

Shalotte, North Carolina

Land Use Plan and Policies for Growth and Development

1987 Update



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Shallotte

Land Use Plan and Policies For Growth and Development

1987 Update

Technical Assistance by:
Edward D. Stone, Jr. and Associates

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Executive Summary

Introduction

Need for Planning

Over the past five to ten years, the Town of Shallotte has clearly established itself as the local trade and service center for southwestern Brunswick County, including the beaches to the south. Local area growth has been augmented by the creation of a central sewage treatment system serving the Town, which was put in place in 1983. The construction of the sewage treatment system eliminated a primary constraint on development in the community, that of soil suitability for septic tanks. It appears that the continued future growth of the Town is assured.

As the Town of Shallotte becomes more densely developed, however, new growth issues have emerged, including: persistent problems of traffic congestion on U.S. 17 through the heart of the community, continued pressure for commercial strip development along the Town's primary transportation routes, the potential inability of the sewage treatment system to keep pace with the rapid growth of the Town, pressures for higher density infill development, and possible degradation of the natural features of the Shallotte River estuarine system.

The intent of the Land Use Plan is to anticipate and plan for future growth, in a manner which helps protect the existing quality of life of area residents and avoids unreasonable increases in the local tax burden. The NC General Assembly recognized these issues when it passed the Coastal Area Management Act of 1974, which requires coastal local governments to develop Land Use Plans and update them every five years. The first Land Use Plan for the Town of Shallotte was adopted in 1981; this 1987 Update primarily refines the 1981 Plan and Policies to reflect current conditions in the Town.

Functions of the Plan

The Land Use Plan performs several important functions for local governing bodies and the general public; these functions are briefly described below:

- Source of Information - The plan's technical studies provide information on a number of topics, including the local economy, population, environmental features, housing trends and facility needs.
- Guidance for Government Decisions - Once a governing body adopts a plan, it then has a blueprint for

guiding future decisions on budgets, ordinances, and zoning or subdivision applications.

- Preview of Government Action - Business decisions of the public in general, and developers in particular, are easier to make when the probable outcome of governmental decisions is understood; the adoption of a Land Use Plan increases the predictability of government actions.
- Public Participation in Managing Growth - Public meetings and hearings held during the plan's preparation help to insure that the plan expresses the will of the area's citizens.

Several major steps were involved in the preparation of the Land Use Plan for Shallotte. First, a number of technical studies were made on the past and present conditions in the Town. From these initial studies, forecasts for future growth and development of the area were summarized. Finally, policies and a Land Classification Map were devised to address present and future needs.

Ingredients of the Plan

A number of basic studies are required before sound policy decisions can be made. These basic studies include the following subjects:

Technical Studies

- Population and Economy
- Existing Land Use Analysis
- Current Plans, Policies and Regulations
- Physical Limitations for Development
- Fragile Areas
- Areas with Resource Potential
- Water Supply
- Sewage Treatment
- Transportation Facilities
- Police Protection
- Fire Protection
- Schools
- Parks and Recreation
- Solid Waste
- Population and Economic Projections
- Future Land Use Needs
- Community Facility Demands

Collectively, these studies summarize past and present conditions, while providing the essential yardsticks for estimating future conditions. The results of these studies are contained in full in Section 1 of the Land Use Plan. In addition, detailed

mapping of existing land uses is available for inspection at the Town Hall.

Highlights of the Technical Studies

Population

In 1985, there were an estimated 947 residents in the Town, up from about 597 residents in 1970. Based on recent trends, the City's population is expected to reach about 1,618 persons by 1995. In a community the size of Shallotte, however, this figure could vary dramatically with the addition of a single major new development, or through annexations of additional populations. In general, the resident population of the Town of Shallotte exhibits characteristics that parallel the general population of Brunswick County as a whole.

Economy

The significance of the Town of Shallotte as the trade and service center for this area of Brunswick County is well reflected in the employment statistics as compiled in the 1980 Census. Nearly 25% of the Town's work force is involved in some form of retail trade, compared to only 15% for the County. In addition, about two-thirds of the working age population are employed, compared to only about 50% for the County. This is indicative of the number of two-income households in the Town.

Land Use

The 1987 Existing Land Use Survey revealed a continuation of the strip commercialization pattern along U.S. 17. In fact, strip commercial development has extended beyond the Town limits to the northeast, and is rapidly approaching the future junction of U.S. 17 and the new U.S. 17 Bypass. The Land Use Survey also took into account several annexations to the Town, primarily of residential areas, since the preparation of the 1981 Land Use Plan.

Housing

The Town of Shallotte is beginning to see the development of housing other than traditional single family, stick built houses or mobile homes. The advent of the Town's central sewage treatment system is allowing the development of higher density housing, such as apartments, and may encourage in the near future, for example, cluster housing, patio homes, townhouses, etc.

Transportation

The long awaited U.S. 17 Bypass to the north of the Town of Shallotte is now becoming a reality. Construction on the first segment of the facility is set to begin by January 1, 1988. This facility is expected to alleviate many of the traffic

problems in the Town that have been escalating rapidly over the past decade.

In the time since the preparation of the last Land Use Plan in 1981, the Town has seen the development of two very significant public utilities. In 1982, the Town of Shallotte was connected to the Brunswick County regional water supply system providing an assured source of potable water to meet the needs of the community for many years to come. The initial tie-in to the system is currently being augmented by an additional major trunkline from the County's new regional distribution system.

In 1983, the Town's first central sewage collection and treatment system was put in operation. The establishment of the plant has generally been a boon to development and has induced further infill development within the corporate limits. In fact, the plant is rapidly reaching its treatment capacity, and Town officials have begun the process of planning for its further expansion in the near future.

The technical reports described above were geared to gathering and summarizing information related to the growth of the Town. Building upon this information, a number of policies were prepared for consideration by the Shallotte Town Board. The policies which are presented in this document are the result of this process; as officially adopted policies of the Town, they will serve as the basis for future decisions on capital improvements, ordinances, zoning requests, special use permits, subdivision approvals, and other similar matters. In addition, once the plan and Policies are approved by the Coastal Resources Commission, the document becomes the official plan for state and federal permit and funding decisions.

Some of the policies make reference to specially mapped areas; the Land Classification Map contained in the Land Use Plan illustrates these areas. The three land classification categories (Developed, Transition, and Conservation) as used in Shallotte were adapted from the Coastal Area Management Act's Land Use Planning Guidelines. By assigning the land classes to specific parts of the Town, the map shows visually where growth should occur, and where significant natural resources are to be conserved. These classes are as follows:

1. **Developed** provides for continued intensive development and redevelopment of existing urban areas.

Central Water and Sewer System

Policies for Growth and Development

Land Classification Map

Major Changes From the 1981 to the 1987 Updated Policies

2. **Transition** provides for future intensive urban development within the ensuing ten years on lands that are most suitable and that will be scheduled for provision of necessary public utilities and services.
3. **Conservation** provides for effective, long-term management of significant, limited or irreplaceable areas. Conservation lands in Shallotte include the waters of the Shallotte River, and the estuarine and freshwater marshes and wetlands associated with the River. These Conservation lands include the estuarine system of Areas of Environmental Concern (AECs), as well as any wetland or marsh areas under the jurisdiction of the U.S. Army Corps of Engineers 404 Wetland Permitting Program.

- **Land Classification System Refined** - At the time of preparation of the 1981 Land Use Plan, the Town had no public sewer system serving existing developed sections of the community. For this reason, all land areas not included in Conservation were placed in a Transition classification pending the construction of the municipal sewage treatment system.

The 1987 Land Use Plan Update includes a Developed classification in addition to Transition and Conservation. The Developed classification simply recognizes those parts of the Town that are developed at an urban level of density, and that are served by the full range of municipal services, including public water and sewer.

- **Formal Policy on Water and Sewer Extensions Established** - While the Town has employed an informal policy of not extending municipal services to developments outside the City limits, the 1987 Land Use Plan officially recognizes this policy in writing. The intent of the policy is to require that any future developments desiring the Town's water and sewer services become part of the corporate limits and share in the tax burden accordingly.
- **Diversity of Housing Types Encouraged** - Area residents have begun to recognize the need for housing types other than conventional stick built, single family homes, and mobile homes. These housing types might include attractive apartments and cluster developments, as well as garden homes, patio homes,

and townhouses. The availability of public water and sewer allows these higher density forms of housing to occur.

- **Commercial Strip Development Discouraged** - The Town wishes to discourage any further strip commercialization of U.S. 17 in particular, as well as the other major roadways entering Shallotte. Such strip development, along with the number of driveways associated with such businesses, has heightened traffic problems to the point of total congestion during peak travel hours. While the U.S. 17 Bypass will alleviate some of the problem, continued strip commercialization along other roadways in the community will further clog traffic movements. The development of commercial uses in planned shopping centers is preferred.

Section 1: Data Collection and Analysis

1.1 Information Base

The CAMA guidelines for preparing land use plans in the coastal area of NC require that an analysis of existing conditions and future trends be performed prior to policy development. The intent of this requirement is to insure that the policies as developed respond as closely as possible to current problems and issues facing the Town. Key components of the analysis may be described in four categories: 1) present conditions, including population, economy, existing land use, and current plans and regulations; 2) land suitability constraints, including physical limitations for development, fragile areas, and areas with resource potential; 3) community facility and service constraints, including water, sewer, transportation, police, fire, schools, parks and recreation, and solid waste; and 4) anticipated demand, including population and economic projections, future land use needs, and community facility demands.

Collectively, these studies summarize past and present conditions, while providing the essential yardsticks for estimating future conditions.

1.2 Present Conditions

1.2.1 Population and Economy

1.2.1(a) Population

POPULATION GROWTH 1950-1985

<u>Year</u>	<u>Shallotte</u>	<u>Brunswick County</u>
1950	493	19,238
1960	480	20,278
1970	597	24,223
1980	680	35,777
1985	947	45,555

ABSOLUTE INCREASE (DECREASE)

1950-1960	-13	1,040
1960-1970	117	3,945
1970-1980	83	11,554
1980-1985	267	9,778

AVERAGE ANNUAL GROWTH RATE

1950-1960	0.3%	0.5%
1960-1970	2.2%	1.8%
1970-1980	1.3%	4.0%
1980-1985	6.8%	5.0%

Source: U.S. Census
Brunswick County Planning Department
for 1985 Estimate
Edward D. Stone, Jr. and Associates

**Average annual growth rates are derived using the compound interest formula: $P_n = P_0(1+r)^n$. Where P_0 is the initial population, P_n is the population at the end of the time period, and r is the average annual rate of change.*

Since 1950, the population growth rate for the Town of Shallotte has varied somewhat from decade to decade. During the 1950s, for example, the Town's population remained relatively stable. From 1960 to 1970, however, the Town experienced a significant average annual growth rate

which, in fact, exceeded that of the County. During the 1970s, the growth rate again subsided somewhat, resulting in the Town growing at a slower rate than the County.

The first half of the 1980s has clearly been the most dramatic period of growth for the Town during the latter half of the 20th Century. With 267 new residents added in just five years, this represents an average annual growth rate of nearly 7%. An average annual growth rate higher than 2% per year is considered to be quite substantial by many demographers.

It is clear that the Town of Shallotte is rapidly emerging as the commercial and service center for the southwestern part of Brunswick County, including the beach communities to the south and the numerous residential subdivisions that are developing between the Town of Shallotte and the beach communities. As will be seen in other sections of this plan, this growth rate has exceeded the expectations of the State's demographers, in that the recently constructed sewage treatment plant is rapidly reaching its design capacity. Other impacts of the population growth and related development include concerns about the need for additional recreational facilities and transportation improvements. These issues will be more fully described later.

Racial Composition, 1980

	<u>White</u>	<u>Black</u>	<u>American Indian</u>	<u>Asian</u>	<u>Hawaiian</u>
Shallotte	593	86	0	0	0
Brunswick County	27368	8261	51	104	6

Source: *U.S. Census Bureau for Decennial Statistics*

Note: Population totals for racial composition may not be additive to the correct overall population due to occasional vagaries in the U.S. Census Data (e.g. data suppression for privacy).

Compared to the total population of Brunswick County, the Town meetings indicated that there may be some error in U.S. Census statistics or boundaries regarding minority population in the Town; most board members felt that the minority census count was high, and perhaps exaggerated by a magnitude of ten times the actual count.

<u>Age</u>	<u>Shallotte</u>	<u>% of Total</u>	<u>Brunswick County</u>	<u>% of Total</u>	<u>Persons By Age, 1980</u>
0-4	40	5.88%	2595	7.25%	
5-14	110	16.18%	6222	17.39%	
15-24	104	15.29%	5946	16.62%	
25-34	102	15.00%	5518	15.42%	
35-44	96	14.12%	4137	11.56%	
45-54	84	12.35%	3681	10.29%	
55-64	68	10.00%	3843	10.74%	
65-74	65	9.56%	2726	7.62%	
75+	11	1.62%	1109	3.10%	
TOTAL	680	100.00%	35777	100.00%	

Source: U.S. Census, 1980 and EDSA

The age breakdown for the Town of Shallotte closely parallels that of the County as a whole. The population of the community was fairly evenly distributed among the various age groups with only the very youngest and the very oldest age cohorts being less represented. The Town shows a very healthy supply of young and middle-aged persons, indicating that there is apparently significant interest on the part of these age groups to live in the Shallotte area.

<u>Persons 5 Years and Over by Residence in 1975</u>	<u>Shallotte</u>	<u>Brunswick County</u>	<u>Where Residents Lived in 1975</u>
Same House	493	19401	
Different House			
Same County	78	6426	
Different County,			
Same State	52	4149	
Different State			
Northeast	5	745	
North Central	0	383	
South	32	1875	
West	0	98	

Source: U.S. Census, 1980

Figures on where residents lived in 1975 confirm that the Town of Shallotte is less oriented toward attracting out-of-state residents than the County. Of Shallotte's total 680 residents in 1980, only about 40 came to the community from a different state or country. This is in striking contrast, for example, with the community of Boiling Spring Lakes in

Brunswick County, where over 25% of the City's total population were living in a different state or country in 1975.

Where Residents Were Born

Persons by Nativity and Place of Birth	Shallotte	Brunswick County
Native		
Born in State of Residence	557	27063
Born in Different State	112	8171
Born Abroad, at Sea, Etc.	0	129
Foreign Born	10	414

Source: *U.S. Census, 1980*

Nearly one-fifth of the Town's 1980 total population was born in a different state. This is perhaps a reflection of the influx of out-of-state residents that have come into Brunswick County to live during the past 10-20 years. In the County as a whole, for example, nearly one out of every three residents in 1980 was born in a different state. This is not surprising, in that the County has many beach communities and other retirement residential areas that cater to the needs of retirement and resort populations.

School Enrollment, 1980

PERSONS 3 YEARS OLD AND OVER ENROLLED IN SCHOOL BY SCHOOL ENROLLMENT

	Nursery School	Kindergarten & Elementary (1-8 yrs.)	High School (1-4 yrs.)	College
Shallotte	9	94	45	27
% Total Pop.*	1.32%	13.82%	6.62%	3.97%
Brunswick County	259	5663	2582	817
% Total Pop.*	0.72%	15.83%	7.22%	2.28%

*Based on 1980 population of 680 for Shallotte and 35,777 for Brunswick County.

Source: *U.S. Census, 1980* and EDSA

In numbers of school-age children as a percentage of total population, the Town of Shallotte is not significantly different from the County as a whole. School enrollments at the nursery school, kindergarten, elementary, and high school level are all roughly equivalent to the County's percentages. Only in the college-aged category does the Town show a significant difference from the County, with approximately 4% of the total population enrolled in college, compared to about 2% of the County in general.

Persons 25 Years Old & Over By Years of School Completed	Shallotte	% of Total Pop.*	Educational Attainment of Residents, 1980	
			Brunswick County	% of Total Pop.*
Elementary 0-8 Years	99	14.56%	5602	15.66%
High School 1-3 Years	69	10.15%	4583	12.81%
4 Years	125	18.38%	6555	18.32%
College 1-3 Years	74	10.88%	2591	7.24%
4 Years or more	65	9.56%	1683	4.70%

*Based on 1980 populations of 680 for Shallotte and 35,777 for Brunswick County.

Source: *U.S. Census, 1980* and EDSA

Shallotte residents in general tend to be better educated than those residents of the County as a whole. While only 5% of the total County population over 25 years of age had completed four years or more of college, nearly 10% of Shallotte residents had completed at least four years of college.

Age of Housing, 1980

Year-round housing units by year structure built	Shallotte	% of all housing units	Brunswick County	% of all housing units
1980-1985	29*	9.80%	9154	33.94%
1979-March 1980	12	4.05%	962	3.57%
1975-1978	19	6.42%	3095	11.48%
1970-1974	61	20.61%	4867	18.05%
1960-1969	68	22.97%	4631	17.17%
1950-1959	39	13.18%	1864	6.91%
1940-1949	18	6.08%	1041	3.86%
1939 or Earlier	50	16.89%	1356	5.03%
TOTAL	296	100.00%	26970	100.00%

* Does not include annexations

Sources: *Census of Population and Housing 1980* for figures through 1980

Brunswick County Planning Department for 1980-1985 Estimates

According to U.S. Census data on housing in the Town of Shallotte, nearly 45% of the Town's total housing stock in 1980 had been built between 1960 and 1974. This compared with about 35% for Brunswick County during the same period. Another 17% of the Town's housing stock had been built in 1939 or earlier. When compared to the County's percent of housing stock built in 1939 or earlier (5%), it is evident that the Town of Shallotte was well established as a community long before Brunswick County experienced its relatively recent development boom.

