelines incorporate the values that have gained a consensus within the community. Such as, maintaining Tobaccoville’s rural character, developing a limited amount of commercial development, and preserving open space.

1.7 HOW TO USE THE GUIDELINES

The guidelines are designed as a land development guide for the community. Elected officials, appointed board members, Village staff, developers, and citizens should view the guidelines as a tool that can be used for making development decisions. The plan has four major components that will guide growth. The components are General Development Guidelines, Residential Development, Commercial Development, and Industrial Development. These components work together to evaluate proposed developments and also provide developers with information on what the Village wants, in terms of growth. The components should be viewed as a checklist to grade different development proposals. Each development should be compared to the General Development Guidelines and then the more specific form of development.
2. ISSUES AND VISION STATEMENT

2.1 KEY ISSUES

Growth has been identified as a key issue facing the Village of Tobaccoville. During meetings with the Steering Committee as well as at the “Village Meeting” most people agreed that growth or development is an important issue. In particular four questions concerning growth have been raised.

- What kind of Growth does Tobaccoville want?
- How much Growth does Tobaccoville want?
- Where should Growth be located?
- What should the Growth look like?

The answers to these questions vary depending upon which part of the Village you are dealing with. One answer is clear though: the people of Tobaccoville know growth is coming and they want more input into what the growth looks like and where it is located.

2.2 VISION STATEMENT

In the year 2020, the Village of Tobaccoville will continue to enjoy the rural atmosphere that makes it so appealing to its residents. The Village Center will have seen a renaissance and will be restored as the center for community activities. Development will have followed the guidelines that the community created and help to preserve open space.

The Village’s commitment to quality growth, evidenced by the Village Development Guidelines created at the turn of the millennium, has assisted in the development of a livable community. Tobaccoville has many neighborhoods that are linked to other parts of the Village by roads as well as bike trails. The sprawling development patterns of the last half of the 20th century that are common in other communities have been eluded and a more compact form of development has been encouraged around the Village Center. The compact development patterns incorporate many of the features found in the historic part of older cities including, narrower streets, sidewalks, corner stores, and smaller lots. These things aid in the development of a village atmosphere. Residents of Tobaccoville enjoy greater access to public open space, a less cluttered and more attractive landscape, less dependence on the automobile, and a more pedestrian friendly environment.

Tobaccoville has continued to provide quality services to its residents by planning for the future expansion of water systems, sewer systems, parks and roads. Since these services have been planned they are delivered at a reasonable cost. Developers have also been able to plan and provide better quality development since the Village Development Guidelines highlights the location of new development, the type of development that is desired, as well as suggestions on the appearance of new development.

3. GENERAL DEVELOPMENT GUIDELINES
3.1 EXISTING SITUATION

Current patterns of development are slowly eroding away the quality of life for the citizens in and around Tobaccoville. With an abundance of undeveloped land and beautiful surroundings Tobaccoville has started to see an increase in development proposals for the area. Developers see the area as untapped but with the potential to offer large vacant tracts of land in close proximity to major employment centers. The problem with this development is that as the area grows in a typical suburban style it is losing its character.

Developers are privy to large undeveloped tracts of land in this part of the County that offer low development costs, easy access to Winston-Salem, and beautiful surroundings. Cul-de-sacs are springing up off of rural country roads and traffic at intersections during commuting hours is getting heavier, basically Tobaccoville is experiencing growing pains. The goal of these guidelines is to balance the desires of the community to maintain the special qualities located in and around Tobaccoville while accommodating the “right” growth.

3.2 OUR VISION

The Tobaccoville Village Development Guidelines have envisioned that all development will add value to the community and not aid in turning the area into another “Anywhere, USA”.

In the year 2020 we envision that …

Development will be designed to take into account the natural beauty of the area and provide open space opportunities.

More compact forms of development will be utilized around the Village Center to help create a better sense of community.

The road system will provide adequate transportation routes in addition to the security of the cul-de-sac.

A mix of uses will be encouraged within the Village Center, while the primacy of the single-family home will be protected in the surrounding areas.
3.3 DEVELOPMENT CHARACTERISTICS

3.3.1 Conventional Development vs. Open Space Development

*Conventional Development:* Conventional Development maximizes the number of lots or retail space that can be created out of any piece of land. This method of development pays little attention to environmental factors, neighborhood design, or open space. The goal of the development is to place as many houses or businesses on the site as allowed under the current zoning ordinance. As a result, land that should be preserved due to environmental conditions or topography gets turned into a backyard or graded for parking.

