

SECTION VI. PLAN FOR THE FUTURE

A. FUTURE DEMANDS

I. Introduction

This portion of the plan will focus on the future needs and demands facing the Village over the course of the planning period. The Village faces a unique set of challenges in balancing increased growth with the protection of the island's unique atmosphere and fragile plant and animal habitats. The Village has been established and maintained with this problem at the forefront of discussions regarding future growth. Through the development of goals, policies, and implementing actions in the context of this plan, the Village will establish a specific course of action that will assist the citizens and administration in overcoming these challenges.

In addition to environmental protection, the Village must also address the provision of public services to a growing permanent and seasonal population base. Every year, the number of available housing units throughout the Village increases, which has a drastic effect on the number of individuals visiting the island during peak summer months. Although permanent population increase has been modest over the last 10 to 15 years, the popularity of the Village as a seasonal and vacation destination has substantially increased. This presents the Village administration with the issue of addressing this growth with adequate police protection, infrastructure carrying capacity, fire/EMS protection, recreational opportunities, and transportation facilities.

The goals, policies, and implementing actions section of this plan will address these demands balanced by protection of sensitive areas of environmental concern.

2. Housing Trends

As evidenced by the existing land survey (page 70) a majority of the developed land (32%) within the corporate limits of the Village is comprised of single-family residential housing. Residential development far exceeds any other use in terms of percentage of total land use. This trend is expected to continue into the future. A majority of the land within the Village has been subdivided to accommodate residential development. Most of the large tracts of land that still remain undeveloped are either tied to the maritime forest, or are protected under the Smith Island Land Trust.

There is still a great deal of vacant land throughout the Village; however, this land has already been subdivided, and a substantial number of these lots have been sold to private investors. Of the remaining 1,725 acres of developable vacant land, approximately 87% is zoned for single-family residential development. It is difficult to predict how rapidly this land will be developed, although in recent years residential construction has been steady. Since 2000, the Village has issued an average of 68 building permits per year. It is expected that residential growth will remain consistent throughout the planning period, and that seasonal population will continue to grow as a result of this development. There are currently no deficiencies in terms of the quality or availability of housing within the Village. Additionally, build out of vacant property is not expected to occur during the planning period.

3. Commercial

Commercial development within the Village is intended to serve the needs of visitors and permanent residents. Until recently, commercial development was very sparse. However, there has been some commercial development in an effort to provide access to additional goods and services without having to traverse to the mainland. Most of the commercial development within the Village is located immediately adjacent to the marina and ferry terminal, or along Edward Teach Wynd.

It is expected that the new commercial development will occur in these areas; however, there may be some low intensity commercial/office space development in the Cape Fear Station Development. There is a small portion of land within the Cape Fear Station Development that has a zoning classification compatible with commercial development. It is not clear at this time whether this will occur; however, there has been some interest in providing retail space within this portion of the Village. Commercial development throughout the Village will be minimal during the planning period. New commercial structures will mainly involve small retail facilities, restaurants, and office space.

4. Transportation

As stated in the community facilities section of the plan, the Village is responsible for maintaining and constructing most of the public right-of-ways within the corporate limits. All roads not maintained by the Village fall under the jurisdiction of a property owners association. Over time, these roads may be dedicated to the Village if the roads meet required standards. There are no

major road projects currently planned within the Village. The road network within the corporate limits of the Village is complete, and any additional right-of-way will come as a result of future private development.

The most notable change in the current transportation system will be moving the Bald Head Island Limited Ferry Terminal from Indigo Plantation to Deep Point in Southport. This transition will provide a more contiguous and user friendly parking and ferry terminal for Village residents and visitors. It is anticipated that the new ferry terminal will be developed as a mixed use development with commercial and office space available. The travel time to and from the island will remain approximately the same.

5. Public Land Use

Public land use is not expected to change substantially during the planning period. No significant construction or land acquisition is anticipated. The Village will continue to maintain and improve its existing public facilities. In particular, the Village will focus on improving the quality of its infrastructure systems and public access sites.

6. Recreation

There are currently no recreational facility plans for the Village of Bald Head Island. Public recreational facilities within the Village consist of walking trails within the maritime forest, public beach access points, and the public boat ramp and creek access. The Village is working to upgrade and maintain all existing public beach access points. The Village is installing rope and pole barriers at several of the beach access points located along South Beach. This effort is intended to protect the dunes and dune vegetation recently erected and planted in conjunction with beach renourishment efforts.

The Village is also in the process of establishing an Island-wide pedestrian trail system. This effort is being headed up by the long-range planning committee. The trail system is intended to utilize existing municipal right-of-ways and easements to create a contiguous trail system throughout the Island.

7. Water System

The water system runs off a series of 16 wells throughout the Village, and is capable of producing 140 GPM of potable water. Bald Head Island Utilities does not anticipate the need to increase the volume of their reverse osmosis water treatment plant system. The Village is now tied into a county water line that traverses to the island via Oak Island. While operational, this water line, in conjunction with the existing RO system, is capable of providing an adequate water supply even during peak summer months.

