

# TOWN OF MIDWAY



GATEWAY TO DAVIDSON COUNTY



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## LAND USE PLAN

### 2010-2020

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# ACKNOWLEDGEMENTS

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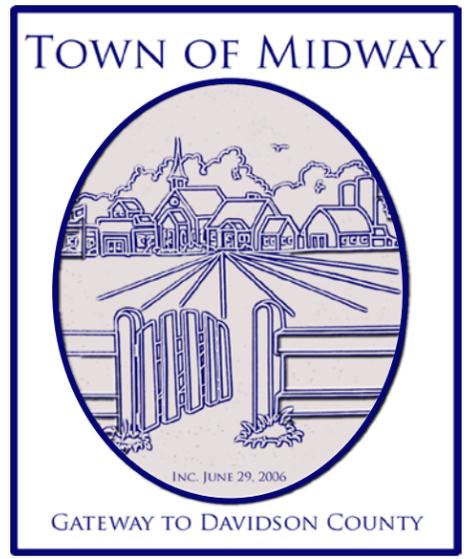
Linda Hunt, Town Clerk

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## Citizens of the Town of Midway

Thanks to all who participated!

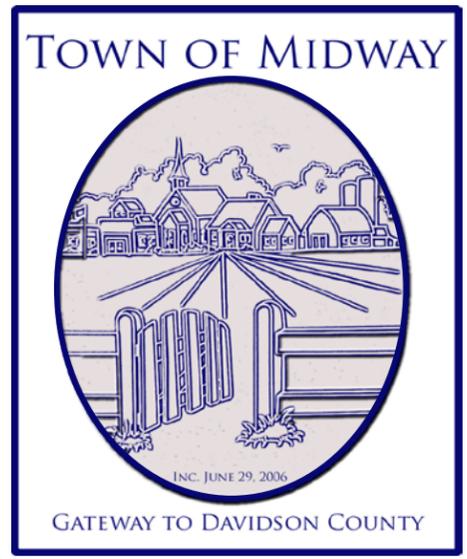
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# TABLE OF CONTENTS

<b>SECTION</b>	<b>PAGE</b>
INTRODUCTION .....	1
COMMUNITY OVERVIEW .....	3
BACKGROUND RESEARCH .....	9
PUBLIC PARTICIPATION .....	47
VISION, GOALS AND STRATEGIES .....	53
FUTURE LAND USE.....	57
IMPLEMENTATION .....	61

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# INTRODUCTION

The Town of Midway has undertaken the development of a land use plan in order to establish a vision for the future growth of the Town. As a recently incorporated municipality, Midway has only recently gained full, local control of its future as it relates to the growth and development of the community. This plan follows the development of a growth plan for the US 52 corridor, which is expected to experience significant growth as the Town’s first public wastewater collection system becomes operational in the near future. Following the development of the US 52 Corridor Plan, the Town’s leaders recognized the need to expand the Town’s planning efforts beyond the immediate area that would be affected by the new sewer system, since, as the plan identified, growth along the US 52 corridor would have secondary effects on growth throughout the Town. The Town’s leaders also identified this as the ideal time for the young Town to formally adopt a vision for growth and development since one of the prime factors in the Town’s recent incorporation was the desire for local control over growth. Driven by the desire to determine its own destiny, the Town embarked on this planning process, and after receiving excellent input and participation from the community and a long and thoughtful review by the Planning Board, this plan has been developed to guide the Town over the next ten years.

## WHY DO WE PLAN?

It is important for local governments to be visionary and forecast future conditions. This enables them to plan accordingly for those forecasted conditions, and allows them to be proactive – shaping future growth according to an established vision, rather than reactive – allowing events outside of the community’s control to shape their future. This land use plan does exactly that. It looks at past and current development trends, analyzes existing conditions, establishes a vision of what the community desires to be, and presents a plan of action to achieve the desired future vision for the Town within the horizon of the plan, a

roughly ten year timeframe. Additional reasons that it is important for local governments to develop a land use plan include:

- *A good, clearly articulated plan forms the basis of a community's vision of its future. Without a solid plan, regulatory controls can be legally challenged as arbitrary.*
- *A good plan ensures that a community can provide important services such as water, sewer, police, firefighting, and refuse collection efficiently while maintaining a relatively low tax rate for its citizens.*
- *A good planning process involves a wide variety of citizens and interests. Once a community reaches consensus, the vision created in the plan can make future decision-making easier and less politically charged.*
- *Resources provided by state and federal governments are increasingly tied to good plans and planning processes. Highway funds, water and sewer grants, and environmental clean-up funding is easier to bring to your community if you have a well-crafted plan that demonstrates extensive community involvement and a clear vision for the future of the community*

## PURPOSE OF THE PLAN

The purpose of this plan is to set forth a set of clear policy goals and objectives that establish the desired vision for the Town’s future, as determined through consultation with the Planning Board and the citizens of the Town of Midway. To achieve this, the plan lays out the goals in both a graphic format, geographically illustrating the desired future location and extent of different land use types, as well as through written policy guidelines that articulate the desired vision. Upon the adoption of the plan, the Town will have:

- *A practical document that is easy to understand and use.*
- *A workable, creative and dynamic guide for future growth and development throughout the next ten years.*
- *A blueprint for a land use and development pattern that promotes and sustains the Town’s character.*
- *Recommendations for policies and regulations to achieve the objectives of the Land Use Plan.*
- *A guide for achieving its economic development goals through land use policies that improving the quality of life in Midway.*
- *Policies for encouraging flexibility in development standards to allow for innovative land use pattern and encourage long term sustainability.*

## HOW THE PLAN IS ORGANIZED

The Land Use Plan begins with an overview of the community, introducing the reader to the planning area through a description of the Town’s geographic profile, a brief history of the Town and a photo tour of the Town and surrounding area that is covered by the plan. This is followed by a section dedicated to the background research that was used in the development of the plan, including demographic data, environmental and natural resources, and a summary of existing land use patterns, among other topics. The next section details the public input process and the results received from the public input exercises, including an issue prioritization exercise, a development preference survey and a visioning exercise. Next, the vision, goals and strategies that emerged through the planning process are set out. Following that section, the plan details the desired future land use pattern, including the future land use map. The final section of the plan sets forth the implementation framework, which is broken down into short term, mid-term and long term goals.

## THE PLANNING PROCESS

The planning process began in March 2010 with initial meetings with the Planning Board. These initial meetings focused on the development of the planning process and initial issue identification. Following the initial meetings, the Planning Board scheduled a public input meeting to receive initial community input into the plan. The initial public meeting was held on May 25<sup>th</sup>, and following the meeting, the Planning Board reviewed the results and began developing an initial vision and set of land use and development goals based on the initial input. Through the summer and fall, the Planning Board met and revised the vision and goals and developed strategies to achieve them. During this time, the Planning Board also worked on developing a draft future land use map that would guide the development of the Town. The vision, goals and draft land use map were then presented to the public at a second public input meeting, which was held in September. Following this meeting, the Planning Board finalized the vision, goals and land use map, and a first draft of the entire plan was prepared. The Planning Board reviewed the plan through the fall, and in December made a recommendation to forward the plan to the Town Council for adoption. The Town Council then began its review of the plan, and held a formal public hearing in (MONTH). After receiving the final public input on the plan, the Town Council passed and ordinance adopting the plan at its meeting in (MONTH).

Background  
Research

Public Input

Develop Land Use  
Vision

Prepare Draft Plan

Public Hearing

Adopt Final Plan

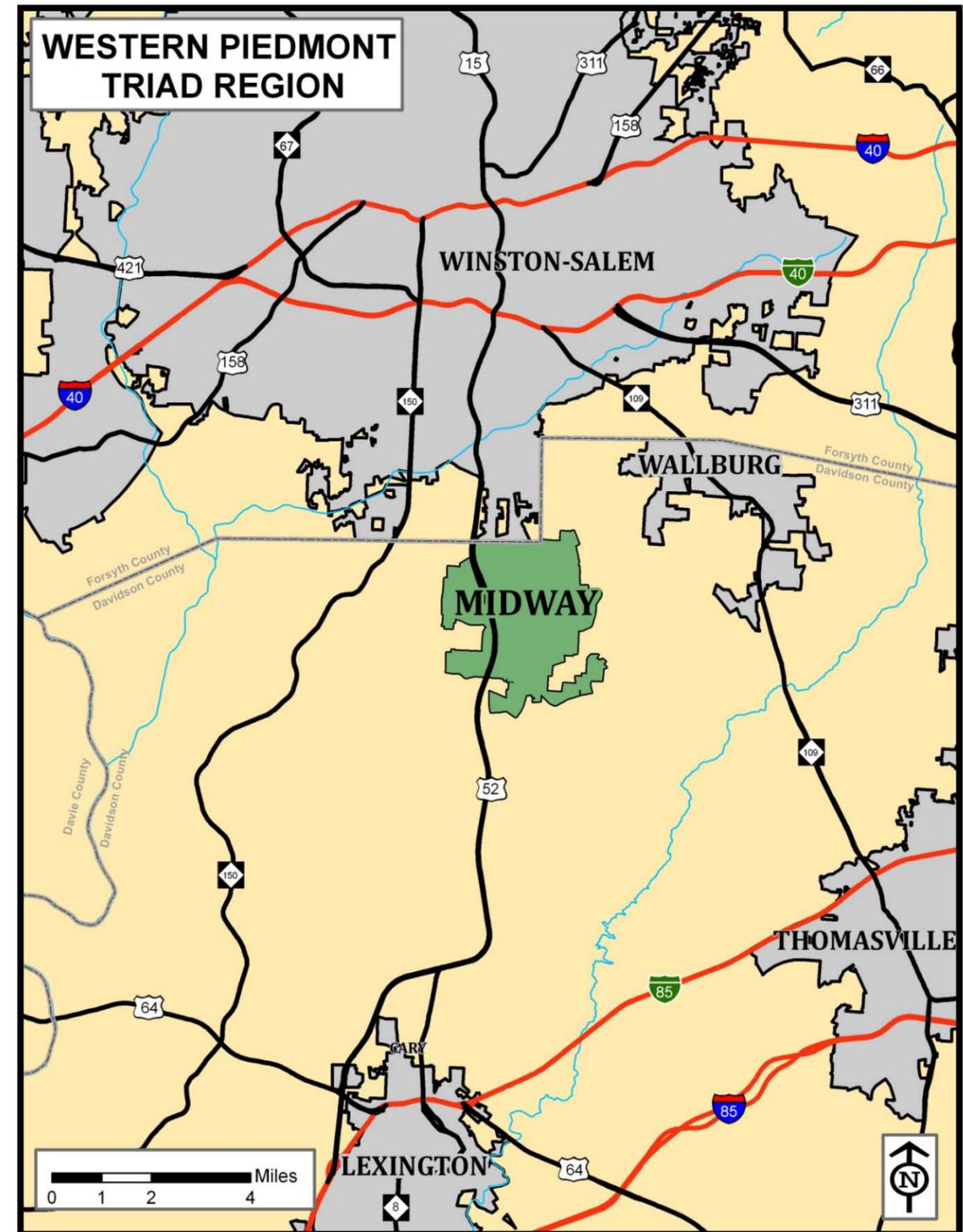
# COMMUNITY OVERVIEW

The information contained in this section of the plan is intended to give readers a better understanding of the Town of Midway and its environs. This information is particularly important for readers of the plan who are unfamiliar with the Town and surrounding area so that they can be more familiar with the geographic setting, history and appearance of the Town. Included in this section are a discussion of the Town’s geographic setting, a brief history of the Town and a photo tour of the Town and surrounding area.

## GEOGRAPHIC PROFILE

The Town of Midway, shown in green on the map on this page, is located in the western portion of the Piedmont Triad Region, immediately adjacent to the southern city limits of Winston-Salem, the region’s second largest city and hub of finance, education, health care and tobacco manufacturing. The Town’s corporate boundaries, which encompass slightly more than 7.5 square miles, were established based upon standards that were used to ensure compliance with State requirements for population density, and do not necessarily correspond to the same area that is considered by area residents as the Midway community, which is an undefined area surrounding the core of the Town. The Town’s northern corporate limits are also the border between Davidson County and Forsyth County. US Highway 52, a major north-south transportation artery through the western Piedmont bisects the Town, and provides it with a strong transportation link to Winston-Salem and Interstate 40 to the north, and Lexington (the county seat of Davidson County) and Interstate 85 to the south. Other municipalities in the area include Wallburg to the northeast and Thomasville to the southeast. The unincorporated community of Welcome is located directly south of Midway on US 52.

As a small Town in a region dominated by three large cities, Greensboro, Winston-Salem and High Point, the growth and development of the Town is directly related to the economic health of its larger neighbors. And as a recently incorporated municipality in



Davidson County, which is dominated by the larger and longer established cities of Lexington and Thomasville, it must compete for attention and resources on a somewhat uneven playing field. Despite its small size and the number of larger neighbors surrounding it, the Town does derive a number of advantages from its location. Tax rates in Davidson County, inclusive of Town taxes, are much lower than are found just across the border in Forsyth County / Winston-Salem, giving it a competitive advantage for attracting residential growth and future business development. Its competitiveness in the region is further enhanced by its close proximity and strong transportation links with Winston-Salem, and via I-40, Greensboro, the Piedmont Triad Regional Airport and northern High Point. These strong transportation links provide easy access for residents who want to live in a smaller, more rural area, while still maintaining quick access to the jobs, businesses and urban amenities of the larger cities.

### HISTORY

Deriving its modern name from its historical location at the midpoint between Winston-Salem and Lexington on the Winston-Salem Southbound Railroad, the Town of Midway grew up around the railroad depot in Eller, which was the original name of the community. In its early days the Midway community, like all of northern Davidson County, was focused on agriculture, particularly tobacco farming, which served as the catalyst for the growth of the tobacco manufacturing industry in nearby Winston-Salem. As the agricultural community grew and prospered, businesses were established in the community, particularly along Highway 52, which parallels the railroad through the area. Industries, such as Owens-Brockway also located in the area to take advantage of the strong supply of labor and good transportation routes that serve the community. Despite having all of the features of a town, the community was not incorporated until 2006, when, following the lead of Wallburg, its neighbor to the northeast, community members led a successful effort to petition the North Carolina Legislature to allow the town to incorporate. The effort to incorporate was driven primarily by the desire of the community to be able to determine its own destiny, which many felt was in jeopardy due to the southward expansion of Winston-Salem's city limits. On June 29<sup>th</sup>, 2006, the North Carolina General Assembly

ratified a bill to incorporate the Town of Midway, and on September 12<sup>th</sup> the first Town Council was sworn into office. Following its incorporation, the Town has embarked on a process of setting forth a vision for the preservation of its identity and character, resulting in the development of this plan, which will guide it through its important formative years as a new Town.

### COMMUNITY PHOTO TOUR

On the following pages is a series of photographs that seek to capture the visual character of the community. This is included, first, to help orient readers who are unfamiliar with the Town, and second, to provide a visual snapshot of the community that can be referred to in the future. Each photo is numbered, corresponding to a location shown on the map following the tour.

TOWN OF MIDWAY – LAND USE PLAN



US 52 North at Midway Town Limits



Water Towers at Hickory Tree Road Exit



Fire Tower on Old US 52



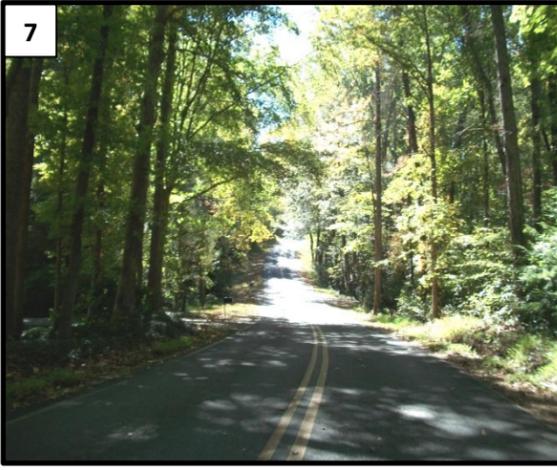
Old US 52 Near Midway School Road



Midway United Methodist Church on Old US 52



Owens-Brockway Plant on Old US 52



Country Lane near Jones Drive



Hebron United Church of Christ on Hebron Church Road at Old US 52



Former Gas Station on Old US 52 near Hickory Tree Road



Medical Offices on Hickory Tree Road



Hickory Tree Road near Mason Knoll Road



Union Grove Road south of Hartman Road

TOWN OF MIDWAY – LAND USE PLAN



On Eller Road near Foxwood Drive



Commercial Area at NC 150 and Hickory Tree Road



Agricultural land on Enterprise Road near Preston Court



Agricultural Land Between David Smith Road and US Highway 52



Commercial Area on Old US 52 at Gumtree Road



Tree Nursery on Gumtree Road near Hebron Church Road



Gumtree Road Northbound near Landscape Lane



Norman Shoaf Road Looking North near Kinder Road



Concrete Works Road near Hudler Road



Spry Road near Half Wright Road

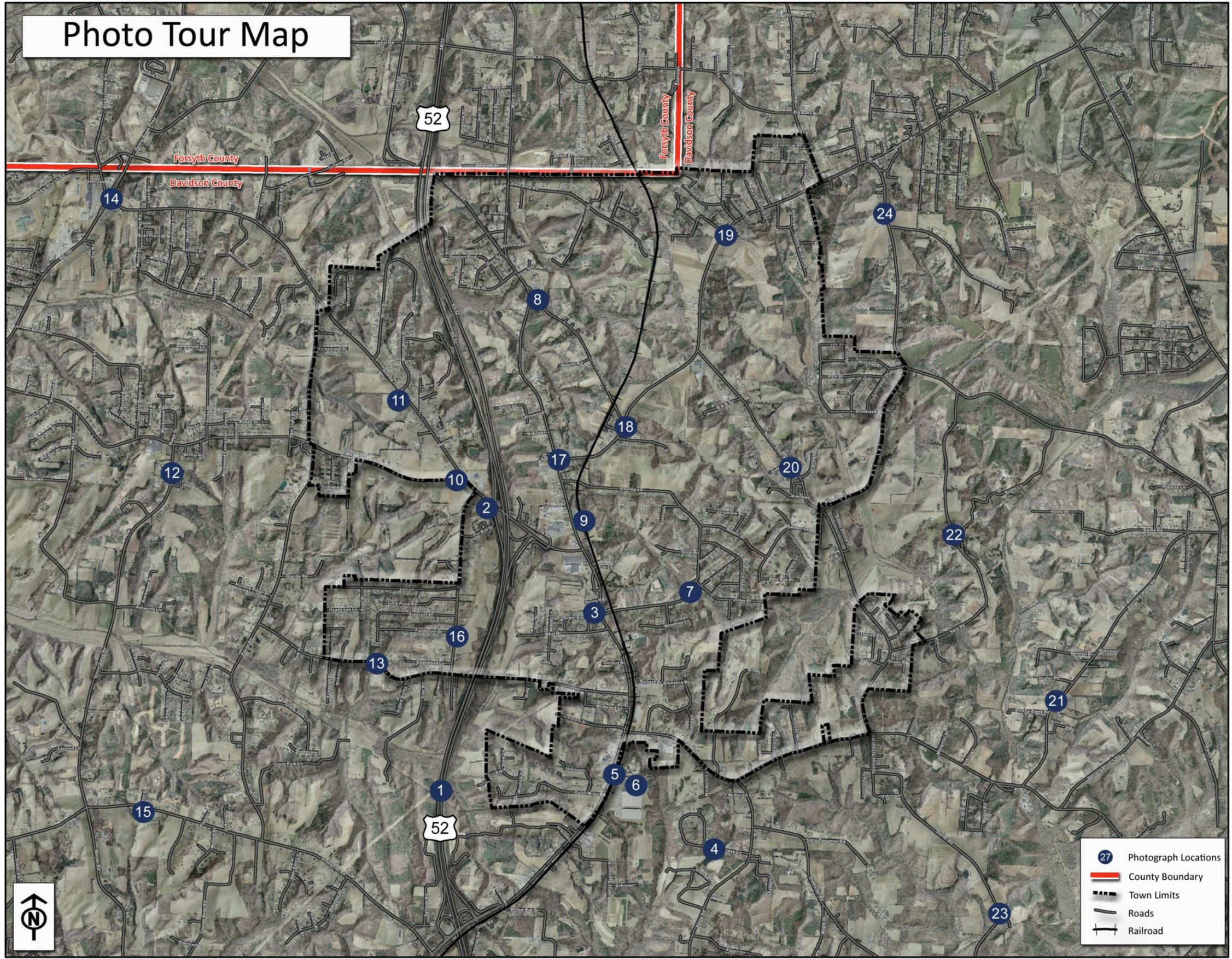


Disher Road Looking South Towards Clodfelter Road

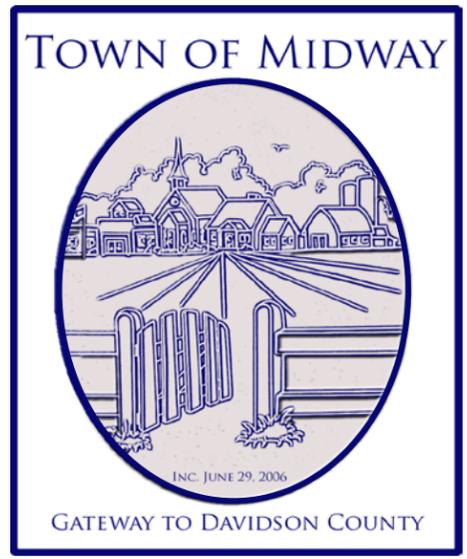


Brushy Creek Subdivision on Old Highway 109

# Photo Tour Map



# TOWN OF MIDWAY



# BACKGROUND RESEARCH

The body of research contained in this section of the plan forms the foundation of knowledge upon which the future land use vision and goals set forth in the plan are based. This background information, combined with the input from the public and the Planning Board, was relied upon to help form the recommendations that were developed and included in the plan. Contained in this section are discussions of demographics, the local economy, housing, the natural environment, community services and facilities, land development patterns, land use regulation and transportation. Taken together, these disparate forms of information paint a picture of the of the Town, which helps to focus the plan towards those issues which demand the most attention.