In addition, this type of development places a greater burden upon the municipality because it does not provide any recreational space for the residents and results in an overcrowding at parks and other recreational facilities. The conventional business development is often aesthetically unpleasing, results in increased runoff to other properties, and increases traffic.

*Open Space Development:* An Open Space Development looks to provide a designated area as open space within the development. This land is permanently protected from development and can be used by the neighborhood as a recreation amenity. The developer that chooses to develop in this manner can still build the same number of units, but on smaller lots and with less infrastructure to construct as a result of clustering the development. By encouraging Open Space Development the municipality can increase the recreational opportunities for its residents, decrease the amount of infrastructure that needs to be maintained, and increase the attractiveness of the overall community. In addition, much of the natural landscape can also be preserved.
DESIRED DEVELOPMENT PATTERN:
OPEN SPACE DEVELOPMENT

Development in and around Tobaccoville should seek to preserve open space. The community wants to protect the area from sprawl, which is currently taking the shape of low density residential subdivisions. Encouraging all development to follow an Open Space development pattern will help to protect the community and preserve the features that make the area special. The degree of Open Space preservation should vary according to the use of the land, physical location, topography of the site, and other variable. For example, a retail establishment located within the Village Center should not be required to protect as much land as a new residential subdivision that is being developed next to a creek and adjoining the park.

Requiring all development to protect some land will make everyone that becomes a part of the Tobaccoville community aid in preserving the rural character of the area. Requiring open space preservation will as result in showing the community, which has been against growth, that if developments are designed properly they can add to the community. Finally, encouraging Open Space development will decrease the amount of infrastructure that will need to be built as well as maintained.
3.3.2 Strip Development vs. Commercial Centers

*Strip Development:* Currently most commercial development occurs in linear strips along major thoroughfares. The characteristics of strip development include:

- Automobile oriented
- Large parking lots
- Large front yard setbacks
- Single use (i.e. only commercial)
- Numerous curb cuts
- No interconnectivity between uses
- Poor design characteristics

*Commercial Center:* The Commercial Center is based on applying the attributes of a traditional downtown to a new site that is smaller in scale. The characteristics of a Commercial Center include:

- Pedestrian and automobile friendly
- Few curb cuts or limited access
- Buildings built to a pedestrian scale
- Building closer to the road
- Interconnectivity between uses and shared parking
- Mixed use (i.e. commercial, office, multi-family residential)
- High quality design characteristics

DESIRED DEVELOPMENT PATTERN: COMMERCIAL CENTERS

Development should incorporate the characteristics of the Commercial Center in Tobaccoville. The community, through public meetings, stated that they wanted more commercial development in and around Tobaccoville. However, they do not want the development to be in the traditional strip form found in most municipalities. Strip development will erode the sense of community within the area and is often aesthetically unpleasing.

The creation of a couple of Commercial Centers in and around the Village should be encouraged. The primary center should be the Village Center that incorporates many of the features of a traditional downtown, but at a much smaller scale. The Village Center will add a greater sense of community to the area and provide much needed services to the community. A limited amount of commercial development is desired and the design of that development will make all the difference for the community.
3.3.3 Unconnected Roads vs. Road Network

**Unconnected Roads:** The existing road network is currently adequate to handle traffic and adds to the ambiance of the community. It has resulted in a transportation network that limits the number of ways through town, but provides residents with the opportunity to drive along a winding road. The characteristics of Unconnected Roads include:

- Lower capacity
- Fewer route choices
- Longer driving distances
- Less efficient
- Single mode of transportation
- Sense of Security

![Unconnected Roads](source: Mocksville Policy Guide)

**Road Network:** A transportation system based on a Road Network will help aid in the traffic congestion found on major thoroughfares. Increasing the number of choices will help to disperse traffic throughout the municipality. The utilization of a Road Network will result in:

- More capacity
- More route choices
- More access
- Shorter distances
- Supports all modes of transportation

![Road Network](source: Mocksville Policy Guide)
DESIRED DEVELOPMENT PATTERNS:
UNCONNECTED ROADS & A ROAD NETWORK

Development should utilize both an unconnected road system and a road network. The community enjoys the rural qualities of an unconnected road system in the areas surrounding the Village. Residential development outside of the Village Center should seek to duplicate the rural character of the existing unconnected road system. Winding roads and scenic vista’s help to preserve the rural qualities of the area. The road system that is found outside the Village and Commercial Centers however, should still promote interconnectivity between subdivisions by both roads and greenways or trails. Striking a balance between promoting curvilinear country roads and requiring interconnectivity between new developments should be the overall objective of the transportation system in the rural areas of Tobaccoville.