The water line that traverses from Oak Island was recently ruptured during dredging efforts off the southwest corner of the Village. In the event that this water line breaks, the Village has established a water shortage supply handbook. This handbook establishes a priority system for water customers during times of water shortages. The Brunswick County water line is now functional again, and it is not anticipated that there will be additional problems in the future.

8. Sewer System

Currently the Bald Head Island sewer plant has a permitted maximum capacity of 400,000 GPD. It is estimated that during peak summer months the most significant flows reach approximately 200,000 GPD. At this time, it is not anticipated that the plant's capacity will be increased in the near future. According to the plant supervisor, the plan is to increase the plant's capacity to 800,000 GPD in approximately ten years. Planning for this expansion is anticipated to begin around the year 2013.

There are still approximately 50 on-site septic systems in place throughout the Village's corporate limits. All cluster systems, as discussed in the community facilities section of the plan, have been eliminated. It is anticipated that eventually all of these units will also be served by the system. The Village closely monitors these systems, and determines when it will be necessary to tie in these homes and eliminate the remaining septic tank systems. Middle Island is not currently served by the central sewer system, and it is not anticipated that they will tie into the system.

9. Administration

The only change of note within the administration of the Village will be the acquisition of Bald Head Island Utilities, Inc. Once this transaction is complete, the Village will assume control of the

department and have jurisdiction over all revenues and expenditures incurred through the operation of the water and sewer plants. The Village does not anticipate any change in the day-to-day operations of these facilities.

10. Fire/EMS Services

There are no significant changes anticipated within the Village of Bald Head Island Fire and EMS Service Department. The department is in the process of purchasing a new 2006 Rescue Pumper with a capacity of 1,000 gallons. The department is also purchasing a new beach rescue vehicle. The only personnel changes anticipated during the planning period will be the addition of an Administrative Captain.

11. Police Department

As with the Fire and EMS Department, there are no significant changes anticipated within the Village Police Department. The department is anticipating the purchase of two all terrain vehicles to be used for beach patrols, and this will require the hiring of two additional part-time officers. The department has also recently acquired a 26-foot Zodiac Patrol Boat that will be utilized during hurricane events to protect the boat harbor from people entering the Village, as well as patrolling Bald Head Creek. The Police Department also operates on a three year cycle for the purchase of a new truck to replace obsolete models currently in service.

12. Stormwater Management

Stormwater management was discussed in the community facilities section of the plan. At this time, implementation of these improvements has not yet begun. Coastal Land Design is currently in the process of working through data compiled during the initial study, and anticipates moving forward with the project over the next 12 to 24 months. This effort will result in a comprehensive Hurricane Floyd Management Plan.

B. LAND USE/DEVELOPMENT GOALS AND IMPLEMENTING ACTIONS

This section of the plan is intended to guide the development and use of land within the Village of Bald Head Island. The future land use maps and policies are intended to support the Village's and CAMA's goals. Specifically, this section includes Village goals, land use development policies, and the future land use maps. The future land use maps and the specified development goals are based in part on the Village of Bald Head Island community concerns (identified on page 7 of this plan) and the future needs/demands (identified in Section VI(A) of this plan). The Village is somewhat unique in that the planning jurisdiction has been planned and platted based on the developer's (Bald Head Island Limited) master plan. At this time, the vacant tracts that remain are comprised of single-family residential and commercial tracts. The future land use map will work in conjunction with the intended uses of property throughout the Village. One variation will be the establishment of conservation areas in areas considered hazardous or environmentally sensitive.

C. POLICIES/IMPLEMENTING ACTIONS

I. **Introduction**

It is intended that the policies included in this plan are consistent with the goals of CAMA. This plan will address the CRC management topics for land use plans and comply with all state and federal rules and regulations. The following will serve as a guideline to assist in assuring that this land use plan will guide the development and use of land in a manner that is consistent with the management goal(s), planning objective(s), and land use plan requirements of this plan. These policies/implementing actions will be applied throughout the Village's planning jurisdiction. All policies/implementing actions shall be used for consistency review by appropriate state and federal agencies.

Resource conservation and impact analysis issues are addressed throughout the policies and implementing actions included in this plan. However, the following conservation related policies and implementing actions are emphasized:

- ▶ Public Access, page 113.
- ▶ Conservation, page 117.
- ▶ Stormwater Control, page 119.
- ▶ Natural Hazard Areas, page 124
- ▶ Water Quality, page 127.
- ▶ Cultural, Historical, and Scenic Areas, page 132.