## DEMOGRAPHIC TRENDS

In order to understand a Town, you must first understand the people who make up that Town. The information contained in this subsection of the plan provides a basic understanding of the Town’s residents. When combined with other information contained in this section, a clear picture emerges about who the residents of Midway are, which further helps to understand their needs, wants and desires for the future of the Town.

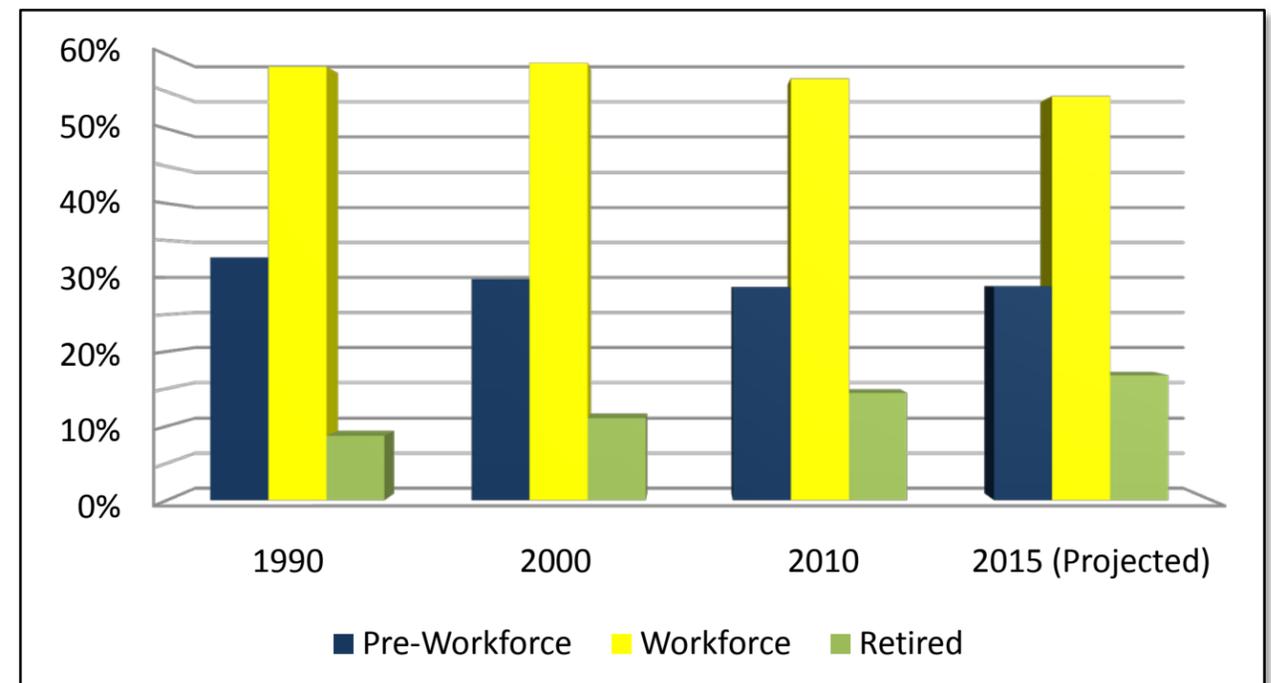
The most basic piece of demographic information is a simple count of the population. As a recently incorporated municipality, Midway has never been officially counted by the US Census Bureau, but an estimated population has been established by the State Demographer’s Office and updated annually since incorporation. According to the current estimate, from July of 2009, the Town is home to 4,557 residents. The reader should be aware that the information contained in this specific subsection in the plan is based upon estimates developed by a company that specializes in demographic analysis, but due to the lack of a firm base of information from a full census of the population, there is likely to be some difference in some of this information and the official data that is released in the

coming years from the 2010 Federal Decennial Census. Projections contained in this subsection of the plan should also be viewed as speculative data that takes into account past trends to project future conditions.

### AGE DISTRIBUTION

The age distribution of the Town’s population has shifted somewhat over the past two decades. The Town has seen a moderate decline in the percentage of its population who are in the pre-workforce age group (those residents under the age of 25). Their share of the overall population has decreased to slightly less than 30% of the total population, compared to just over 33% in 1990. This is coupled with a moderate increase in the share of the post-workforce or “retired” age group (those residents over the age of 65) and a corresponding decrease in the share of the population in the “workforce” age group (those residents between the ages of 25-64).

Figure 1 – Age Distribution



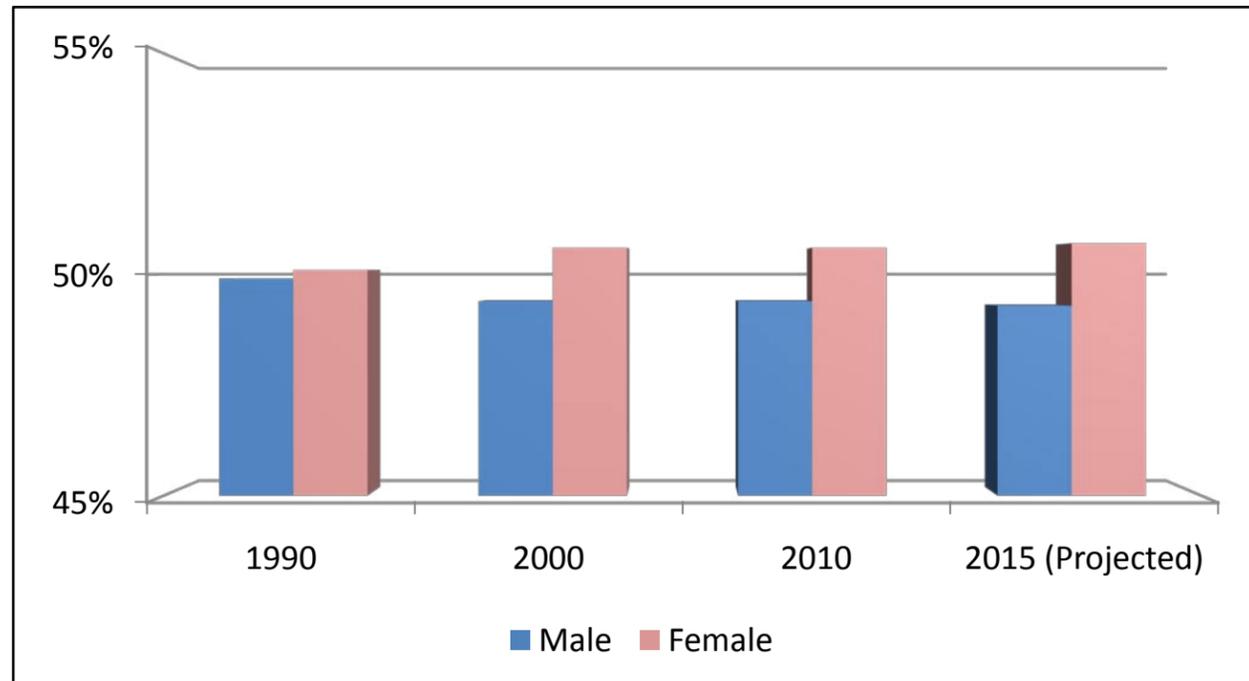
Source: US Census Bureau (1990 and 2000) and ESRI (2010 and 2015)

This trend is expected to continue into the future, with the workforce age population projected to decrease from 57% of the population today to 54% of the population by 2015, and a corresponding increase in the post workforce population from 14% of the population today, to 17% in 2015. These trends are consistent with national trends, but in Midway, the trend seems to be stabilizing somewhat with a trailing off of the current trend of decreases in the pre-workforce age population.

**GENDER DISTRIBUTION**

The gender distribution of the Town’s population has diverged since 1990, when there was a nearly even distribution of male and female residents, which is somewhat unusual given the national trend of a somewhat higher percentage of females than males. This is likely attributed to the lower than average percentage of residents over the age of 65 at that time. In recent years the gender distribution of the Town’s population has come closer in line with national statistics, and as the population ages, it is anticipated that the ratio of females to males will continue to increase, due primarily to the longer life expectancy of females.

Figure 2 – Gender Distribution

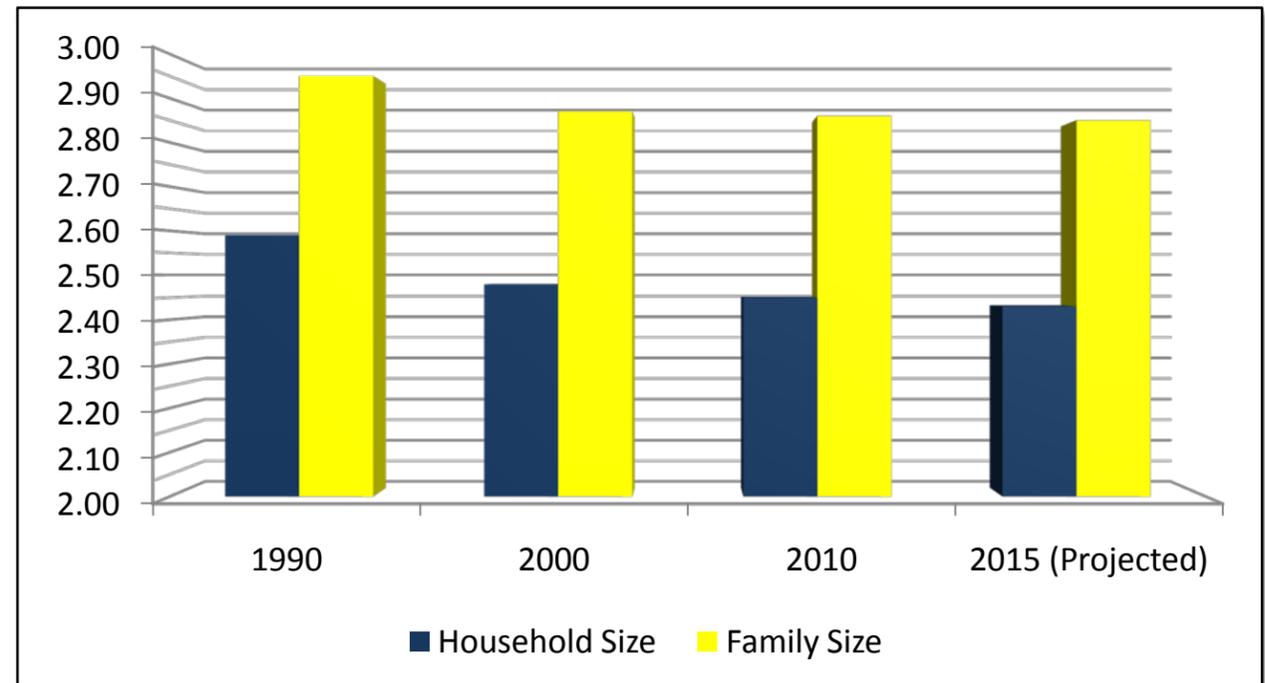


Source: US Census Bureau (1990 and 2000) and ESRI (2010 and 2015)

**HOUSEHOLD AND FAMILY SIZE**

Knowing the size of both households (any housekeeping unit regardless of relation) and families (housekeeping units in which members are related) can help a town understand its future housing needs. The following chart details the average household size, which has been decreasing, and the average family size, which has been increasing. This indicates two major trends that the Town should prepare for. First, the number of single person households is increasing, which indicates a need for more multi-family housing for young single householders and perhaps transitional housing for older single householders. And second, the average family size is increasing, which is likely attributable to an increase in the number of younger families and family household consolidation. Both of these trends present implications for the Town’s housing policies since it will need to address both issues simultaneously with different solutions to each situation.

Figure 3 – Household and Family Size



Source: US Census Bureau (1990 and 2000) and ESRI (2010 and 2015)

## HOUSING PROFILE

Understanding the composition of a Town’s housing stock is imperative when developing recommendations for future land use decisions that will affect the type and location of new housing. Contained in this section are discussions of several key pieces of information about that form a foundation of knowledge about Midway’s housing stock. In general, the housing stock in Midway is in much better shape than many municipalities its size. This is primarily due to the fact that the majority of the site built homes in the Town were constructed in the past 40 years as the area grew due to the migration of residents from Winston-Salem into northern Davidson County, and so the houses and neighborhoods are relatively new in comparison to many American cities.



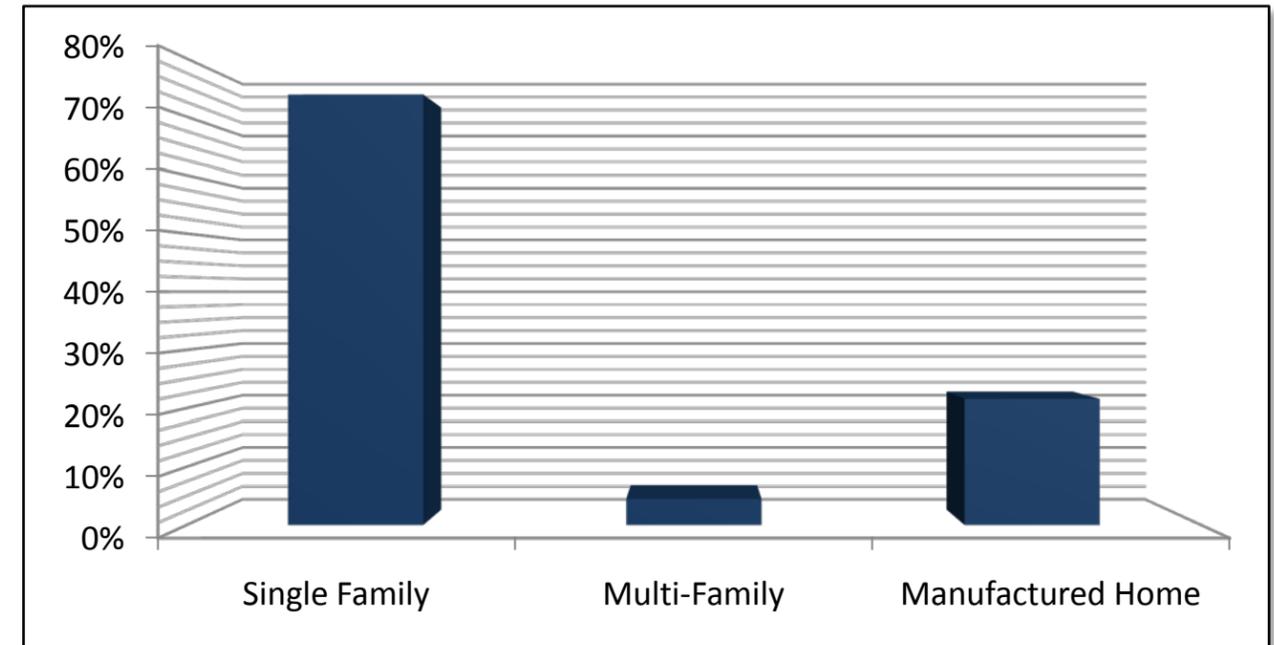
### HOUSING TYPES

Since Midway is a traditionally rural community that has only recently begun to urbanize, it has what can be described as a typical rural housing stock. This means that the vast majority of the housing stock is comprised of site built single family homes, with a significant number of manufactured homes making up the majority of the remainder of the housing stock. In more rural communities, such as Midway, manufactured housing tends to serve in the place of multi-family housing, which accounts for less than 5% of the Town’s housing stock.

### AGE OF HOUSING STOCK

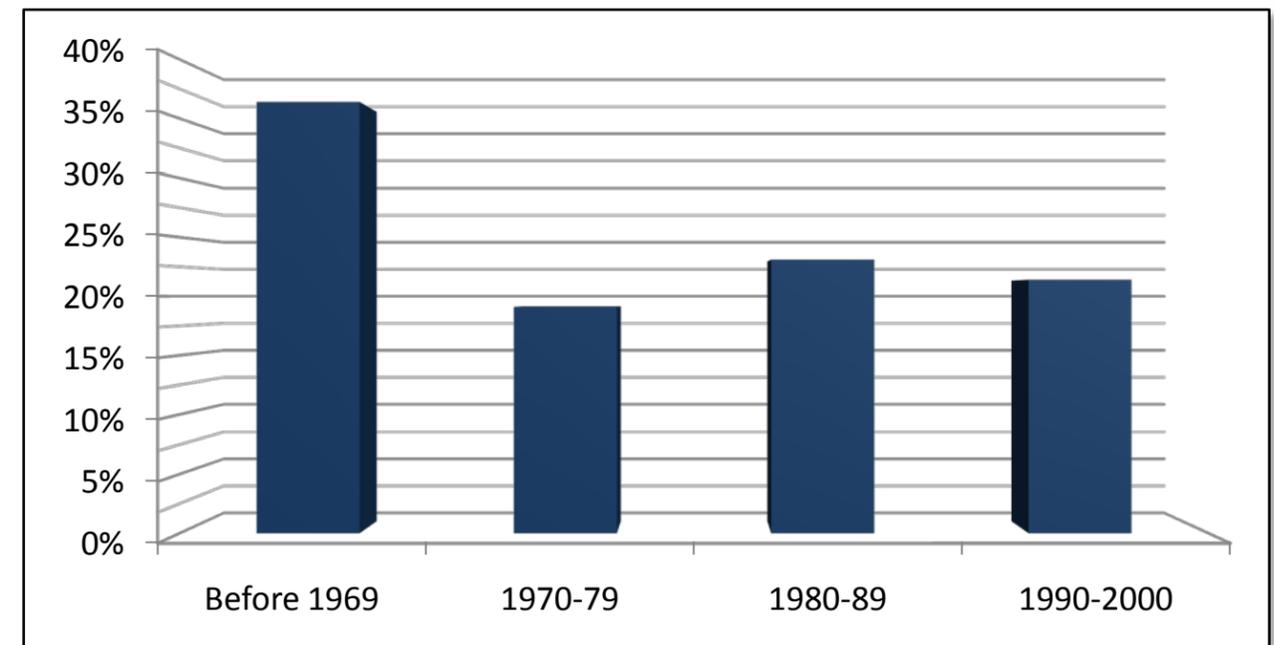
The Town’s housing stock is of relatively new vintage, with approximately two-thirds of the homes in the Town having been constructed in the last 40 years. This is consistent with the area’s growth during this time period, as Midway and all of northern Davidson County experienced spillover growth from Winston-Salem. This is a good indicator of the recent strength of the area, since Town’s with lower ratios of new homes tend to be in decline.