Developing a road network within the Village Center should also be encouraged. As the center develops the creation of a road network will provide a multitude of options for travelers to go through the Village. In addition, a road network will also be conducive to additional forms of transportation (i.e. walking or biking) and offers residents of the area an option. Currently, most housing is found along cul-de-sacs or country roads, the creation of a road network will provide an alternative to that form of development.
3.3.4 Separation of Uses vs. Mixed Use

Separation of Uses: The standard zoning ordinance has created a situation in which all uses must be segregated from one another. In Tobaccoville this can be seen with the separation of the single-family home from all other uses. While some uses need to be separated from one another, many others would work well together if designed properly. The Separation of Uses has resulted in the creation of “pods” of development. The diagram highlights the current situation where separating uses results in all traffic being forced out onto the main road to go anywhere.

Mixed Use: The concept of Mixed Use goes back to the time before zoning when many uses were found in a neighborhood. The historic parts of many older communities have examples of commercial, multi-family, and single-family uses working together within the same development. By encouraging a mix of uses you can decrease traffic, allow people opportunities to walk to work or the store, and promote commercial development that has a residential market built into the development. The downtown of many cities is an excellent example of mixed-use development that intertwines offices, retail establishments, and residences to serve multiple needs.

Source: Mocksville Policy Guide
DESIRED DEVELOPMENT PATTERN: 
SEPARATION OF USES & MIXED USE

The Village Development Guidelines encourages the continued Separation of Uses outside of the Village Center, while strongly supporting a mix of uses within the Village Center. Outside the Village Center separating incompatible uses should continued to be encouraged. Currently most of these lands are occupied by single-family homes. The single-family home should be protected from encroaching development and new development should be buffered.

A mix of uses within the Village Center can greatly enhance the areas sense of community and offer a multitude of housing, working, and shopping opportunities within the Village. A Mixed Use Village Center should still make sure that incompatible uses are not placed in close proximity to each other. A residential neighborhood and a corner store can work fine together in the Village Center, but the development of an industrial site or big box retailer would be inappropriate.
4. RESIDENTIAL DEVELOPMENT

4.1 EXISTING SITUATION

The character of residential development in and around Tobaccoville can be best described as rural with a smattering of suburban subdivisions. For the most part the homes are on rural country roads surrounded by open fields. Nearly all the housing stock is single-family and has public water with private septic tanks.

At one time the area was mostly made up of larger tracts of land that would have been farmed but as the agricultural business in the area waned 1 or 2 acre single-family lots began to emerge alongside farms. This trend is still continuing today, however another trend is beginning to take root.

In the last ten years more growth has found this beautiful rural part of NW Forsyth County and suburban “cookie-cutter” subdivisions have begun to sprout up. In the past couple of years the number of rezonings have increased and the community has seen its precious fields and open space become developed. This sometimes occurs between existing developed larger lots causing residents who have chosen the area for the open space to become squeezed in between new higher density development.

Dissatisfaction with this trend has led the community to create these Village Development Guidelines to steer development in the right direction.

4.2 OUR VISION

The Tobaccoville Village Development Guidelines have envisioned residential neighborhoods that preserve and protect the rural character of the community while providing a variety of housing types.

In the year 2020 we envision that …

- New neighborhoods will be designed with the natural beauty of the area in mind and include such features as open space, greenways, walking trails, sidewalks, and protection of significant natural features.

- A mix of higher density housing that contributes to the vitality of the commercial district and offers affordable housing opportunities for all citizens will surround the Village Center.

- Developers will be encouraged through incentive based policies to create open space subdivisions that add value to the community.
4.3 GOALS, OBJECTIVES, & ACTION AGENDA

GOAL: To provide a variety of residential housing types that reflects the values of the community.

Objective #1. To promote residential development that preserves the rural character of the area.

Throughout the planning process the Steering Committee and community at large has made one thing clear, they want to preserve the rural character of the area. The Village understands that it is located in a highly desirable development location and that growth will occur. By undertaking this planning process Tobaccoville hopes to be ahead of the curve and create a set of standards to guide development within the community.

