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TOWN OF SHALLOTTE

1981

LAND USE PLAN

EXECUTIVE SUMMARY

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COASTAL ZONE  
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## EXECUTIVE SUMMARY

SHALLOTTE, 1981

The central concept for planning the future of Shallotte is the need for jobs and moderate growth. In order to make the community desirable both as an area for future industrial location and as a trade center hub for the surrounding area, the Town has been focusing on the provision of services and good planning practices. The Town, fortunately, has had an administration over recent years which has worked toward alleviating growth limiting problems. Many surface drainage improvements have been made eliminating many of the more serious water ponding areas. The addition of traffic lights and more off-street parking has helped traffic congestion on US 17 somewhat, although problems still remain, especially during the summer season. The community has worked to alleviate a long-time problem, the inability of the area's soils to handle on-lot sewage disposal, by providing for a public sewer system, which is currently in the construction phase.

Although the Town desires moderate growth, it is aware of the need to provide necessary services, coordinate growth with good land use location and design, and protect the environment of the Shallotte River estuarine system. In the development of the specific policies of the plan, the community was aware of the need for positive action in accomplishing its goals. Many of the policies will be implemented by budgetary action (e.g. money for continued capital improvements, recreation funds for boat ramp development), other policies will be implemented through task committee work (e.g. recreation coordination with the County), still others will

## PART IV: POLICY FORMULATION

This section provides the rationale for and statement of Town policies. Where feasible, implementation plans are included. Policies are grouped according to land use categories of

- Resource Protection
- Resource Production and Management
- Economic and Community Development
- Continuing Public Participation

A summary of selected policies is contained on page .

### 8.1 RESOURCE PROTECTION

#### A. AREAS OF ENVIRONMENTAL CONCERN

The term Area of Environmental Concern, or AEC, is used in North Carolina's Coastal Area Management Act (CAMA) to identify important natural resources, both on land and water, which could be damaged if subjected to incompatible development activity.

The Coastal Resources Commission (CRC) has identified thirteen different types of AECs -- in four general categories -- spelling out the significance and the basic management objectives for each, and has encouraged local governments to recommend those types of development, or use, which they consider appropriate in the AECs within their jurisdiction.

Shallotte's AECs fall into one general category, the Estuarine System.

#### The Estuarine System

##### 1. Estuarine Waters

All three of the individual AECs falling under the general classification of

the estuarine system are to be found or connected with the Shallotte River. By agreement, the Wildlife Resources Commission and the Department of Natural Resources and Community Development have determined that the estuarine waters are those 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 (See Part II, 5.2 for a more complete discussion).

The Town recognizes the importance of estuarine waters as the dominant component and bonding element of the entire estuarine system. The waters support the valuable commercial and sports fisheries of the coastal area which are comprised of estuarine dependent species. The Town recognizes its responsibility as a land intensive development along the Shallotte River and Charles Branch to prevent unnecessary further degradation of these waters which flow to the Ocean. Although much policy consideration has been given to protect these resources, alternative points have been made which suggest that these waters are no longer particularly productive due to regional contaminants and siltation from other activities such as farming, forestry, erosion, septic tank leachate, etc. Some concern has been expressed over whether the Town should express any policy supporting protection of such waters since some feel that the "damage has been done," that there is no real regional policy to deal with the problem, that degradation of these waters is partly a natural occurrence, that CAMA is sufficiently protecting the waters or at least as far as is practicable, and that the Town is willing to trade off some further degradation for more development, especially job intensive and tax base improving operations.

Through discussion of the above alternatives, the following policy has been selected:

**POLICY I: THE TOWN WISHES TO PREVENT SIGNIFICANT DETERIORATION OF THE ESTUARINE WATERS.**

**Implementation:** The Town supports the CAMA permitting procedure which

specifies compliance with use standards under 15 NCAC 7H, Section .0208. The Town will amend its zoning ordinance and subdivision regulations to include more specific requirements for land uses which could affect water quality in either a primary or secondary manner. The construction of the anticipated public sewer system is another measure which should remove the existing problem of on-lot sewage disposal and leachate entering the estuarine system.

## 2. Estuarine Shoreline

Estuarine shorelines, although characterized as dry land, are considered a component of the estuarine system because of close association with the estuarine waters. In the Town, these areas are the shorelines of the Shallote River west to the U.S. Route 17 bridge and the Charles Branch north to the U.S. 17 bridge. The same alternative discussions that resulted for estuarine waters also pertain to the shoreline. Development within the estuarine shorelines influences the quality of estuarine life and is subject to the damaging processes of shorefront erosion and flooding. The Town generally considers the CAMA permitting procedure to sufficiently protect the estuarine shoreline. An alternative consideration is the requiring of additional setback distances on the estuarine shoreline and more stringent development standards for development near the estuarine shoreline.