Figure 4 – Housing Types



Source: ESRI

Figure 5 – Age of Housing Stock

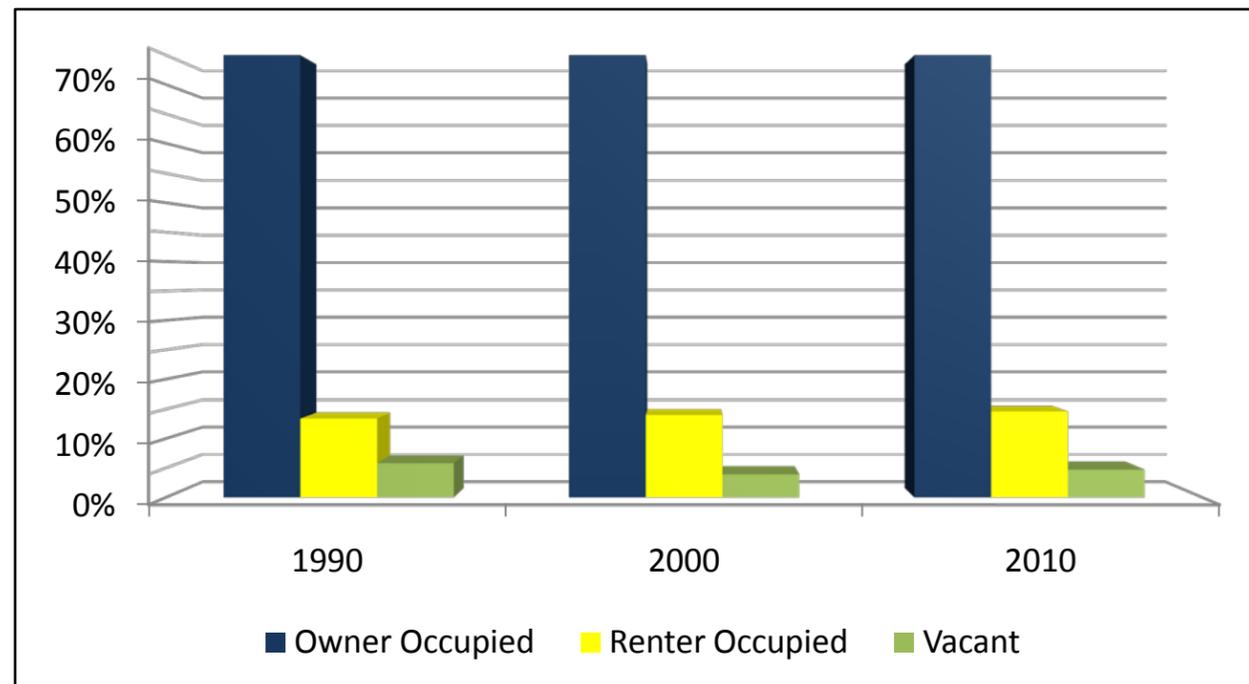


Source: ESRI

### HOUSING OCCUPANCY AND TENURE

The tenancy, or occupancy status, of housing units is important to know because it speaks to the nature of the community and the demand for certain types of housing. Areas with higher rates of owner occupancy tend to be more stable, while communities with disproportionately large numbers of renter occupied or vacant homes tend to be less stable and experience the types of social problems associated with more transient communities. Midway enjoys a very high owner occupancy rate, due in large part to the lack of multi-family housing in the community. The rate of vacant housing units in the Town is very low, another positive indicator of the strength and stability of the community.

Figure 6 – Housing Occupancy and Tenure



Source: US Census Bureau (1990 and 2000) and ESRI (2010)

### ECONOMIC PROFILE

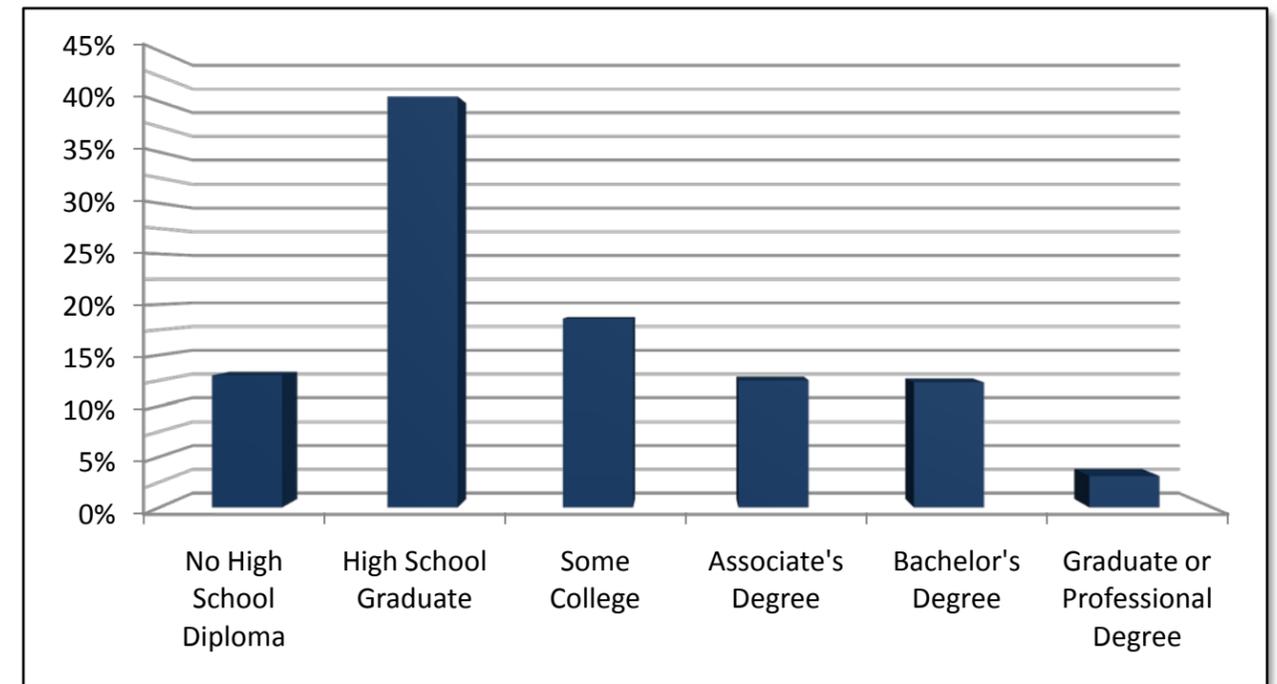
This subsection of the plan provides a brief overview of the economic situation in the Town of Midway. Included in this section are discussions on the educational attainment of the Town’s population, employment trends and per capita and household income. This data provides the reader with a basic understanding of the types of careers and employment

sectors that the Town’s residents are engaged in, and the positive economic influence that is generated by their employment.

### EDUCATIONAL ATTAINMENT

Understanding the educational attainment of a population is key to understanding the potential employment capacity of the workforce, which then determines the most likely types of employers that will locate in a community. The data presented in the following chart provides a snapshot of the educational attainment level of the Town’s residents over the age of 25 in 2010. The Town has a moderately well educated workforce, with the vast majority (over 85%) of the Town’s population having at least a high school diploma. Residents who have pursued education following graduation from high school account for just over 45% of the population. This is lower than the national average, and is a reflection of the traditional agricultural and industrial focus of the area’s economy, which did not require advanced levels of education for success in the labor market. Residents with a bachelor’s degree or higher comprise just over 15% of the Town’s workforce. While this too is lower than the national average, it is likely positively influenced by the Town’s location next to Winston-Salem with its economic focus on finance, education and health care.

Figure 7 – Educational Attainment

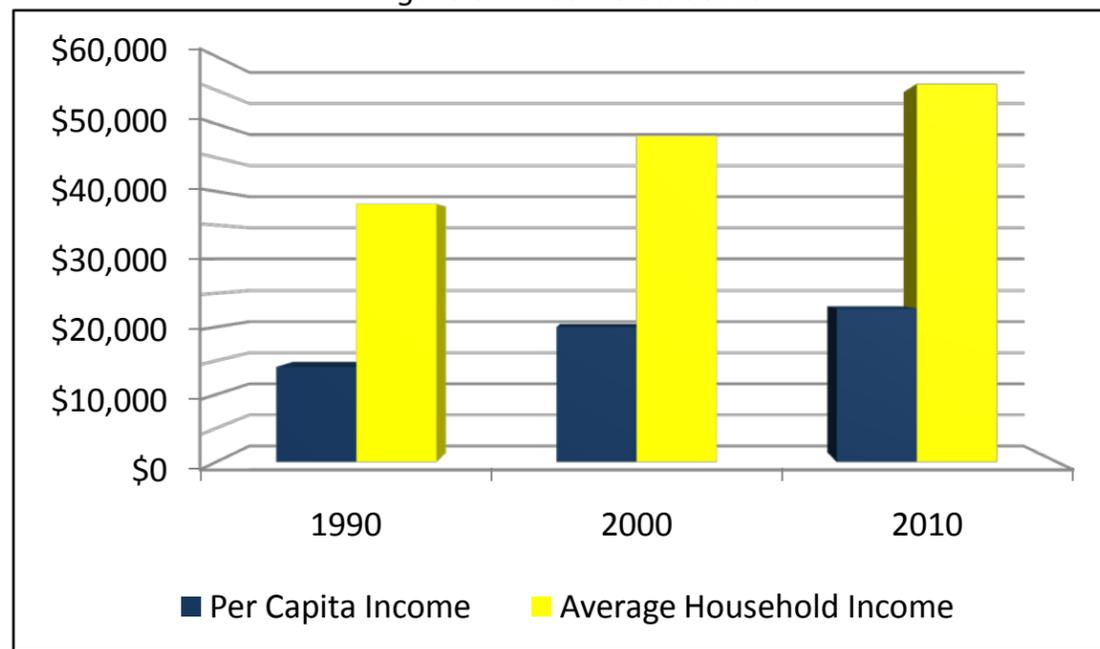


Source: ESRI

**INCOME STATISTICS**

The figures for per capita (individual) and average household income contained in the following table paint a picture of the economic power of the Town’s residents. Through the past two decades, the per capita income of Midway’s residents has slightly exceeded the state’s per capita income while staying slightly below the national per capita income. Economically, the Town’s residents benefit from the close proximity of a large number of employment opportunities in Winston-Salem, which is the economic engine of this portion of the Triad. Both the per capita income and the average household income have increased steadily, with per capita income increasing by over 61% between 1990 and 2010, and average household income increasing by almost 47%. The reason that average household income has lagged behind the rate of growth in per capita income relates to the increase in the number of single occupant households in recent years, which depresses growth in this statistic.

Figure 8 – Income Statistics



Source: US Census Bureau (1990 and 2000) and ESRI (2010)

**EMPLOYMENT BY INDUSTRY**

The information contained in the following table shows the distribution of employment among industry sectors for the Town’s employed population over 16 years of age. This type

of information is a key component of understanding the economic forces at work in the Town, and how the Town’s residents fit into the regional economy. As the traditional economy of the area has evolved to meet the new economic realities of the 21<sup>st</sup> century, the Town’s labor force has moved away from employment in traditional industry sectors for the area, such as manufacturing and agriculture, towards the service, retail and financial sectors. The Town’s close proximity to the large number of jobs in Winston-Salem has made this transition easier since migration from the area was not necessarily required as workers changed professions. Today, the largest single industry sector that employs residents of Midway area the combined professional, educational and social services sector, which accounts for the employment of almost 40% of the Town’s residents. Far behind the services sector are the retail trade and manufacturing sectors, which each employ slightly more than 15% of the Town’s work force, and the construction industry which employs another 10% of the workforce. The remaining 20% of the workforce are scattered through the remaining industry sectors, with public administration accounting for the smallest share of the workforce with around 1% of the working age population employed in that sector.

Summary By Industry Sector (2010)	
Industry	Percent of Workforce
Construction	10.0%
Manufacturing	15.8%
Wholesale Trade	4.5%
Retail Trade	16.3%
Transportation / Utilities	5.4%
Information	2.3%
Finance / Insurance / Real Estate	6.5%
Professional / Educational / Social Services	37.9%
Public Administration	1.3%

**EMPLOYMENT BY OCCUPATIONAL AREA**

Complementing the previous data set is the occupational distribution summary shown in the following table. While the previous data set defined the industry in which the employed

## TOWN OF MIDWAY – LAND USE PLAN

population worked, this data gives more specific insight into the type of work that the population performs within those industry sectors. For instance, while a worker may be employed in the manufacturing sector, they may hold an administrative, managerial or production occupation within that sector. As both this, and the previous data set indicate, the Town has a fairly diversified workforce, with a good distribution throughout both industry sectors and occupations within those sectors. The Town’s workforce can be divided into what have traditionally referred to as “white collar”, or managerial/administrative/professional job families and “blue collar”, or jobs that have to deal with production, construction, maintenance and transportation. Interestingly, Midway’s workforce, which would have traditionally been oriented towards “blue collar” occupational areas, is now more heavily weighted to “white collar” occupations. Today, the balance is 69% “white collar” and 31% “blue collar”, and this gap is likely to grow in the future as the area’s economy continues to transform.

Town, and it is necessary to ensure that adequate facilities, manpower and other resources exist to serve new development. Growth that does not regard matters like water and sewer capacity, the ability to provide solid waste collection or fire protection can cause unplanned expenditures or unexpected increases in utility fees or taxes . Discussed in this section are public safety, public utilities, and other town services. Each of these are critical to the health safety and welfare of the Town’s current residents, and adequate provision should be made to sustain these services and support the expansion of infrastructure capacity as growth occurs. As a relatively young Town that became more “urban” before it was incorporated as a municipality, a number of the services and facilities provided and available to the Town’s citizens are currently, and will likely be for some time, performed or provided by entities outside of the direct control of the Town. While the Town may not exercise direct influence or financial control over any of these outside agencies, it does have a role to play as a supporter of those services and as an advocate for its citizens.

Summary By Occupational Area (2010)	
Industry	Percent of Workforce
Management	14.4%
Professional	20.1%
Services	10.1%
Sales	12.0%
Administrative	12.4%
Maintenance	6.1%
Construction	7.1%
Production	8.6%
Transportation	9.2%

### PUBLIC SAFETY



Public safety services within the Town of Midway are performed by outside agencies that are independent of the Town. Fire and rescue services are provided throughout the majority of the Town by the Midway Fire and Rescue Department, which operates with a combined paid and volunteer staff from a station on Midway School Road. A small portion of the Town is covered by the Gumtree Fire

and Rescue Department, which also operates with a combination of paid and volunteer firefighters. Several other fire departments operate in the area surrounding the Town, including the Wallburg, Welcome, Arcadia, and Griffith volunteer departments. Each of the departments in the area operates on a budget that is funded by fire district taxes that are collected by the County on the departments’ behalf. Additional emergency medical capacity beyond the rescue services that are provided by the volunteer fire departments is provided by the Davidson County Emergency Medical Services Department, which



## COMMUNITY SERVICES

This subsection of the plan provides an overview of the public facilities and services available to the residents of Midway. Infrastructure and services form the backbone of a

## TOWN OF MIDWAY – LAND USE PLAN

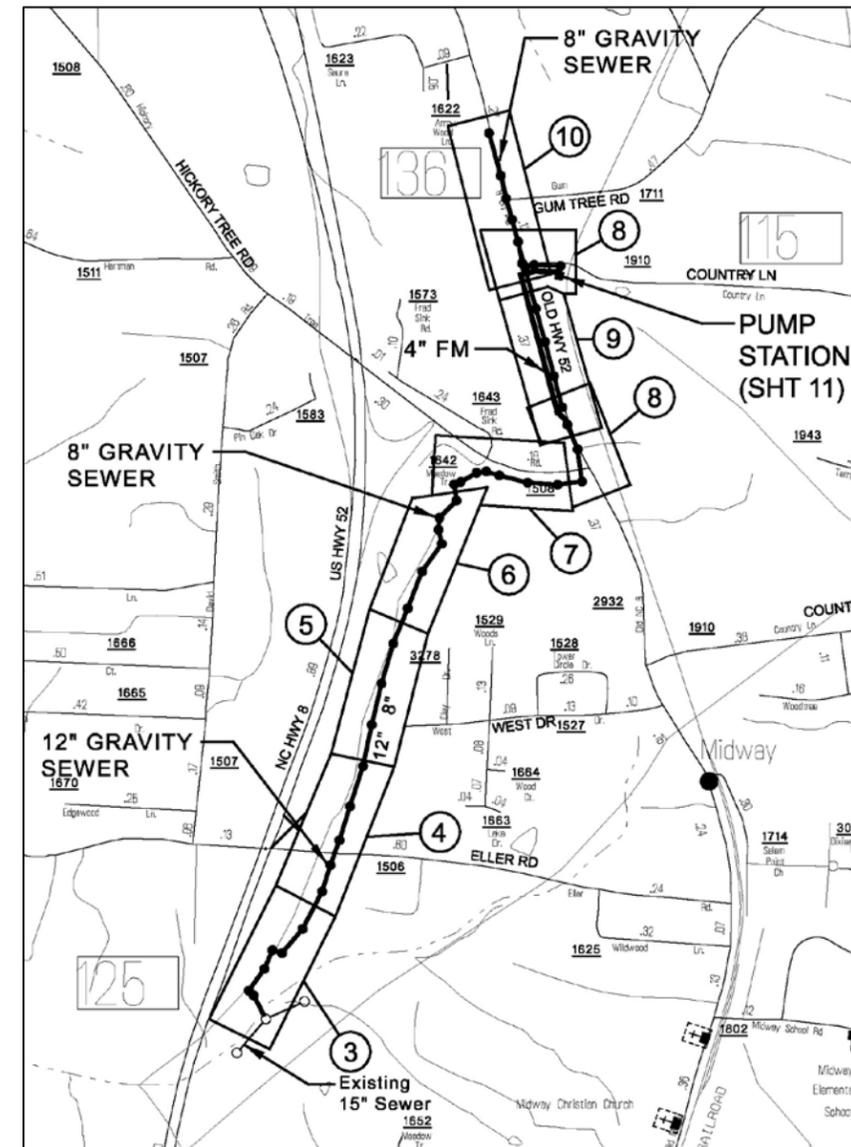
operates with a paid staff from five bases throughout the county. The combination of the local fire and rescue services and the County's EMS service provides residents of the area with high quality, effective and efficient first responder services. The Town of Midway does not have a locally controlled law enforcement agency, rather it contracts with the Davidson County Sheriff's Department to provide law enforcement services within the Town limits.

### PUBLIC UTILITIES AND SERVICES

The Town of Midway is currently served by Davidson Water, a private utility company which provides water service throughout the Town. Being a private utility provider means that there is little local government regulation over the placement or upgrading of water lines and associated infrastructure. Due to this fact, future expansion of the water system, including the upgrading of lines and storage capacity, if needed, will likely occur only as private development makes demands on the system for additional service capacity. While it is assumed that adequate capacity, in terms of supply, fire flows and scope of service exists at the present time, rapid development may strain the local system in future years if growth pressure outpaces the available water supply.

Public sewer service, which is currently limited to only that portion of the Town that lies in the Frye's Creek service basin, is currently provided by Davidson County. These existing lines service the area around Midway School and the Owens-Brockway plant, and the majority of the area between US 52 and Old US 52 south of Eller Road and north of Ralph Miller Road. The Town of Midway is currently constructing a sewer line extension from the existing sewer main along Frye's Creek to the area around Hickory Tree Road and Old US 52, and then north along Old US 52 to Gumtree Road. The installation of sewer in this area will come with 50,000 gallons of daily treatment capacity which the Town has received from the City of Winston-Salem through Davidson County, which will own and operate the lines following their construction. Over the short to mid-term, the initial lines and treatment capacity should be sufficient to service existing businesses and residences that need sewer service, and should provide a boost to the prospect of recruiting new commercial development that is dependent on the availability of sewer service. Over the long term, however, additional treatment capacity and line extensions will likely be necessary to accommodate the secondary growth that will occur as the new sewer system

spurs development along the corridor. A map of the proposed sewer line extensions, prepared by the Wooten Company, is shown below.



Within the Town limits, the Town of Midway contracts with a private waste management firm to collect residential solid waste. This service is provided on a fee for service basis to the Town's residents. Public streets within the Town limits are maintained by the NC Department of Transportation. This includes both numbered US and NC routes as well as public subdivision streets.

### ENVIRONMENT AND NATURAL RESOURCES

This portion of the background research focuses on the natural environmental conditions, including the identification of development constraints, that exist in the Town and surrounding area. By examining a wide range of environmental data, we are able to better plan for allocating land uses to areas which will have lesser impacts on the environment and vice-versa. Contained in this section are discussions of topography, flood hazards, soils, and water supply watersheds. Combined, these environmental factors comprise a set of potential constraints which must be examined and taken into consideration when making any type of land use decision in order to ensure an efficient and environmentally sound future development pattern. Maps that detail the environmental conditions discussed below are included at the end of this subsection in the order in which they were discussed.