Action Agenda

- Require new subdivisions to set aside Open Space. All subdivisions within 2,000 feet of a road should be required upon a rezoning request to go to RS-30/S as a Planned Residential Development (PRD). This will require the development to set aside 25% of the land as open space, while allowing the developer flexibility regarding lot sizes. If an RS-20-OS (Open Space) district is created requiring 50% open space, then when sewer is available offer RS-20-OS (Open Space) as an option.
- Open Space should be deal with the three following principles, 1) Environmental Open Space – protecting natural features, 2) Scenic Open Space – preserving vistas, and 3) Internal Open Space – designed to be utilized as common areas.
- Outlying rural areas will continued to be zoned AG or RS-40.
- Vacant land that is currently zoned RS-20 should be incorporated into Open Space Residential Developments where appropriate to help preserve viewsheds.
- Limit Rezoning – Discourage the rezoning of Rural Areas to more intense districts.
- Investigate the creation of a transfer of development rights (TDR) program and designate some of Tobaccoville as a “sending area”.
- Require sidewalks on one side of the street in new subdivisions, the placement of street trees, and curbing and guttering.
- Encourage new developments to include recreational amenities with the project (i.e. neighborhood park, walking trails, greenway, etc.)
- Upgrade requirements in the zoning and subdivision ordinance for preserving existing vegetation and for providing additional landscaping materials in new residential developments.

Tobaccoville believes that Open Space preservation, limiting rezonings, and creating the potential for a transfer of development rights (TDR) program can help preserve some of the unique and historic characteristics of the County.

The following criteria should be used to determine how open space is created within a development to ensure that open space is not just the land that is “left over”. First, the environmental factors should be taken into consideration (i.e. steep slopes, bad
soils, etc). Secondly, external conditions such as scenic vistas and how the development will look from the road or neighboring developments should be reviewed. Finally, internal open space should be considered including the provision of recreational areas for residents.

Objective #2. To encourage higher density residential development around the Village center.

The citizens of Tobaccoville and the surrounding area realize the need for a variety of housing opportunities. In addition, they wish to accommodate a limited amount of commercial development. As a result the development of higher density residential development around the Village center is a desired outcome.

Action Agenda
- Increase the minimum densities allowed around the Village center by rezoning the land.
- Develop a Design Criteria Overlay Zone within the Village Center to control development standards.
- Improve public services to accommodate increased densities (i.e. water and sewer).
- Require public amenities (i.e. park, open space, fountains, etc.) within new higher density developments.

In order to reach the objective of encouraging higher density residential development around the Village Center Tobaccoville understands the need to educate and increase community acceptance of higher density development. More compact forms of development can and have been successful in other areas and density need not be associated with crime, poor design, loss of privacy, and other related concerns.

Secondly, making sure that denser developments meet certain design standards can calm some of the community’s fears. The creation of design guidelines can encourage the creation of developments that fit in with the features of the community and can help keep Tobaccoville a special place.

Finally, in order to increase density in the Village Center the Village will need to improve public services. The main service that will be needed is sewer. The Village will need to work with the appropriate organizations to make sure the sewer is available and is in the right locations.
4.4 CONCLUSIONS

Preserving the rural quality of life currently found in NW Forsyth County will require dedication. The Village of Tobaccoville has decided to take the lead in this effort by planning for the future growth of the area in and around the municipality. The objectives and action agendas found within this section map out a preliminary game plan to try and preserve the special qualities of this area.

The current standard of development eats up the countryside and turns Tobaccoville into Anywhere, USA. The hope of this plan is to guide growth and protect the village atmosphere currently enjoyed by local citizens. This can be accomplished by encouraging open space development and more compact development around the Village Center. The following pictures highlight the type of development that should be encouraged in the area.

Open Space Residential:

![Cluster Homes
Preserve Open Space
Include Greenways and Trails in new developments.](Picture courtesy of Southern Village, www.southernvillage.com.)
Village Center Residential:

Parks, Shops, & Residences all mixed together.


Homes have front porches, sidewalks, & street trees.

Picture courtesy of Southern Village, www.southernvillage.com
5. COMMERCIAL DEVELOPMENT

5.1 EXISTING SITUATION

Tobaccoville’s commercial development is limited to a convenience store/gas station and a few specialty shops. At one time the rural crossroads community of Tobaccoville accommodated a few additional stores to provide residents with goods. As the automobile began to become more available and people began giving up jobs on the farm for jobs in the City the small shops closed up. The buildings that once housed those businesses can still be seen in the center of the Village.

According to the results of the “Village Meeting” almost all the residents shop in either Winston-Salem or King. As a result, a majority of people at the meeting felt that there was a need for additional commercial development in Tobaccoville, if it was done correctly. As more subdivisions and people move to the area, commercial development will follow. The Village would like to be proactive in deciding where these developments should go and what they should look like in order to avoid a proliferation of “strip-malls” lining the currently rural roads.