**POLICY 2: THE TOWN DESIRES TO ENSURE THAT SHORELINE DEVELOPMENT DOES NOT SIGNIFICANTLY HARM THE ESTUARINE SYSTEM.**

**Implementation:** The Town supports the CAMA permitting procedure which specifies compliance with use standards under 15 NCAC 7H, Section .0209. The Town will amend its zoning and subdivision regulations to include more specific requirements for land uses which could cause stream-bank erosion or affect water quality.

### 3. Coastal Wetlands

The unique productivity of the estuarine system is supported by decayed plant material and nutrients that are exported from the coastal marshlands. The value of marshlands in the animal food chain, as nesting areas, as nutrient and sediment traps, and as barriers against flood hazards has been well documented. In Shallotte, areas of coastal marsh can be found in the Shallotte River and Charles Branch (See PP. 33, 34 and Map E).

Although some of the marsh species specified in 15 NCAC 7H, Section .0205 as those which are found in coastal marshes can be found in the Shallotte River and Charles Branch, the productivity of these particular marsh areas is questionable. Through the years, these marshes have absorbed nutrients and pollutants and upstream siltation. They are no longer as viable and productive as they once were. Although some consider them of little use, they still provide protection of the estuarine shoreline and perhaps serve as continued nutrient traps, thereby saving the marshes in the lower river areas. An alternative to supporting the state permitting system and/or Town policy protecting the marshland is ignoring the marshlands as valuable resources. However, the Town is generally in agreement with federal and state policy in attempting to protect them from significant damage.

**POLICY 3: THE TOWN RECOGNIZES THE ENVIRONMENTAL VALUE OF COASTAL MARSHES  
AND DESIRES TO PROTECT THEM FROM SIGNIFICANT DAMAGE.**

**Implementation:** The Town supports the CAMA permitting procedure which specifies compliance with use standards under 15 NCAC 7H, Section .0208. The Town will amend its zoning and subdivision regulations to include more specific requirements for land uses which could cause significant harm to coastal wetlands.

#### 4. Public Trust Areas

The public trust areas are all of the estuarine waters mentioned previously, as well as the waters of the Shallotte River west of the U.S. Route 17 bridge, waters of the Charles Branch north of the U.S. 17 bridge, and waters of the Bobby Branch and Mulberry Swamp Branch. (See P. 35 for a more complete description of Public Trust Areas). In these waters, the public has rights of navigation and recreation. Generally, it is federal and state policy to protect these areas from uses which would interfere with the public right of navigation in these waters, as well as uses which would significantly harm the biological and physical functions of these waters. Wetlands are often found in these areas which do not qualify as coastal marsh, yet have significant value as freshwater wetlands serving similar biological and physical functions.

The Town is less inclined to be as protective of these areas as it is the estuarine system. Many landowners have expressed an unwillingness to have regulations interfere with their use of these areas or of uses which may affect them. The Town recognizes, however, that the public trust waters are connected to the estuarine system. Furthermore, federal and state policy has allowed for regulation of these areas.

**POLICY 4: THE TOWN WILL CONTINUE TO SUPPORT THE PUBLIC'S RIGHT TO NAVIGATION IN PUBLIC TRUST WATERS AND THE WISHES TO PERPETUATE THEIR BIOLOGICAL VALUE.**

**Implementation:** The Town suggests the CAMA permitting procedure which specifies compliance with use standards under 15 NCAC 7H, Section .0208. The Town will amend its zoning and subdivision regulations to include more specific standards regarding land uses adjacent to the public trust areas.

B. Suitable Land Uses in the AECs

Generally, suitable land uses will be those uses which are consistent with the CAMA permitting procedure with highest priority being uses which foster conservation of the resources and second priority to uses which are water dependent. In the coastal wetlands and estuarine waters, the state would not permit nor the Town support development such as restaurants and businesses; residences; apartments; motels; hotels; trailer parks; parking lots and private roads and highways; and factories. The state may permit and the Town may support such uses as utility easements, fishing piers, docks, and agricultural uses such as farming and forestry drainage, as permitted under North Carolina's Dredge and Fill Act and/or other applicable laws. Any use permitted would have to comply with the state regulations and conditions imposed in the Town's zoning and subdivision regulations.

On the estuarine shoreline, the uses permitted are those which are permitted under the zoning ordinance for the zoning district. However, the use standards under CAMA permitting procedure must be followed. Furthermore, special requirements for these areas specified in the zoning ordinance and subdivision regulations must be followed. The Town has no specific policy regarding bulkheading other than that all regulations must be followed, and the following:

POLICY 5; THE TOWN DOES NOT SUPPORT THE USE OF PUBLIC FUNDS FOR BULKHEADING OF SHORELINE.