#### TOPOGRAPHY

Topography, or the lay of the land, is a key determinant in land use decisions and has a direct influence on growth patterns. Areas which have flat to gently rolling terrain are generally suited for a wide variety of land uses, while more hilly or steep terrain can make the use or development of land expensive or impractical, particularly for nonresidential development. The Town of Midway lies along a north-south ridge line at the confluence of four major drainage basins, Fries Creek in the southwest, Muddy Creek in the northwest, Leonard Creek in the south and Abbotts Creek in the east. The ridge formed by the intersection of these basins is the heart of the Town, and is generally the route followed by the original US Highway 52 and the Winston-Salem Southbound Railroad.

Land along the major north-south ridge line tends to be more suitable for development from a topographic standpoint, with larger swaths of flat uplands found in the general area surrounding the ridge than is typically found elsewhere in the area. A secondary ridge line that runs east-west between Fries Creek and Miller Creek (Hartman Road) also contains a good amount of flat upland, as does the ridge that runs northwest-southeast between Fries Creek and Muddy Creek basins (Hickory Tree Road). Similar areas of prime uplands

are found along the ridge that Enterprise Road follows southwest of Town, along Gumtree Road in the northeastern portion of the Town, and Midway School Road in the southeastern portion of the Town. In contrast to those areas with greater development potential are several areas that have topographic constraints. These areas include the area of Town along Old US 52 in the northwestern portion of the Town, areas lying east of Old US 52 in the Country Lane area and the majority of the eastern portion of the study area outside of the Town limits, which all exhibit potential topographic challenges due to hilly terrain and numerous drainageways.

In addition to the constraints that exist due to the existence of general topographic conditions that can be unfavorable to development, large, and even isolated, areas of steep slopes present an obstacle to development due to the difficulty of constructing infrastructure, buildings and appurtenant features on excessively steep hillsides. While it is unlikely that slope factors will play a major role in future development patterns, the Town should carefully examine development proposals in areas that exhibit steep slope characteristics to ensure the suitability of the land prior to development.

#### FLOOD HAZARDS

Flood hazard areas are those areas which are typically defined as “floodways” and 100 year flood plains. Development in these areas can pose a great risk to both life and property. These areas present a similar level of constraint as do excessively steep slopes, and have the potential to cause widespread damage on the built environment if not properly managed and regulated. Due to the higher elevations near the core of the Town along the central north-south ridge line, and generally rolling terrain, there are only very small areas of floodplain within the Town limits. The major floodplains in the area are associated with Fries Creek west of the Town limits, and Brushy Fork and its tributaries east of the Town limits. Fortunately, the areas surrounding these major floodplains are more rural and the sparse amount of existing development provides opportunities to properly manage development in the vicinity of these flood hazards.

#### WATER SUPPLY WATERSHEDS

Water supply watersheds are designated by the North Carolina Department of Environment and Natural Resources (DENR) for the protection of drinking water supply

sources from contamination or impairment by pollution caused by industrial pollutants or general pollution or impairment from over-development. The Town of Midway is located partially within two State designated water supply watershed areas east of Old US 52. The areas located generally north of Midway School Road are within the Abbotts Creek Watershed, while land south of Midway School Road is within the Leonard Creek Watershed. Both of these areas are classified as WS-III by the NC Department of Environment and Natural Resources. While located within different watersheds, the regulations are identical due to their identical classification as WS-III. Within these areas, future development is regulated in two categories, low density, which is residential development at a density of 2 dwelling units per acre or less than 24% built-upon area, and high density, which is development in excess of the low density standard, but which may not exceed 50% built-upon area. Since the Town of Midway utilizes the “low density” approach, only a limited amount of land (10%) may be developed to the high density standard, at the discretion of the Town Council, within the watershed inside the Town limits. In addition to the density and built-upon area standards, the State requires that vegetated buffers be maintained around all perennial and intermittent streams, with a 30 foot buffer required for low density development and a 100 foot buffer required for high density development. The preservation of these watersheds is an important mandate since they supply drinking water to large portions of Davidson County. If they become impaired, alternative sources of water could be difficult or expensive to obtain, and the State could impose even tighter development restrictions in order to attempt to salvage them for future use.

### **AGRICULTURAL SOIL SUITABILITY**

The suitability of soil for agricultural production is another key factor in the determination of land suitability for development. This is due, in no small part, to the frequent convergence of land which is suitable for agriculture and desirable for development. This convergence of competing values brings a key concern into focus, how best to protect existing agricultural uses from encroachment from urban development which may be incompatible with agricultural operations. By identifying those areas which have soil suitable for agriculture, as well as those areas that are currently in agricultural production, the Town will be able to establish land use regulations that provide adequate transitions

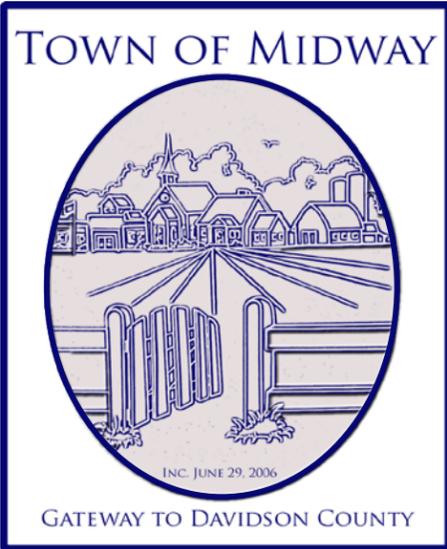
and buffer zones between new development and agricultural uses which may conceivably continue in operation into the future due to the high suitability of the land.

Soils that have been identified by the USDA as being prime farmland are found throughout the Town limits and surrounding area. High concentrations of prime farmland exist in most of the upland areas in Town, though much of that land has been developed, particularly in the Town’s core area between US 52 and Old US 52. Areas in Town along Hartman, Davis Smith, Hickory Tree and Gumtree roads all have large amount of prime farmland soil. Outside of the Town limits, large extents of prime farmland soil are found in the area south of Midway School Road, which has seen less development than areas within Town.

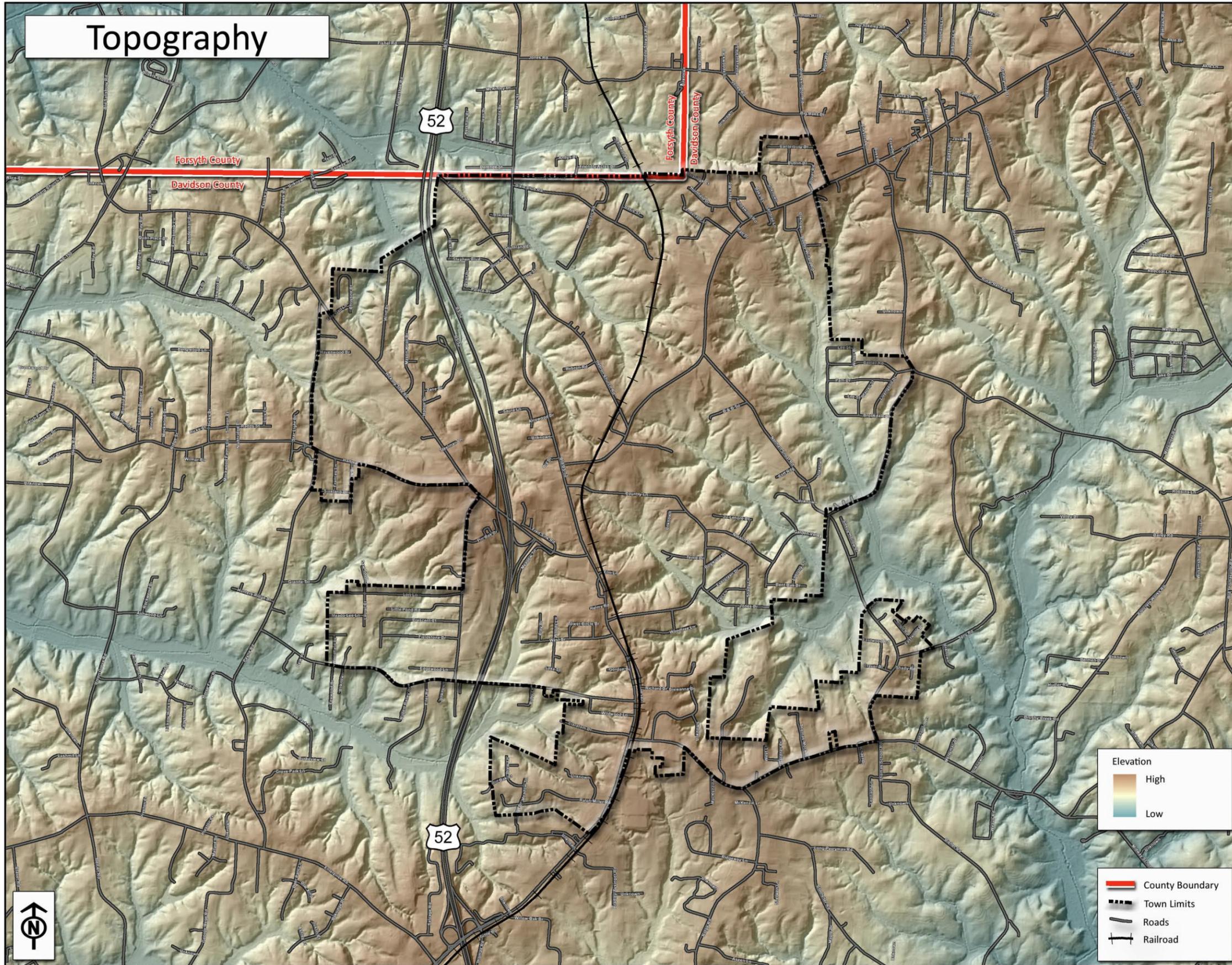
### **ONSITE WASTEWATER DISPOSAL LIMITATIONS**

The suitability of soil for the onsite disposal of wastewater (septic tanks) is a key determinant in the capacity of land to be developed without the benefit of a central wastewater collection system. These soils present a general limitation to the long term use of an onsite wastewater system, particularly on small to medium sized residential lots, even if one is able to function effectively for a period of time since the soils generally have a limit to their absorption and dispersion capacity. Therefore, it is important to understand these limitations and develop policies to limit the likelihood that unsuitable land is developed prior to the provision of an alternative means for disposing of wastewater.

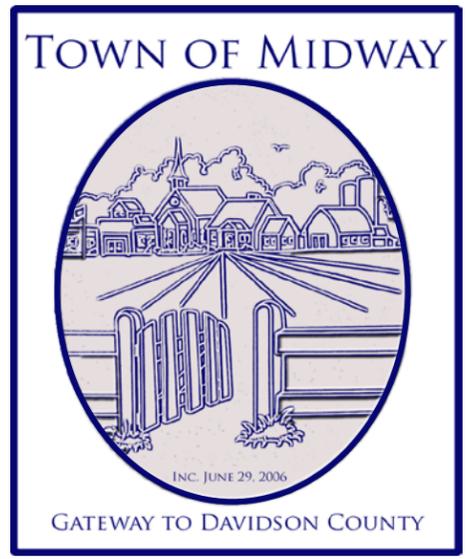
Virtually all of the soil within and surrounding the Town of Midway is rated as having either moderate or severe limitations for onsite wastewater disposal. This does not mean that there is an inherently greater risk that an individual lot will not be able to be developed, but that the general conditions in the soil structure could negatively affect septic tank absorption field function on a localized basis if the limiting soil is the predominant inclusion on the lot. While most of the upland areas in and around Town have only moderately restrictive properties, the vast majority of the land located south and southeast of the Town limits has severe limitations, as does all of the land located within close proximity to drainageways, which carry additional development constraints.



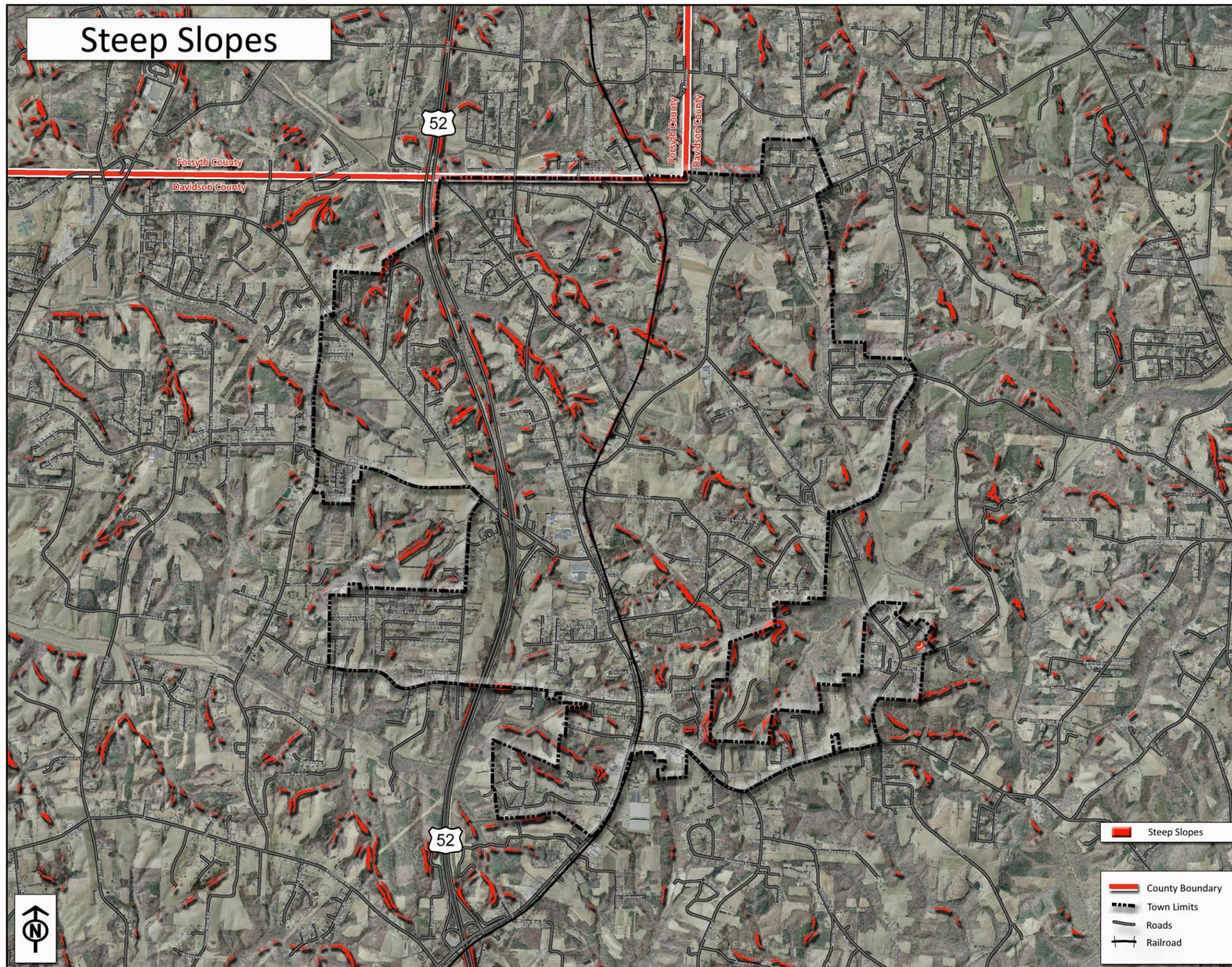
# Topography



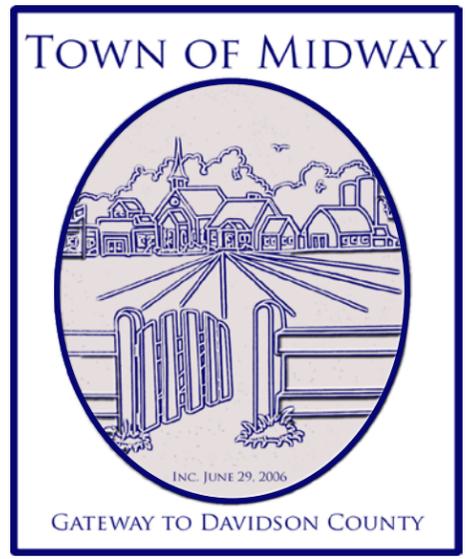
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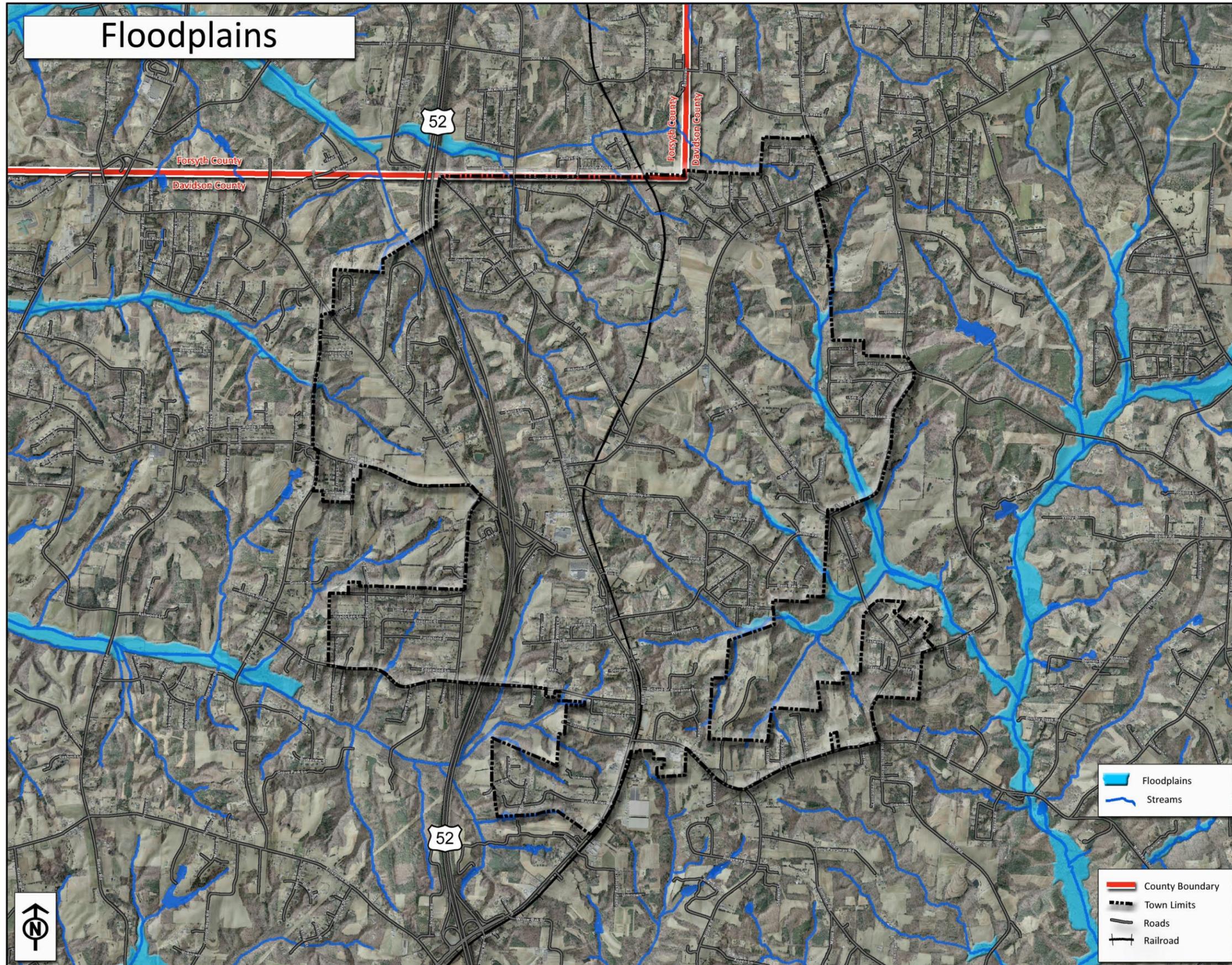
# Steep Slopes