The time to decide the future of commercial development in Tobaccoville is now. As the population increases and more traffic comes through the Village on future Interstate 74 (US 52) development pressures will increase. This Village Development Guideline sets forth an outline that includes a vision, goals, objectives, and examples to guide the commercial development process in and around Tobaccoville.

5.2 OUR VISION

The Tobaccoville Village Development Guidelines have envisioned the development of commercial centers that enhance retail opportunities for the community and pay attention to the areas rural heritage.

In the year 2020 we envision that …

- The Village Center will be developed to include a mix of uses that creates a greater sense of community.

- Commercial Centers will provide the local community with opportunities to shop for everyday items close to home.

- The design of commercial properties will take the rural character of the area into consideration.

- Tobaccoville’s commercial development will add “value” to the community.
5.3 GOALS, OBJECTIVES, & ACTION AGENDA

GOAL: To provide the residents of Tobaccoville with commercial development that fits in with the surrounding landscape.

Objective #1. To encourage the development of a Village Center and Neighborhood Village Centers.

The Centers concept is a major goal of the plan. Tobaccoville believes that the community needs a place to provide citizens with goods. The hope of encouraging Village Centers is that the area around the Village Hall, park, and peripheral Neighborhood Centers could be developed to include shopping, residences, offices and other uses at a rural scale.

Action Agenda

- Encourage commercial development within the designated Centers as opposed to commercial strip development.
- Require landscaping and buffering to protect adjacent properties, maintain rural character, and enhance the developments appearance.
- Develop a Design Criteria Overlay Zone that controls development standards and design including: buildings, parking, sidewalks, and public spaces.
- Encourage the redevelopment of existing sites within the Centers.
- Plan for the extension of water and sewer to service new and existing development.
- Encourage the following examples: small “mom and pop” grocery stores, gas stations, dry cleaners, craft shops, specialized retail (gift, baked goods, consignment, and book stores), professional offices, and family restaurants.
- Prohibit large “Big box” and strip developments in the centers.

By encouraging a Village Center and other smaller Neighborhood Village centers throughout the Village the plan looks to provide opportunities for commercial development, while still protecting the area from an influx of strip development. Tobaccoville currently has very little commercially zoned property and as a result the plan can map out a strategy that can continue to make Tobaccoville special while adding to the amenities found within the community.

It will be important to make sure design guidelines are created before property is rezoned for commercial uses to ensure that the community’s vision is followed. Without the proper tools in place no amount of planning will be of any use.
Objective #2. To concentrate commercial development within additional designated areas.

In addition to the development of village centers, Tobaccoville feels that a limited amount of additional commercial space should be planned. This commercial space should be designed as commercial centers as opposed to “strips”. By designating a couple of areas for limited commercial uses, residents will have access to a variety of products and services located nearby.

Action Agenda

- Focus commercial development within designated areas.
- Prohibit the encroachment of commercial development into established or proposed residential areas.
- Encourage the development of “entire projects” as opposed to individual lot-by-lot rezonings that often result in the proliferation of strip development.
- Provide Design Guidelines that highlight how development should be designed.
- Encourage the connection of commercial centers to adjacent neighborhoods through walkways and other pedestrian amenities.
- Limit the number of access points into and out of commercial areas.
- Plan for the extension of water and sewer to service new development.

The designation of several commercial areas throughout the planning area will provided opportunities for business as well as services for residents. By strategically placing these centers Tobaccoville is trying to focus commercial development instead of having a smattering of strip developments along the roads.

It is important to make sure that these areas offer a limited amount of commercial development to serve the citizens of the area. The development of these areas for use by limited “big-box” retailers should be allowed. In addition, a crucial part of the commercial areas success will be the design.
5.4 CONCLUSIONS

Accommodating the commercial development that will eventually come to Tobaccoville will not be easy. The community has stated time and time again that they wish to preserve the rural character of the area. This is particularly difficult to do when handling commercial development, since most commercial development is in the form of “strips”. The key to commercial development in Tobaccoville will be to make sure the developers understand what is special about Tobaccoville and develop regulations that make them protect those things.

A good example of the type of commercial development that would be acceptable in Tobaccoville can be found in the center of Bethania. There are alternatives to strip development the key is to show them to developers and then make sure Village ordinances require them. Tobaccoville has set aside the Village Center and several other areas for commercial centers. These centers will need to be developed carefully to prevent Tobaccoville from looking like everywhere else. The following are pictures that highlight the type of development that should be encouraged in the designated areas.