Implementation: In the Public Trust Areas, the state may permit and the Town may support uses such as navigational channels or drainage ditches, the use of bulkheading to prevent erosion, and the building of piers, wharfs, or marinas. CAMA use standards for these areas must be followed along with specific regulations under the Town's zoning and subdivision regulations.

### C. OTHER RESOURCES

The Town has not identified any unique or especially valuable natural areas within its borders. The people of the Town are concerned about the destruction of vegetated areas and habitats of various species indigenous to the area. Although some consideration was given to more stringent protection of environmental resources in the estuarine areas, it was determined that present CAMA regulations sufficiently protected these areas.

POLICY 6: 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: The Town will modify its zoning and subdivision regulations to include more stringent standards regarding open space and surface drainage during development. A program of informing and educating citizens with regard to such resources will be developed with the help of various civic groups.

No specific archaeological sites have been located in the Town, and little potential exists for finding any. The Camp Methodist Church and the Sunnyside School are historic structures which the Town wishes to protect.

POLICY 7: THE TOWN WISHES TO PROTECT HISTORIC SITES.

Implementation: The Camp Methodist Church will be analyzed for the possibility of being placed on the National Register of Historic Places. The Sunnyside School, in danger of being destroyed, was rescued by the Town and moved to a park facility. The Town will continue to review the fate of buildings in the Town through the assistance of civic groups and attempt to preserve and use buildings which it considers valuable.

### D. WATER QUALITY AND QUANTITY

Three issues are involved in the assessment of water quality in the Town. The first issue is the availability and quality of water for the Town's water

system. The second issue is the effect of individual septic systems on ground water and surface water. The third issue is the potential for flooding.

### 1. Surface and Groundwater

Presently, the Town serves water from the public water system to all residents. The Town's wells are located near S.R. 130 in the northwest corner of Town. Two wells, fifty feet deep into the Castle Hayne Aquifer serve the Town. Water quantity and quality are sufficient to serve the present and future needs of the Town (See PP. 39 and 40). The Town continues to be concerned about the quality of the groundwater. Although growth is desired, the protection of the groundwater and surface waters from contamination is of great concern.

**POLICY 8: THE TOWN WILL NOT PERMIT DEVELOPMENT OR LAND USES WHICH WILL DEGRADE THE QUALITY OF SURFACE WATERS, THE GROUNDWATER OR SIGNIFICANTLY LOWER THE WATER QUANTITY IN THE AQUIFER.**

**Implementation:** The Town will review all development proposals carefully to determine its effect on groundwater. The Town will not permit the development of any landfills or disposal of hazardous wastes. The Town is in the process of constructing a public sewer system to remove the negative effects of leachate from individual on-lot sewage disposal systems or surface waters and groundwater.

### 2. Flooding

The Town is currently participating in the National Flood Insurance Program. Presently, there are no structures in the flood hazard area. During heavy rains and storms, some ponding and surface drainage problems do occur. Although the Town continues to attempt to alleviate problems on a priority basis, no comprehensive surface drainage plan has yet been developed. Many

of the problems are state responsibility as they occur along state owned roads.

POLICY 9: THE TOWN WILL CONTINUE TO ATTEMPT TO ALLEVIATE SURFACE DRAINAGE PROBLEMS AND FLOODING.

Implementation: The Town's administration has continued to place a high priority on surface drainage and flooding and has over the years eliminated the more serious problems. The Town continues to work closely with state DOT officials to eliminate specific problem areas. The Town will amend its zoning and subdivision regulations to include more stringent and specific standards regarding surface drainage. The Town will continue to enforce the regulations under the Flood Insurance Program to insure that structures are protected against flood damage.

## 8.2 RESOURCE PRODUCTION AND MANAGEMENT

### A. LAND UTILIZATION

Generally the Town's resources are linked with the residential and commercial trade center aspects of its development. Other than the Town's commitment to manage its environment and man-made improvements, the community development, limited area, and lack of extensive developable natural resources precludes any consideration of extensive resource production and management issues.

However, the Town has some limited agricultural activity, forest resources, and access to commercial and recreational fishing areas. These issues will be discussed below.

### B. AGRICULTURE

In the Town's past, a considerable amount of farming occurred within the Town boundaries. Today, farming is a less significant land use in terms of the Town's economy. Much of the land that was farmed has either been turned over to development, or now lies unused. There is still, however, about 100 acres of land within the Town which could be considered of agricultural use.