Occupied Housing Units By Tenure, 1980

	Shallotte	% of Total	Brunswick Co.	% of Total
Total	250	100.00%	12,411	100.00%
Renter Occupied	29	11.6%	2,337	18.8%

Source: *Census of Population and Housing, 1980*

The Town of Shallotte has a significantly higher number of owner occupied housing units as a percentage of the total housing stock compared to Brunswick County as a whole. Only about 10% of Shallotte's housing stock is renter occupied, while nearly 20% of the County's total housing stock is occupied on a rental basis.

	<u>1970</u>	<u>1980</u>	<u>1985</u>	Housing Units
Shallotte	206	268	376*	
Brunswick Co.	11,729	21,551	30,719	

Source: *U.S. Census decennial statistics*
 Brunswick County Planning Department for
 1985 County Statistic
 Edward D. Stone, Jr. and Associates for 1985
 Town Statistic,
 *based on population estimate, 2.7 average
 household size, and 6.7% vacancy rate.

The growth in housing units for the Town of Shallotte has obviously paralleled the County's population growth. From 1970 to 1980, about 60 new houses were needed to accommodate the Town's 83 new residents. It is apparent from this ratio of population to housing that the Town's average household size must have also dropped dramatically during the 1970s, as was typical of the country as a whole during that decade. During the 1980s, the construction of new housing has proceeded at a faster pace, adding about 80 new housing units to the Town's total inventory in just five years.

<u>Year-Round Housing Units</u> <u>1980 by Units in Structure</u>	<u>Shallotte</u>	<u>Brunswick</u> <u>County</u>	Housing Types, 1980
1, Detached	226	13,079	
2	6	596	
3 and 4	0	161	
5 or More	2	364	
Mobile Home or Trailer	33	3,572	
Other	0	44	

Source: *U.S. Census, 1980*

Compared to Brunswick County, the Town of Shallotte has a comparable number of mobile homes as a percentage of the community's total housing stock. However, unlike the County, the Town has a very low percentage of its housing stock in anything other than single family detached homes or

mobile homes. In 1980, there were only eight housing units in the Town that were not either a single family home or a mobile home.

1.2.1(b) Economy

Occupations of Residents, 1980

Employed Persons 16 Yrs. and Over By Occupation	Shallotte	% of Total	Brunswick Co.	% of Total
Managerial & Professional Specialty				
Executive, Administrative, Managerial	39	12.54%	918	6.97%
Professional Specialty	46	14.79%	1225	9.30%
Technical, Sales, Administrative Support				
Technicians & Related Support	3	0.96%	315	2.39%
Sales	25	8.04%	1033	7.85%
Administrative Support Including Clerical	73	23.47%	1542	11.71%
Service				
Private Household	4	1.29%	131	1.00%
Protective Service	0	0.00%	315	2.39%
Service, Except Protective and Household	31	9.97%	1249	9.49%
Farming, Forestry and Fishing				
	2	0.64%	668	5.07%
Precision Production, Craft and Repair				
	44	14.15%	2413	18.33%
Operators, Fabricators, and Laborers				
Machine Operators, Assemblers, Inspectors	21	6.75%	1605	12.19%
Transportation and Material Moving	8	2.57%	911	6.92%
Handlers, Equipment Cleaners, Helpers, Laborers	<u>15</u>	<u>4.82%</u>	<u>840</u>	<u>6.38%</u>
TOTAL EMPLOYED PERSONS	311	100.00%	13165	100.00%

Source: U.S. Census, 1980

Compared to Brunswick County, the Town of Shallotte had a higher incidence of employed persons in the following occupations: executive, administrative and managerial; professional specialty; and administrative support including clerical. Occupations of less significance in the Town were as follows: farming, forestry and fishing; machine operators, assemblers, inspectors; and transportation and material moving.

	<u>Shallotte</u>	<u>% of Total</u>	<u>Brunswick Co.</u>	<u>% of Total</u>	Persons 16 Years and Over By Labor Force Status
Labor Force	332	63.72%	14433	55.13%	
Armed Forces	0	0.00%	115	0.44%	
Civilian Labor Force					
Employed	311	59.69%	13165	50.28%	
Unemployed	21	4.03%	1153	4.40%	
<u>Not in Labor Force</u>	<u>189</u>	<u>36.28%</u>	<u>11748</u>	<u>44.87%</u>	
Total, All Persons 16 Yrs.+	521	100.00%	26181	100.00%	

Source: *U.S. Census* and EDSA

In 1980, roughly 2/3 of the Town's total working age population was in the labor force. This compares to about 50% of the County's total working age population being in the labor force. This might be explained by the lesser importance of Shallotte as a retirement community compared to the County as a whole.

<u>Households</u>	<u>Shallotte</u>	<u>Brunswick Co.</u>	Household and Family Incomes, 1979
Median	\$13,083	\$12,992	
Mean	\$15,944	\$15,623	
<u>Families</u>	<u>Shallotte</u>	<u>Brunswick Co.</u>	
Median	\$17,222	\$15,153	
Mean	\$19,053	\$17,199	

Source: *U.S. Census, 1980*

Census data reveals that households in the Town of Shallotte have median and mean incomes roughly equivalent to those of the County as a whole. When family incomes are examined, however, Shallotte families tend to have incomes that are greater than those of the County. This might be explained by a higher incidence of families in the Town where both marriage partners work. Households also have a typically smaller number of persons per dwelling, including the single retired elderly or the young single worker.

EMPLOYMENT BY INDUSTRY, 1980

<u>Employed Persons 16 and Over By Industry</u>	<u>Shallotte</u>	<u>% of Total</u>	<u>Brunswick County</u>	<u>% of Total</u>
Agriculture, Forestry, Fisheries, Mining	2	0.64%	645	4.90%
Construction	25	8.04%	1904	14.46%
Manufacturing				
Nondurable Goods	23	7.40%	1775	13.48%
Durable Goods	8	2.57%	886	6.73%
Transportation	2	0.64%	471	3.58%
Communication, Other Public Utilities	21	6.75%	908	6.90%
Wholesale Trade	10	3.22%	482	3.66%
Retail Trade	75	24.12%	1942	14.75%
Finance, Insurance and Real Estate	15	4.82%	515	3.91%
Business and Repair Services	21	6.75%	501	3.81%
Personal, Entertainment, and Recreation Services	22	7.07%	529	4.02%
Professional and Related Services				
Health Services	12	3.86%	541	4.11%
Educational Services	39	12.54%	1082	8.22%
Other Professional and Related Services	18	5.79%	340	2.58%
Public Administration	<u>18</u>	<u>5.79%</u>	<u>664</u>	<u>5.04%</u>
TOTAL	311	100.00%	13165	100.00%

Source: *U.S. Census, 1980*

Shallotte's role as the retail and service center for southwestern Brunswick County is made clear through the employment by industry table. Nearly 25% of the Town's employed persons over 16 years of age were involved in some sort of retail trade, compared to only 15% for Brunswick County as a whole. The percentage of the Town's employees involved in business and repair services, personal, entertainment and recreation services, educational services, and other professional and related services also exceeded the County in each category.

The impact of seasonal population on the Town of Shallotte is negligible. According to the 1980 *U.S. Census of Population and Housing*, about 96% of the Town's total housing stock is in year-round occupancy. (See Section 1.2.1(a)). As is the case with most communities located near the ocean, there may be an increase in the overall level of population during the summer months due to higher levels of friend and family visitorship, but this is difficult to document. In any case, such visitorship is not considered to be significant, compared to the seasonal impacts experienced by nearby ocean-oriented beach communities in Brunswick County. One indirect, yet very tangible impact of seasonal population on the Town of Shallotte is related to traffic on U.S. 17 through the Town. Shallotte is at the junction of several highways leading to numerous beach communities on the south shore of Brunswick County including: Sunset Beach, Ocean Isle Beach, and Holden Beach. Traffic en route to these communities frequently clogs U.S. 17 through Shallotte, particularly on weekends. The U.S. 17 By-Pass around Shallotte will reduce the overall volume of traffic through Town and help alleviate this problem.

1.2.1(c) Impact of Seasonal Population

The existing Land Use Survey and Analysis serves a number of useful functions. The primary function is to provide a "snapshot" of development patterns, and a basis for determining growth trends over time. The survey identifies where development has occurred, what kind of development it is, and at what density. The survey also shows the relationships between different kinds of land use, and whether or not they are compatible.

1.2.2 Existing Land Use Analysis

Purpose

Current land use information is fundamental to the preparation of a land use plan. Not only is the survey helpful in preparing growth and development policies, but it is also useful in identifying, for example, where it may be cost effective to provide public services, such as water and sewer. Accurate information on existing land use can also be helpful in making changes to an existing zoning ordinance, or in providing new zoning where none was present before.

Data provided by the survey is also useful to both the public and private sectors in considering specific development proposals. For the public sector, the land use survey can assist in siting a school or park, while in the private sector, the

information might be helpful in locating a future shopping center or residential development.

Study Area

The study area for the existing Land Use Analysis consists of the entire area within the corporate limits of the Town of Shallotte.

1.2.2(a) Methodology and Findings

The existing Land Use Survey and Analysis prepared for the 1987 Land Use Plan was conducted in accordance with traditional land use survey methods. First, available single sheet base maps showing primarily the existing street pattern were obtained from the Town and from the offices of the Brunswick County Planning Department. Second, parcel level tax maps were obtained from Brunswick County as necessary to encompass the entire corporate limits. Third, a 1986 county-wide land use survey conducted by the Brunswick County Planning Department and including the Town of Shallotte was consulted. These preliminary land use survey maps were used as a point of departure for conducting the 1987 survey.

Land uses were field checked by windshield survey, and also verified through discussions with Town officials. A composite color coded existing land use map was then prepared at the single sheet scale, and served as the basis for preparing the reproducible black-and-white land use survey contained in this report. The color coded map has been retained on file in the Town Hall.

Current existing land use patterns in the Town have continued to reinforce those patterns established over the past several decades. U.S. 17 continues to attract the highest level of commercial development, with just a scattering of such development along a few of the minor thoroughfares leading into the community. Office development is also heavily concentrated along U.S. 17 and has intermingled randomly with retail uses.

The pattern of residential development in the Town is gradually undergoing a departure from previous development configurations. In the past, most residential development occurred along streets perpendicular to U.S. 17. At the present time, however, most new residential development is occurring in planned subdivisions such as Briarwood on the south side of Town, or on random lots not associated with any particular minor or major subdivision. There is a limited amount of multi-family residential in the community, as

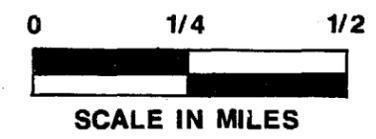


EXISTING LAND USE

-  SINGLE FAMILY RESIDENTIAL
-  MULTI-FAMILY RESIDENTIAL
-  OFFICE & INSTITUTIONAL
-  COMMERCIAL
-  TRANSPORTATION, COMMUNICATION & UTILITIES
-  WAREHOUSING & INDUSTRIAL
-  RECREATION & OPEN SPACE
-  VACANT & UNDEVELOPED

TOWN OF SHALLOTTE
NORTH CAROLINA
 EXISTING LAND USE
 LAND USE PLAN UPDATE 1987

Edward D. Stone, Jr. and Associates
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The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration.

evidenced by just two such sites, both of which are located on the northwest side of Town.

Warehousing/industrial uses are also very limited in the community with just one such use in the form of a sewing factory located on Mulberry Street, also on the northwest side of Town.

Officially recognized public open space and recreation uses in Shallotte consist of the Town's community park located at the intersection of U.S. 17 and NC 130, as well as a less formal recreation area on Town property located near Baley and Russ Street. Unofficial open space uses in the Town include the Shallotte River and its associated wetland areas, and the golf course in the Briarwood subdivision.

The Town of Shallotte has few significant land use compatibility problems, largely due to the limited size of the community. Commercial uses are located predominantly along U.S. 17 with residential development occurring primarily off the highway on lands north and south of the commercial strip.

1.2.2(b) Significant Land Use Compatibility Problems

The few instances of land use conflicts can be found where commercial development on U.S. 17 is adjacent to residential sites. As is the case in many other communities, these existing residential sites may be expected to be replaced over time by commercial uses. However, the diversion of through traffic from U.S. 17 to the 17 Bypass may lessen the amount of pressure on these sites to convert to non-residential development.

The most easily recognized problem from unplanned development in the Town of Shallotte is traffic congestion on U.S. 17. The long history of strip commercialization along this highway through Shallotte has accelerated in recent years. The resulting development has created an excessive number of driveway cuts onto the highway, prolific and uncontrolled signage, inadequate setbacks, buffering, and landscaping, and, in some instances, inadequate parking.

1.2.2(c) Major Problems From Unplanned Development

The construction of the U.S. 17 Bypass will help relieve problems related to traffic congestion caused, in some measure, by through traffic, but will not resolve the other problems associated with strip development.

1.2.2(d) Areas Experiencing or Likely to Experience Changes in Predominant Land Use

The single greatest factor controlling the future development of the Town of Shallotte is the planned construction of the U.S. 17 Bypass northwest of the community. New commercial uses may be expected to locate within view of the traveling public on this facility, especially at intersections with cross streets leading into the Town. Other key locations for future development will be at the points of merger between U.S. 17 Business and U.S. 17 Bypass. The pattern of strip development that now exists inside the City limits can be expected to extend beyond the junction points. Such new development will seek to capture through traffic which will seek to avoid U.S. 17 Business.

The State Department of Transportation has indicated that the U.S. 17 Bypass will be a limited access facility, thereby preventing strip development along its length. Even so, points of intersection with other cross streets should be particularly attractive to new development.

Beyond the impact of the new bypass, other areas of the Town are likely to be subject to new infill development. So long as public water is available in abundant supply, and the Town's sewage treatment plant is expanded to keep pace with development, there should be significant incentive for development to occur. Commercial development, as well as higher density residential development, may be particularly attracted to Shallotte due to the availability of public utilities. Relatively high ground areas that were once considered unsuitable for development due to septic tank limitations will now be made more attractive to future development.

1.2.3 Current Plans, Policies and Regulations

As a means of coordinating the planned activities of the Town of Shallotte with those of Federal, State and County government, a summary of the Town's previous plans, policies and regulations is included here.

1.2.3(a) Plans and Policies

1. 1981 Land Use Plan, Town of Shallotte - This was the first Land Use Plan prepared for Shallotte under the guidelines of the Coastal Area Management Act. The plan established the initial land classification system for the Town, and included many of the policy statements that provided the foundation for the 1987 Land Use Plan Update.
2. Housing Element, 1978 - The housing element, prepared with assistance provided by the Brunswick County Planning Department, was completed as a prerequisite for

participation in the 701 Comprehensive Planning Assistance Program of Grants in Aid through the Department of Housing and Urban Development. The report included an analysis of existing housing conditions, and set forth several growth policies. The policies of the study generally recommended: a compact growth pattern in relation to the availability of services, more diverse forms of housing other than single family dwellings, discouraging development on unsuitable soils, a moderate expansion of appropriate commercial and industrial uses, and the separation of non-compatible land uses.

3. Town Planning Board Policies (1975) - In 1975, the Town Planning Board compiled a list of policies on growth problems and issues. The problems and issues identified comprised the Town's planning program during the latter half of the 1970s, and provided a foundation for the preparation of the 1981 CAMA Land Use Plan. Some of the problems identified included sewage disposal, parks and recreation facilities, traffic congestion, and health care facilities. The Planning Board called for intergovernmental cooperation to solve these problems and set forth nine policy statements to guide future development in the Town. Generally, the policy statements called for the following: limited and moderate growth, compact growth in relation to service availability, growth away from unsuitable soils, protection of agricultural and forestlands, moderate expansion of commercial activities, recruitment of doctors to the Town, appropriate moderate industrial expansion, and the separation of incompatible land uses.
4. Water and Sewer Extension Policies - Shallotte has established a policy of not extending the Town's water and sewer services to developments outside the Town Limits, unless the developer petitions for annexation.
1. Zoning Ordinance - In 1977, the Town of Shallotte adopted its first zoning ordinance. The ordinance had six separate zoning districts, including three residential districts, one business district, one conservation district, and one industrial district.

1.2.3(b) Regulations

In 1981, following adoption of the Town's first CAMA Land Use Plan, a study was done on the Town's growth management system. The resulting report, entitled "Management Systems Study for the Town of Shallotte" was also funded, in part, by the Coastal Area Manage-

ment Act Planning Program. The study recommended three basic changes to the Town's growth management controls: 1) a revised zoning ordinance, 2) modifications to the Town's subdivision regulations, and 3) the addition of a planned unit development (PUD) provision to the Town's zoning ordinance.