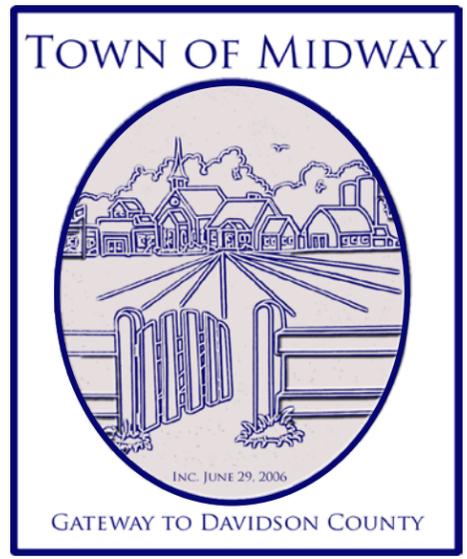
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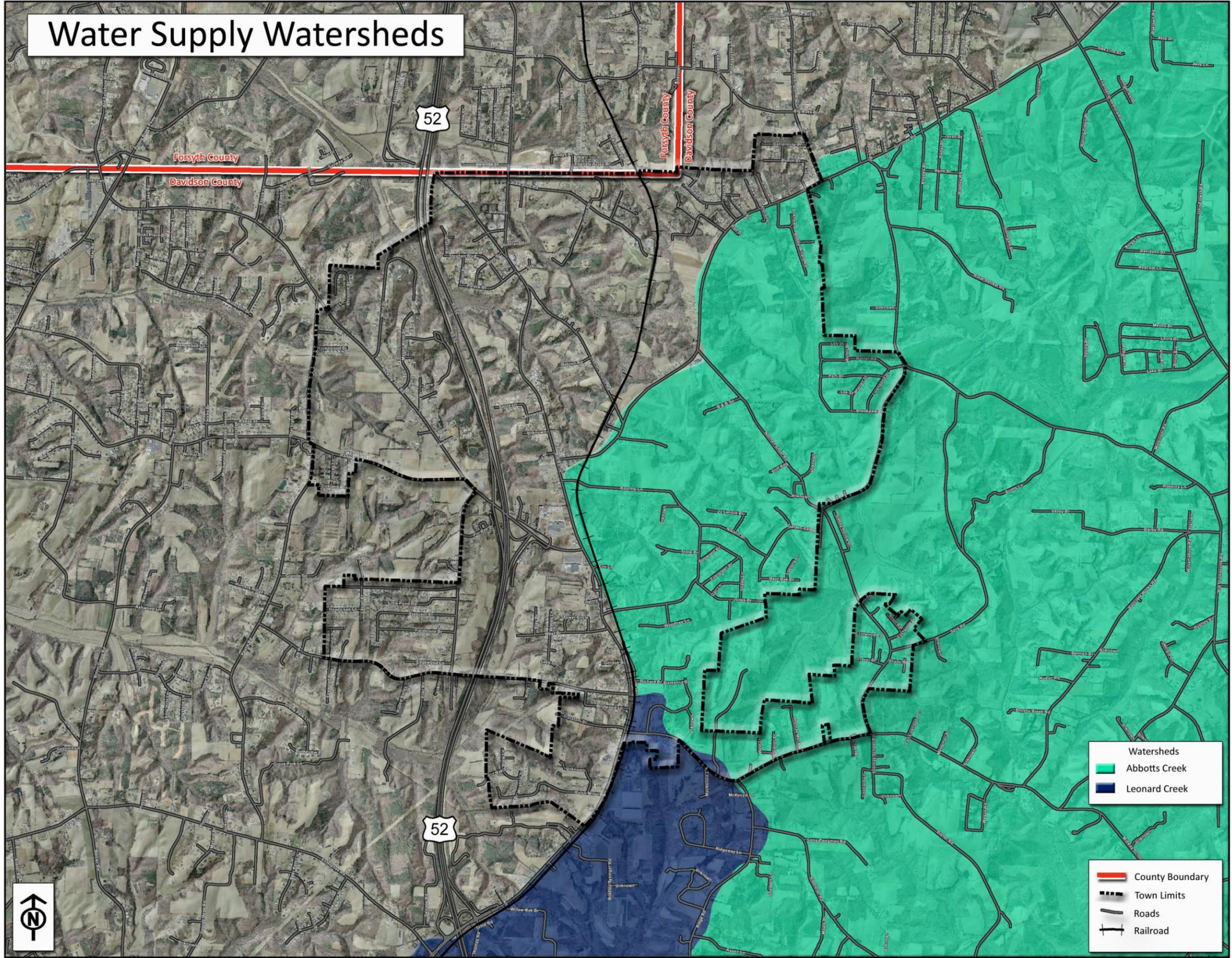
# Floodplains



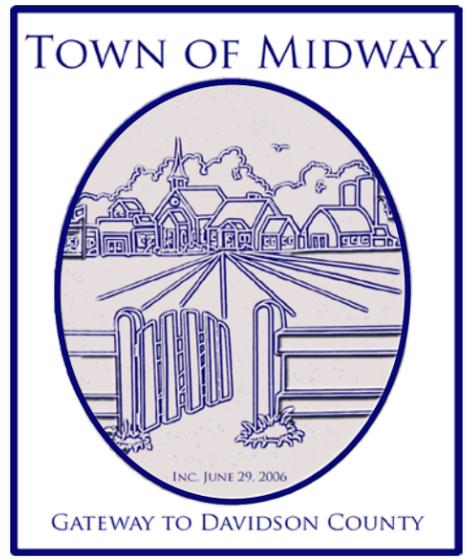
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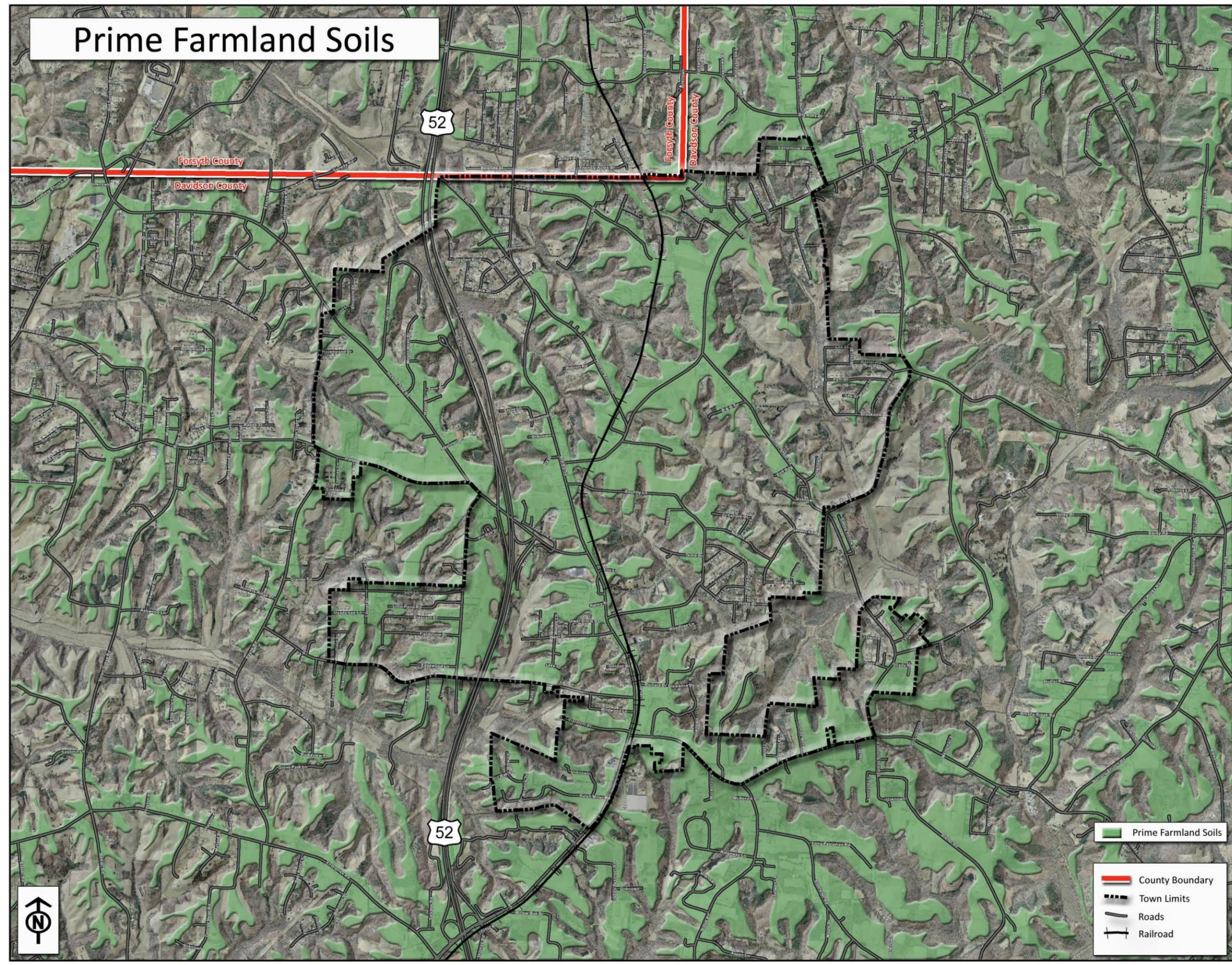
# Water Supply Watersheds



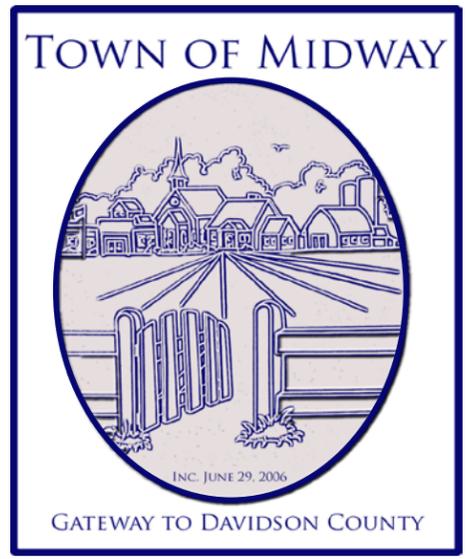
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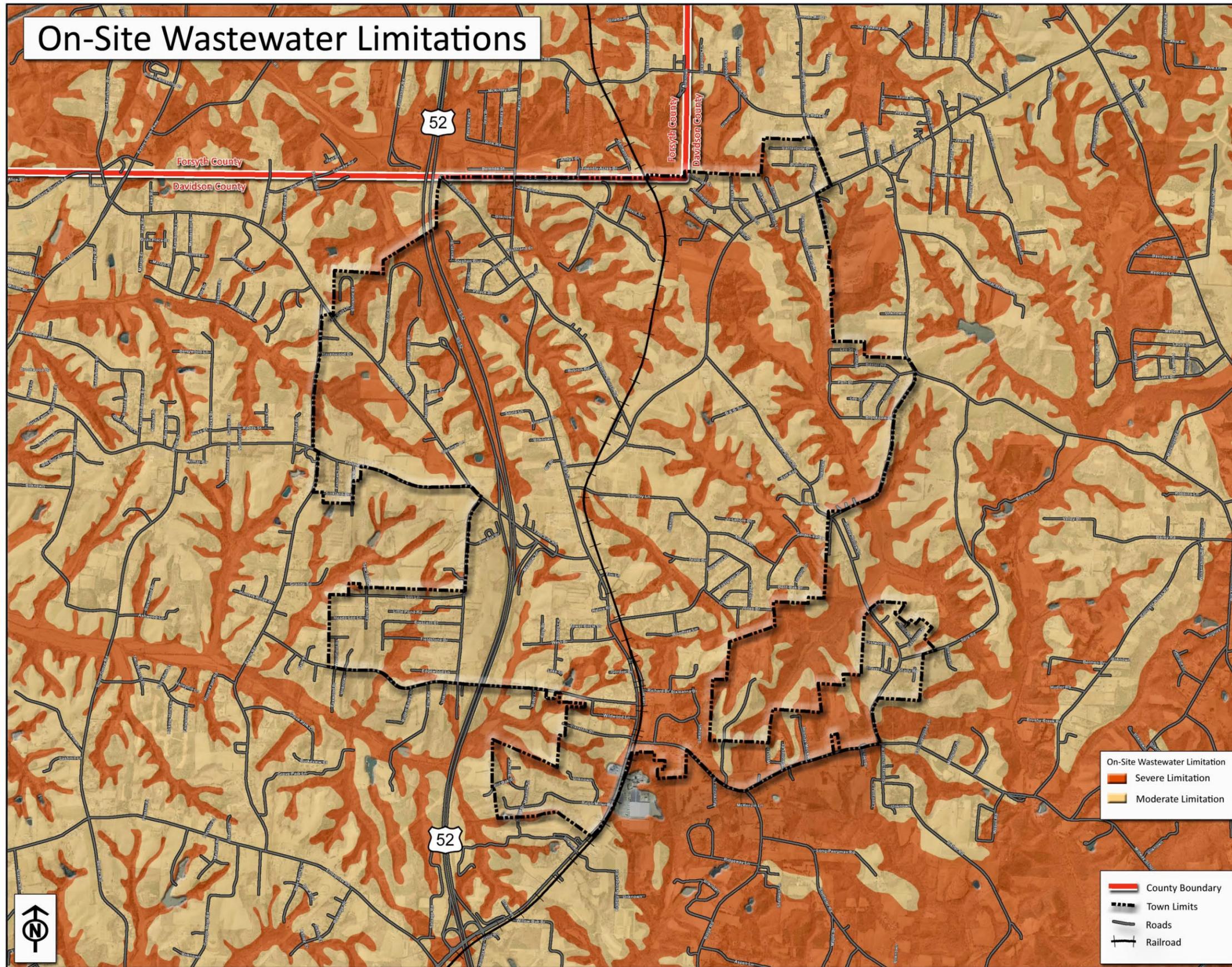
# Prime Farmland Soils



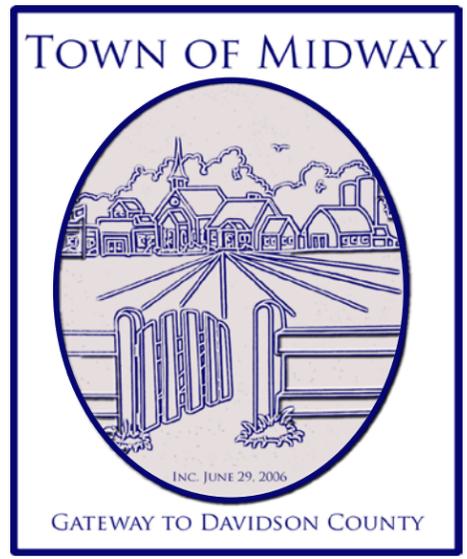
TOWN OF MIDWAY



# On-Site Wastewater Limitations



TOWN  
FROM  
MIDWAY



### EXISTING LAND USE

In order for a town to grow in a well-planned and sustainable manner, new development must be compatible with the established land use patterns, or tailored to affect change in a manner that helps to create the desired future conditions where such change is desired. It is therefore necessary to examine Midway's current land use patterns in order to understand how they either contribute to, or detract from, the land use goals that are set forth in this plan. A well planned future will require the utilization of this information to preserve the Town's positive qualities, while mitigating and avoiding land use conflicts that could negatively alter the character of the Town.

The study area for the land use inventory includes all land within the corporate limits of the Town of Midway, as well as the surrounding area in both Davidson and Forsyth County. The primary method of creating this data was a manual classification in which aerial photos were examined using a GIS (geographic information system) to identify and classify land use throughout the study area. Following the computer based classification a follow-up windshield survey was conducted to verify the accuracy of the initial classification. The result of this was a full classification of the study area into four developed land use classifications as well as a classification of land that is either undeveloped or used for agricultural purposes. Like the future land use map, the classification of existing land use is meant to provide a general classification of land use that provides a broad overview of existing land use. And therefore, the classification is not strictly parcel based, especially with respect to individual residential uses in more sparsely developed areas. This means that there will be both inclusions and exclusions of land use types within the defined areas. Maps detailing the existing land use classification are located following the end of this subsection of the plan.

### RESIDENTIAL LAND USE

The most prevalent of the developed land use classes within the study area is the residential land use classification, which is shown in yellow on the existing land use map.

This classification encompasses all types of residential development, including both single family and multi-family residential developments as well as manufactured housing.

The primary type of residential land use found both within and outside of the Town's corporate limits is single family residential development within conventional residential subdivisions. Inside of the Town limits, large concentrations of single family homes are found throughout the Town in areas adjacent to Old US 52, the primary local transportation route through Town. Large single family residential developments are also located in Town in the Country Lane area, the area between Eller Road and David Smith Road, along Midway School Road, along the north side of Hickory Tree Road, the area near the intersection of Old Thomasville Road and Tom Livengood Road, the area around the intersection of Norman Shoaf Road and Spry Road, and along Gumtree Road near the Town's northeastern border. Outside of the Town limits, concentrations of residential development are found along Hickory Tree Road, Hartman Road, and Payne Road to the west of Town, along Gumtree Road northeast of Town, and Old Thomasville Road east of Town.

Both inside and outside of the Town limits, residential development tends to be large lot subdivisions, both due to the lack of centralized wastewater collection systems in the area and rural zoning classifications that have required developers to subdivide land in a manner that resulted in large lot sizes. Throughout the area, there tends to be separation between concentrations of residential development, generally with intervening agricultural or undeveloped land. This equates to a development pattern that is rather scattered with no single large agglomeration of uninterrupted residential development.

Only very few multi-family housing developments exist within the study area, and these tend to be smaller scale developments with only several units. This is due in part both to the rural nature of the area, as well as the lack of centralized wastewater collection, zoning restrictions, and the abundance of available land for residential development. While there are a number of manufactured homes located within the study area, both within and outside of the Town limits, there are really only two significant concentrations of manufactured housing. The first is located along Norman Shoaf Road near Tom Livengood Road and the other is in the Thomas School road area, south of Midway School Road.

### **COMMERCIAL LAND USE**

Land developed for commercial purposes, like the two other remaining developed land use classes, makes up only a small percentage of the developed land within both the Town and the study area as a whole. There are a number of small commercial nodes along the Town's primary commercial route, Old US Highway 52, but the only major concentration of commercial development is centered around the intersection of Hickory Tree Road and Old 52. This area is home to two midsized suburban style shopping centers, as well as scattered strip commercial type development through the area, extending north to the intersection of Gumtree Road. A similarly developed commercial district is located at the other end of Hickory Tree Road at its intersection with NC Highway 150, straddling the border between Forsyth County and Davidson County. The remainder of the land that has been developed for commercial purposes tends to be scattered on isolated parcels throughout the area along primary transportation routes. Much of this is legacy rural commercial development that served the surrounding agricultural community. As the area has evolved and transitioned from primarily rural and agricultural, to a more suburban type of landscape, new commercial development has tended to be more concentrated and zoning regulations have helped to further restrict the location of commercial development.

### **INSTITUTIONAL LAND USE**

Land developed for institutional purposes, which is typically defined as land uses such as churches, schools, hospitals, cultural facilities and governmental facilities, makes up only a small portion of the developed land use classification in the Town and surrounding area. Within the study area, the area around Midway Elementary School on Midway School Road near Old US 52, Friedberg Elementary School on Friedberg Church Road near the intersection of NC 150 and Hickory Tree Road, and area churches are the only land uses that have been identified as being used for institutional purposes.