**Village Center:**

![Village Center](Picture courtesy of Southern Village, www.southernvillage.com)
Commercial Centers:
6. INDUSTRIAL DEVELOPMENT (Employment Centers)

6.1 EXISTING SITUATION

The once rural farming community of Tobaccoville is slowly changing into a bedroom community for Winston-Salem and other surrounding cities. Fewer and fewer people are farming and a limited number of businesses have moved to Tobaccoville. The Village has a very limited amount of employment opportunities within the Village limits and the largest employer in the area, RJR, is in the midst of lawsuits. As a result the citizens of Tobaccoville realize something must be done.

The community has decided that it wants to maintain its rural character and it would also like to provide limited employment opportunities for its residents. According to the results of the “Village Meeting”, 72% of respondents favored seeing more Industrial Development. With large tracts of vacant land, good transportation access, and proximity to Winston-Salem the area may be attractive to employers.

Industrial development in the area should be in the form of employment centers that house high-tech companies, back office functions, and other non-noxious uses. The residents do not wish to see smokestacks, asphalt plants and other undesirable industrial developments ruin the quality of life and the environment in the area.

6.2 OUR VISION

The Tobaccoville Village Development Guidelines have envisioned the development of employment centers that offer residents an opportunity to have quality jobs close to home.

In the year 2020 we envision that …

- Tobaccoville will provide quality employment opportunities to its residents
- Employment centers will be developed that are designed with the rural character of the area in mind.
- Employers will find Tobaccoville an excellent place for locating because of its high quality of life, close proximity to Winston-Salem, and Interstate access.
- An increase number of employment centers will help to keep the tax rate low for residents.
6.3 GOALS, OBJECTIVES, & ACTION AGENDA

GOAL: To encourage the development of high quality employment opportunities within the Village.

Objective #1. To plan for the development of employment centers.

In order to accommodate a limited amount of industrial development around the Tobaccoville area the community must decide which areas are appropriate for future industrial development. This plan sets forth some of the characteristics of development and takes a preliminary look at which sites might be appropriate for employment centers.

Action Agenda
- Rezone appropriate areas identified on the Future Land Use Map to a Light Industrial classification.
- Plan for the future extension of water and sewer into these areas if necessary.
- Develop guidelines that effectively buffer new industrial uses from surrounding properties.
- Discuss with appropriate property owners their willingness to sell.
- Investigate the possibility of creating an Industrial Park to locate multiple businesses.

One of the major opportunities to ensuring that Tobaccoville receives the “right” kind of industrial development lies within the Unified Development Ordinance (UDO). The Village would like to encourage industrial development in designated areas that is environmentally sensitive, non-noxious, and has all its processes enclosed within the facility. By encouraging the rezoning of industrial lands to a Light Industrial (LI) classification this goal should be achieved. In addition, asking the developer to bring in the development under a special use permit would provide even more control over the type and style of development.

Developing a limited amount of industrial development or employment centers is a good move for maintaining the tax base. Currently the Village maintains a low tax rate. However, in the future the Village residents may want to have additional services offered to them that cost money. Having an industrial tax base can often bring in good revenues while not requiring a great deal of services.
6.4 CONCLUSIONS

Planning for future employment centers will provide citizens with jobs and help grow the tax base. In addition, having residents live and work in the Village will also cut down on traffic on some of the major thoroughfares in the area.

One of the major obstacles that will need to be overcome is the concern over keeping the area rural. If designed correctly and placed in the appropriate locations the industrial development that takes place can blend in with the area and be a great asset. Providing water and sewer will also be a big concern that must be handled. Wanting industrial development and finding a spot for it is important, but the Village must also understand that having water and sewer available is a prerequisite.

Attracting the “right” kind of industry, finding the “right” location, and designing the development correctly will be a challenge. However, establishing these guidelines should aid in developing more concrete plans and should also provide a vision for making future decisions regarding industrial development in and around Tobaccoville. The Village residents feel that not all development is good. That being particular about what they would like to see and not see in their community will ensure that Tobaccoville is special long into the future. The following are pictures that highlight the type of development that should be encouraged in the area.

Employment Centers:
7. VILLAGE DEVELOPMENT TOOLKIT

The Village Development Toolkit describes 7 different land use types that include location requirements, service area, spacing recommendations, appropriate and inappropriate uses, and design guidelines. The following table lists these land use types with a brief description of each use and some defining characteristics.