At the present time, the Town of Shallotte is attempting to administer its growth management regulations from two source documents. The first document is the Town's officially codified zoning ordinance and subdivision regulations. At the same time, the Town is using the recommendations of the Management Systems Study as a source document for interpreting zoning applications. Since the Management Systems Study contains only recommendations, and is not properly designed to be used as a zoning ordinance per se, this has created considerable confusion in the interpretation of the Town's land use ordinances. For example, for commercial districts, the codified ordinance and the Management Systems Study have different requirements for setbacks.

From an administrative and legal standpoint, it is imperative that this situation be resolved as soon as possible. If the recommendations of the Management Systems Study are to be followed, they should be incorporated into the zoning ordinance of the Town, and the new revised ordinance should be officially adopted by the Town Board. Under the current situation, the Town is leaving itself open to potential lawsuits.

2. Subdivision Regulations - The Town's first subdivision regulations were adopted in 1975. Revisions to the subdivision regulations were recommended as part of the Management Systems Study in 1982. Basically, the Town's subdivision regulations follow a traditional subdivision platting and approval process. The ordinance divides all subdivisions into minor and major categories.

Minor subdivision, defined as a division of one existing tract of land into no more than four parcels, are reviewed by the Town Clerk and approved by the Mayor. A major subdivision plat, however, must undergo review by the Planning Board and the preliminary plat must be approved by the Board of Aldermen. Following the completion of construction, the final plat is then reviewed by the Town Clerk and approved by the Mayor.

In general, the Town's subdivision regulations require compliance with thoroughfare plans, school plans, and the zoning ordinance. Specific standards are also provided for graded streets, drainage, recreation facilities, monuments, and mandatory connection to public water and sewer.

3. Planned Unit Development - A planned unit development (PUD) provision was recommended for inclusion in the Town's zoning ordinance, as part of the 1982 Management Systems Study. The intent of the PUD provision is to allow planned developments in excess of five acres to creatively design developments which can be more sensitive to the natural features of the land, as well as surrounding manmade influences. The PUD provision also states that any development within the approved plan must comply with the development densities of the underlying zoning. To date, the Town has not applied the PUD provision to any developments.
4. Building Permits - No building can be erected, added to or structurally altered until a building permit has been issued by the Building Inspector. The Town has adopted State building, plumbing and electrical codes.
5. Flood Insurance Regulations - The Town Building Inspector enforces flood insurance regulations for structures located in floodprone areas. The Town of Shallotte is enrolled in the Federal Insurance Administration's regular program for flood insurance. To date, the Building Inspector reports that there have been few instances when the insurance regulations needed to be applied to a development.
6. CAMA Permits for Minor Development in AECs - Brunswick County handles the review and issuance of minor CAMA permits for developments in the Town of Shallotte.

1.2.3(c) State and Federal Government Licenses and Permits

The following is a list of State and Federal permits and licenses which may apply to developments occurring in the Town of Shallotte.

STATE LICENSES AND PERMITS

- | | |
|--|---|
| Department of Natural Resources and Community Development Division of Environmental Management | - Permits to discharge to surface waters or to operate waste water treatment plants or oil discharge permits; NPDES Permits, (G.S. 143-215).

- Permits for septic tanks with a capacity over 3,000 gallons/day (G.S. 143-215.3).

- Permits for withdrawal of surface or ground waters in capacity use areas (G.S. 143-215.15).

- Permits for air pollution abatement facilities and sources (G.S. 143-215.108).

- Permits for construction of complex sources; e.g. parking lots, subdivisions, stadiums, etc. (G.S. 143-215.109).

- Permits for construction of a well over 100,000 gallons/day (G.S. 87-88). |
| Division of Coastal Management | - Permits for development in Areas of Environmental Concern (G.S. 113A-118).
NOTE: Minor development permits are issued by the local government. |
| Department of Natural Resources and Community Development, Division of Earth Resources | - Permits to alter or construct a dam (G.S. 143-215.66).

- Permits to conduct geophysical exploration (G.S. 113-391). |

-
- Sedimentation erosion control plans for any land disturbing activity of over one contiguous acre (G.S. 113A-54).

Department of
Natural Resources
Community Develop-
ment, Secretary of
NRCD

- Permits to construct an oil refinery.
- Easements to fill where lands are proposed to be raised above the normal high water mark of navigable waters by filling. (G.S. 146-6(c)).

Department of
Human Resources

- Approval to operate a solid waste disposal site or facility (G.S. 130-166.16).
- Approval for construction of any public water supply facility that furnishes water to ten or more residences (G.S. 130-160.1).

FEDERAL LICENSES AND PERMITS

Army Corps of
Engineers (Department
of Defense)

- Permits required under Sections 9 and 10 of the Rivers and Harbors of 1899; permits to construct in navigable waters.
- Permits required under Section 103 of the Marine Protection, Research and Sanctuaries Act of 1972.
- Permits required under Section 404 of the Federal Water Pollution Control Act of 1972; permits to undertake dredging and/or filling activities.

Coast Guard

- Permits for bridges, causeways, (Department of Transportation) pipelines over navigable waters; required under the General Bridge Act of 1946 and the Rivers and Harbors Act of 1899.
- Deep water port permits.

Geological Survey
Bureau of Land
Management (Department of Interior)

- Permits required for off-drilling.
- Approvals of OCS pipeline corridor rights-of-way.

Nuclear Regulatory
Commission

- Licenses for siting, construction, and operation of nuclear power plants; required under the Atomic Energy Act of 1954 and Title II of the Energy Reorganization Act of 1974.

Federal Energy
Regulatory
Commission

- Permits for construction, operation and maintenance of interstate pipelines facilities required under the Natural Gas Act of 1938.
- Orders of interconnection of electric transmission facilities under Section 202(b) of the Federal Power Act.
- Permission required for abandonment of natural gas pipeline and associated facilities under Section 7C(b) of the Natural Gas Act of 1938.
- Licenses for non-federal hydroelectric projects and associated transmission lines under Sections 4 and 15 of the Federal Power Act.

1.2.3(d) Evaluation of Previous Land Use Plan Effectiveness

Discussions with Town officials responsible for land use planning in Shallotte have indicated that the 1981 Land Use Plan has not been used in guiding development decisions. On the other hand, the Management Systems Study, which followed immediately on the heels of the Land Use Plan, has received considerable attention and use. In fact, some local officials refer to the Management Systems Study as the "Land Use Plan." The lack of attention given to the CAMA Land Use Plan relative to the Management Systems Study can be explained as follows.

The Town has no paid planning staff responsible for administering day-to-day planning and development activities in the community. Responsibility is loosely shared by the Board of Aldermen, the Planning Board, the Town Clerk, and the Town Building Inspector. Under this arrangement, the focus of attention has gravitated toward the fairly specific recommendations and standards contained in the Management Systems Study, to the detriment of the more general policy statements and implementation actions of the Land Use Plan.

To the Town's credit, several policies and implementation actions have been fulfilled since the adoption of the last Land Use Plan Update. For example, the Town is now fully tied into the County-wide water system. In 1982, the Town also brought its municipal sewage treatment system on line and is currently pursuing expansion of the system capacity. Finally, the long awaited U.S. 17 By-Pass around Shallotte is nearing commencement of construction, which will greatly relieve existing traffic problems on U.S. 17 through Town.

In light of the situation described above, this update to the Town's Land Use Plan will focus on clearly identifying and setting apart specific policy statements to deal with growth issues in the community. In addition, it will be important to educate the Planning Board and Board of Aldermen as to how these policies can be employed effectively.

It is not likely that a town the size of Shallotte will be in a position to justify the services of a full-time paid planning position in the near future. Therefore, the initiative taken by the individuals serving on the City's elected and appointed boards will be critical in the successful implementation of this plan.

1.3 Constraints; Land Suitability

1.3.1 Physical Limitations for Development

1.3.1(a) Natural Hazard Areas

The Shallotte River and its tributaries represent the primary natural hazard area within the Town of Shallotte. Flood insurance rate maps, provided through the National Flood Insurance Program, clearly delineate the extent of the 100-year flood plain within the Town. The relatively steep topography of the land areas immediately adjacent to the flood plain, as well as dramatic changes in vegetation, make field identification of the flood plain relatively easy compared to many other areas in coastal North Carolina.

For all of these reasons, as well as the relative availability of developable land in the Town, development pressures for the flood plain area have not been significant.

1.3.1(b) Manmade Hazard Areas

Manmade hazard areas in the Town of Shallotte are limited primarily to bulk fuel storage facilities. There are two such facilities located in the Town, both of which front on U.S. 17 and both of which are bordered by other development. In the event that either facility should experience an explosion or fire, the hazard to nearby properties could be severe. Generally speaking, however, the Town has basically accepted the presence of these facilities as a long-standing use in the corporate limits. There are no plans or intentions to require the relocation of these facilities.

1.3.1(c) Soil Limitations

The suitability of soils for septic tanks was once a major constraint on development in the Town of Shallotte. As of 1983, however, this problem was eliminated with the construction of the Town's first municipal sewage treatment facility. Land areas with soils that were considered unsuitable for septic tanks, and therefore avoided by development, are now no longer constrained by this factor.

Under this new set of circumstances, virtually the only soils in the Town that may be considered totally unsuitable for development are the Hobonny soils. By inspection of the Brunswick County Soil Survey, Hobonny soils are limited primarily to the floodplain of the Shallotte River and its tributaries. While there may be isolated pockets of wetlands

distributed in various parts of the community, such soils normally require site specific investigation to determine their suitability for use. Under current regulations, the U.S. Army Corps of Engineers would be brought in to determine whether such isolated wetlands would be subject to provisions of the 404 Wetland Permitting Program.

Development in wetland areas would be subject to control through the CAMA Permitting Program, the Flood Insurance Regulations, and the previously mentioned regulations of the U.S. Army Corps of Engineers.

Potable water supply for the Town of Shallotte is available from four sources, two of which are dependent upon local groundwater supplies, one of which is from a remote groundwater source, and one of which is from a remote surface water source. The two remote sources fall under the jurisdiction of the Brunswick County water supply system, and include the county wellfield north and northwest of Shallotte and the Cape Fear River. The countywide water supply system is capable of delivering 24 million gallons per day, an amount well in excess of the near-term needs of the County and its municipalities. Currently, the County is seeking additional customers to consume some of the excess supply available. The Town of Shallotte has been tied into the old county water supply system since 1982, and will be capable of tying into the new regional water supply system by September of 1987. This regional system is also discussed in more detail under Section 1.4.1 of this plan.

Traditionally, the Town of Shallotte and its residents have used the local groundwater supply as a source of potable water. Most local wells penetrate into the Castle Hayne limestone aquifer, a formation which consists primarily of limestone but typically containing lenses of sands and silts. The Town's two wells penetrate to a depth of 50' and can generally be pumped at a rate of 300 gallons per minute. To date, there has been no evidence of chloride encroachment into the Town's well system. Section 2.1.5 of this plan contains further discussion regarding the desirability of protecting this traditional source of potable water, despite the availability of water through the countywide system.

The Town of Shallotte, like most other communities in the coastal area of North Carolina, has a predominantly flat topography. Exceptions include transitional slopes between upland areas and the floodplain of the Shallotte River and its

1.3.1(d) Water Supply

1.3.1(e) Areas Which Exceed 12% Slope

tributaries, and certain other isolated areas characterized predominantly by Marvyn (MbC) soils. An inspection of the Brunswick County Soil Survey reveals that these soil types occur in fairly narrow bands adjacent to stream segments south and southwest of the Town's center.

Even so, soil descriptions as contained in the County Soil Survey indicate that none of the soil types present in the Town of Shallotte generally had slopes in excess of 12%.

1.3.2 Fragile Areas

Fragile land areas in the Town of Shallotte are associated almost exclusively with the Shallotte River estuarine and freshwater marsh systems. These fragile lands and waters have been designated as Areas of Environmental Concern (AECs) under the Coastal Area Management Act, and receive special consideration when reviewing development proposals. These same areas are also subject to review under the U.S. Army Corps of Engineers 404 Wetlands Permitting Program, and the Flood Insurance Regulations as administered by the Town.

Fragile land areas in and along the Shallotte River have traditionally been considered largely undevelopable, and continue to be considered as such today. There appears to be an adequate system of regulations in place to insure the continued protection of these areas. Most discussion at the public meetings related to the Land Use Plan focused on the adverse impacts that development upland of these areas might have. Included were concerns about excessive drainage and storm-water runoff in particular. For further discussion of the value of these areas and the Town's desire to protect their natural and scenic value, see especially Sections 2.1.2 and 2.1.3 of the policy section of this plan.

The North Carolina Department of Cultural Resources, Division of Archives and History, has stated: "There are no recorded archaeological sites within the Town limits; however, the area has never been surveyed in order to determine the location or significance of archaeological resources. Based on our knowledge of this area, the upland areas immediately adjacent to the Shallotte River hold a high potential for prehistoric and historic archaeological resources. Upland areas that overlook the swampy flood plain of the Shallotte River and those that are adjacent to the lesser tributaries, hold a moderate potential for containing archaeological resources.

We have conducted a search of our maps and files, and have located no structures in Shallotte which are listed in the National Register of Historic Places or on the Division of Archives and History's Study List for future nomination to the Register. Since a comprehensive cultural resources inventory of Shallotte has never been conducted, there may be properties of architectural and/or historical significance of which we are unaware located in the area." (Letter communication, May 21, 1987)

Areas with resource potential in the Town of Shallotte are primarily associated with agricultural areas and the natural fisheries nursery areas of the Shallotte River estuary.

1.3.3 Areas With Resource Potential

Farm crops in the Shallotte area traditionally have included soybeans, tobacco, potatoes, and corn. While farming has comprised a smaller percentage of the Shallotte area economy with each passing decade, there continues to be considerable support among area residents for the continuation of agricultural activities.

According to the U.S. Army Corps of Engineers, the Shallotte River lower estuary is an important nursery for shrimp, blue crabs, and a variety of fish. Anadromus fishes known to spawn in the estuary include the American Shad, the Alwife, the Hickory Shad, the Striped Bass, and the White Bass.

The Spartina marsh areas within the river estuarine system host a number of other species essential to the estuarine food chain: the oyster, nematodes, clams, crabs, barnacles, the ribbed mussel, the marsh periwinkle, and mud snails.

It is apparent that the inclusion of the Shallotte River and its marshes in the estuarine system of AECs is well justified and universally recognized by area residents. For a complete description of all of the environmental attributes of the Shallotte River area, the reader is directed to the *Draft Environmental Statement: Maintenance of Shallotte and Lockwoods Folly River*, U.S. Army Corps of Engineers, 1975.

1.4 Constraints: Community Facilities and Services

As discussed in the preceding section, the suitability of land for development presents one set of constraints on the future growth of the Town of Shallotte. These mostly natural constraints are largely beyond the control of man without considerable and oftentimes costly modification of the land resource.

A second set of constraints, however, has to do with the local government's ability to provide and pay for community facilities and services in the face of continued growth. While such ability is linked, to some degree, to the natural systems upon which certain facilities (such as water) depend, the provision of such facilities and services is more a function of conscious decisions on the part of local government as to when such services are needed, who will pay for them, how, and when.

In the Town of Shallotte, some of the community facilities and services are provided through the tax base of the community and are operated and controlled by the Town. In other instances, such as in fire protection, the services are a shared responsibility between the volunteer fire fighters and the Town. Finally, some services, such as solid waste disposal, are provided through a private contractor. Each of the Town's major service needs and offerings are summarized in the paragraphs below.

1.4.1 Water

There are four existing and potential sources of potable water available to the Town of Shallotte:

1. The old Town well system
2. The old County water system
3. The new County water system
4. Individual wells on individual sites

Each of these sources of water are further explained in the following paragraphs.

Until about 1982, the Town of Shallotte relied upon its own water supply system which consisted of two wells 50' deep into the Castle Hayne aquifer. These two wells are located along NC 130 in the northwestern part of the Town. The system has a capacity of .18 mgd and includes a 100,000 gallon elevated storage tank on Bailey Street. The principal drawback of the system is the iron and mineral content of the water, requiring chlorine and water softeners to be added to the water at the pumps. Since the Town connected to the County system some five years ago, the old Town well system has occasionally been used as a backup system dur-

ing peak summer demand periods. For this reason, the old well system and pumps are periodically tested to insure they are in proper working order.

In 1982, the Town began receiving its water from Brunswick County's old water supply system, that being a wellfield north and northwest of Southport. County water mains had been extended across the southern part of Brunswick County, serving the beach communities and were connected to Shalotte via a 12" water main. This water system is the current source of potable water for the Town.

Most recently, Brunswick County has been in the process of developing a true countywide water system, with the Cape Fear River being the source of all water. A 36" trunk water main has been under construction parallel to US 17 for quite some time, and it is expected that the Town could tie into this water main as soon as September of 1987. This new countywide water supply system will provide up to 24 million gallons per day. The County is currently seeking customers to utilize this available capacity, and it is expected that this new water supply system will serve the needs of the County and its associated municipalities for many years to come.

The fourth source of water available to water consumers in the Town is individual well sites. The Town Clerk estimates that there are perhaps four residences remaining in the Town that remain dependent upon individual wells.

Until as recently as 1983, the residents of the Town were dependent upon onsite sewage disposal. Due to the poor filtering capacity and wetness of the Town's soils, these onsite sewage treatment systems oftentimes did not function properly.