### **INDUSTRIAL LAND USE**

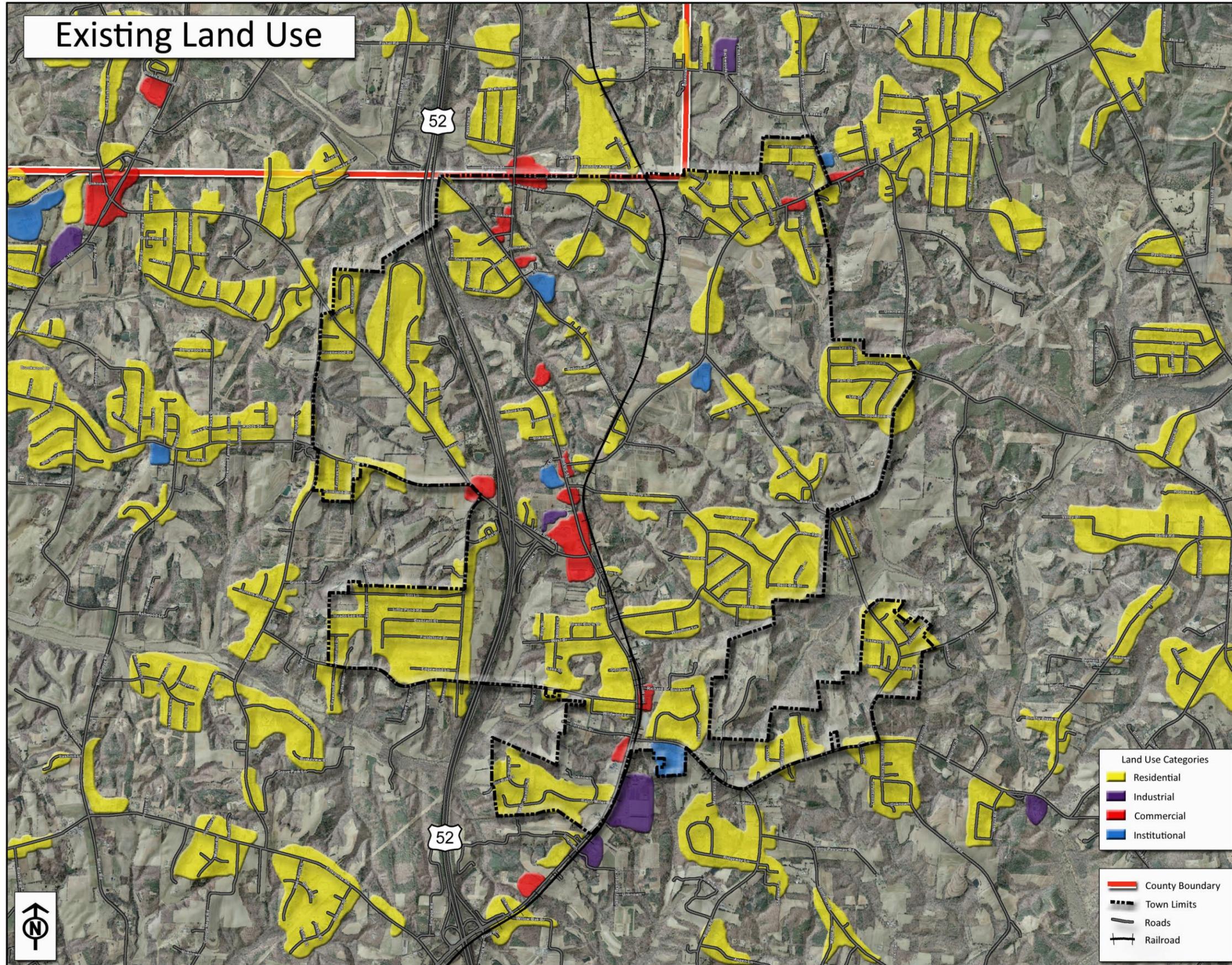
Land used for industrial purposes is found in three primary locations within the study area, and are located, for the most part, outside of the Town's corporate limits. The primary

industrial area is centered on the Owens-Brockway plant on Old US 52 just south of Midway School Road. The second major industrial land use is a concrete plant located on Midway School Road at its intersection with Concrete Works Road, and the final major industrial area is a concrete pipe manufacturer located on NC-150 south of Hickory Tree Road. Most of these industrial uses were developed prior to the suburbanization of the area, and so in some cases they lack adequate buffers from adjoining nonresidential uses. Zoning restrictions have since limited the expansion of industry outside of these existing areas in order to protect existing residential development, as well as to steer industries to more concentrated industrial development areas, such as the region's industrial parks.

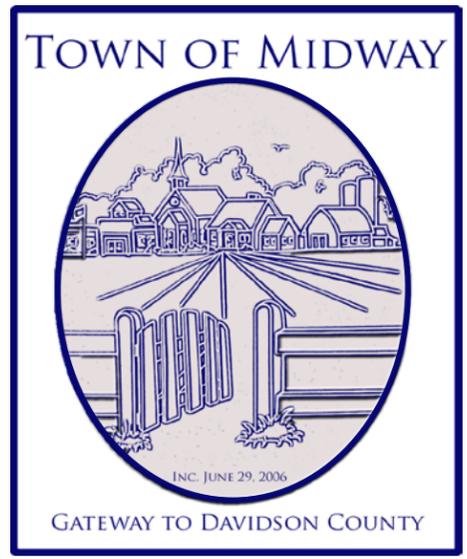
### **AGRICULTURAL AND UNDEVELOPED LAND**

The remainder of the land within the study area that was not classified into one of the four developed land use categories, was placed into the agricultural and undeveloped land use category. This does not mean that no type of development of any kind exists within these areas, but rather the land, if developed at all, is so sparsely developed that it was not developed significantly enough to be placed into a developed land use category. A map detailing this land use classification follows the existing land use map. This map is essentially the inverse of the developed land use classifications. Having this data as a base line will make it easier to analyze development patterns from this point onward since land converted from this category to a developed classification will be easily identified in future studies if the new development is overlaid onto this map.

# Existing Land Use



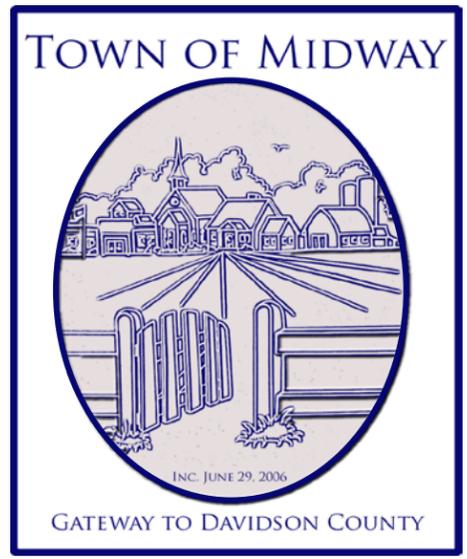
# TOWN OF MIDWAY



# Agricultural and Undeveloped Land



TOWN OF MIDWAY



## DEVELOPMENT REGULATIONS

In order to better understand the existing land use pattern, as well as to assess the efficacy of land use policies, the plan next examines the development regulations that have shaped the Town’s physical form. This both establishes a baseline which can be examined in the future to identify changes in regulation and how they have affected growth, and helps to further familiarize the reader with the current state of land use policies that are in effect today.

### ZONING

Following the Town’s incorporation, it adopted a zoning ordinance which is identical to the Davidson County zoning ordinance. Consequently, the County oriented zoning districts and development standards remain in place, despite the difference in needs between a rural county and a suburban municipality. The result is a set of development and use standards that are somewhat appropriate for the more rural areas of the Town, but unsuitable over the long term for those portions of the Town which are likely to experience the greatest amount of growth pressure in the next ten years. The distribution of the various zoning districts which are in place in the Town is shown on the map at the end of this subsection and the statements of purpose for the Town’s zoning districts follows this discussion.

As the zoning map shows, the primary zoning designations in the study area are the RA-1, RA-3 and RS zoning districts. These three residential districts are similar in the density of development and the types of uses which are allowed, permitting future development to occur on lots of 30,000 square feet in all areas, or 15,000 square feet where public water and sewer service are available. The RA-1 district has been applied primarily to undeveloped areas on the west side of US 52 and along Old US 52 north of Hickory Tree Road. The RA-3 zoning district has been applied to the majority of the land on the east side of Old US 52 that is either undeveloped or sparsely developed with residential land uses. The RS zoning district has been applied to the majority of the conventional single family subdivisions within the Town limits, effectively demarcating areas which have seen residential growth.

The remainder of the Town has been zoned with a mixture of the other, primarily nonresidential zoning districts. These districts tend to have been applied to land that has already been developed, and so there is a great deal of fracturing between zoning districts, with numerous differing, small zoning districts scattered amongst each other, particularly along Old US 52. The largest contiguous areas of nonresidential zoning in the Town are the CS zoning district that has been applied to the shopping centers around the intersection of Hickory Tree Road and Old US 52, and the HC district that has been applied to the commercial area along Old US 52 south of Dixie Club Road. In addition to the base zoning districts, a large overlay district has been applied in the interim to the Town’s commercial core around the intersection of Hickory Tree Road and Old US 52. This overlay district was enacted and applied to the zoning map to ensure that any new development in the area conforms to the US 52 Corridor Plan recommendations until such time that the Town adopts new development regulations that adequately address issues of concern in that area.

### Residential Zoning Districts

#### RA-1, RA-2 AND RA-3 – Rural Agricultural Districts

The intent of the Rural Agricultural Districts is to provide for rural non-farm and farm operations, where soil types, topography, lot size and related factors are appropriate. Long term solutions to sanitary sewage disposal shall be individual septic tanks or equivalent methods. The mix of uses shall recognize that agriculture is an important land use in these districts. Mobile homes are permitted as single family dwellings on individual lots, subject to varying locational controls.

#### RS – Low Intensity Residential District

The intent of the Low Intensity Residential District is to provide space for suburban residential development, where soil types, location, and topography make this type of development appropriate.

#### RM-1 – Medium Density Residential District

The intent of the Medium Density Residential District is to provide space for medium density residential development in areas served by public water supply and where sanitary

sewage disposal can be appropriately handled. This district shall normally be located with access to collector or primary streets.

### **RM-2 – High Density Residential District**

The intent of the High Density Residential District is to provide for high density residential development in areas that can be served by both public water supply and sanitary service collection systems. This district shall be located such that eventual annexation by municipalities is likely.

### **Nonresidential Zoning Districts**

#### **RC – Rural Commercial District**

The intent of the Rural Commercial District is to provide for low traffic volume sales of convenience goods and limited personal service needs in rural areas. Rural Commercial districts are intended primarily for establishments serving the immediate vicinity.

#### **CS – Community Shopping District**

The intent of the Community Shopping District is to provide for personal services, offices, and the retailing of durable and convenience goods for the community. Because these commercial uses are high generators of traffic they should be concentrated at the intersection of collector and arterial roads.

#### **O/I – Office and Institutional District**

The Office/Institutional District is intended to provide locations for medium intensity office and institutional development and, where appropriate, will be applied as a buffer between non-residential and residential zoning districts.

#### **HC – Highway Commercial District**

The Highway Commercial District is intended to provide locations for the retailing of convenience goods, automotive products and services, food services, and transient lodging for travelers along major streets and highways. Because these commercial uses are subject to considerable public exposure and are important to the economy of Davidson County, they shall have ample parking, controlled traffic movement and suitable landscaping.

#### **LI – Limited Industrial District**

The Limited Industrial District is intended to provide sites for manufacturing, warehousing, processing and related uses whose operating characteristics limit their effects on adjacent uses.

#### **HI – Heavy Industrial District**

The Heavy Industrial District is intended to provide sites for industrial, processing and related operations whose external effects could be detrimental to certain classes of uses. This district shall normally be located so that traffic to and from the use has direct access to an arterial street and normally this district shall not be located directly adjacent to residentially zoned land.

### **SUBDIVISION REGULATIONS**

In 2010, the Town adopted a subdivision ordinance to supplement the zoning ordinance by regulating the division and development of land. The subdivision ordinance sets standards for the installation of infrastructure, including, streets, sidewalks and utilities in conjunction with land development activities. The ordinance also requires the conformance of new subdivisions with plans for road widening, ensuring that adequate dedication of right-of-way occurs to meet future road construction requirements.

### **WATERSHED PROTECTION REGULATIONS**

The Town administers watershed protection regulations that apply to the two water supply watersheds within the Town's jurisdiction. These regulations limit the density of residential development as well as setting a maximum limit on impervious surfaces and require stream buffers along perennial streams in the watershed. The Town currently uses the low density development option in both watersheds, which limits more intense commercial development to 10% of the land area within the Town's jurisdiction. More detailed information on the regulations as well as a map showing the water supply watershed areas is located in the environment and natural resources section of the plan.

### **PHASE II STORMWATER REGULATIONS**

The majority of the remainder of the study area, while not in a regulated Water Supply Watershed, is subject to the State administered Phase II stormwater program which regulates post construction stormwater discharges. These regulations have been applied due to the Town's close proximity to Winston-Salem, which holds a National Pollution

Discharge Elimination System permit. Because of the Town's location, it falls within Winston-Salem's "sphere of influence", which is defined as a regulated city's potential extraterritorial zoning jurisdiction, regardless of the presence of nearby municipalities. Because Midway was not incorporated when the last round of designations were conducted for Phase II, the State still administers the program within the Town, though this could change following the 2010 Census. Within these areas there is no strict limit on the density or intensity of development, however development or redevelopment projects which disturb more than one acre of land and cause an increase in the percentage of built-upon area are required to adhere to the State stormwater regulations. For projects that result in residential development density at a rate of 2 or fewer dwelling units per acre, or 24% or less built-upon area, vegetated stormwater conveyances must be used for post construction stormwater control, and all built-upon area must be located 30 feet landward from perennial and intermittent streams. Projects that exceed the low density standard are required to maintain the same stream buffer as required for low density projects, but must also control and treat the difference in pre and post development stormwater runoff generated by the 1-year 24 hour storm, while removing 85% of total suspended solids (TSS) in the stormwater. This is generally achieved through the use of structural stormwater best management practices (BMPs) such as wet and dry detention ponds, rain gardens and stormwater wetlands. Because of the cost and land area required to treat stormwater, it can have a negative effect on development potential. A map showing the extent of these regulations follows the zoning map at the end of this section.

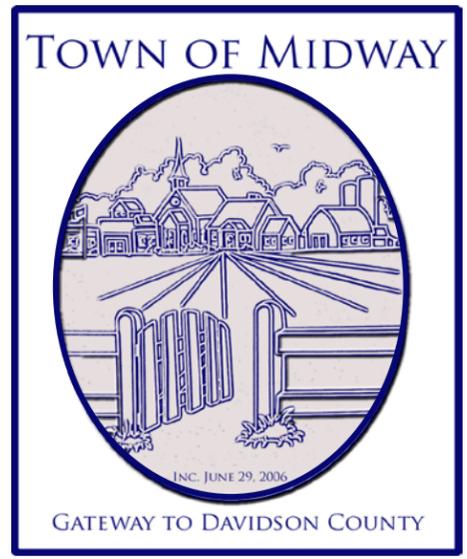
### FLOOD DAMAGE PREVENTION REGULATIONS

The Town administers a flood damage prevention ordinance which regulates development within areas of the Town which have been identified by the state as lying within either designated floodways or 100 year floodplains. These regulations prevent the establishment of certain types of land uses within floodplains and impose construction standards that are intended to minimize the hazard to life and property in the event of a flood event within the floodplain. These regulations allow the Town's property owners to receive Federally subsidized flood insurance. The extent of the areas covered by these regulations is shown on the floodplain map in the environment and natural resources section of the plan.

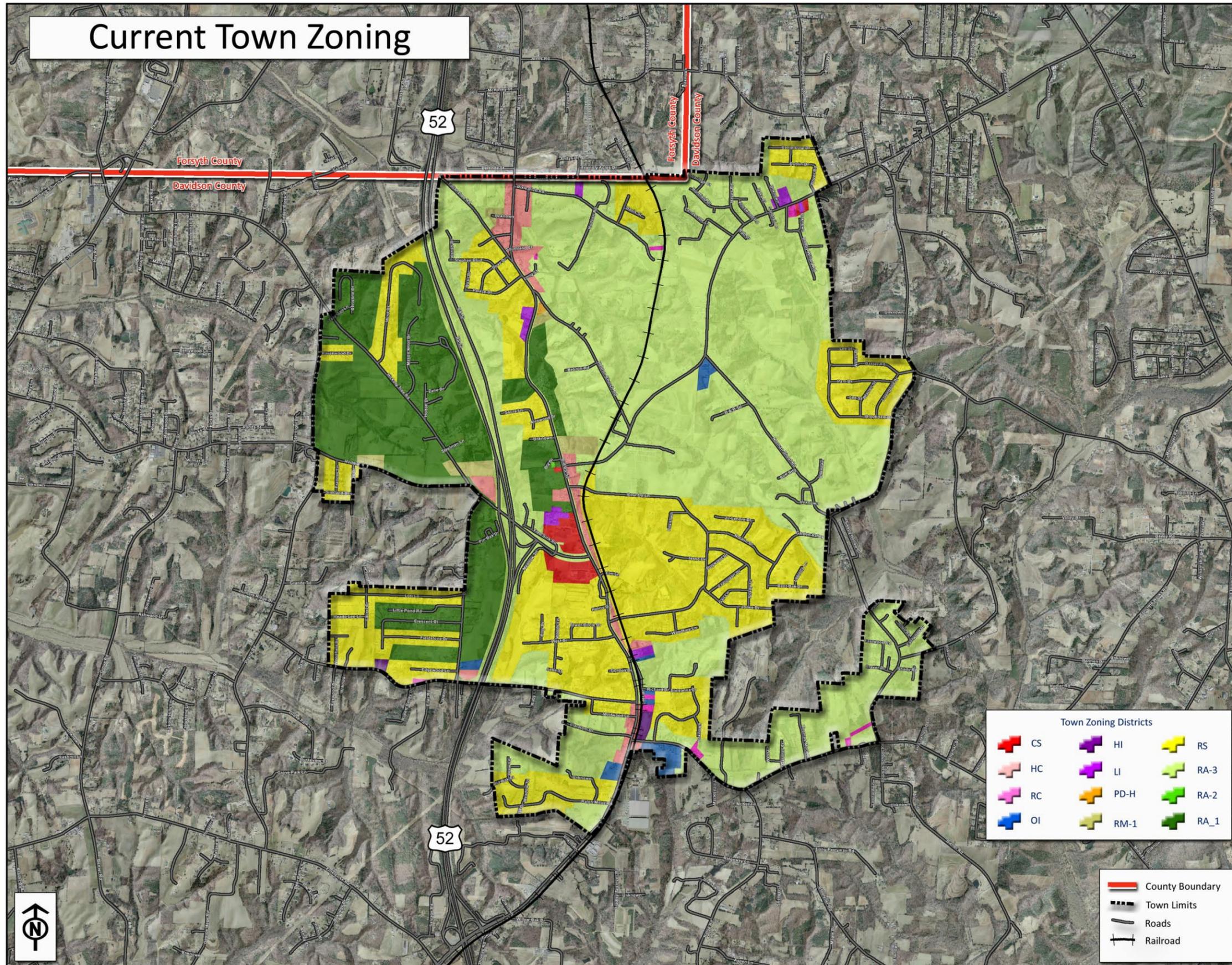
## TRANSPORTATION

Understanding the way in which people move throughout the area is crucial to understanding land use patterns, since transportation routes are key drivers of growth. The most important transportation artery in Midway is US Highway 52, which runs as a freeway from Lexington to Winston-Salem through Midway, with interchanges at Old US 52 and Hickory Tree Road. Plans call for US 52 to be upgraded to interstate standards and designated as I-285 in the next few years. The road is currently handling interstate highway volume traffic, with an average of 31,000 vehicles passing the Hickory Tree Road interchange each day. Hickory Tree Road, which connects Old US 52 in Midway with NC 150 south of Winston Salem, is the primary east west thoroughfare in the area, handling 10,000 vehicles per day east of US 52 and 15,000 vehicles per day west of US 52. Old US Highway 52 parallels US 52, serving as the primary local north-south route through the Town since it was replaced by US 52. Numerous other roads, primarily former farm to market roads, provide a fairly well connected local transportation network throughout the area, with greater connectivity in general in the areas west of the Town limits, and somewhat more limited connectivity, primarily due to environmental factors, in the areas east of Old US 52. A map that diagrams the area's transportation routes and key intersections is included at the end of this section.

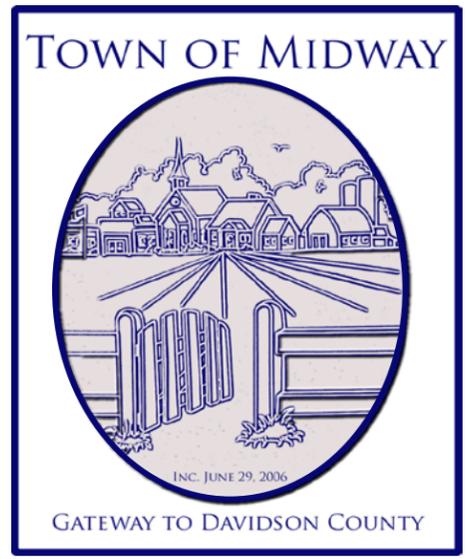
While US 52 is a modern four lane facility that will soon be upgraded to interstate highway standards, some of the local routes, particularly Old US 52, Midway School Road, Gumtree Road and Hickory Tree Road lack adequate capacity to deal with a large amount of future growth. In addition to the deficiency of capacity on those previously listed roads, grade crossings along the rail line through town are inadequate in some areas, with upgrades needed to improve safety. Pedestrian and bicycle infrastructure within the Town and surrounding area is virtually nonexistent at the present time, with no defined bicycle lanes and very few sidewalks. This increases the reliance on automobiles since no alternatives are provided, even for short trips, which in turn further taxes capacity on some of the area's primary roads.