<table>
<thead>
<tr>
<th>Development Type</th>
<th>Description</th>
<th>Characteristics</th>
<th>Uses</th>
<th>Potential Zoning</th>
</tr>
</thead>
</table>
| Village Center (VC)      | The traditional center of the Village. The public/commercial focal point of the Village designed for the pedestrian and automobile. The Village Center should be designed to emphasize the historic character of Tobaccoville and the area. | • Pedestrian oriented  
• Serves the entire community  
• Center of civic life  
• Storefronts built to the road.  
• A limited number of controlled access points  
• A unique public realm  
• Traditional Neighborhood Developments | Mixed use including, Commercial, Office, Institutional, Multifamily, and Single family residential. Prohibit Large “Big-Box” and strip developments. | Pedestrian Business (PB) |
| Commercial Center (CC)   | Commercially developed areas that offer a wide range of goods and services to the public. Unlike the Village Centers the Commercial Centers appeal to a wider market than Tobaccoville. | • Located near the interchange of an Interstate  
• Designed with the pedestrian in mind  
• Large amounts of continuous blank space discouraged  
• Landscaping should be emphasized. | Commercial, Office, Multi-family, limited “Big-Box” developments. | Neighborhood Shopping Center Business (NSB) |
| Neighborhood Village Center (NVC) | Mixed use areas that offer a limited amount of commercial development to the surrounding neighborhood. The NVC’s should be designed similarly to the Village Center. | • Limited commercial development  
• Serves the surrounding neighborhood  
• Located at intersection of predominant roads.  
• Allows for higher density residential development | Limited commercial uses (i.e. Grocery Store, Offices, Specialty Stores, etc.), Single-Family residential, and Townhouses. Prohibit large “Big-Box” and strip developments. | Limited Business (LB), or Neighborhood Business (NB) |
| Industrial/Employment Center (I/EC) | An area designed for office parks, research campuses, and some limited light industry for | • Interstate accessible  
• Campus like atmosphere  
• Emphasis on landscaping and | Light industry, office, and institutional uses. | Light Industry (LI) |
<table>
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</tr>
</thead>
</table>
| The manufacturing and processing of goods. | building design  
• Larger sites  
• Transportation access  
• Enforce buffers between adjoining land uses | | | |
| General Residential (GR) | Residential areas of the city that are found along the major thoroughfares of the Village. | • A variety of residential types  
• Typically zoned as RS-20  
• Existing residential development | Single-Family Residential | RS-20  
RS-30S, PRD  
RS-20-OS, PRD  
See Page 15 |
| Open Space Residential (OSR) | A district designed to provide for medium density, single-family residential development that seeks to promote the preservation of open space. | • Provide medium-density development  
• Preserve open space  
• Protect scenic vistas and rural character | Single-Family Residential | RS-30 S, PRD  
RS-20-OS, PRD  
See Page 15 |
| Rural/ Agricultural Residential (R/AR) | Areas designed for residential purposes that preserve the existing rural character while offering larger lots. | • Located on the outskirts of the Village areas  
• Maximize preservation of the rural character and open space | Single-Family Residential and Agricultural Operation | Agricultural District (AG) & RS-40 |
8. IMPLEMENTATION AND REVIEW

8.1 FIRST STEPS

To aid in the effective use of the Village Development Guidelines several actions will need to be taken.

1) Hold workshops for the Village Council, Planning Board, and County Commissioners on how the plan can be used upon adoption. These workshops will review the different parts of the plan.
2) Implement a “Village Recommendation” on all new developments, rezonings, special use permits, and subdivisions that fall within the scope of the plan. The “Village Recommendation” will include an analysis of how the proposed development will meet/ or not meet the Village Development Guidelines.
3) Make necessary changes to the Unified Development Ordinance to allow for the type of development that is desired by the community. For example, current business zoning would not allow a mixture of commercial and residential uses that might be found in a Village Center.
4) Create overlay-zoning district for Village Center that raise the standards for development.
5) Advise the Village Council, Planning Board, and County Commissioners to use the Village Development Guidelines when making rulings on rezonings, special use permits, and subdivisions.
6) Develop more detailed area plans that build upon the foundation established by the Village Development Guidelines.