1.4.2 Sewer

In 1983, the Town brought on line a new publicly owned and operated sewage collection treatment system. The system generally works as follows: each individual residence or business discharges into an onsite tank with its own pump. The pump then forces the sewage into the Town's collection system, where it flows by gravity to the Town's lift station, located on Wall Street near the police department. From the lift station, the sewage is then carried to the Town's central treatment plant. At the treatment plant, the waste is discharged into a lagoon pretreatment system, which then discharges into a land application system. The total central treatment plant area encompasses about 10 acres.

As of early 1987, the plant was operating at 75,000-80,000 gallons per day of a total plant capacity of 120,000 gallons per day. (See also Section 1.5.3, page 1-35.) While the plant can accept individual houses and businesses into the plant system under normal permit processing, any major new developments such as an apartment complex or large restaurant, etc. must be specially approved through the State. There is concern that the system is rapidly reaching its capacity. The Town is currently in the process of acquiring additional land around the existing plant for needed additional land application areas. According to comments made by Town officials at meetings for the land use plan, the expansion of the existing treatment plant is a high priority.

1.4.3 Transportation

Of the various issues identified at the public meetings held for the land use plan, transportation issues were clearly at the top of the list. Issues having a high priority of concern included: traffic on US 17, the traffic problem at the post office, ingress/egress onto US 17 from businesses, and poor traffic circulation due to the Town's street pattern.

Due to the lack of a bypass around the Town of Shallotte, US 17 must serve both local traffic within the community as well as through traffic moving up and down the East Coast along this route. All of the traffic problems identified at the public meetings stem either directly or indirectly from the tremendous amount of traffic congestion on US 17.

U.S. 17 in the Town of Shallotte is a two-lane road with a design capacity of approximately 7,500 vehicles per day. The most recent traffic counts available from the NC Department of Transportation indicate that US 17 was carrying 10,000 trips per day in 1985. This is an average daily figure which does not account for peak seasonal periods or peak hour demands. Thus, during the early evening hours of a typical summer day, it is frequently impossible for local traffic to enter the highway because of the steady stream of vehicles passing through town.

Fortunately for the Town of Shallotte, the long awaited bypass to the north of Town is coming closer to reality. The most recent schedule set forth for the bypass by the NCDOT calls for the letting of bids by September of 1987, the awarding of contracts in November of 1987 and construction to begin by January 1, 1988. According to current designs, the US 17 bypass will be a limited access facility. As of January

1987, about \$450,000 had been spent on the project, with total costs of about \$18 million projected.

The other primary road in Shallotte is NC130, which has an average daily traffic count of 4,700 trips per day and a design capacity of 7,500 trips per day.

Local streets in Shallotte are maintained by the Town's Street Department, which had a 1986-87 budget of \$103,212. The department is manned by six workers who share responsibilities for water and sewer hookups/repairs and parks maintenance, in addition to street maintenance. In 1986-87, the Town received \$21,500 in Powell Bill monies, with the balance of the street department budget coming out of local revenues.

Equipment available to the Street Department (as well as other public works responsibilities) includes the following: one grader, one tractor with bush hog, four pickup trucks, one backhoe, and one dumptruck.

Shallotte maintains a full-time police force consisting of four Officers plus the Chief of Police. The Department has five patrol cars. Police headquarters are located in a building on Wall Street near Town Hall. There are no immediate plans to modify current law enforcement levels in the Town.

1.4.4 Police

The Shallotte Volunteer Fire Department is supported in part with Town funding. In fiscal year 1986-87, the Town gave the fire department approximately \$20,000 to be used primarily for supplies, utilities, telephone, upkeep, etc. At any given time there are typically 17 volunteer members of the department, plus a fire chief who serve without salary. Information provided by the County Emergency Management Coordinator indicated that the Shallotte Fire Department has the following equipment: two pumpers, one tanker, and one brush truck.

1.4.5 Fire

Since Shallotte is served by the County water system, the Town has provided a system of fire hydrants, resulting in a fire rating for the community of 7. There are no immediate plans to change the current firefighting capability of the volunteer fire department.

School-aged children in the Town of Shallotte are served by the Brunswick County Public School system. Children in the lower elementary grades attend Union Primary School. Children of junior high school age attend Shallotte Middle

1.4.6 Schools

School, while high school students attend West Brunswick High School. Key numbers for these various schools are as follows:

<u>School</u>	<u>4th Month Member-ship</u>	<u>Grades Served</u>	<u>Additional Classrooms Needed</u>
Union Primary	844	K-3	None
Shallotte Middle	1,092	4-8	None
W. Brunswick High	943	9-12	4

Telephone interview with Gene Yarborough, Superintendent of Public Schools, Brunswick County, 2/17/87.

1.4.7 Parks and Recreation

The Town of Shallotte maintains one small community park located at the intersection of US 17 and NC130. The park is comprised of approximately two acres and includes a picnic shelter, picnic tables, and a built-in grill. While swing sets have been located in the park in the past, vandalism and maintenance problems have prevented their continued use. The park also includes the old Sunnyside School building, which was moved to the site about six years ago from the site of the current Shallotte Middle School. The Town wishes to retain this building to the extent possible for its historic significance to the community.

The Shallotte Township Park, built and maintained by Brunswick County, is located just west of the Town limits and is used by Town residents. Features of the park include a community center, tennis courts, and ball fields.

In addition to the above mentioned public park facilities, there are also playfield areas found at each of the three school sites in the community.

Town residents have expressed concern that there is a need for additional recreation and open space facilities within the Shallotte area. Brunswick County is currently undergoing an update to its master parks plan, and the results and recommendations of that plan will no doubt be of interest to Shallotte residents.

The 1981 Land Use Plan Update for Shallotte also identified two privately owned boat launching areas in the community: Whites Landing on the Shallotte River at SR 1291 and Martins Landing on the Shallotte River south of the US 17 bridge.

At the time of the last Land Use Plan Update in 1981, the Town was then providing its own trash collection service with pickup twice per week. At the present time, however, residences and businesses in the Town of Shallotte are served by the Chambers Company of SC. Residential pickup is once per week, while commercial pickup is twice per week. The company provides standard containers. All solid waste is taken to the County landfill on US 17 between Shallotte and Bolivia. Expansion of the County's landfill system by about 300 acres is currently being implemented, and this should accommodate the needs of the community for the foreseeable future.

1.4.8 Solid Waste

By way of information, the Town owns a garbage truck which is not in active service.

1.5 Anticipated Demand

The purpose of this section is to anticipate how future population projections may impact upon the need for additional developable land and facilities in the Town of Shallotte, particularly over the next ten years.

1.5.1 Population Projections

North Carolina's State Office of Management and Budget is the agency generally responsible for projecting population estimates for certain counties and municipalities in the State. Due to the unpredictable and sometimes volatile nature of population growth in small communities like Shallotte, the Office does not produce population estimates at this level.

However, for the purposes of preparing this Land Use Plan, and providing for future public services, an educated estimate must be made as to the probable population of the community over the next decade. As noted earlier under Section 1.2.1, the population growth rate for the Town of Shallotte has varied considerably over the past four decades. During the 1950s, for example, the Town's population experienced little change. During the 1960s, the Town's population increased by nearly 25%, for an average annual increase of a little over 2% per year. In the 1970s, the Town's population again basically stabilized with an average annual growth rate of a little over 1% per year. Finally, during the first half of the 1980s, Shallotte experienced its most rapid growth period since World War II. For this most recent period, the Town averaged an average annual growth of nearly 7% per year, exceeding the growth rate of Brunswick County by two full percentage points. An average annual growth rate higher than 2% per year is considered to be quite substantial by many demographers.

Several factors may have contributed to this recent burst of population. First, the Town tapped into the Brunswick County regional water supply system in 1982, providing an unprecedented ample source of potable water. Second, and perhaps even more important, the Town established its first municipal sewage treatment plant in 1983. The sewage treatment plant removed one of the Town's major constraints on development, that of soil suitability for septic tanks. With ample land available, and the establishment of these two major public utilities, a new era in the Town's growth was entered into. The Town can be expected to see greater levels of infill development in the community, as well as the annexation of outlying tracts of land adjacent to the community.

Two more recent factors also point toward the continued growth of the Town's population. First, as of the Fall of 1987, the Town of Shallotte will be tied into the new, expanded Brunswick County regional water supply system. This new countywide system has considerable excess capacity available to meet the needs of Shallotte for many years to come. At the same time, the Town is currently pursuing the further expansion of its municipal sewage treatment plant, to keep pace with the anticipated growth of the community. These two factors give the Town an edge in the development market, relative to other land areas nearby without benefit of such services.

The 1981 Land Use Plan for the Town used an average annual growth rate of 4.3% in estimating projected populations for the 1980s. This growth rate assumption resulted in projections of approximately 810 persons in 1985 and 1,040 persons by 1990. It should be noted that the most recent population estimate prepared by the State was 947 persons in 1985. According to Town officials, there were an estimated 1,035 persons in 1986. The conservative 4.3% average annual growth estimate has not been borne out by the actual growth of the community during the 1980s. This plan, therefore, adopts a middle ground estimate of 5.5% compounded annually as the basis for projecting the Town's future population. At this rate of growth, the Town of Shallotte is projected to have population levels as listed below.

Population Projections - Town of Shallotte

<u>Year</u>	<u>Population</u>
1990	1,238
1995	1,618
2000	2,115

Source: Edward D. Stone, Jr. and Associates

Future land use needs are a function of overall population growth for the area, and associated residential, institutional, commercial, and industrial land development factors.

For the Town of Shallotte, the availability of developable land is no longer a constraining factor on the future growth of the community. In addition, the Town has employed a policy over the past several years of extending services to new development, so long as the Town's sewage treatment system is capable of accepting the additional loads, and the property in question is willing to be annexed. The Town has

1.5.2 Future Land Use Needs

already indicated its intentions to continue to expand the sewage treatment plant as necessary to keep pace with development. In other words, the Town will grow in more or less direct proportion to the development of adjacent tracts of land wishing to be annexed. This is in addition to any infill development that may occur within the confines of the existing corporate limits. As a result of this situation, it is possible that virtually any of the remaining developable lands within the Town could be subject to development over the next ten years. This determination will be reflected in Section 3 of this plan, entitled Land Classification.

1.5.3 Community Facility Demands

The population projections set forth in Section 1.5.1 above have certain implications on the demand for future community facilities in the Town of Shallotte. The two facilities of most critical importance are, traditionally, potable water and sewage treatment. Each of these facility demands will be discussed in turn.

As noted previously, the current and projected excess capacities in the Brunswick County regional water supply system should provide a steady source of potable water to the Town of Shallotte for the foreseeable future. Since the capacity and treatment capability of the system is not an issue, the only remaining aspects of water supply remaining include the construction and maintenance of water distribution lines. The Town feels that its current policies for the extension and maintenance of such lines will be adequate under the population projections depicted in Section 1.5.1

With regard to sewage treatment, population projections reveal that the Town should be prepared to accommodate the sewage treatment needs of a community of approximately 2,100 persons by the year 2000. This figure is slightly more than twice the population estimate for 1985. It should also be noted that the Town's current sewage treatment plant is operating at approximately 75% of its capacity as of 1987. It is therefore a conservative estimate that the Town should plan to double the size of its current treatment operation over the next 10-15 years.

Other community services, such as police, fire, and solid waste disposal, are more easily expanded relative to incremental population increases, and should pose few problems, so long as the Town's current annexation policies continue to increase the tax base commensurate with population growth. One final facility need, however, will be the addition of at least

one significant new community-wide park in the Town. Many residents at meetings for the Land Use Plan Update expressed dissatisfaction with the current level of recreational facilities in the Town. It is reasonable to expect that with the doubling of the population over the next 10-15 years, the Town should plan ahead for such a facility. Near-term actions might include site selection, preliminary design, and property acquisition.

**Section 2:
Policies
for
Growth
and
Development**

2.1 Resource Protection

2.1.1 Constraints to Development

Prior to 1983, the primary constraint on development in the Town of Shallotte was the suitability of soils for septic tanks. Nearly all of the soils in the Shallotte area have some degree of limitation for septic tank use, primarily due to either a high water table or poor drainage. In 1983, however, the Town's new community-wide sewage treatment plant came on line, effectively eliminating the problem of septic tank use within the corporate limits.

With soil suitability for septic tanks eliminated as a constraint on development, the only other remaining major constraint is the floodplain associated with the Shallotte River. Several types of regulations are in place which would make it highly unlikely that any significant development would ever occur in this area. First, the Town participates in the National Flood Insurance Program, and this area falls under the jurisdiction of the program. Secondly, the area in question is covered under the U.S. Army Corps of Engineers Section 404 Wetland Permitting Program. Third, the area in question comprises several AECs under the State's Coastal Area Management Act. These estuarine system AECs require special permitting for construction to occur. And fourth, the sheer cost of construction in this area would be a strong deterrent to development.

Policy 2.1.1

THE TOWN RECOGNIZES THE NATURAL CONSTRAINTS PLACED ON DEVELOPMENT BY THE FLOODPLAIN OF THE SHALLOTTE RIVER, AND WILL, THEREFORE, DISCOURAGE DEVELOPMENT FROM OCCURRING THERE.

Implementation

1. The Town will cooperate with the regulatory efforts of State and Federal agencies in discouraging future development from occurring within the floodplain of the Shallotte River.
2. The Town will continue to enforce its requirement that all existing and future development within the corporate limits be tied into the Town's community-wide sewage treatment system.
3. The Town will make adjustments to the Zoning Ordinance which would guide development away from flood prone areas.

As defined under the Coastal Area Management Act of NC, there are four kinds of Areas of Environmental Concern located within the Town of Shallotte: coastal wetlands, estuarine waters, estuarine shoreline, and public trust areas. All four AECs are associated directly or indirectly with the Shallotte River. Each AEC will now be discussed in turn.

Coastal wetlands are defined as any salt marsh or other marsh subject to regular or occasional flooding by tides, including wind tides (whether or not the tide waters reach the marshland areas through natural or artificial sources), providing this shall not include hurricane or tropical storm tides.

In the Town of Shallotte, the coastal marsh is a mosaic of spartina marsh, corn flats, oyster bottoms, and submergent macrophytes, under tidal influence grading to freshwater tolerant communities dominated by junkets and other aquatic macrophytes. This is an area of high primary and/or secondary production. (U.S. Army Corps of Engineers, Draft EIS: Maintenance of Shallotte and Lockwood Folly River, North Carolina, 1975.) In the Town, coastal wetlands occur along the Shallotte River and its tributaries, the Charles Branch and the Bobby Branch. They are usually identified on a soils map as Hobonny (Ho) soils.

THE TOWN RECOGNIZES THE ENVIRONMENTAL VALUE OF COASTAL MARSHES AND DESIRES TO PROTECT THEM FROM ANY DAMAGE.

1. The Town supports the CAMA permitting procedure which specifies compliance with use standards under 15 NCAC7H, Section .0208.

Estuarine waters are defined as "all the water of the Atlantic Ocean within the boundary of North Carolina, and all the water of the bays, sounds, rivers, and tributaries thereto, seaward of the dividing line between coastal fishing waters and inland fishing waters, as set forth in an agreement adopted by the Wildlife Resources Commission and the Department of Natural Resources and Community Development, found in 15 NCAC3F.0200 in the most current revision of the North Carolina Fisheries Regulations for Coastal Waters." In the Town of Shallotte, the estuarine waters of the Shallotte River west to the U.S. 17 bridge, and the waters of the Charles Branch north to the U.S. 17 bridge. These waters and their associated wetlands comprise the single most important resource in the Town of Shallotte, and serve as a

2.1.2 Areas of Environmental Concern

2.1.2(a) Coastal Wetlands

Policy 2.2.1(a)

Implementation

2.1.2(b) Estuarine Waters

beneficial fisheries and recreational resource for the area. At the town meetings for the development of the Land Use Plan Update, there was significant support for the continued protection of the environmental quality of the Town's estuarine waters.

Policy 2.1.2(b)

IT IS THE POLICY OF THE TOWN OF SHALLOTTE TO PREVENT ANY DETERIORATION OF ITS ESTUARINE WATERS.

Implementation

1. The Town supports the CAMA permitting procedure, which specifies compliance with use standards under 15 NCAC7H, Section 0208.
2. The Town will continue to enforce the requirement that all existing and future development be tied into the community-wide sewage treatment system.

2.1.2(c) Public Trust Areas

Public trust areas are all waters of the Atlantic Ocean and the lands thereunder, from the mean high water mark to the seaward limit of state jurisdiction; all natural bodies of water subject to measurable lunar tides and lands thereunder to the mean high water mark; all navigable natural bodies of water and lands thereunder to the mean high water level or mean water level, as the case may be, except privately owned lakes, to which the public has no right of access; all water in artificially created bodies of water containing significant public fishing resources or other public resources which are accessible to the public by navigation from bodies of water in which the public has rights of navigation; and all waters in artificially created bodies of water in which the public has acquired rights by prescription, custom, usage, dedication, or any other means.

In the Town of Shallotte, the public trust areas are the Shallotte River, Charles Branch, Bobby Branch, and Mulberry Swamp Branch.

Policy 2.1.2(c)

THE TOWN WILL CONTINUE TO SUPPORT THE PUBLIC'S RIGHT TO NAVIGATION IN PUBLIC TRUST WATERS, AND TO PERPETUATE THE BIOLOGICAL VALUE OF THESE AREAS.