Farming is generally carried out on the following soils within the Town; Baymeade, Craven, Foreston, Goldsboro, Norfolk and Onslow (See Section 5.1 A). Although most of the soils are of agricultural capability II and have some wetness, good yields can be obtained on most of them. Corn yields are 60 to 100 bushels per acre, with the Craven and Norfolk soils giving higher potentials of over 100 bushels per acre. Soybeans can range from 20-40 bushels per acre. Tobacco on the Foreston and Norfolk soils can yield 3000 lbs. per acre.

Thus we may say that though farming is not a major land activity for a Town such as Shallotte, it could remain a valuable resource over time, and carefully controlled does not necessarily present a detrimental conflict to residential and commercial land use. In terms of managing such a resource, the Town has considered alternatives such as increasing minimum lot sizes in agricultural areas, allowing significant tax reductions for lands kept in agricultural use, adding specific management controls to the zoning regulations, not attempting to manage agricultural use, restricting water line size to agricultural use areas to limit possible densities.

POLICY 10: THE TOWN CONSIDERS AGRICULTURAL USES IN AND NEAR THE TOWN TO BE A VALID AND VALUABLE LAND USE, WHICH, WHEN CARRIED OUT PROPERLY, DOES NOT INTERFERE WITH OTHER LAND USES NOR WILL REDUCE SIGNIFICANTLY THE LAND SUPPLY OF THE TOWN NEEDED FOR FUTURE GROWTH.

Implementation: The Town will add specific management measures to the zoning ordinance which will reduce any detrimental effects of increased agricultural activity on other land uses. The Town will amend the zoning classification of agricultural areas to allow for larger minimum lot sizes.

#### C. FORESTRY

Over  $\frac{1}{4}$  of the Town still is covered by treed areas. However, commercial timbering operations are not anticipated to be carried out to any significant degree within the Town and therefore forestry will not be a source of resource production for the Town. Treed areas are part of the open space resources of the Town. (See Policy 6.)

#### D. MINERAL PRODUCTION

No existing or potentially valuable mineral resources are believed to

exist within the Town.

#### E. COMMERCIAL AND RECREATIONAL FISHERIES

Although no significant commercial fishing is done within the Town limits, the Town continues to be a focal point for commercial fishing (especially shellfish) which takes place further downstream and in coastal waters. Commercial catches reported are in excess of 100,000 lbs. with an ex-vessel value of \$300,000. Shallotte has at least six seafood processors. Over 36 people with Shallotte addresses are licensed by the State Marine Fisheries for seafood dealing, mostly in oysters. (See Section 2.3). The Shallotte River is navigable from the Town of Shallotte to the Ocean, not only providing a waterway for commercial vessels, but also for recreational use. Often the River provides a means of safe refuge during times of storm. The River is a valuable recreational fishing resource. Generally, the Town's concerns center around water quality and access. In terms of water quality, alternatives open to Town government center on preventing land uses, especially on-lot sewage disposal from residential use, from causing significant deterioration of water quality (See Policy 1). Although private boat ramps and marinas have provided some public access, the Town feels that not enough public access is available for recreational use. Alternatives considered have included requiring any subdivision of land on shorelines to provide public access, the Town using revenues to purchase land or seek easements along the shoreline and develop a Town boat ramp or marina, access shoreline owners by the foot so that a fund can be established for public access, increase general taxes to set up a special fund to use for the development of shoreline access.

POLICY 11: THE TOWN CONSIDERS COMMERCIAL AND RECREATIONAL FISHING TO BE OF SIGNIFICANT IMPORTANCE TO THE ECONOMY AND THE GENERAL CHARACTER WELFARE OF THE COMMUNITY. THE TOWN WILL WORK TOWARD PROTECTING AND DEVELOPING COMMERCIAL AND RECREATIONAL FISHERIES. THE TOWN WILL WORK TOWARD DEVELOPMENT OF A PUBLIC BOAT RAMP ON THE SHALLOTTE RIVER.

Implementation: In terms of protecting water quality so that commercial and recreational fisheries can continue to thrive, see Policy 1. The Town does not consider the present location of seafood processors to be in conflict with other land uses. The Zoning ordinance regulations presently in effect allow for expansion of such operations, and provide for necessary strategies to prevent use conflicts.

For recreational access to the shoreline, the Town will revise its zoning and subdivision regulations to provide for public access when shoreline areas are developed. Other shoreline protective measures can be found in Policies 2, 3 and 4. The Town will study the ends of streets which face the Shallotte River to determine potential boat access sites.

The Town will use recreation budget moneys as they come available to develop boat access sites.