8.2 HOW TO USE THE VILLAGE DEVELOPMENT GUIDELINES

8.2.1 Development Characteristics

The eight different types of development patterns discussed within the plan should be the first section looked at when reviewing a new proposal. The section discusses what all developments should and shouldn’t include, in general. This section could be seen as a first cut for a new development proposal. For example, if a developer was looking to rezone a piece of property within the Village Center to Highway Commercial and place a strip mall on it, the guidelines clearly state that commercial development should take the form of focused centers.

8.2.2 Residential, Commercial, and Industrial Development

Following a review of the Development Characteristics the next step should be to review the individual guidelines of the specific type of development. In other words, if the request is for a single-family subdivision you can consult the Residential Development guidelines to decide if the proposal meets the criteria established by the Steering Committee. This is also true for Commercial and Industrial Developments.
8.2.3 Future Land Use Map

Finally, the Future Land Use Map can be consulted to see if the proposal is in the appropriate area for the desired type of development. The Future Land Use Map is a rough guide highlighting where different types of development should generally go. Since it is impossible to know exact locations of future uses the map should be seen as a general reference tool to guide decisions.

8.3 Example Development Proposal

Developer X would like to rezone 1 acre of land within a designated Commercial Center for a strip commercial development.

The Village Development Guidelines as Used by the Developer

The developer can utilize the Village Development Guidelines to see if his development proposal meets the plans Development Characteristics, as well as the more specific Commercial Development Guidelines. Before consulting the Future Land Use Map the developer should make sure that the overall plan for the proposed development meets the Guidelines established in the plan. Finally, the developer can look at the Future Land Use Map to see if the proposed strip commercial development is a recommended use in that area.

The Village Development Guidelines as Used by the Village and City-County Staff

The Village and City-County staff can review the rezoning petition and recommend that the petition be approved or denied, and prepare a written report for the Winston-Salem/Forsyth County Planning Board. In making their decision and writing the report, the Village reviews relevant planning documents, including the Village Development Guidelines adopted by the Village. The Village will be able to point out those goals, objectives, guidelines, and location of development types that support the rezoning, and those that are in conflict with the rezoning, thereby shaping the overall Village recommendation. In addition, the Village can also use the plan to warn developers about potential conflicts before being confronted at a public hearing. The City-County Staff will use the Village’s recommendation in forming their own report.

The Village Development Guidelines as Used by the Winston-Salem/Forsyth County Planning Board

Prior to the regular meeting, each Planning Board member can make his or her own determination as to the consistency of the proposed rezoning with the Village’s adopted guidelines. The Planning Board will also take into account the recommendations of the staff when making a final decision on the development proposal.
The Village Development Guidelines as Used by the General Public

Residents of the Village of Tobaccoville can and should reference specific goals, guidelines, and the Future Land Use Map when speaking in favor of or in opposition to a rezoning request.

The Village Development Guidelines as Used by the County Commissioners

In its legislative authority to rezone property, the County Commissioners have the final word as to whether the rezoning request is consistent with the various plans that affect the property in question. The County Commissioners should review the rezoning with the Village Development Guidelines in mind. As customary, the County Commissioners should also take into account and weigh the interpretation of policy as explained by the property owner or developer, the Planning Board, City-County Staff, the Village itself, and the general public. Over time, a track record of policy interpretation forms a consistent foundation for decision-making.

8.4 REVISIONS & MONITORING

As the Village Development Guidelines are used and development occurs in Tobaccoville it will be necessary to make revisions to the plan in order to keep it updated. A major development, new road or water and sewer extension can drastically change an area of the planning jurisdiction. The Steering Committee would like to recommend that the Village convene a meeting of the Tobaccoville Village Development Guidelines Steering Committee once a year to look at changes that need to be addressed as well as provide an opportunity to monitor the Village’s progress with implementing the plan.

The Village Administrator will set up the yearly meeting of the Steering Committee to review and monitor the Village Development Guidelines. This meeting will provide the Steering Committee an opportunity to discuss how well the plan has been implemented and review any changes that need to be made. It should be noted that minor changes might be made as necessary by any adopting body.

The Village Development Guidelines will only be a document worth using if it is kept up to date and used daily by the staff and monthly by the Village Council, County Commissioners, and Planning Board.
Sources and Acknowledgments


City-County Planning Staff – GIS information and mapping.


Piedmont Triad Council of Governments - GIS information and mapping.


Technical Assistance Provided by:
NC Department of Commerce
Division of Community Assistance
Winston-Salem Regional Office:

Rick Carlisle, Secretary, Department of Commerce
William McNeil, Director, Division of Community Assistance
David Long, Chief Planner
Darren Rhodes, Planner
* Russell Smith, Planner