Implementation

1. The Town supports the CAMA permitting procedure, which specifies compliance with use standards under 15 NCAC7H, Section .0208.

Estuarine shorelines, although generally characterized as dry land, are considered a component of the estuarine system because of the close association with the adjacent estuarine waters. Estuarine shorelines are those non-ocean shorelines which are especially vulnerable to erosion, flooding, or other adverse effects of wind and water, and are intimately connected to the estuary. This area extends from the mean high water level or normal water level along the estuaries, sounds, bays, and brackish waters as set forth in an agreement adopted by the Wildlife Resources Commission and the Department of Natural Resources and Community Development for a distance of 75' landward.

2.1.2(d) Estuarine Shorelines

In the Town, the estuarine shoreline is the shoreline of the Shallotte River west to the U.S. 17 bridge, and the Charles Branch north to the U.S. 17 bridge.

THE TOWN DESIRES TO ENSURE THAT SHORELINE DEVELOPMENT DOES NOT HARM THE ESTUARINE SYSTEM. FURTHER, THE TOWN DOES NOT SUPPORT THE USE OF PUBLIC FUNDS FOR BULKHEADING OF THE SHORELINE.

Policy 2.1.2(d)

1. The Town supports the CAMA permitting procedure which specifies compliance with the use standards under 15 NCAC 7H, Section .0209. Some aspects of these use standards which the Town would like to highlight and affirm are the following: natural barriers to erosion should be preserved, impervious surfaces shall not exceed 30% of the AEC area of the lot (except by mitigative innovative design), all standards of the North Carolina Sedimentation and Pollution Control Act of 1973 shall be observed, and other use standards as specified in Section .0209.

Implementation

Beyond the estuarine system associated with the Shallotte River, there are several other types of hazardous or fragile land areas located in the Town of Shallotte. Each of these areas is discussed as follows:

2.1.3 Other Hazardous or Fragile Land Areas

The U.S. Highway 17 bridge has long been considered the dividing line between the saltwater and freshwater sections of the Shallotte River. Depending upon the strength of the tide and whether there has been heavy rainfall, this dividing line may fluctuate somewhat, and species of both the freshwater and saltwater systems have been caught at the bridge.

2.1.3(a) Freshwater Swamps and Marshes

Floodprone areas west of U.S. 17 along Bobby Branch and Mulberry Branch fall into the freshwater wetland category. These areas are also highly productive biologically, and warrant special protection from inappropriate development.

Policy 2.1.3(a)

THE TOWN SUPPORTS THE POLICIES AND REGULATIONS OF THE U.S. CORPS OF ENGINEERS AS IT SEEKS TO PROTECT AND CONSERVE OFFICIALLY DESIGNATED WETLAND AREAS UNDER THE "404" PERMIT PROGRAM.

Implementation

1. In its review of subdivision plats, the Town will seek to encourage a pattern of development which avoids "404" wetland areas.
2. The Town will make adjustments to the Zoning Ordinance which would guide development away from "404" wetland areas.

2.1.3(b) Natural Site Conditions

Some residents of the Town have expressed concern that as the community continues to develop, the natural wooded conditions and terrain of the area will be lost. The practice of clearcutting lots for shopping centers, parking lots, and other intensive uses was mentioned in particular as being undesirable. Discussion also focused on requirements for buffer strips between incompatible land uses as specified in the zoning ordinance, and the possibility of requiring that parking lots include landscaping in their design.

Policy 2.1.3(b)

IT IS THE POLICY OF THE TOWN TO ENCOURAGE THE RETENTION OF FOREST GROWTH AND NATURAL PLANT COMMUNITIES AND TO DISTURB THE NATURAL TERRAIN AS LITTLE AS POSSIBLE.

Implementation

1. The Town Planning Board will investigate the possibility of including specific buffering standards in the zoning ordinance.
2. The Town Planning Board will investigate the feasibility of requiring that some portion of parking lots be landscaped, in accordance with a formula or other standard.

2.1.3(c) Cultural and Historic Resources

Although no specific archaeological information exists regarding sites in the Town, the State Division of Archives and History has stated that "the upland areas immediately adjacent to the Shallotte River hold a high potential for prehistoric

and historic archeological resources." State Archives also has no record of any structures in Shallotte which are listed in the National Register of Historic Places or on the Division's Study List for future nomination to the Register.

Locally, town residents recognize two historic sites in Shallotte. The first is the site of the Camp Methodist Church, site of early church revival "corps" meetings. Bishop Frances Ashbury, 18th Century Methodist missionary and leader, held meetings here. The other historic element in the Town is the former Sunnyside School, which was moved to the current Town Park site several years ago. Continued maintenance of the school building is an issue that was raised at the public meetings for the Land Use Plan. There are apparently few financial resources within the Town that are available to maintain this structure for future generations.

THE TOWN RECOGNIZES THE VALUE OF HISTORIC SITES AND WISHES TO PROTECT AND PRESERVE THEM.

Policy 2.1.3(c)

1. The Town will contact appropriate State officials and request technical assistance in two specific areas:
 - a) the possibility of establishing the site of the former Camp Methodist Church building as an historic site.
 - b) the feasibility of designating Sunnyside School as an historic structure and to determine how it might best be preserved.

Implementation

There are few significant manmade hazards located within the Town limits. Exceptions include two bulk storage facilities for gasoline and fuel oil. A propane storage facility that was once located in the Town has since been relocated to the outskirts of the community. The current zoning ordinance for the Town of Shallotte includes provisions prohibiting the future location of bulk storage and similar facilities within the Town limits.

2.1.3(d) Manmade Hazards

THE TOWN DOES NOT SUPPORT THE DEVELOPMENT OF FACILITIES WITHIN THE CORPORATE LIMITS THAT MAY BE JUDGED HAZARDOUS TO THE GENERAL HEALTH, SAFETY AND WELFARE OF TOWN RESIDENTS.

Policy 2.1.3(d)

1. Until such time as the Town boundaries are significantly expanded to take in more expansive areas of land,

Implementation

the Town will continue to enforce its prohibition of bulk storage energy facilities and other similar hazardous facilities within the Town limits.

2.1.4 Hurricane and Flood Evacuation

The Town of Shallotte has participated in the National Flood Insurance Program for several years now. Flood insurance rate maps have been prepared for the Shallotte River and its branches, and the floodway areas are not difficult to identify due to topographic and vegetative conditions. To date, there have been no structures built in the flood hazard area. Flooding was not identified as a significant issue at the public meetings for the Land Use Plan.

During a hurricane storm event, there are several structures in and around the Town of Shallotte that are made available to evacuees. These structures include West Brunswick High School, Shallotte Middle School, the Town Hall, the Police Station, and perhaps a half dozen churches in the community. For a more detailed discussion of this subject, see Section 2.5 - Storm Hazard Mitigation, Post Disaster Recovery and Evacuation Plan.

Policy 2.1.4

THE TOWN WILL CONTINUE TO DISCOURAGE DEVELOPMENT FROM OCCURRING WITHIN THE FLOODPRONE AREAS OF THE TOWN, AND SHALL ACTIVELY PARTICIPATE IN ALL STORM EVENT EVACUATION PROCEDURES AS COORDINATED BY THE EMERGENCY MANAGEMENT COORDINATOR.

Implementation

1. The Town will continue to enforce the regulations under the Federal Flood Insurance Program to ensure that structures are protected against flood damage.
2. All land areas falling within the 100 Year Flood Plain will be designated "Conservation" on the Town's land classification map.

2.1.5 Protection of Potable Water Supply

Until about five years ago, the Town of Shallotte relied upon its own water supply system for potable water (see Section 1.4.1). Town residents were totally dependent upon groundwater and were, necessarily, very concerned about protecting the long-term quality of the groundwater resource. Since 1982, however, the Town of Shallotte has been tied into the countywide water system which most recently has developed the Cape Fear River as its primary water source. As a result, the Town of Shallotte is no longer critically dependent upon groundwater for its potable water.

Now that the Town has shifted from groundwater to surface water as its source of potable water, there may be a tendency to become less protective of the local aquifer. It may be nearsighted to do so, however. While the current county system appears to have a very plentiful supply of water to serve the needs of the county over many years, this situation may not last forever. Also, it is conceivable that some town residents may wish to continue to use the local groundwater aquifer as a source of water for lawns and gardens. It is, therefore, recommended that the Town continue to take measures to protect its local groundwater resources. Residents at the various public meetings for the Land Use Plan concurred with this recommendation.

THE TOWN WILL NOT PERMIT DEVELOPMENT OF LAND USES WHICH WILL DEGRADE THE QUALITY OF THE GROUNDWATER OR SIGNIFICANTLY LOWER THE WATER QUANTITY IN THE AQUIFER.

1. The Town will review all development proposals carefully to determine their effect on groundwater.
2. The Town will continue to enforce the section of its zoning ordinance which prohibits the development of any landfills, hazardous waste disposal sites, or other uses which could pose a threat to the groundwater resource.

As noted in Section 1.4.2, the Town of Shallotte recently constructed and placed in operation a community-wide public sewage treatment system. The Town now requires that any existing or future development must be tied into the Town's system. While the system is currently rapidly reaching its capacity, the Town is committed to expanding the system to keep pace with growth and development. In the Town's view, therefore, it should be unnecessary for any new development to build its own package sewage treatment plant. The only exception might be in the instance of an industrial development where there may be a need for special pretreatment facilities before the sewage can enter the public system.

THE TOWN OF SHALLOTTE WILL NOT PERMIT THE DEVELOPMENT OF PACKAGE SEWAGE TREATMENT PLANTS SERVING DEVELOPMENTS WITHIN THE CORPORATE LIMITS, EXCEPT IN INSTANCES WHERE PRETREATMENT FACILITIES MAY BE NECESSARY TO SERVE PARTICULAR INDUSTRIAL OR OTHER

Policy 2.1.5

Implementation

2.1.6 Package Sewage Treatment Plants

Policy 2.1.6

UNIQUE PROCESSES WHICH SERVE TO PROTECT AND SUPPLEMENT THE TOWN'S SEWAGE TREATMENT SYSTEM.

Implementation

1. The Town will not issue a building permit for the development of a package sewage treatment plant serving developments within the corporate limits.

2.1.7 Stormwater Runoff

The problem of stormwater runoff from development and other activities into the Shallotte River and its tributaries was identified as a priority concern at the public meetings for the Land Use Plan. There was considerable concern that developments within the watershed of the river not significantly degrade the estuarine resource through excessive or contaminated stormwater runoff.

As Shallotte continues to develop as the commercial and trade center for southwestern Brunswick County, impervious surfaces associated with parking lots, driveways and rooftops will continue to increase the flow of stormwater runoff into the Shallotte River. The Town does not wish to discourage future commercial development but does intend to take measures to control the runoff problem.

Policy 2.1.7

RUNOFF AND DRAINAGE FROM DEVELOPMENT AND AGRICULTURAL ACTIVITIES SHALL BE OF A QUALITY AND QUANTITY AS NEAR TO NATURAL CONDITIONS AS POSSIBLE.

Implementation

1. Future Town plans, public works actions, and review procedures relating to drainage will include provisions to discourage increases in the flow of surface water into receiving waters.
2. The Town, in its review of development proposals, will be satisfied that proposed systems of drainage conform as closely as possible with natural drainage patterns and conditions.
3. The Town will continue to support the CAMA permitting procedure which specifies compliance with use standards under 15NCAC7H, Section .0209.

2.1.8 Marina and Floating Home Development

Marina and floating home development has not been an issue in the Town of Shallotte to date, and it is unlikely that it will become an issue in the near future. There are no areas appropriate for floating homes within the Town limits and

there is apparently no market demand for this housing type at this time. Marina development is also highly unlikely due to the nature of the shoreline of the river and the existing development pattern in the Town. No policy is therefore set forth.

Outside of the estuarine and freshwater systems of the Shallotte River and its tributaries, there are no significant fragile areas in danger of industrial development. Town residents also voiced their opinion at the public meetings of the Land Use Plan that this was not an issue in the Town of Shallotte. It was the general consensus that so long as CAMA and the U.S. Army Corps of Engineers has jurisdiction over the Shallotte River system, this should likewise not be an issue in the future.

THE TOWN OF SHALLOTTE SUPPORTS THE REGULATORY EFFORTS OF THE COASTAL AREA MANAGEMENT ACT AND THE U.S. ARMY CORPS OF ENGINEERS TO PROHIBIT THE SITING OF INAPPROPRIATE INDUSTRIAL DEVELOPMENT WITHIN THE SENSITIVE ESTUARINE AEC OF THE SHALLOTTE RIVER.

1. The Town supports the CAMA permitting procedure which specifies compliance with use standards under 15 NCAC7H, Sections .0208 and .0209.

There are no estuarine system islands in the Town of Shallotte that are capable of supporting any development. Any areas of "land" within the Shallotte River are comprised of wetlands and soils which would be totally inappropriate for development. It is also highly improbable that these areas could ever be developed under the current CAMA and Corps of Engineers regulatory standards. It is, therefore, not necessary to establish a policy for this issue.

2.1.9 Industry in Fragile Areas

Policy 2.1.9

Implementation

2.1.10 Development of Sound and Estuarine System Islands

2.2 Resource Production and Management Policies

2.2.1 Productive Agricultural Lands

In years past, farming had a significant role in Shallotte's local economy. Shallotte served as the trade center for much of the agricultural economy of southwestern Brunswick County. Today, however, the importance of farming locally has declined significantly. As evidence, U.S. Census data for 1980 revealed that only two persons out of the Town's total 311 employed persons worked in farming, forestry, or fishing full time.

Town residents at public meetings expressed the viewpoint that, so long as a farmer wished to continue to work his land for agricultural purposes, he should be allowed to do so. It was also noted that the current local property tax structure allowed bona fide farm operations to receive a favorable tax assessment, so as not to discourage farmers from necessarily selling out to development interests. The Town also welcomes the visual relief and open space that farm operations can provide within a community. For these reasons, the Town does not wish to discourage the agricultural use of lands within the Town of Shallotte.

Policy 2.2.1

THE CONTINUED AGRICULTURAL USE OF THE TOWN'S REMAINING FARMLANDS SHALL BE ENCOURAGED, BUT WITH ALL NORMAL AND PERMITTED RIGHTS TO USE THE LAND FOR OTHER PURPOSES RESERVED TO THE LAND OWNER.

2.2.2 Mineral Production Areas

There are no known existing or potentially valuable mineral resources located within the corporate limits. At a public meeting for the Land Use Plan, one resident did note that there was some "mining" of coquina beds for use as a substitute for gravel. The general consensus was that it was not a significant problem and that existing State and Federal laws governing the location and operation of mines and quarries were sufficient to handle the issue in Shallotte. Finally, it was observed that the Town's existing zoning ordinance prohibits the development of mines and quarries within the Town limits.

Policy 2.2.2

THE TOWN WILL NOT PERMIT THE LOCATION AND DEVELOPMENT OF MINES AND QUARRIES WITHIN THE TOWN LIMITS.

1. The Town will continue to enforce the current provision in the zoning ordinance that prohibits the development of mines within the Town limits.
2. For other mining related issues, such as coquina "mining," the Town will support the existing regulatory programs as administered by the relevant State and Federal agencies.

The Town of Shallotte has no significant commercial fishing operations located within the corporate limits. Similarly, there are no commercial seafood processing houses located in the Town. There is one small retail seafood market, nonetheless, Shallotte continues to serve an important role in the regional commercial fishing economy of southwestern Brunswick County. In addition to the Town's economic role, the location of the headwaters of the Shallotte River within the Town limits is a critical factor in maintaining the biological productivity of the downstream estuary. Town residents recognize the importance of the Town's position on the river, and do not want to develop in any way that would harm the continued natural value of the stream.

THE TOWN CONSIDERS COMMERCIAL AND RECREATIONAL FISHING TO BE OF SIGNIFICANT IMPORTANCE TO THE AREA ECONOMY AND THE GENERAL CHARACTER AND WELFARE OF THE COMMUNITY. THE TOWN WILL WORK TOWARD PROTECTING AND DEVELOPING COMMERCIAL AND RECREATIONAL FISHERIES.

1. The Town will continue to support the CAMA permitting procedure which specifies compliance with use standards for the estuarine system under 15NCAC7H, Sections .0208 and .0209.
2. The Town will seek grant assistance to conduct a feasibility study with the possibility of establishing a boat access site within the community.

Residents at the public meetings related to the Land Use Plan indicated that there was no concern regarding the inappropriate use of off-road vehicles within the Town limits.

A primary concern of the Town regarding future development is the potential adverse impacts that continued industrial, commercial, and residential development could have on water quality within the Shallotte River. Much discussion centered on controlling stormwater runoff from impervious

Implementation

2.2.3 Fisheries Resources

Policy 2.2.3

Implementation

2.2.4 Off-Road Vehicles

2.2.5 Development Impacts

surfaces such as parking lots, driveways, and rooftops. However, it was generally felt that this problem could be substantially resolved through continued enforcement of State and Federal regulations, combined with effective administration of improved local development regulations.