## 8.3 ECONOMIC AND COMMUNITY

### DEVELOPMENT

#### A. GROWTH

The Town desires a moderate growth rate so that employment opportunities can be developed and the tax base expanded to pay for additional services such as the new sewer system and needed improvements to the water system. Residents are concerned, however, that the community could grow too fast and be burdened with environmentally degrading commercial or industrial enterprises. Although growth is generally desired, the community wishes to carefully control the size and type of growth. Policies considered: 1) Increase growth rate to 8% or more per year; 2) Keep growth rate to the rate of the 1970's, namely 3%; 3) Limit the growth rate by control measures (e.g. limiting building permits, high hook-up fees for new structures); 4) Adopt a no growth policy; 5) The Town wishes a moderate growth rate, matching services and budget to the growth.

POLICY 12: THE TOWN WISHES TO INCREASE ITS GROWTH RATE. THE ANTICIPATED SEWER SYSTEM WILL ACCOMODATE A MODERATE GROWTH RATE OVER THE PLANNING PERIOD. THE WATER SYSTEM, WITH MINOR IMPROVEMENTS WILL ALSO BE SATISFACTORY. OTHER SERVICES WILL BE BUDGETED FOR IMPROVEMENTS AND ADDITIONS TO MATCH THE GROWTH. THE TOWN IS INTERESTED IN ACHIEVING GROWTH IN ALL TYPES OF URBANIZED LAND USE. ESPECIALLY IMPORTANT IS GROWTH IN JOB INTENSIVE INDUSTRY. COMMERCIAL AND RESIDENTIAL GROWTH IS PREFERRED IN THE EXISTING TOWN LIMITS. INDUSTRIAL GROWTH SHOULD OCCUR ON THE OUTSKIRTS OF TOWN, SUCH AS ALONG NC 130. THE TOWN WILL CONTINUE TO PURSUE ITS ANNEXATION POLICIES WHEN NECESSARY. MANAGEMENT TOOL MODIFICATIONS ARE ANTICIPATED DURING FY 1982 TO ASSIST IN MANAGING AND DIRECTING GROWTH.

Implementation: The Town is in the process of constructing a public sewer system and is planning necessary improvements to the water system. During the next fiscal year, the Town will revise its zoning ordinance and subdivision regulations to insure additional control over anticipated growth. The Town is in the process of forming a development committee to seek out lands and financial arrangements for commercial and industrial development. The Town will seek methods to protect water wells from use by an easement or purchase of land.

#### B. LAND USE

The Town has developed as primarily a residential area with a large commercial area which serves as a commercial hub for the surrounding rural areas and the Ocean beach communities. Most of the commercial area is along US 17, and residential use has in recent years begun to spread out to the limits of Town in scattered subdivisions (see Map A). Discussions of growth and land use have centered around the degree of intensive residential development, commercial growth, multi-family units, and industrial development and location. All of the urbanized uses, of course, must be considered in relation to the environmental aspects of the Shallotte River system. Policies considered: 1) Restrict future development to residential single-family development emphasis; 2) Continue the past patterns of residential and commercial development; 3) Foster more multi-family unit development and commercial uses, with strict limits on industrial growth; 4) Develop an open door policy of growth with active seeking of all kinds of development including an aggressive industrial posture.

POLICY 13: THE TOWN WISHES TO INCREASE ITS GROWTH RATE AND PROVIDE AN ATMOSPHERE OF OPEN GROWTH OF ALL TYPES OF LAND USES INCLUDING INDUSTRIAL DEVELOPMENT. IT IS EMPHASIZED, HOWEVER, THAT ALL DEVELOPMENT WILL BE CAREFULLY MONITORED AND REGULATED USING TOWN AND STATE REGULATIONS SO THAT SERVICES ARE PROVIDED, THE HEALTH, SAFETY AND WELFARE OF THE PEOPLE ARE PROTECTED, AND THAT NO SIGNIFICANT ENVIRONMENTAL DEGRADATION OCCURS.

THE TOWN WISHES TO EMPHASIZE ITS DESIRE TO ATTRACT INDUSTRIAL DEVELOPMENT, WHETHER IT BE HEAVY, MEDIUM OR LIGHT. ESPECIALLY IMPORTANT ARE INDUSTRIES WHICH ARE JOB INTENSIVE. DESIRED LOCATIONS ARE ALONG NC 130.

Implementation: The Town will set up a development task committee to pursue commerce and industry. The Town's zoning ordinance and subdivision regulations, along with other Town regulations will be updated in the next fiscal year and necessary revisions made.

## C. TRANSPORTATION

Traffic on US 17 through Town continues to be a major problem. Although the provision of traffic lights and more off-street parking have served to reduce some of the hazards and problems of commercial traffic entering and exiting US 17, further steps are necessary. The Town has for some time been anticipating the construction of the proposed US 17 By-Pass. Policies considered: 1) Continued support for the By-Pass; 2) Seeking of additional traffic lights for US 17; 3) using public funds for the construction of a parking lot or parking garage; 4) Asking for a slower speed limit through Town; 5) Allowing no new commercial development without substantial off-street parking lots; 6) Construction of a parallel road; 7) Making US 17 three lanes.