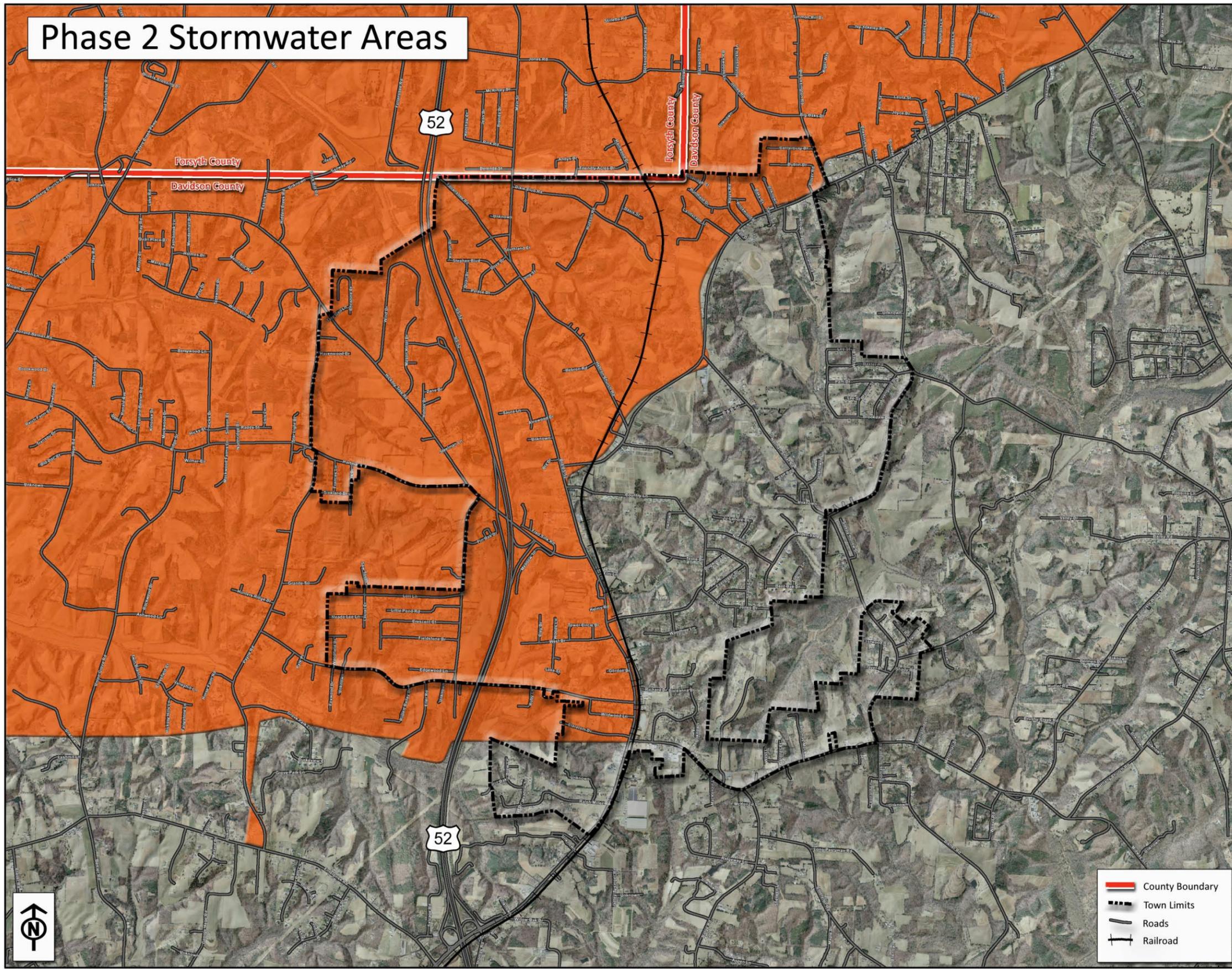
# Current Town Zoning



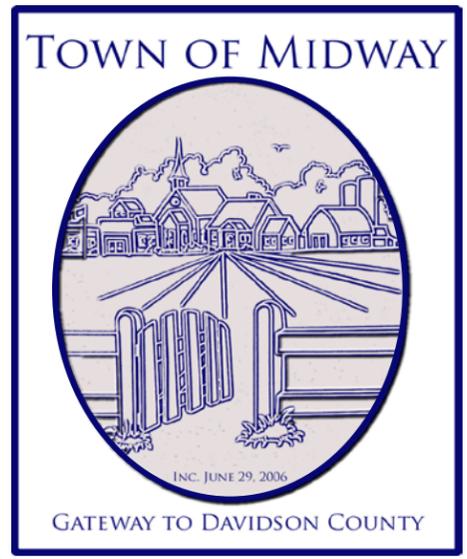
TOWN OF MIDWAY



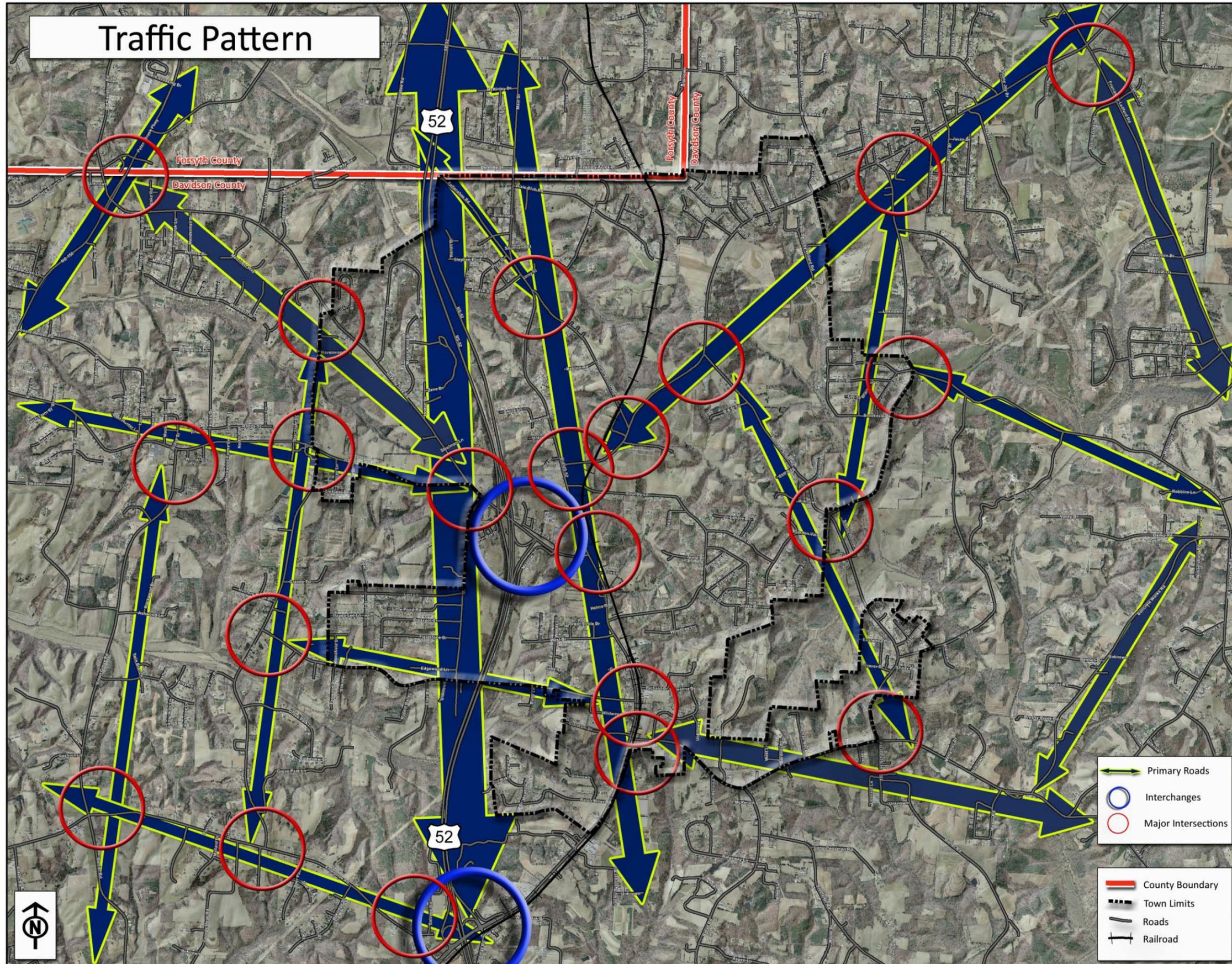
# Phase 2 Stormwater Areas



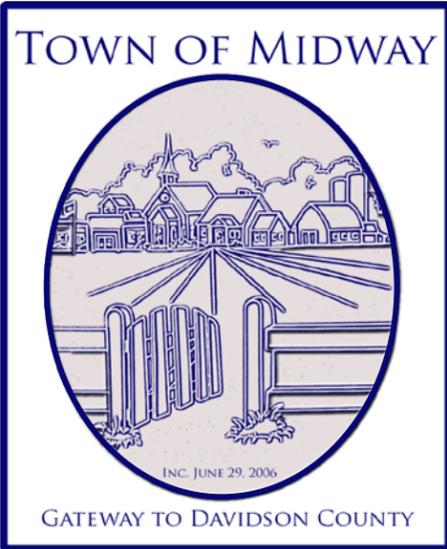
TOWN OF MIDWAY



# Traffic Pattern



TOWN  
MIDWAY



# PUBLIC PARTICIPATION

Public participation in the development of a land use plan, or for that matter any plan prepared by a local government, is extremely important to the ultimate success of the plan. Without broad community support, even the most well thought out and well intentioned plan can face backlash if those affected by the plan are not included in the process and given a voice. The Town Council and Planning Board recognized the importance of including Midway’s citizens, business owners, property owners and others with a vested interest in the outcome of the plan in the planning process. This section explains the process that was used during the public input process and gives details on the results of the input exercises that community members participated in.

## PUBLIC INPUT MEETINGS

The first public input meeting was held on May 25<sup>th</sup>, 2010 at the Midway United Methodist Church. The Planning Board worked with the consulting team during the prior months to prepare for the meeting by developing the format of the meeting, establishing issues to be discussed and preparing the public input exercises. Notices were mailed to all property owners within the Town limits, and the meeting was advertised in the local paper and announced at community events and meetings in order to garner a high level of attendance.

The meeting format consisted of both an organized meeting in the evening and a “drop in” session during the afternoon so that residents who would be unable to attend the evening meeting would be able to participate. Attendees at each time were able to fully participate in all of the exercises and discuss their concerns and give feedback to the consulting team. The evening meeting began with opening remarks by Mayor Byrum, followed by a presentation by the consulting team that outlined the format of the public input exercises. Attendees were given the three tasks to complete at the meeting. The first exercise

consisted of issue prioritization through a voting system. Land use and development issues were arranged by topic area, and each attendee was given a set of five “voting dots” that they placed beside the issues that they felt were most important to the community. No instructions other than to use all of their dots were given, enabling the participants to vote on issues within as many or as few topic areas as they felt

necessary. The resulting tally of the voting enabled the Planning Board to determine the desires of the community with greater certainty, and played a major role in developing the plan’s goals. The second public input exercise was a “development preference survey”, which was used in the planning process to help develop the desired visual development style for the community, and has also served an important role in the preparation of new development regulations that the Town will be adopting following the adoption of the land use plan. The final exercise was a visioning exercise in which attendees were asked to, in five words or phrases, describe the Town as it existed today, and in five words or phrases, how they desired it to be in the future. These descriptions of “Midway Today” and “Midway Tomorrow” were used in the process of developing the future land use vision that is detailed in the following section of the plan.

Following the completion of the formal exercises, participants were encouraged to examine the maps that had been prepared and placed throughout the room that detailed some of the background research that had been conducted, and were also encouraged to discuss



their concerns and desires with members of the consulting team and Town Planning Board. After the meeting, the results of all of the public input exercises were tallied and summarized for presentation to the Planning Board, which used the results to help develop the future land use vision and goals and prepare the future land use map.

Towards the completion of the development of the plan, the public was given other opportunities to provide input and feedback to the Planning Board and Town Council. A second public input meeting was held in September in order to present the draft of the vision, goals and future land use map to the public, and following that meeting, a public comment period began, which lasted until the first draft of the entire plan was prepared in November. At the final stage of the process the public was given another opportunity to comment on the plan at a public hearing that was held by the Town Council in (MONTH) prior to the final vote to formally adopt the plan.

### ISSUE PRIORITIZATION RESULTS

Issue prioritization is an important tool in the development of a land use plan. Prior to the initial public input meeting, the Planning Board developed a set of issues that it wanted the community to help it rank. These issues were divided into seven broad topic areas for classification purposes. The topic areas that were used for this exercise were land use, transportation, housing, parks and recreation, community services and facilities, economic development and environmental and natural resources.

At the initial public input meeting, attendees voted on the importance of the issues that were presented, and following the meeting, the results of the public input were tallied and summarized. These results were then used to help the Planning Board focus the goals of the plan on those issues that were most important to the public. The prioritized issues were also used in the development of the plan's overall vision and the future land use map. The following are the key results from this exercise.

The top issues that were identified by the public at the initial public input meeting are shown below, a "T" indicates that there was a tie in the number of votes for that issue. The number in parentheses indicates the total number of votes received by the issue (377 total votes were cast)

1. The expansion of neighborhood and convenience retail options. (39)
2. The establishment of a Town-wide wastewater collection system. (34)
3. The preservation of agricultural land and open space. (29)
- T4. New single family development on large lots. (21)
- T4. Safety improvements on Old US Highway 52. (21)
- T4. Improving the appearance of the Town's commercial areas. (21)
7. Developing new parks with active recreation facilities. (19)
8. Establishing curbside recycling service. (15)
9. Securing land and building a new Town Hall. (14)
- T10. Maintaining a low density residential development pattern. (13)
- T10. Protecting streams and other natural areas from overdevelopment. (13)

### DEVELOPMENT PREFERENCE SURVEY RESULTS

The results of the development preference survey are detailed on the following pages. During this exercise, participants were asked to rank photographs depicting different development styles in six development categories. The categories included primary roads, commercial development, signs, residential streets, single family residential and multi-family residential development. Each development category had its own poster with six photos labeled A-F. Participants assigned a numeric rank, from 1-6, with 1 being the most preferred and 6 being the least preferred to the photographs on an accompanying score sheet. The results of this exercise were tallied and the photos were assigned an ordinal rank, from 1<sup>st</sup> to 6<sup>th</sup>, and a score which is the inverse of the average rank given to the photo, so a higher numeric score equals a higher preference ranking. The photos (as they appeared on the posters, rankings and numeric scores are shown on the following pages:

PRIMARY ROADS

COMMERCIAL DEVELOPMENT



Rank: 4<sup>th</sup> - Score 3.98



Rank: 3<sup>rd</sup> - Score 4.13



Rank: 1<sup>st</sup> - Score 4.40



Rank: 6<sup>th</sup> - Score 2.18



Rank: 5<sup>th</sup> - Score 2.23



Rank: 2<sup>nd</sup> - Score 4.20



Rank: 2<sup>nd</sup> - Score 4.45



Rank: 6<sup>th</sup> - Score 2.23



Rank: 3<sup>rd</sup> - Score 3.38



Rank: 1<sup>st</sup> - Score 4.62



Rank: 5<sup>th</sup> - Score 3.02



Rank: 4<sup>th</sup> - Score 3.36

**SIGNS**

**RESIDENTIAL STREETS**



Rank: 6<sup>th</sup> - Score 1.87



Rank: 5<sup>th</sup> - Score 2.40



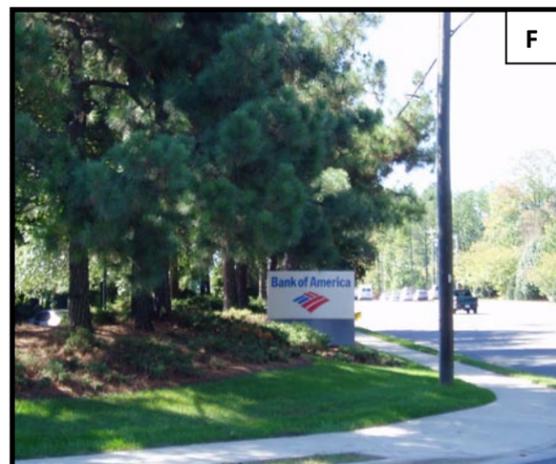
Rank: 2<sup>nd</sup> - Score 4.84



Rank: 1<sup>st</sup> - Score 5.15



Rank: 4<sup>th</sup> - Score 2.58



Rank: 3<sup>rd</sup> - Score 4.32



Rank: 4<sup>th</sup> - Score 3.40



Rank: 5<sup>th</sup> - Score 3.17



Rank: 1<sup>st</sup> - Score 4.46



Rank: 2<sup>nd</sup> - Score 4.00



Rank: 6<sup>th</sup> - Score 2.88



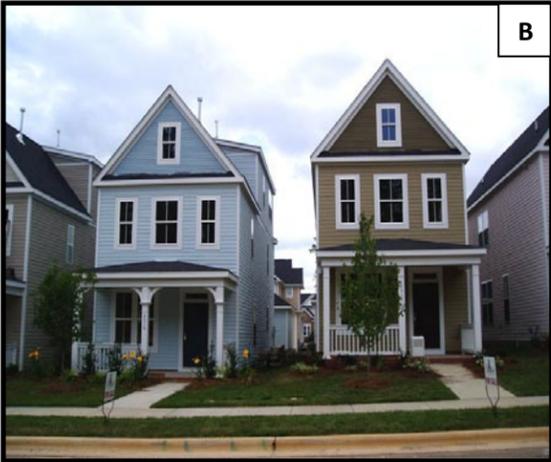
Rank: 3<sup>rd</sup> - Score 3.44

**SINGLE FAMILY RESIDENTIAL**

**MULTI-FAMILY RESIDENTIAL**



Rank: 1<sup>st</sup> - Score 5.34



Rank: 5<sup>th</sup> - Score 2.27



Rank: 4<sup>th</sup> - Score 3.43



Rank: 6<sup>th</sup> - Score 1.62



Rank: 3<sup>rd</sup> - Score 3.45



Rank: 2<sup>nd</sup> - Score 4.96



Rank: 2<sup>nd</sup> - Score 4.20



Rank: 5<sup>th</sup> - Score 3.13



Rank: 3<sup>rd</sup> - Score 3.83



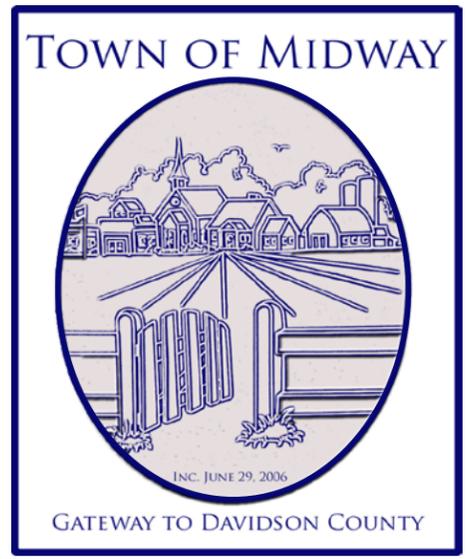
Rank: 4<sup>th</sup> - Score 3.60



Rank: 6<sup>th</sup> - Score 1.73



Rank: 1<sup>st</sup> - Score 4.20



# VISION, GOALS, AND STRATEGIES

In order to achieve the desired future set forth in this plan, the Town will need a core set of principles to guide its actions over the coming years. The vision, goals and strategies set forth in this section of the plan serve as the guideposts for the Town to follow as it moves forward. The goals established in this section, coupled with the future land use map and implementation framework, complete the foundation from which the Town's future land use pattern will emerge.

## VISION FOR THE FUTURE

Through the feedback received during the initial public meeting, and with several months of discussion with the Planning Board, a vision for the Town's future was developed that will serve as the foundation upon which all future land use decisions will be made, and the basis upon which the goals, strategies and future land use map have been developed. The Town's vision for the future is not a complicated treatise, but rather a simple statement of principles and desires for the future of the Town. These core principles and vision of the future are meant to be relied upon as the Town makes decisions on land use, and should be used to constantly evaluate the direction that its decisions are talking it.

### Core Principles

Three core principles to guide land use decisions emerged from the planning process. These simple statements capture the essence of what the Town and its residents value most about their community and wish to preserve and promote as the Town moves forward.

**Small Town Charm** – Development will occur in a manner that preserve's Midway's unique identity and heritage and contributes to the enhancement of the Town's image as a welcoming small town in a region whose rapid growth is quickly transforming other small towns into clones of their larger neighbors.