Policy 2.2.5

ALL DEVELOPMENT WILL BE CAREFULLY MONITORED AND REGULATED THROUGH A COMBINATION OF FEDERAL, STATE AND TOWN REGULATIONS, SO THAT NECESSARY SERVICES ARE PROVIDED FOR THE HEALTH, SAFETY AND WELFARE OF TOWN RESIDENTS AND SO THAT NO SIGNIFICANT ENVIRONMENTAL DEGRADATION OCCURS.

Implementation

1. The Town will investigate the possibility of establishing improved buffering standards and landscaping requirements to reduce the amount of runoff potentially reaching the Shallotte River estuary.
2. The Town will continue to cooperate with Federal and State regulatory agencies as they seek to minimize the potential adverse impacts of future and new development on the Town's natural systems.

2.3 Economic and Community Development Policies

Introduction

This policy section is concerned with those issues associated with the development and redevelopment of the Town of Shallotte regarding the types and locations of desired development, the willingness of the Town to provide public services to development, the desired pattern of development, local support for State and Federal programs influencing development, and the provision of access to public open space and recreational areas.

Beginning with the 1981 Land Use Plan Update and continuing with this most recent Update, local interest and support for the development of new industry within the corporate limits has remained fairly strong. The 1981 Land Use Plan in particular expressed strong support for any form of industrial development, whether it be light, medium, or heavy.

2.3.1 Types and Locations of Desired Industries

With the 1987 Land Use Plan Update, the Town wishes to continue its support and interest in new industrial development. Some discussion focused on whether the need is strong enough to warrant the creation of a special task force committee to pursue industrial development on behalf of the Town. The general conclusion was that the creation of a special committee might be duplicative and counterproductive to the efforts of State and County industrial development agencies. It was felt that both the Brunswick County Industrial Development Corporation and the NC Department of Commerce were well equipped and had good reputations for their success in drawing new industry to the State and the County.

Regarding the location of future industrial development, Town residents felt that the existing zoning ordinance adequately addressed that issue. The final point to be made was that while most forms of industrial development would be welcomed by the community, any such new industry should be "clean."

THE TOWN WISHES TO EMPHASIZE ITS DESIRE TO ATTRACT CLEAN INDUSTRY, WHETHER IT BE HEAVY, MEDIUM, OR LIGHT. INDUSTRIAL DEVELOPMENT SHOULD HAVE SUFFICIENT PHYSICAL SEPARATION FROM EXISTING OR POTENTIAL FU-

Policy 2.3.1

TURE RESIDENTIAL AREAS, ACHIEVED BY APPROPRIATE BUFFERING OR THE PLACEMENT OF APPROPRIATE COMMERCIAL AND OFFICE TRANSITIONAL USES ON INTERVENING LANDS.

Implementation

1. The Town will seek to establish more specific buffering standards in the zoning ordinance for industrial development.
2. The Town will use the zoning ordinance to direct future industrial development to appropriate locations within the Town, in accordance with the above stated policy.

2.3.2 Provision of Services To Development

The Town of Shallotte wishes to continue in its role as a free-standing, full service local government serving the needs of the southwestern sector of Brunswick County. The Town has established itself as a provider of a full range of municipal services: public water, public sewer, street maintenance and related drainage, police, fire, and solid waste (under contract).

Of these services, the two that have the greatest impact on the future growth and development of the Shallotte area are public water and sewer. Over the years, the Town has developed a general policy of not providing water and sewer services beyond the boundaries of the incorporated area, without annexation of the subject property. It has been the philosophy of the Town that these services should not be provided to property owners or businesses that do not contribute to the tax base of the community.

This policy has been demonstrated through the addition of a number of residential and commercial properties to the Town over the past several years. The Town is also most interested in attracting new industry to the vicinity of Shallotte, and would examine carefully opportunities to provide services to clean industries that would provide jobs for area residents.

Policy 2.3.2

IT IS THE POLICY OF THE TOWN OF SHALLOTTE TO PROVIDE BASIC MUNICIPAL SERVICES TO ALL INCORPORATED AREAS OF THE COMMUNITY. THE TOWN IS ALSO WILLING TO PROVIDE MUNICIPAL SERVICES TO NEW AREAS IN THE VICINITY OF THE COMMUNITY, UPON ANNEXATION OF SUCH AREAS INTO THE TOWN LIMITS.

Residents in attendance at meetings related to the Land Use Plan Update indicated that the Town of Shallotte was not yet large enough to warrant a specific policy on the urban growth pattern of the community. The general feeling was that this was not an issue at this time.

It should be noted, however, that the Town's policy of providing public water and sewer services to only those properties within the corporate limits of the Town is, in effect, acting as an urban growth pattern policy. So long as there are soil limitations for septic tank suitability in the vicinity of Shallotte, any intensive forms of urban growth will be more likely to locate on either infill sites or on sites that can be readily serviced by public water and sewer. Thus, a more compact growth pattern should be the result.

THE TOWN OF SHALLOTTE SUPPORTS AN URBAN GROWTH PATTERN WHICH IS CONSISTENT WITH ITS POLICIES ON THE EXTENSION OF PUBLIC WATER AND SEWER SERVICES. URBAN LEVEL DEVELOPMENT DESIRING PUBLIC WATER AND SEWER SERVICES SHOULD ANTICIPATE BEING LOCATED WITHIN THE EXISTING OR EXPANDED CORPORATE LIMITS OF THE TOWN.

1. The Town will continue to enforce its policies regarding the extension of public water and sewer services.
2. The Town will consider extending its regulations over the one mile Extra Territorial Jurisdiction surrounding the community. Expansion of the one mile ETJ should continue to occur as the Town limits expand.

While redevelopment in the traditional sense is not yet seen as an issue in the Town of Shallotte, a recent major fire called attention to the issue of reconstructing properties which have been significantly damaged or destroyed. In general, the Town has developed a policy which requires that any reconstruction of substantially damaged structures must occur in conformance with current regulations and building codes.

THE TOWN ENCOURAGES THE REDEVELOPMENT OF EXISTING STRUCTURES AND SITES IN A MANNER WHICH IS COMPATIBLE WITH THE OVERALL CHARACTER OF DEVELOPMENT IN THE COMMUNITY, AND IN CONFORMANCE WITH CURRENT BUILDING STANDARDS.

2.3.3 Urban Growth Pattern

Policy 2.3.3

Implementation

2.3.4 Redevelopment

Policy 2.3.4

Implementation

1. The Town will continue to enforce the State building code as it applies to the redevelopment of existing structures as well as new structures on previously developed sites.

2.3.5 State and Federal Program Support

With recent cutbacks in various State and Federal grant and loan programs, there are a limited number of such programs available to the Town. At the present time, the program of greatest importance to the community is the continued provision of funding and construction for the U.S. 17 Bypass north of Shallotte. This project is currently well under way, with construction set to begin as early as the fall of 1987.

Another major need which has been traditionally funded in large measure by the Federal and State governments is wastewater treatment plant construction and expansion. While Federal and State funding for these programs has been slashed in recent years, there are initiatives under way at both levels of government to bolster support for municipal sewage treatment systems. As noted under Section 1.4.2 (Sewer), the Town's existing sewage treatment plant is rapidly reaching its capacity. The Town recognizes the need to expand its sewage treatment plant in the very near future, and is taking actions to secure additional land and funding in support of the plant expansion.

At the time of this writing, there are initiatives at the State level to create a funding pool to provide monies to local governments on a revolving loan basis for the purpose of improving sewage treatment capabilities. The Town is, therefore, most supportive of these State initiatives.

In general, the Town wishes to voice its support for the various State and Federal regulatory programs which seek to enhance and preserve the environmental quality of the coastal region and the area around Shallotte in particular.

Policy 2.3.5

THE TOWN CONTINUES TO EXPRESS ITS SUPPORT FOR THE FOLLOWING STATE AND FEDERAL PROGRAMS WHICH AFFECT THE TOWN: MAINTENANCE OF HIGHWAYS, DREDGING OF THE SHALLOTTE RIVER, CONSTRUCTION OF THE U.S. 17 BY-PASS, STATE AND FEDERAL ASSISTANCE FOR THE MUNICIPAL SEWAGE SYSTEM, STATE AND FEDERAL GRANTS TO THE COMMUNITY FOR VARIOUS PROGRAMS, AND STATE AND FEDERAL ENVIRONMENTAL PERMITTING PROGRAMS.

1. The Town will continue to closely monitor progress on the funding and construction of the U.S. 17 Bypass around Shallotte.
2. The Town will continue to monitor and actively seek participation in funding programs at the State and Federal level for the construction and expansion of sewage treatment plant facilities.

Implementation

While the Town does not rely upon the Shallotte River as a primary source of commerce, there is nonetheless considerable support in the community for the continued maintenance of the Shallotte River in a navigable condition. The river is perhaps the single most important natural feature of the community, and there is considerable interest in seeing that the river is maintained in a useful and attractive condition. If the river were to become unnavigable, recreational boating and fishing would cease, and the overall quality of life in the eyes of many residents would decline measurably.

2.3.6 Channel Maintenance and Beach Nourishment

THE TOWN OF SHALLOTTE IS SUPPORTIVE OF THE MAINTENANCE OF THE SHALLOTTE RIVER CHANNEL AS A NAVIGABLE STREAM FOR BOATING AND FISHING.

Policy 2.3.6

1. The Town will continue to cooperate with the U.S. Army Corps of Engineers in its effort to maintain the navigability of the Shallotte River.

Implementation

The Town's viewpoint on the siting of energy facilities within the corporate limits remains largely unchanged from the 1981 Land Use Plan Update. While the Town continues to develop as a primarily residential and commercial community, there is considerable support for the attraction of new industry to the Town. Such new industries could include energy facilities and related activities. Discussions at the Town meetings related to development of the Land Use Plan developed the consensus that so long as the various environmental regulations were complied with, the Town would not be adverse to the location of energy facilities and related activities. This viewpoint is reflected in the following policy statement.

2.3.7 Energy Facilities

THE TOWN DOES NOT OPPOSE THE LOCATION OF ENERGY FACILITIES AND RELATED ACTIVITIES IN THE AREA, PROVIDED THAT ALL REASONABLE SAFEGUARDS ARE USED TO PROTECT THE PEOPLE AND THE ENVIRONMENT.

Policy 2.3.7

Implementation

1. The Town of Shallotte endorses and will cooperate with all State and Federal regulators in their reviews of energy facilities and related activities.

2.3.8 Tourism

As noted in the 1981 Land Use Plan Update, the Town of Shallotte is heavily influenced by the tourism-oriented economy and real estate industry of the surrounding beachfront areas. U.S. 17 through the Town is the primary north-south route for tourists and travelers east of Interstate 95. The Town's role as the commercial service center for the southwestern part of Brunswick County has strengthened over the past five years, as evidenced by the continued development of new commercial uses in the Town. Town residents noted that weekend shopping during the peak summer tourist season plays a significant role in the economy of the community. For this reason, Town residents at the public meetings specifically voiced opposition to the establishment of "blue laws" which could restrict weekend trade.

Policy 2.3.8

THE TOWN WILL CONTINUE TO FOSTER THE TRADE CENTER CONCEPT OF THE TOWN, BOTH FOR PERMANENT AND SEASONAL RESIDENTS.

Implementation

1. The Town will continue to allow visitors weekend opportunities to trade in-town by not adopting restrictive trade ordinances (blue laws).

2.3.9 Coastal and Estuarine Water Access

Regarding public access to the Shallotte River, Town residents at public meetings were evenly divided over the issue. For example, some residents felt very strongly that there is a continued need for a public boat ramp providing access to the Shallotte River. Others did not wish to encourage development of a facility which would encourage increased traffic and congestion within the Town limits. Still others supported the notion of a public boat ramp but did not feel that there were appropriate sites left in the Town.

After discussing these various viewpoints, a general opinion was that a feasibility study is needed to determine 1) whether there are appropriate sites in the Town available for a public boat ramp, and 2) what the impact of such a facility might have on the Town, as related to each particular location.

A final viewpoint expressed was that there might be some opportunity for a private property owner to develop an access facility on some sort of a fee basis.

THE TOWN SUPPORTS PUBLIC ACCESS TO THE SHALLOTTE RIVER, PROVIDED THAT SUCH ACCESS IS DEVELOPED ON SITES THAT ARE APPROPRIATE FROM AN ENVIRONMENTAL, TRAFFIC, AND PROPERTY OWNERSHIP STANDPOINT.

Policy 2.3.9

1. The Town will seek grant assistance through the Coastal Area Management Act program to assist the Town in conducting a feasibility study on the location and appropriateness of one or more public boat ramps within the Town limits.

Implementation

Over the years, the Town of Shallotte has developed as a predominantly single family residential community. As noted previously in Section 1.2, the 1980 U.S Census revealed that there were only eight housing units in the community at that time that were not either a single family detached structure or a mobile home. In the last five years, however, the Town has witnessed a limited amount of multi-family development, including apartments. Town residents voiced no objections to such multi-family housing so long as the developments are properly located and can be adequately served by the municipal sewage treatment plant. High-rise development, however, is not likely to occur in the community, nor is it likely to be encouraged by the Town. The current zoning ordinance, for example, enforces a height limitation on all structures in the Town of 35'. Fire protection is a concern in the community.

2.3.10 Residential Development

Town residents voiced no objection to the notion of newer, more innovative housing types occurring in the corporate limits. Patio homes and zero lot line homes were two specific housing forms that were discussed at the meeting with no apparent objection, so long as the Town can adequately review and approve such developments under existing or appropriately amended Town regulations.

THE TOWN OF SHALLOTTE SUPPORTS A DIVERSITY OF HOUSING TYPES IN THE COMMUNITY, SO LONG AS SUCH DEVELOPMENT CAN BE ADEQUATELY REVIEWED AND APPROVED THROUGH TOWN REGULATIONS, AND ADEQUATELY SERVED BY MUNICIPAL FACILITIES AND SERVICES.

Policy 2.3.10

1. The Town will remain open and receptive to new housing forms, and will amend its development ordinances as desirable to achieve a balanced and diverse housing stock.

Implementation

2.3.11 Commercial Development

Shallotte's location of U.S. 17 and the availability of municipal services have been primary forces in encouraging commercial development to occur within the Town limits. In recent years this commercial development has accelerated and expanded to locations along U.S. 17 beyond the current Town limits. In general, this commercialization has been a response to the rapid development of the beach communities to the south for residential purposes.

Unfortunately, this stripping of U.S. 17 by commercial development has resulted in many public costs:

1. The use and efficiency of the highway has been diminished by the number of driveway cuts and turnouts onto the highway. This has caused an unpredictable flow of traffic resulting in congestion. The highway no longer serves its originally intended purpose, that of moving traffic through the area. As a result, the U.S. 17 Bypass has become an urgent necessity.
2. Strip commercialization of U.S. 17 has also resulted, to some extent, in the creation of visual blight due to a proliferation of signs, variable setbacks, unplanned parking areas with minimal landscaping, etc.

Town residents noted that, in recent years, this tendency toward commercial strip development has been dealt with in two ways:

1. Additional traffic lights have been installed along U.S. 17 to force breaks in the flow of traffic to allow motorists to gain access to the highway.
2. As commercial development in the Town has escalated, there has been a tendency to cluster commercial uses in small to medium-sized shopping centers. As a result of shopping center development, several retail establishments can be served by the same driveway onto U.S. 17. In general, the Town is supportive of this trend.

Policy 2.3.11

THE TOWN OF SHALLOTTE WISHES TO CONTINUE IN ITS ROLE AS THE COMMERCIAL TRADE CENTER FOR SOUTHWESTERN BRUNSWICK COUNTY. THE TOWN ENCOURAGES THE DEVELOPMENT OF PLANNED COMMERCIAL USES WITH ADEQUATE TRAFFIC CONTROL MEASURES AND IMPROVED LANDSCAPING.

-
1. Through site plan review, the Town will encourage the adequacy of parking, traffic and signage control measures related to commercial development.
 2. The Town will review and correct current inconsistencies in the zoning ordinance dealing with minimum lot size and setbacks, etc.
 3. The Town will investigate the feasibility of establishing an ordinance regarding internal landscaping requirements for parking areas.

Implementation

As noted under Section 2.3.5, transportation is currently the highest priority issue in the Town of Shallotte. The pending construction of the U.S. 17 Bypass is has received the highest level of attention by Town residents and Town officials. With the development of this bypass becoming a reality, the Town must now turn to the issues of internal transportation movements and access to the highway from within the Town limits.

2.3.12 Transportation

Discussion at Town meetings focused on the need to preserve the integrity of the bypass by not allowing commercial uses to strip its length in a fashion similar to the existing U.S. 17 highway. Frontage roads, parallel rear access roads, or some other appropriate traffic solutions are needed to preserve the integrity of the highway.

At another level, some Town residents voiced concern that the community's existing street pattern encouraged virtually all traffic movements in the Town to use U.S. 17. A suggestion was made that all future development should not be dependent upon U.S. 17 to get anywhere in the community. This problem may be of lesser significance upon completion of the U.S. 17 Bypass, and the associated drop in traffic on old U.S. 17.

THE TOWN WILL CONTINUE TO PRESS FOR THE EARLIEST POSSIBLE COMPLETION DATE FOR THE TOTAL CONSTRUCTION OF THE U.S. 17 BYPASS AROUND SHALLOTTE. THE TOWN ALSO SUPPORTS ANY ACTIONS ON THE PART OF NCDOT TO INSURE THAT THE BYPASS REMAINS FREE AND CLEAR OF UNCONTROLLED DRIVEWAY CUTS.