POLICY 14: THE TOWN WILL CONTINUE TO PRESS FOR THE CONSTRUCTION OF THE PROPOSED US 17 BY-PASS. IN ADDITION THE TOWN WILL CONTINUE TO SEEK MORE TRAFFIC LIGHTS, AS WELL AS REQUIRE SUFFICIENT OFF-STREET PARKING AREAS FOR NEW COMMERCIAL DEVELOPMENT. THE TOWN WILL STUDY THE POTENTIAL FOR A PARALLEL STREET TO US 17 TO ALLOW LOCAL TRAFFIC TO MOVE MORE FREELY.

Implementation: The Town continues to keep in contact with state representatives regarding the By-Pass. The Town continues to seek additional traffic lights, and when the zoning ordinance is updated, stricter off-street parking regulations will be instituted.

#### D. ENERGY FACILITIES

Although the Town is primarily a residential and commercial community, industrial development is a use which the Town will be pursuing in the future. Furthermore, the Town considers major facilities such as energy facilities and utilities to be suitable growth inducing land uses, providing, of course, that environmental standards are met. Although little likelihood exists for such facilities to locate within the Town, the Town would consider doing its share to assist such development. Policies considered: 1) Designating areas suitable for pipelines, substations or possibly a powerplant; 2) Requesting the State to require power lines and other transmission lines to be placed underground; 3) The Town adding its voice to other communities opposing major facilities in the area.

POLICY 15: THE TOWN DOES NOT OPPOSE THE LOCATION OF MAJOR FACILITIES SUCH AS REFINERIES OR POWER PLANTS IN THE AREA PROVIDED THAT ALL REASONABLE SAFEGUARDS ARE USED TO PROTECT THE PEOPLE AND THE ENVIRONMENT.

#### E. TOURISM

Although many travelers and tourists pass through the Town on their way to other places, especially the nearby beach communities, the Town itself is not tourist oriented. The Town, rather, serves as a commercial center for summer residents of the beach communities and the surrounding rural areas. The Town has noted that its need for services does not increase substantially during the summer season. Policies considered: 1) Seek attraction of tourist oriented commercial/recreational activities; 2) Enforce strict standards to reduce opportunities for tourists to trade in town; 3) Continue to allow opportunities for tourists and

summer residents to make use of the trade center concept of the Town.

POLICY 16: THE TOWN WILL CONTINUE TO FOSTER THE TRADE CENTER CONCEPT OF THE TOWN.

Implementation: The Town will continue to allow visitors weekend opportunities to trade in town by continuing to disallow restrictive trade ordinances.

#### F. HISTORIC PRESERVATION

The Town has two historic sites, the Camp Methodist Church and the Sunnyside School. The Town does not have a substantial historic inventory, but what it does have is generally recognized as valuable to the community. The Sunnyside School was moved from its original site to the Town Park, so that the structure could be preserved and used as part of the recreation complex. No other archaeological or historic sites are known to exist in the Town.

POLICY 17: THE TOWN RECOGNIZES THE VALUE OF HISTORIC SITES AND WISHES TO PROTECT AND PRESERVE THEM.

Implementation: The Town Board and volunteer groups continue to monitor development in the Town and will continue to protect and preserve historic and archaeological sites discovered.

#### G. RECREATION

The Shallotte Municipal Park has continued to see an implementation of its Master Plan. The Park has picnic facilities, swing sets, and the recent moving of the Sunnyside School to the Park site has added a historic facility.

The Town has been working closely with Brunswick County in the development of the County Park adjacent to the Town. The County Park

construction is currently underway and will offer many active and passive recreational opportunities. The Town anticipates the Municipal Park and the County Park will work in conjunction to provide excellent recreational opportunities. Policies considered: 1) Construct another Town Park; 2) Continue to work closely with Brunswick County in terms of future development of the County Park as well as coordination of the Shallotte Municipal Park development; 3) Concentrate on development of boat access on the Shallotte River.

POLICY 18: THE TOWN WILL CONTINUE TO WORK WITH THE COUNTY IN DEVELOPMENT CONCEPTS OF THE COUNTY PARK. THE TOWN WILL CONTINUE TO IMPLEMENT THE SHALLOTTE MUNICIPAL PARK MASTER PLAN. THE TOWN WILL CONCENTRATE ON THE DEVELOPMENT OF BOAT ACCESS SITES ON THE SHALLOTTE RIVER.

Implementation: The Town will set up a recreation committee to continue the County coordination, Shallotte Municipal Park Master Plan implementation, and selection and development of boat access on the Shallotte River.