**Rural Character** – The preservation of the rural character of the community is a vital ingredient in maintaining the quality of life for the Town's residents. The agricultural heritage of the Town is valued, and future development patterns should be guided in a manner that respects the environment, preserves open space, and concentrates more dense development towards the Town's core.

**Quality Development** – The Town of Midway desires a built environment that reflects the Town's unique charm and character. New development will be regulated in a manner that encourages the highest quality outcomes possible, while development styles that do not support the Town's unique character and image will be discouraged through regulations that prevent incompatible development from occurring.

### Midway Tomorrow

Building upon the preceding core principles, a vision for the Town's future emerged. These statements reflect the desired future that came out of the planning process. These are, essentially, the statements that residents want to be able to make when they describe the Town in the future. And so, the Town's elected and appointed leaders should evaluate their decisions going forward to determine whether they either support or detract from a resident being able to say the following in the year 2020:

The Town of Midway is:

- **A town that has a true "sense of place" and unique character.**
- **A town that has grown and developed in harmony with the environment.**
- **A town that is a viable place to do business, with vibrant commercial areas and new businesses.**

## GOALS AND STRATEGIES

This subsection of the plan details the seven land use goals that have been developed to support the vision of the plan, and to help achieve the desired future land use scenario that is depicted on the future land use map. These goals should be viewed as both practical and achievable over the plan’s horizon. Each goal presented in this subsection is supplemented with strategies to help the Town develop methods for achieving them. If these goals are incorporated into the Town’s decision making process as benchmarks upon which to evaluate major decisions for consistency, then the desired vision of the land use plan should be realized.

### Goal 1

***The Town will adopt land use policies and regulations that support and maintain the area’s rural character by encouraging balanced growth and the preservation of agricultural land and open space.***

- Incorporate minimum open space requirements into zoning and subdivision regulations.
- Provide incentives for development proposals that provide more than the required amount of open space or utilize innovative design techniques to enhance their compatibility with the rural character of the Town.
- Adhere to policies that encourages development in areas that have the infrastructure and environmental capacity to absorb the growth without significantly impacting the character of the area.
- Adopt regulations and enact policies that provide for landowners’ participation in the Voluntary Agricultural District program.



- Partner with land owners to develop protection strategies, such as conservation easements, for land that they wish to preserve from development.

### Goal 2

***The Town will work to facilitate commercial growth in the Hickory Tree Road / US 52 area in accordance with the US 52 Corridor Plan.***

- Ensure that development regulations that support the vision of the US 52 Corridor plan are applied throughout the Town’s core commercial area.
- Partner with property owners to develop master plans for utility and street networks in the core commercial area that support the development vision outlined in the US 52 Corridor Plan.
- Adopt and enforce land use policies that focuses commercial growth toward the Town’s core commercial area, such as by limiting the available supply of commercially zoned land outside of this area.



*Approved Development Concept for the Hickory Tree Road / US 52 Area*

- Work with the NCDOT and property owners in the core commercial area to implement the roadway improvements recommended by the US 52 Corridor Plan.

**Goal 3**

*New development in the Town will complement existing land use patterns through compatible infill development and the protection of existing residential areas from encroachment by incompatible land uses.*

- Adopt and enforce zoning regulations that require adequate buffering between land uses of differing intensity, such as residential and commercial development.

The photo illustration to the right demonstrates the proper use of natural buffers to separate incompatible land uses, such as residential and industrial development.



- Carefully evaluate development proposals and zoning map amendments to ensure that residential areas are appropriately protected from land uses that may not be compatible, such as a new industrial use being located next to a residential area without any consideration to negative impacts including noise, dust, odor and traffic.
- Adopt regulations that require context sensitive design standards to ensure that infill development and nonresidential development on the fringes of residential neighborhoods are compatible with the surrounding development pattern.

**Goal 4**

*All new commercial development within the Town will be designed and constructed to the high standards of the community, and in a manner that enhances the community's character.*

- Adopt general commercial design standards that address the appearance of commercial structures to ensure that they are compatible with the Town's character.
- Adopt performance based development standards that provide for landscaping and screening that enhances the appearance of both new and redeveloped commercial properties.
- Utilize site plan review procedures that ensure that new development is in full compliance with all Town ordinances and regulations.
- Use the transactional leverage afforded the Town through conditional zoning to negotiate the highest quality development possible when appropriate.
- Provide incentives for commercial development that exceeds the minimum performance standards in the ordinance.

**Goal 5**

*Natural resources, including agricultural land, forestland, streams, drinking water sources, and wetlands will be protected from the potentially harmful impacts of overdevelopment.*

- Establish a stream buffer regulation that exceeds state mandated requirements throughout the Town, and encourage the preservation of land along streams as required open space
- Encourage the use of conservation development techniques to incentivize the implementation of development techniques that have the least amount of impact on the environment.

## TOWN OF MIDWAY – LAND USE PLAN

- Work with local land conservancy organizations and environmental agencies to develop a prioritized open space protection plan, and utilize the plan when reviewing development proposals for conformance with open space preservation priorities.
- Review zoning and development proposals to ensure that incompatible development does not encroach into areas around working farms.
- Adopt regulations to preserve trees in connection with development.
- Ensure that proper development review procedures are in place to ensure compliance with state mandated watershed protection rules.
- Work with developers, property owners and the County to identify opportunities for the expansion of the wastewater collection system, and quickly work to remedy issues with failing onsite wastewater systems.

### Goal 6

***The Town's transportation network will be safe, efficient, and accommodate all forms of transportation, including provisions for pedestrians and bicyclists.***

- Develop a prioritized local transportation improvement plan to use as a guide for requiring improvements to local roads in conjunction with new development
- Adopt a complete streets policy and accompanying development regulations that requires the installation or upgrade of roadways to accommodate both vehicular and non-vehicular transportation.
- Prepare a comprehensive pedestrian and bicycle plan to identify and prioritize routes for improvement, and pursue funding to implement the recommended improvements.
- Adopt access management standards that limit curb cuts along major roads and require the separation of driveways from each other and street intersections.

- Pursue funding for local transportation improvement projects and adopt policies and regulations that require new development to contribute, through in-kind improvements or fees-in-lieu, to the upgrade of roads in accordance with the local transportation plan.
- Work with NCDOT on roadway design plans for improvement projects to ensure that state funded projects meet the design and appearance expectations of the Town.



The photo illustration above demonstrates a road widening project that implements capacity, access management, pedestrian, and aesthetic improvements.

### Goal 7

***The Town will only pursue growth opportunities that will allow it to develop in a manner that enables it to provide services efficiently and effectively to all residents, current and future.***

- Adopt annexation policies that discourage the annexation of small, or isolated noncontiguous properties into the Town.
- Require that petitions for voluntary annexation evaluate the impact of the proposed annexation on Town services.
- Evaluate proposed development plans to ensure that adequate public service and infrastructure capacity exists, and require mitigation when deficiencies exist.

# FUTURE LAND USE

The development vision and goals set forth in the preceding section of the plan must be translated into a spatial depiction of how the Town desires to both change and preserve existing land use patterns as it grows over time. The future land use map contained in this section provides the Town with a guiding document that will be used by its elected and appointed leaders, citizens and developers as they make land use decisions, develop other related plans, develop and implement Town policies and prepare and execute capital improvements plans. While the land use categories and map contained in this section reflect the current land use vision and desires of the Town, it is important to remember that this section of the plan, perhaps above all others, should be monitored, reviewed and updated as the situation on the ground changes with new growth, new infrastructure and changes in the community’s vision.

## THE FUTURE LAND USE MAP

The future land use map, shown at the end of this section, displays the various land use classes set forth in the plan using “flexible” boundaries versus “hard” lines along the margins of the various areas shown on the map. This is done in order to reflect the reality that hard boundaries cannot always be adhered to, and to allow for a degree of flexibility and transition in the use and application of the future land use map. The recommended land use classifications were applied to those areas where they would be most appropriate based on the background research, guidance from the steering committee and citizen input received during the planning process. It is important to keep in mind that the map is intended to provide general guidance, and should not be interpreted to wholly exclude a land use type from an area, such as an institutional use, like a church, from an area designated for residential land use.

The colors on the map correspond to the different general future land use classifications that are recommended for the Town. These are, Midway Town Center, Commercial, Office

and Institutional, Industrial, Suburban Residential, Neighborhood Preservation, Conservation Residential, Rural Preservation and Resource Protection. A description of each of the previously mentioned land use classifications is in the following subsection of the plan.

## LAND USE CATEGORIES



### Midway Town Center

The Midway Town Center land use category is intended to foster commercial growth and development in the area around US 52 and Hickory Tree Road, in the furtherance of the goals and objectives outlined in the Town’s US 52 Corridor Plan. Future development in this area is subject to the Core Commercial Overlay District, which imposes higher standards for development than is required elsewhere in Midway. This area should be preserved for higher density commercial and multi-family residential development that is dependent on centralized wastewater collection and the transportation infrastructure that is present in the area.



### Commercial

This land use category is intended to foster general highway commercial growth in the area surrounding Hickory Tree Road and NC Highway 150. This area should be focused on auto oriented businesses serving the commuter population traveling between northern Davidson County and Winston-Salem.



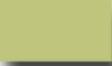
### Office and Institutional

The office and institutional land use category is intended to accommodate low to moderate intensity professional office, business and personal service, and public and nonprofit institutional uses. Appropriate uses for this land use category include medical offices, schools, professional offices, business service providers and government offices. This land use category is also intended to be used as a transition between more intense commercial development and residential areas.



### Industrial

The industrial land use category is intended to ensure the viability of existing industrial uses in Midway. This land use category is limited in its application to the area in Midway that currently supports a large industrial tenant. Given the desires of the community, it is not intended that this land use category be expanded to other locations within the Town’s corporate boundaries or future growth areas, unless such proposed development is focused on low intensity industrial uses, such as assembly, warehousing, and distribution that are nonpolluting and compatible with the surrounding rural landscape.



### Suburban Residential

The suburban residential land use category is intended to support future residential growth in areas that are suitable for traditional single family residential development at a density of one dwelling unit per acre or less where infrastructure is present to support it.



### Neighborhood Preservation

The neighborhood preservation land use category is intended to support and preserve existing residential neighborhoods in and around the Town of Midway. This category was developed to ensure that existing neighborhoods are recognized on the future land use map, so that in consulting this map, future zoning decisions are made in a manner that ensures that adjacent development is compatible with existing neighborhoods.

Development regulations for these areas should protect and preserve the existing development patterns in these areas, and prevent the encroachment of incompatible development and land uses into established residential neighborhoods.



### Conservation Residential

The conservation residential land use category is intended to provide for residential growth in areas that are currently served by centralized wastewater collection networks. These areas should be developed at densities of no less than one dwelling unit per acre, but should also be required to utilize conservation, or “cluster” style development techniques that will allow the use of smaller lots with wastewater service, while preserving larger contiguous open spaces.



### Rural Preservation

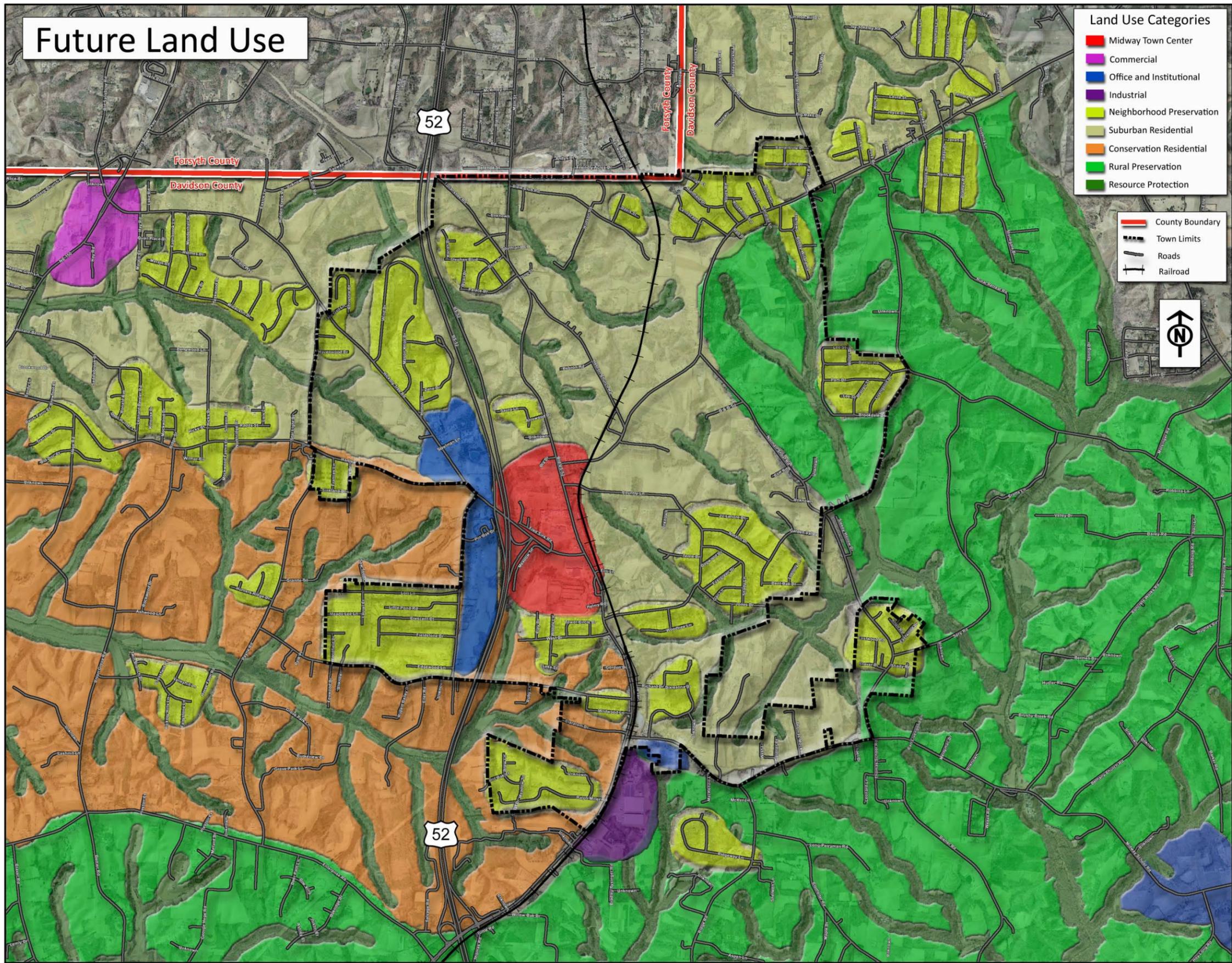
The rural preservation land use category is intended to provide for the preservation of land resources and the rural landscape in the fringe areas of Midway. Future development in these areas should be limited to new residential development at densities of one dwelling unit per two acres or less.



### Resource Protection

The resource protection land use category is intended to preserve and protect vital natural resources by establishing natural resource protection corridors along streams. These corridors, if preserved and protected will serve to achieve the following conservation and land use goals. First, water quality will be protected by restricting development immediately around streams. Second, These corridors will preserve wildlife habitat, and provide wildlife with corridors through which to travel in the urbanizing area in and around Midway. And finally, these corridors will serve as natural buffers, providing open space and separation between development.

# Future Land Use

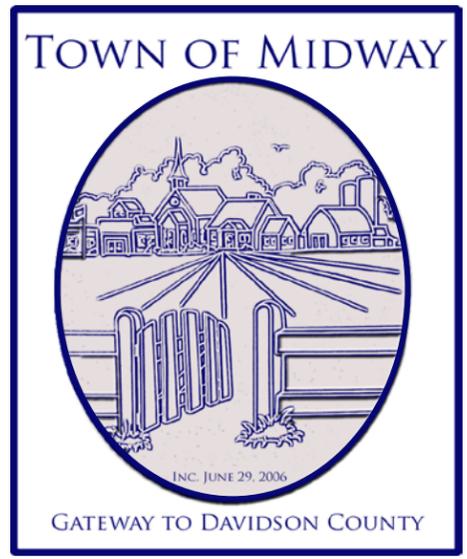


- Land Use Categories**
- Midway Town Center
  - Commercial
  - Office and Institutional
  - Industrial
  - Neighborhood Preservation
  - Suburban Residential
  - Conservation Residential
  - Rural Preservation
  - Resource Protection

- Map Symbols**
- County Boundary
  - Town Limits
  - Roads
  - Railroad



# TOWN OF MIDWAY



# IMPLEMENTATION

The vision, goals, strategies and future land use map that were established in the previous sections of the plan will help guide the Town of Midway toward achieving its future land use vision only if the actions leading to those goals are implemented in a meaningful way. For this to occur it is important for the Town to establish a monitoring mechanism to gauge the progress that is being made toward achieving the plan’s goals and establish realistic benchmarks or metrics so that it can gauge the effectiveness of its efforts. As a first step, this section sets forth an implementation timeline for achieving the plan’s goals, which can be considered as a “plan within a plan.”

## THE IMPLEMENTATION FRAMEWORK

All of the goals set forth in the previous Chapter are important to realizing the Town’s desired future land use vision; however, not all can immediately be fully achieved. Set forth in this section are a set of implementation steps that are suggested for short-term, mid-term and long-term time horizons. As the plan is implemented and reviewed, these may change in relevance, importance or desired time frame, which is why it is important to remember that this is a flexible, living document, that is intended to be updated on a periodic basis to reflect the realities that exist at future points in time.

### Short Term Implementation Steps (Years 1-2)

- Prepare and adopt a new land use and development ordinance that provides the Town with the necessary regulations to ensure conformity with the vision and goals of this plan.
- Actively pursue grant funding for, and prepare and adopt a comprehensive pedestrian and bicycle network plan.

- Develop a sewer extension policy to guide future Town investments into the new sewer system.
- Explore the option of moving toward a single regulatory framework for managing state mandated watershed and stormwater regulations through the Universal Stormwater Management Program.
- Develop a formal process for reviewing proposed zoning map changes and amendments to the text of land use and development ordinances for consistency with the Land Use Plan.
- Prepare and implement an access management regulations along major transportation corridors.
- Review the goals of the Land Use Plan and prepare and implement policies and regulations outlined in the goals section of the plan.

### Mid Term Implementation Steps (3-5)

- Develop a long term sewer capacity allocation plan with Davidson County and Winston-Salem to address future growth needs.
- Develop a prioritized transportation improvement list and work with NCDOT to identify funding to address the Town’s most critical needs.
- Review the Town’s zoning map for consistency with the land use plan and approved development since the plan was adopted, and make any amendments that are necessary to the zoning map or future land use map that are necessary to ensure conformity between them.

- Prepare and begin implementation of a prioritized open space preservation plan.
- Prepare an interim update at the plan’s five year anniversary to incorporate any necessary changes to the plan’s land use vision or goals that emerge over the initial implementation period.

### Long Term Implementation Steps (Years 5-10)

- Prepare a growth study to identify and prioritize growth opportunities, and work with the City of Winston-Salem and Wallburg to update and establish growth boundaries in potentially competing areas of influence.
- Seek the establishment of extraterritorial zoning jurisdiction (ETJ) so that Town can ensure that future development that is likely going to become part of the Town one day is consistent with Town development standards.
- Prepare an update to the Land Use Plan, including an updated vision, goals and future land use map.

## THE JOURNEY BEGINS

Taken as a whole, these implementation steps will help the Town stay on course as it works toward achieving its future land use vision. After the plan is adopted and work begins toward implement the plan, the Town Council, Planning Board and Town staff should develop a process for making periodic reviews of the progress and accomplishments of the plan implementation process. It is generally recommended that an annual review be conducted to ensure that the goals remain relevant and that the most important implementation steps are being carried out. By formalizing the review process, accountability and momentum are maintained since the entities responsible for

implementing the plan and keeping it relevant remain engaged and aware of the progress towards achieving the plan’s goals.

Over the life of the plan, significant changes in development trends may warrant changes to the plan’s future land use vision and goals. Any amendments to the plan and the potential impacts on future development patterns should be thoroughly evaluated before making any changes. As suggested in the implementation timeline, an interim update of the plan should be conducted at or near the five-year anniversary following its adoption. This will give the Town the opportunity to establish any new policies or strategies needed to guide growth and reprioritize its goals or implementation steps given the current situation on the ground. Finally, it is recommended that a complete and thorough review of the plan be conducted near the end of the plan’s horizon in 2020. The plan will be nearing the end of its vision period and a detailed assessment will be needed to verify the continued direction for growth and the continued relevance of the vision adopted as part of this plan.

By engaging in this planning process and adopting the plan, with its vision, goals and implementation framework, the Town has set a course and direction for the future, and now it is time for the journey to begin.