Policy 2.3.12

Implementation

1. The Town will continue to carefully monitor the funding and construction progress on the U.S. 17 Bypass.
2. The Town will continue with recent initiatives with the State to determine how traffic on the U.S. 17 Bypass will gain access and egress from area streets and roads.

2.4 Public Participation Policies

2.4.1 Public Participation

The Town of Shallotte relies primarily upon informal channels of communication to get the word out on issues of major concern to the Town. For special projects, such as the preparation of the 1987 Land Use Plan Update, the Town also publishes notices in the *Brunswick Beacon* newspaper announcing the date, time, location, and purpose of the meetings to be held. The relative small size of the Town's population (approximately 950) and the small geographic scale of the community encourages these informal communication channels.

In addition, the Town Board and the Town Planning Board meet regularly each month. These meetings are open to the public and are centrally located in the Town Hall just off U.S. 17 between Wall and Cheers Street.

In general, the Town's style of local government may be described as predominantly informal and open. This style is appropriate for the relative size of the community and is generally conducive to meaningful citizen involvement.

A summary of the various public participation methods associated with the development of this Land Use Plan Update is contained in Section 5 of the Plan. The following policy statement on public participation remains unchanged from the 1981 Land Use Plan Update.

THE TOWN WILL ENCOURAGE THE PUBLIC TO PARTICIPATE TO THE MAXIMUM EXTENT POSSIBLE IN THE GOVERNING OF THE TOWN.

Policy 2.4.1

Implementation

1. The Town directs the Planning Board to set aside regularly scheduled meetings to discuss land use issues.
2. The Planning Board will continue to advise the public on the nature of items being considered by the Town Board.

2.5 Storm Hazard Mitigation, Post-Disaster Recovery and Evacuation Plan

Introduction

The purpose of this section of the Shallotte Land Use Plan is to document the Town's policies on managing development in hazardous areas, and to determine how these areas might be rebuilt following the occurrence of a major destructive storm event. Each of these concerns will be addressed in the paragraphs that follow.

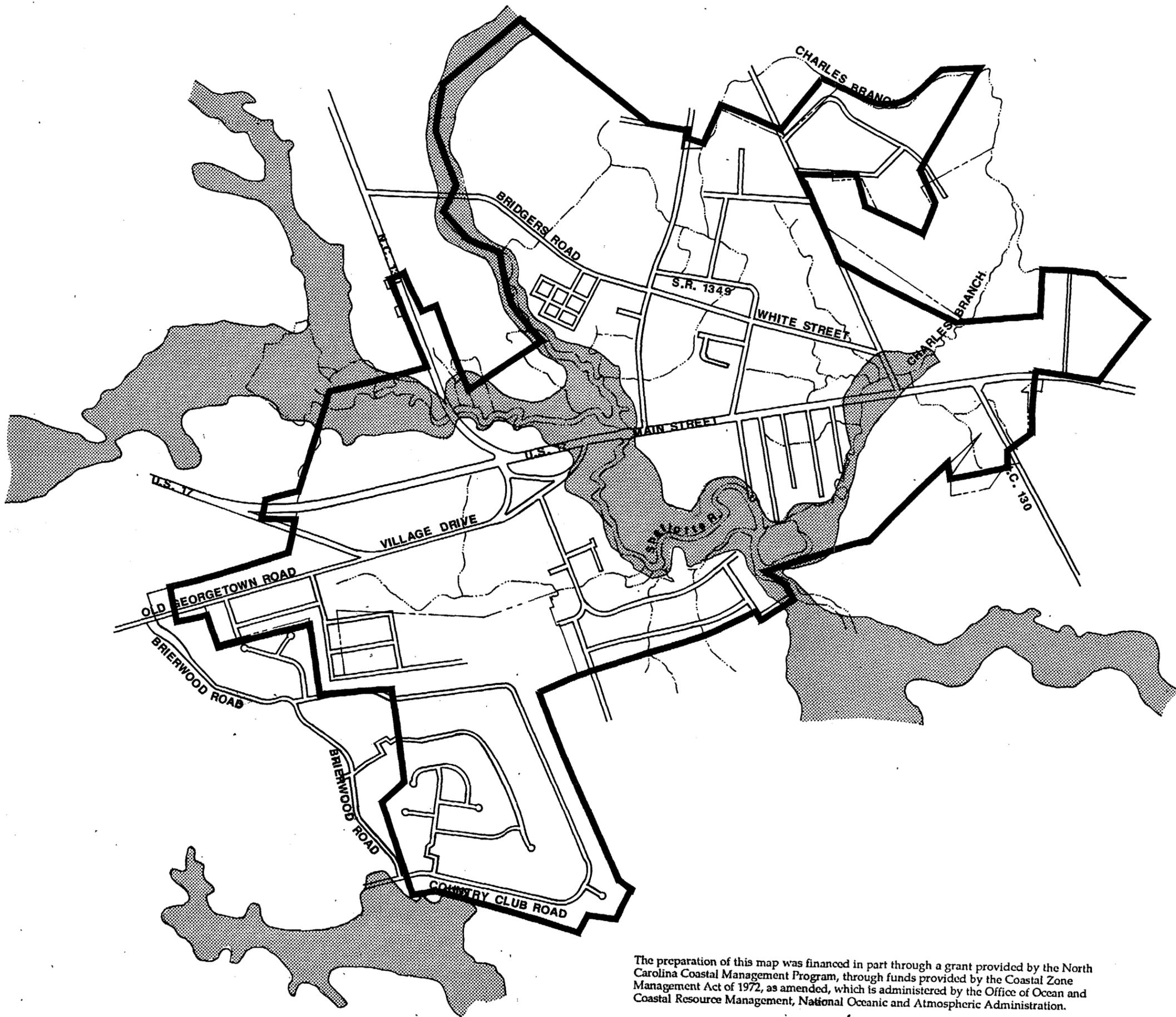
2.5.1 Storm Hazard Mitigation

Storm hazard mitigation involves "activities which reduce the probability that a disaster will occur, and minimize the damage caused by a disaster. Such activities can range from the establishment of a nationwide hurricane tracking system to the adoption of local land use regulations which discourage residential construction in floodprone areas. Mitigation activities are not geared to a specific disaster; they result from a long-term concern for avoiding the damages of future natural disasters." (McElyea, et al, *Before The Storm: Managing Development to Reduce Hurricane Damages*, 1982)

For the Shallotte Land Use Plan, primary emphasis will be on those mitigation activities that are within the authority of the Town, as coordinated with Brunswick County.

Composite Hazards Map

For the purposes of this study, a composite hazards map has been prepared in accordance with the CAMA guidelines. The composite hazards map is basically a summary of all hazardous areas occurring in the Town of Shallotte. Sources of information used to generate this map included Federal Flood Insurance Rate maps and the "Storm Surge Inundation Areas" map as prepared for Brunswick County by the U.S. Army Corps of Engineers and the Federal Emergency Management Agency. Also included by reference are all of the Town's Areas of Environmental Concern, in that each of the Town's AECs are directly associated with the floodprone area of the Shallotte River. These officially recognized AECs include: coastal wetlands, estuarine waters, estuarine shorelines, and public trust areas. For a complete discussion of each of these AECs, and the Town's policies toward development therein, the reader is directed to Section 2.1.2 of this plan.



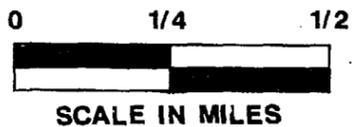
COMPOSITE HAZARDS MAP

 **HAZARD AREAS**

SOURCE: FEDERAL FLOOD INSURANCE RATE MAPS AND STORM SURGE INUNDATION AREAS MAP FOR BRUNSWICK COUNTY, AS PREPARED BY THE U.S. ARMY CORPS OF ENGINEERS AND F.E.M.A.

**TOWN OF SHALLOTTE
NORTH CAROLINA
COMPOSITE HAZARDS MAP
LAND USE PLAN UPDATE 1987**

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The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration.

As noted previously, the relatively steep topography of the land areas immediately adjacent to the Shallotte River flood plain, as well as dramatic changes in vegetation, make field identification of the flood plain relatively easy compared to many other areas in coastal North Carolina. For these reasons, as well as the relative availability of developable land in the Town, development pressures for the flood plain area have not been significant. The lack of development in the floodprone hazard area has been confirmed through discussions with the Town Building Inspector, as well as through the land use survey and analysis completed for the Land Use Plan.

To determine the amount of development located in the flood plain hazard area of the Town, the composite hazard area map was applied as an overlay to the 1987 existing land use survey map. This exercise revealed that nearly all construction in the Town has occurred on relatively high ground and not in floodprone areas. While the rear portions of some lots immediately adjacent to the river or its tributaries may be subject to inundation during a 100-year storm event, few if any structures are actually located within the floodprone area. Two possible exceptions might be the points where the Shallotte River and the Charles Branch pass under U.S. 17 (Main Street). At these two points, there may be perhaps six commercial structures located within the 100-year floodplain. In the event of a major storm event, these structures may experience static riverine flooding. Relative to the total tax base of the community, the impact of such flooding on these few structures is considered to be insignificant.

Beyond flooding, the other potentially significant cause of damage stemming from a major storm event is high winds. Hurricane force winds can cause serious structural damage as well as damage to overhead utilities. Shallotte is located in a zone identified by the State Building Code as having a reasonable expectation of having 100 mph winds from a hurricane. The State Building Code requires that any new structure built in the area be able to withstand winds of 100 mph. The Building Code sets standards for design, anchorage, and tie downs for structures. As noted in Section 1.2.1(a) of this plan, approximately 15% of the housing stock in Shallotte is comprised of mobile homes. The State Building Code requirement for anchorage and tie downs is, therefore, important in Shallotte.

It should also be noted that in both instances where development has apparently occurred in the floodplain, development pressures have been high; that is, along prime U.S. 17 commercial road frontage. As the community continues to grow with additional infill development, Town officials should be particularly watchful that future construction is discouraged from locating in these floodprone areas. The Town has the policy and regulatory framework in place to meet this objective, if acted upon consistently. To this end, the Town hereby reaffirms its policy statements regarding development in floodprone areas and the estuarine system of AECs. (Reference Policy Statements 2.1.1- 2.1.3(a) and 2.1.4)

Policy 2.5.1(a)

THE TOWN OF SHALLOTTE SHALL DISCOURAGE DEVELOPMENT FROM BEING CONSTRUCTED WITHIN THE 100-YEAR FLOODPLAIN.

Implementation

1. The Town will continue to participate in the National Flood Insurance Program, and to enforce its provisions.

Policy 2.5.1(b)

THE TOWN OF SHALLOTTE SHALL REQUIRE ALL NEW CONSTRUCTION TO CONFORM TO CURRENT APPLICABLE CONSTRUCTION STANDARDS, PARTICULARLY THOSE PROVISIONS WHICH REQUIRE CONSTRUCTION TO MEET WIND RESISTIVE FACTORS, I.E. DESIGN, WIND VELOCITY.

Implementation

1. The Town shall continue to enforce the North Carolina Building Code, particularly with regard to trailer tie-downs and anchorage.

2.5.2 Post-Disaster Reconstruction

Post-disaster reconstruction involves the full range of rehabilitation and reconstruction activities which seek to return the community to normal. These include financial assistance to cover property damages, economic recovery plans, reassessment of the community's land development policies and the repair, reconstruction, and relocation of damaged structures and utility systems. Recovery activities may continue for years after a particular disaster.

The Town of Shallotte has officially endorsed and supports the Brunswick County Disaster Relief and Assistance Plan, put into effect in June of 1984. The plan "is designed for use in all natural and manmade disasters except those as a result of war and civil disturbances. It is composed of a basic plan which provides general guidance, a series of general annexes that are applicable to all natural disaster operations, and a

series of Threat Annexes which are designed to cope with particular threats known to exist in the County such as tornadoes, hurricanes, ice storms, railroad accidents, and nuclear plant hazards." (Brunswick County Disaster Relief and Assistance Plan, June, 1984)

There are two sections of the County's Disaster Relief and Assistance Plan which have a direct bearing on post-disaster reconstruction activities: Annex O: Hurricane Response Plan and Annex F: Damage Assessment Plan.

The Hurricane Response Plan deals primarily with the overall administrative structure for emergency operations in the County for the period before, during and immediately after a major hurricane event. The plan establishes a Control Group, comprised of the highest elected officials of each local government represented in the County. Also included in the Control Group are the County Emergency Management Coordinator and the County Attorney, who serves as the Public Information Officer. Working directly under the Control Group is the Support Group which is comprised primarily of line agency personnel such as the Sheriff's Department, Social Services, public schools, the Health Department, the Tax Office, and others. The Control Group, headed by the chairman of the County Commissioners, is charged with the responsibility for making all major decisions during the disaster situation.

Annex F, the Damage Assessment Plan, specifies operations that are to occur during a) pre-disaster, b) disaster, and c) post-disaster conditions. In addition to detailed written procedures, the plan includes an organization chart indicating how various experts from different disciplines will work together to survey four categories of property: 1) public property (direct dollar method), 2) business and industry (percent of value method), 3) private dwellings (percent of value method), and 4) private dwellings (direct dollar method). All damage assessment activities are conducted under the supervision of the County Tax Assessor. Detailed forms and procedures for preparing damage assessment reports are included in the plan. Regarding the percentage of value method for damage assessment, the following classification system is also included in the plan:

1. Destroyed or essentially destroyed, small percentage of structure remains intact, or flood water line 8' above floor (x 1.00).

2. Extensive exterior and interior damage. Portions of roof or wall destroyed, or flood water line 6' above floor (x 0.70).
3. Damage to exterior and interior of such magnitude to render building unusable, or flood water line 3' above floor (x 0.30).
4. Mostly exterior surface damage, broken window glass, etc., building is usable. Flood water line above floor (x 0.10).

The plan includes methods and forms to determine damage to essential public services including: public streets, stream/drainage channels, bridges, water control facilities, public buildings, equipment and communications, public water and sanitary sewer, and medical or other emergency facilities.

Policy 2.5.2(a)

THE TOWN OF SHALLOTTE SUPPORTS THE CHAIRMAN OF THE BOARD OF COUNTY COMMISSIONERS OF BRUNSWICK COUNTY AS ULTIMATELY RESPONSIBLE FOR SUPERVISING THE IMPLEMENTATION OF POLICIES AND PROCEDURES CONTAINED IN THE DISASTER RELIEF AND ASSISTANCE PLAN, AS WELL AS ANY IMMEDIATE POST-DISASTER RECOVERY POLICIES.

Policy 2.5.2(b)

THE MAYOR AND THE BOARD OF ALDERMEN OF THE TOWN OF SHALLOTTE SHALL BE RESPONSIBLE FOR CARRYING OUT THE IMPLEMENTATION OF ANY LONG-TERM POLICIES AND ACTIONS RELATED TO POST-DISASTER RECOVERY IN THE TOWN OF SHALLOTTE.

Policy 2.5.2(c)

ANY STRUCTURE SUFFERING DAMAGE AMOUNTING TO 60% OR MORE OF THE STRUCTURE'S VALUE PRIOR TO DAMAGE, SHALL BE REQUIRED TO ABIDE BY THE MOST CURRENT AND RESTRICTIVE DEVELOPMENT AND BUILDING STANDARDS THEN IN EFFECT.

Policy 2.5.2(d)

IN THE EVENT OF DAMAGE TO PUBLIC UTILITIES, PRIORITIES SHALL BE GIVEN TO THOSE REPAIRS THAT WILL RESTORE SERVICE TO AS MANY PERSONS AS POSSIBLE, AS SOON AS POSSIBLE. EFFORTS SHOULD BE MADE TO RELOCATE PUBLIC UTILITIES AWAY FROM HAZARD AREAS AS A PRECAUTION AGAINST REPETITIVE, FUTURE PUBLIC EXPENSE AND REPLACEMENT.

THE BOARD OF ALDERMAN MAY DECLARE A MORATORIUM OF UP TO 180 DAYS ON THE PERMITTING OF ANY NEW CONSTRUCTION, INCLUDING NEW UTILITY HOOK-UPS OR REDEVELOPMENT CONSTRUCTION THAT WOULD INCREASE THE INTENSITY OF THE LAND USES EXISTING BEFORE THE DAMAGING STORM EVENT.

Policy 2.5.2(e)

1. Regarding Policy 2.5.2(c), the Town will consider changing its 60% criterion (as contained in the Town zoning ordinance) to a standard which conforms more directly to the percentages employed in the County Damage Assessment Plan.

Implementation

Evacuation refers to the range of activities involved in the assignment of evacuation routes and shelter locations, the determination of when to issue an evacuation order, the procedures for notifying the public of both the evacuation routes and the order to evacuate, and the implementation of evacuation during the storm event. Evacuation activities are related to both specific storm events (e.g. actual evacuations) and storm events in general (e.g. establishment of evacuation routes and shelter routes; notification of the public of routes and shelters).