#### H. REDEVELOPMENT

Few dilapidated residential or commercial structures exist in the Town. Although many structures are in need of aesthetic improvement, the Town has generally considered this to be a private property problem. No substantial redevelopment is seen as needed. Many residents, however, indicated a desire to see a beautification program instituted. Some volunteer groups instituted tree planting and other beautification projects. The Town, in cooperation with the State road cleaning project, provides extra trash removal service from time to time.

Since redevelopment is not considered to be a significant issue in the Town, no specific policy has been developed.

I. COMMITMENT TO STATE AND FEDERAL PROGRAMS

The ongoing state and federal projects in Shallotte are: maintenance of highways, dredging of the Shallotte River, proposed US 17 By-Pass, federal assistance for the new sewer system, state and federal grants to the community for various program, North Carolina CAMA permitting program.

POLICY 19: THE TOWN CONTINUES TO EXPRESS ITS SUPPORT FOR THE ABOVE PROGRAMS WHICH AFFECT THE TOWN. THE TOWN EXPECTS TO WORK CLOSELY WITH THE COUNTY, STATE AND FEDERAL GOVERNMENTS TO INSURE THE HEALTH SAFETY AND WELFARE OF THE PEOPLE OF THE TOWN AND THE PROTECTION OF THE ENVIRONMENT.

## 8.4 PUBLIC PARTICIPATION

### A. PARTICIPATION ELEMENT

During the planning process, the Town attempted to include the public in the process by letting it be known through newspaper advertisement that land use plan work sessions would occur as part of the regular monthly Town Board meetings. Although few citizens actually attended the sessions, the Town relied on continual newspaper articles to inform the citizens on the Plan's progress and content. Copies of the sections of the Plan as completed and maps related to the Plan were on file at the Town Hall for citizens to read and comment upon.

An attitudinal survey was conducted of all of the property owners of the Town to understand how residents felt about items closely related to planning. This information, analyzed in the following section, assisted the Town Board in the formulation of the Plan's policies. Policies considered: 1) Encourage public participation; 2) No policy.

POLICY 20: THE TOWN WILL ENCOURAGE THE PUBLIC TO PARTICIPATE TO THE MAXIMUM EXTENT POSSIBLE IN THE GOVERNING OF THE TOWN.

Implementation: The Town directs the Planning Board to set aside regularly scheduled meetings to discuss land use issues. The Planning Board will continue to advise the public on the nature of items being considered by the Town Board. They will cooperate with the press and prepare releases for bringing the public up-to-date on government activity.

### B. ATTITUDINAL SURVEY ANALYSIS

During the planning process for the land use plan the consultants

conducted an attitudinal survey of the residents of the Town. The purpose for the survey was to understand how local residents felt about items that were closely related to planning. However, because the Census information was still not available, the survey also attempted to preliminarily gather some of this information.

The attitudinal survey was conducted through a random sample mail-out under controlled conditions. Based on the number and quality of the responses, we judge the confidence rate at approximately 85% on most answers.

Some of the conclusions from the survey are as follows: (1) the major problems facing the Town of Shallotte are the need for a public sewer system and for a by-pass to Route 17 business traffic; (2) there is a strong support for zoning ordinance amendments and probably for building codes and local health and environmental ordinances; (3) there is a strong pro growth attitude (tempered by limiting certain types of growth, especially commercial, industrial, and non-single family housing).

Of the 46 persons who completed the survey, all but three were males. The respondents showed a broad span of the age spectrum. They indicated that a large percentage of the homes in the Town were inhabited by a family consisting of grandparents, parents and children. In many instances there were four or more full-time employed persons in the household. About 35% of the households had incomes exceeding \$35,000 a year, yet the employment would not be considered to be principally from professions, or high paying occupations. The average size for the family was 3.18 persons. 36% of the respondents had moved into the area within the last 5 years.

In rating the adequacy of services and facilities, 54% of the respondents judged the inadequacy of septic systems and the need for public sewers as the most critical problem; 42% felt that they were fully dissatisfied with recreational opportunities (69% were more dissatisfied than satisfied with this service); a significant number of persons were very dissatisfied with roads and thoroughfares and surface drainage. Many of the respondents appear to be willing to pay an additional amount in local taxes to attain relief from the services or facilities they judge as inadequate. Typically, the residents appear willing to pay about \$100 per year for sewer; \$25 or more for recreation; and \$10 for some other services. Only 15% of the people responding indicated an unwillingness to back new facilities or services because they were already being taxed too much. Ironically, the dissatisfaction index was higher among those unwilling to pay than those willing to pay.