2.5.3 Evacuation Plan

Brunswick County's Hurricane Response Plan prepared by the County Emergency Management Agency is included as Annex O of the County's Disaster Relief and Assistance Plan. The plan establishes an organization for managing evacuation in the event of a storm event. At the heart of this organization are the two previously mentioned groups whose respective missions may be described as follows:

1. The Control Group, whose mission is to "exercise overall direction and control of hurricane evacuation operations including decisions to institute county-wide increased readiness conditions and such other actions deemed necessary due to the situation." The Control Group is comprised of the highest elected official of each local government jurisdiction in Brunswick County, plus the Emergency Management Coordinator and the County Attorney. The Group is headed by the Chairman of the County Board of Commissioners.
2. The Support Group, whose mission is to "provide personnel and material resources for the implementation of pre-planned actions and other actions as directed by the Control Group; provide direction to personnel engaged in operations; and to provide information, data and rec-

ommendations to the Control Group." The Support Group is comprised primarily of the highest level local government managers for each major line agency in the County, and other appropriate volunteer, State and local agencies. The County Manager serves as the Support Group Coordinator.

In general, the established organization for handling emergency evacuations appears to be adequately structured. Also available for general distribution in the County is a single sheet Brunswick County Hurricane Evacuation Plan as developed by the Brunswick County Civil Preparedness Agency in conjunction with the North Carolina Division of Civil Preparedness. This summary sheet explains the basics of hurricane safety rules, hurricane facts, and includes a map of hurricane evacuation routes. It is designed to be a supplement to local newspapers.

According to the plan, the Town of Shallotte serves as an evacuation refuge for those residents living in the Holden Beach area of the County. Two evacuation shelters have been designated in the Shallotte area, and include Shallotte Middle School and West Brunswick High School. Also, west of Shallotte, the Union Primary School serves as an evacuation shelter for those residents living in the Ocean Isle Beach area. These shelters would also be available to residents in the Town of Shallotte, should that be necessary. In all likelihood, however, such evacuation to these local shelters would be unnecessary for most Town residents. The majority of the land area in the Town is sufficiently elevated so as not to be threatened by hurricane flooding.

Town officials, as well as representatives of the Shallotte Volunteer Fire Department, participate in the regular emergency management program organized at the County level.

Policy 2.5.3

THE TOWN OF SHALLOTTE SUPPORTS THE EFFORTS OF THE BRUNSWICK COUNTY EMERGENCY MANAGEMENT COORDINATOR TO FACILITATE AND ENCOURAGE THE SAFE EVACUATION OF VULNERABLE AREAS OF THE COUNTY DURING STORM EVENTS.

Implementation

1. Town officials will continue to actively participate in various scheduled activities of coordination between towns in the County for storm preparedness, evacuation, and post-disaster recovery.

Section 3: Land Classification

3.1 Purpose of Land Classification and Relationship to Policies

A land classification system has been developed as a means of assisting in the implementation of the policies adopted by the Town. By delineating land classes on a map, local government and its citizens can specify those areas where certain policies (local, State, and Federal) will apply. Although specific areas are outlined on a land classification map, it must be emphasized that land classification is merely a tool to help implement policies and not a strict regulatory mechanism. The designation of land classes allows the Town to illustrate its policy statements as to where and at what density growth should occur, and where natural and cultural resources should be conserved by guiding growth. Where the Town has enacted zoning controls which apply in the various land classification areas, appropriate land uses are specified by the zoning map and ordinance.

While North Carolina's Coastal Area Management Act Guidelines for Land Use Planning suggests a general format for the land classification system, local governments may modify the system within reason to meet local area needs.

3.2 Land Classification System

For Shallotte, three general land classes have been devised to cover all parts of the Town. The various classes are shown on the land classification map and may be described as follows:

- A. **DEVELOPED:** The purpose of this land classification is to provide for continued intensive development and redevelopment of existing cities.

According to the CAMA guidelines, "areas meeting the intent of the Developed classification are currently urban in character where minimal undeveloped land remains and have in place, or are scheduled for the timely provision of, the usual municipal or public services. Urban in character includes mixed land uses such as residential, commercial, industrial, institutional, and other uses at high to moderate densities. Services include water, sewer, recreational facilities, streets and roads, police and fire protection. In some instances, an area may not have all the traditional urban services in place, but if it otherwise has a developed character and is scheduled for the timely provision of these services, it still meets the intent of the Developed classification. Areas developed for predominantly residential purposes meet the intent of this classification if they exhibit existing high to moderate densities such as:

- (i) a density at or approaching 500 dwelling units per square mile; or
- (ii) a density of 3 or more dwelling units per acre; or
- (iii) a majority of lots of 15,000 square feet or less, which are provided or scheduled to be provided with the traditional urban services; and/or
- (iv) permanent population densities approaching or exceeding 2,000 persons per square mile and the seasonal population may swell significantly."

It is the intent of the Shallotte Land Use Plan that those high ground areas that are already densely developed with various types of residential and commercial activities should be designated as Developed for land classification purposes. In addition, all areas so designated are currently provided with traditional urban services, including: public water, public sewer, street

maintenance, garbage collection, municipal recreation facilities, and police and fire protection.

- B. **TRANSITION:** The purpose of the transition class is to provide for future intensive urban development within the ensuing 10 years on lands that are most suitable and will be scheduled for provision of necessary public utilities and services.

According to CAMA guidelines, Transition areas should not include "areas with severe physical limitations which would make the provision of urban services difficult or impossible, lands which meet the definition of conservation, lands of special value (unless no other alternative exists) such as productive and unique agricultural lands, forest lands, potentially valuable mineral deposits, water supply watersheds, scenic and tourist resources including archaeological sites, habitat for important wildlife species, areas subject to frequent flooding, areas important for environmental or scientific values, lands where urban development might destroy or damage natural systems or processes of more than local concern, or lands where intense development might result in undue risk to life and property from natural or existing manmade hazards."

For Shallotte, Transition lands have been identified for all high ground areas not in Developed and not warranting designation as Conservation. (No Transition areas have been designated for land areas associated with the Shallotte River estuary and floodplain.) Due to the relatively compact size of the Town, all non-developed areas not located in the floodplain are considered likely candidates for future infill development. As such development occurs, it is the intention of the Town to serve such areas with the full range of urban services.

The Town's Policies for Growth and Development have revealed a desire on the part of the community to provide basic municipal services to all parts of the incorporated area that are suitable for development. The Town has effectively used its zoning, subdivision, and public utility extension policies to encourage new urban-level development to occur in or adjacent to the Town limits. So long as the Town remains committed to expanding its existing wastewater treatment plant to keep pace with anticipated growth, Shallotte should be

in a position to continue to accept new development within the corporate limits. Since the Town has no extraterritorial jurisdiction, and has adopted conservative water and sewer extension policies, it is appropriate that the Transition area not be extended beyond the Town boundaries.

Appropriate uses of land in the Developed and Transition categories are identified in the Town's land use control ordinances (zoning and subdivision regulations).

- C. **CONSERVATION:** The purpose of the Conservation class is to provide for effective long-term management of significantly limited or irreplaceable areas. This management may be needed because of the natural, cultural, recreational, productive or scenic values of these areas. The Conservation class should be applied to lands that contain: major wetlands, essentially undeveloped shorelands that are unique, fragile, or hazardous for development; necessary wildlife habitat or areas that have a high probability for providing necessary habitat conditions; publicly owned water supply, watersheds and aquifers; and forest lands that are undeveloped and will remain undeveloped for commercial purposes.

For the Town of Shallotte, Conservation areas include the Areas of Environmental Concern (i.e. estuarine water, estuarine shoreline, coastal wetlands, and all surface waters). The Shallotte Municipal Park has also been included in this category, due to its significance as a recreational and historic center.

As stated in Policy Section 2.1.2, the Town supports all CAMA regulations and use standards for AECs occurring within the community.

To prevent possible confusion or ambiguity over map interpretations, the boundaries of the Conservation class are intended to coincide with the boundaries of the 100-year floodplain as identified on the Flood Insurance Rate Maps, and as may be confirmed through site specific surveys.

Also included by general reference, but not necessarily maps, are isolated pockets of wetlands. There may be

instances, for example, where an onsite inspection would reveal the need for a U.S. Army Corps of Engineers' wetland permit (404) which would be beyond the jurisdiction of the Town. Since these areas are site specific, they are not mapped as Conservation. Appropriate development standards of the U.S. Corps of Engineers would be applicable.

Interpreting the Land Classification Map

As noted previously, the Land Classification Map contained in this document provides a general description of the location of each of the land classes established in this section. This Land Classification Map should not be utilized for site specific interpretive purposes; its scale precludes such detailed use. Site specific questions concerning properties described on the Land Classification Map should be directed to the Shallotte Planning Board.



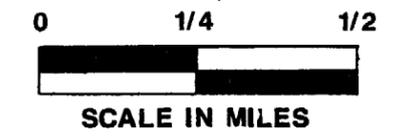
LAND CLASSIFICATION MAP

	DEVELOPED
	CONSERVATION
	TRANSITIONAL

**TOWN OF SHALLOTTE
NORTH CAROLINA**

**LAND CLASSIFICATION MAP
LAND USE PLAN UPDATE 1987**

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The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration.

Section 4: Intergovernmental Coordination and Implementation

4.1 Intergovernmental Coordination and Implementation

The Shallotte Land Use Plan, including the Policies for Growth and Development and the Land Classification Map, will serve as the basic tools for coordinating numerous policies, standards, regulations, and other governmental activities at the local, State and Federal levels. Such coordination is achieved in three ways:

1. State and Federal government agencies are required to review local land use plans when considering any actions or activities under their jurisdiction. Their actions are to be consistent, whenever possible, with the intent of the local Land Use Plan.
2. The policies and land classification system described in the Land Use Plan provide a basis for planning and budgeting for the provision of public facilities and services such as water and sewer systems.
3. The Town's Land Use Plan can serve as a coordinating instrument in helping to bring together the various regulatory policies and decisions of the local government into one document.

The preparation of the Shallotte Land Use Plan and Policies has proceeded in a manner which recognizes the planning activities of other government jurisdictions. In preparing the plan, for example, the most recent copy of the Brunswick County Land Use Plan was obtained and reviewed, as well as documents such as the Brunswick County Soil Survey and the Federal Flood Insurance Maps for the County in the vicinity of Shallotte.

Members of the Brunswick County Planning Staff were contacted and consulted to determine how any area-wide planning might impact upon the future of the Town. Included in the discussion were the most recent thoroughfare plan for Brunswick County, general plans for the county-wide water supply system, and specific plans for the U.S. 17 Bypass.

Also contacted were environmental specialists at the Wilmington regional office of the Department of Natural Resources and Community Development, the County Emergency Management Coordinator, the County Superintendent of Schools, the State Department of Cultural Resources, as well as periodic progress reports with the Coastal Land Use Planner for the State.

Section 5: Public Participation

5.1 Public Participation

Since its inception, North Carolina's Coastal Area Management Act Program has placed a high level of emphasis on public participation in the development of local land use plans and policies. The intent is to insure that the resulting plan and policies reflect, as closely as possible, the will of the people in the community. The public participation strategy employed for the development of the Shallotte Land Use Plan is generally discussed in Section 2.4 of this document. However, the following summary of program phases/key meetings for the 1987 Land Use Plan Update and their respective accomplishments is presented here for the sake of completeness.

Public Participation: Program Phases/Key Meetings

1. **Strategy Development** - The first priority in developing a public participation strategy for the Shallotte Land Use Plan was to get key officials in the Town to agree upon an overall strategy for citizen involvement. For the initial kickoff meeting to establish the strategy, the Mayor and the Town Clerk met with the Planning Consultant to identify appropriate boards and commissions in the Town, their regular meeting dates, and customs and protocol. It was decided that the key elected and appointed boards in the community which specifically related to the development of the Land Use Plan were the Town's Board of Aldermen and the Planning Board. It was further decided that these two boards would share responsibility for development of the Land Use Plan, but with ultimate authority for plan review and adoption reserved to the Board of Aldermen, in keeping with the intent of the CAMA legislation.

Public meetings for the Land Use Plan would be scheduled to coincide with the regular meeting dates of the Planning Board and/or Board of Aldermen when possible, but that special meetings could also be held as necessary to allow for a fuller level of citizen input. The decision was then made to hold a special issue identification meeting in a joint public meeting of the Board of Aldermen and the Planning Board. The purpose and intent of that meeting is more fully described under Phase 2 which follows.

2. **Issue Identification** - On Monday, January 12, 1987 at 7:30 p.m., a joint public meeting was held on the Land Use Plan involving the Board of Aldermen and the

Planning Board. The interested public was also invited to attend. In total, there were 12 residents of the Town in attendance, a number considered to be average relative to most meetings held in the community.

The group was led in discussion by the Consultant. Issue identification was facilitated through the use of a modified nominal group technique. Some 23 growth and development issues were identified and then ranked according to their relative priority by a show of hands.

On February 9, 1987, the Shallotte Planning Board met again and reviewed the issues, making some recommendations for suggested changes in the rankings.

A complete summary of all 23 issues is presented at the end of this section. These issues then provided the basis for identifying priorities in policy development.

3. **Policy Development** - On Monday, March 9 at 7:30 p.m. in the Town Hall, a joint meeting was held by the Board of Aldermen and Planning Board. Twelve residents of the Town were in attendance, a number again determined to be average for public meetings in the Town. The meeting was designed as a policy development workshop, and to facilitate the process, a summary of the Town's existing policies for growth and development as contained in the 1981 Land Use Plan was distributed for review and discussion. Also distributed were copies of the 23 growth issues identified at the previous meeting. Discussion then focused on the adequacy of existing policies in light of recent developments in the community, as well as any new requirements of the Coastal Area Management Act Coastal Land Use Planning Guidelines. Each existing policy was evaluated by the group on this basis, and changes were suggested where the group felt it was necessary. In some instances, the group simply provided the consultant with comment, direction, and intent, with the expectation that the consultant would return to the group an appropriate policy statement for further consideration. Upon completion of the review of the existing policy statements, the last item on the agenda was to evaluate the adequacy of the City's existing Land Classification Map. To aid in this

discussion, a color coded existing Land Use Map of the 1987 development pattern in the Town was presented. Discussion focused primarily on whether the identified Conservation areas were appropriate, and whether the Land Classification Map adequately reflected current development trends in the community. This meeting and discussion provided the basis for the preparation of a draft Land Use Plan, including revised policies for growth and development and a revised Land Classification Map.

4. **Draft Plan Review** - On Monday, June 15, 1987 at 7:30 p.m. in the Town Hall, a joint meeting was held by the Town Board of Aldermen and the Planning Board to review the completed draft of the land use plan and policies. The meeting was advertised in the local newspaper, but no one other than Board members, the Town Clerk, the Town Building Inspector, and the planning consultant from EDSA were in attendance.

The purpose of the meeting was to review in full the draft land use plan. While the entire document was reviewed from front to back, particular attention was focused on the Policies and Implementation Section of the Plan, as well as the Land Classification Map. At the conclusion of the meeting, board members voted to authorize the preliminary draft, with corrections as noted, be submitted to the State for review and comment.

5. **Plan Adoption** - On Wednesday, November 18, 1987, the Town Board of Aldermen held a public hearing on the Land Use Plan Update, and subsequently moved for adoption of the plan, with corrections as noted, for submission to the North Carolina Coastal Resources Commission for certification.

**Identification of Growth Issues
Shallotte Land Use Plan Update
January 12, 1987
Town Hall, Shallotte, NC**

At a joint work session of the Shallotte Town Board and Shallotte Planning Board on January 12, 1987, the following items were identified as major issues of concern for the future growth and development of the Town. Issues are ranked preliminarily according to their priority, 3 being most important, 2 being next important, and 1 being least important.

<u>Joint Meeting Rank</u>	<u>Planning Board Recommendations</u>	
3	3	(1) Traffic on U.S. 17
2	3	(2) Traffic Problem at Post Office
2	3	(3) Sewer system near capacity and out of date
3	3	(4) Residential and commercial uses overlap; inappropriate mixing
3	3	(5) Ingress/Egress onto U.S. 17 from Business
2	3	(6) Surface runoff to Shallotte River
3	3	(7) Zoning ordinance out of date/reactionary
1	2	(8) Insufficient hydrant head pressure in some areas of Town
3	3	(9) Lack of year-round industry/jobs
2	2	(10) Lack of policy as a tool to guide growth
2	2	(11) Need to channel multi-family housing to specific appropriate areas of Town
2	3	(12) Need to square up Town boundaries
2	2	(13) Strip commercialization along Town's major thoroughfares
3	3	(14) Poor traffic circulation due to street pattern
2	2	(15) Need to upgrade Town's pollution control ordinances
2	2	(16) Inadequate recreation services and facilities at all age levels and for all groups
2	3	(17) Development conflicts next to the Shallotte River (runoff problems)
2	2	(18) Need for extraterritorial jurisdiction to control surrounding area development
1	1	(19) Need for a community building
1	1	(20) Inadequate drainage in some areas of Town
1	2	(21) No public access to Shallotte River within the Town limits

Planning

Joint Meeting Rank

Board Recommendations

- | | | |
|---|---|---|
| 1 | 1 | (22) Need for better coordination regarding recreation with the County (more than just the Shallotte Township Park) |
| 2 | 2 | (23) Urban sprawl in the outskirts of Town |