92% of the respondents back a public sewer system. They typically view their costs at about \$100/year in 1980 dollars. This is a healthy attitude since the residents appear to strongly favor a pro growth attitude. Only 8% of the residents were for decreasing the existing growth rate, which is best described as above average for the State. 35% of the respondents desired to significantly increase the rate of growth. Probably in recognition of this pro growth attitude, the respondents seemed concerned about the amount of certain kinds of development and its timing and location. 77% of the respondents desire to restrict or prohibit future mobile home growth; 58% want to restrict low income housing; 54% desire to restrict industrial development; and 35% want to restrict multi-family. Most of these restrictions could

be addressed through a zoning ordinance. Several of the respondents even commented that a zoning ordinance was needed to address this and other problems.

The respondents were extremely heavily in favor of taking local action to protect environmental features, including aquifer recharge areas, wooded areas, steep slopes and scenic areas (Most answers were in the 70% and above percentile). This problem can typically be approached through regulating densities and dealing with clearing and cutting in a zoning ordinance). Over 50% of the respondents would have the locality adopt regulations to protect the environment even where the State or Federal government has already taken regulatory action.

30% of the respondents did not find the Town's visual appearance attractive. Frequently, these respondents drew attention to the number of dilapidated houses in the Town. The enforcement of a building code would probably alleviate this problem.

62% of the respondents complained about the adequacy of parking in the Town. This rated comparably to problems with traffic flow.

The consultants note that there may be at least one indicator of future problems that bears watching. From the survey, it is noted that 26% of the work force appears to be commuting over 25 miles to work (some as many as 50 to 60 miles). Inevitably this group has made a value judgment that they would rather live in a small town and commute than live in the bigger city. With gas prices approaching \$1.50 per gallon, we may reach a point at which the costs of traveling to work are operating as a dissincentive to working. Presumably these people will move

rather than function with continually smaller real incomes. If this happens, there could be a sizable out-migration. Thus, although the people were convinced that the Town's position concerning future employers could be selective, the consultants are concerned that this attitude may change drastically in the near future.

In conclusion, in terms of planning needs the survey seems to indicate the need to progress with sewer plans, make some arrangement with the State Department of Transportation to create a north-south by-pass, and to enact zoning ordinance amendments (building codes, subdivision regulations) to protect the environment and limit or restrict unacceptable uses.

## PART V: LAND CLASSIFICATION

The land classification system has been developed as a means of assistance in the implementation of the Plan. By delineation of land classes (see Map B), the Town has indicated where growth is expected to occur and where they want to insure conservation of natural and conservation resources.

Although specific areas are outlined on the land classification map, land classification is merely a tool to help implement policies and is not a regulatory mechanism in itself.

### Transition:

The purpose of the transition class is to provide 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.

A central theme through the policies is the desire of the community for growth and development with appropriate services and controls. The Town has used its zoning and subdivision regulations to regulate growth and insure development opportunity. The Town has, however, recognized the limitations of its natural environment. The Shallotte River estuarine system represents an area not suitable for transitional urbanized uses. The soils of most of the community are not suitable for on-lot-sewage disposal, a factor which has not limited the Town's growth potential.

The Town has, however, embarked on a course to make it a growing trade center in the region. The community presently provides public water,

fire, police, street maintenance and solid waste removal to the residents. The Town is presently in the process of constructing a public sewer system to serve all areas of the community. The Town continues to work at improving the traffic flow on US 17 by pressing for more off-street parking, traffic lights, and perhaps a parallel street to help with local traffic flow. The US 17 By-Pass is a major project which the Town continues to support.

It is the Town's intention, through the implementation of the policies in the Plan, to assist in protecting the AECs by considering those lands to be conservation by classification, and the remaining lands in the Town to be transition. The transition lands, once public sewer is available, will be suitable for community growth with careful enforcement of zoning and subdivision regulations. Suitable uses will be residential, commercial, institutional, transportation, and industrial. All uses as to location and density will be regulated by the zoning map and land regulations. The development rate and densities will also be matched by the provision of services.

Conservation:

The purpose of the conservation class is to provide for effective long-term management of significant limited or irreplaceable areas. Such management is needed because of its natural, cultural, recreational, productive or scenic values. In the Town, these areas include the AECs (e.g. estuarine water, estuarine shoreline, coastal wetlands, and all surface waters). The Shallotte Municipal Park is included in this category, since it serves as a recreational and historic center. It is anticipated, however, that public sewer could be extended to the park in order to provide users with a facility.

The Town supports CAMA regulations in applying standards for AEC areas. The Town may permit uses which do not significantly harm the environment and which are permitted by the CAMA program (see section 8.1 for further discussion). As discussed in section 8.1, the Town will do its part in terms of permitted uses and regulation of activities in or near the AECs to protect the environment. The Town's zoning standards affecting the conservation zone will be revised during the next fiscal year to better define the protective concept afforded to the conservation zone.