Specifically, in implementing this plan, the Village Planning Board and Village Council will continually do the following:

- ▶ Consult the Land Use Plan during the deliberation of all re-zoning requests.
- ▶ Consider the following in deliberation of all zoning petitions:
 - ▶ Consider the policies and implementing actions of this plan and all applicable CAMA regulations in their decisions regarding land use and development (including 15A NCAC 7H).
 - ▶ All uses that are allowed in a zoning district must be considered. A decision to re-zone or not to re-zone a parcel or parcels of property cannot be based on consideration of only one use or a partial list of the uses allowed within a zoning district.
 - ▶ Zoning decisions will not be based on aesthetic considerations.
 - ▶ Requests for zoning changes will not be approved if the requested change will result in spot zoning. Spot zoning is a form of discriminatory zoning whose sole purpose is to serve the private interests of one or more landowners instead of furthering the welfare of the entire community as part of an overall zoning plan. Spot zoning is based on the arbitrary and inappropriate nature of a re-zoning change rather than, as is commonly believed, on the size of the area being re-zoned.
 - ▶ The concept of uniformity should be supported in all zoning deliberations. Uniformity is a basic premise of zoning which holds that all land in similar circumstances should be zoned alike; any different circumstances should be carefully balanced with a demonstrated need for such different treatment.
 - ▶ Zoning regulations should be made in accordance with the Village Land Use Plan and designed to secure safety from fire, panic, and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to avoid undue concentration of population; and to facilitate the adequate provision of transportation, water, sewerage, open space, and other

public requirements. The regulations shall be made with reasonable consideration, among other things, as to the character of the district and its peculiar suitability for particular uses, and with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout the Village's planning jurisdiction.

- ▶ Specifically, the Planning Board and Village Council should ask the following questions:
 - ▶ Does the Village need more land in the zone class requested?
 - ▶ Is there other property in the Village that might be more appropriate for this use?
 - ▶ Is the request in accordance with the Village land use plan?
 - ▶ Will the request have a serious impact on overall traffic circulation, sewer and water services, and other utilities?
 - ▶ Will the request have an impact on other Village services, including police protection and fire protection?
 - ▶ Is there a good possibility that the request, as proposed, will result in lessening the enjoyment or use of adjacent properties?
 - ▶ Will the request, as proposed, cause serious noise, odors, light, activity, or unusual disturbances?
 - ▶ Does the request raise serious legal questions such as spot zoning, hardship, violation of precedents, or need for this type of use?
 - ▶ Does the request adversely impact any CAMA AEC's or other environmentally sensitive areas including water quality?

It is intended that this plan will serve as the basic tool to guide development/growth in the Village subject to the following:

- ▶ The Village Land Development Ordinances, when applicable, should be revised from time to time to be consistent, as reasonably possible, with the recommendations of this plan and the evolving nature of the Village's growth and development policy.
- ▶ Land development regulations should be designed: to ensure safe and efficient transportation; to secure safety from fire, panic, and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to avoid undue concentration of population; and to facilitate the adequate provision of transportation, water, sewerage, and other public requirements.
- ▶ The Village will coordinate all development proposals that fall subject to CAMA regulations with appropriate State and/or Federal agencies.

2. Policies Regarding Land Use and Development in AEC's

The Village accepts state and federal law regarding land uses and development in AEC's. By reference, all applicable state and federal regulations are incorporated into this document. All policies and implementing actions are to be utilized by the State of North Carolina for consistency review. Note the following:

- ▶ No policy is subordinate to another.
- ▶ All management topics have equal status.
- ▶ The future land use map may show some areas in a developed category which may also include sensitive habitats or natural areas. The intent is that development should be designed/permitted to protect these areas through utilization of concepts such as cluster development. Development/project approval will be based on project design which avoids substantial loss of important habitat areas.

D. LAND USE PLAN MANAGEMENT TOPICS

I. **Introduction**

The purposes of the Coastal Resources Commission (CRC) management topics are to ensure that CAMA Land Use Plans support the goals of CAMA, to define the CRC's expectations for the land use planning process, and to give the CRC a substantive basis for review and certification of CAMA Land Use Plans. Each of the following management topics (Public Access, Land Use Compatibility, Infrastructure Carrying Capacity, Transportation, Natural Hazard Areas, Water Quality, and Local Areas of Concern) include three components: a management goal, a statement of the CRC's planning objective, and requirements for the CAMA Land Use Plan. These policies apply to the entire Village. The local concerns which should be addressed in this plan are identified on page 7. These concerns and issues were utilized to develop the goals and objectives which are included in this plan. Additionally, the survey results obtained through the absentee property owner questionnaires will also be taken into account. Most of the policies and implementing actions are continuing activities. In most situations, specific timelines are not applicable. Refer to page 136 for a list of those policies/implementing actions which have a specific schedule. The policies and implementing actions frequently utilize the following words: should, continue, encourage, enhance, identify, implement, maintain, prevent, promote, protect, provide, strengthen, support, work. The intent of these words is defined in Appendix IV. Please note: Policies and Implementing Actions are numbered consecutively throughout this document with the letter "P" denoting a policy and the letter "I" denoting an implementing action.

2. **Impact of CAMA Land Use Plan Policies on Management Topics**

The development of this land use plan has relied in some part on the CAMA-prescribed existing land suitability analysis which is included in Section V(E) of this document. Reliance on this map is based in large part on the intent that this document is supportive of the CAMA regulations for protection of AEC's (15A NCAC 7H). This analysis was performed to identify pockets of land that are particularly poorly suited for development with respect to environmentally sensitive areas.

This plan is intended to support the Village vision statement which was developed under the Community Vision 2010 long range planning process. No negative impacts are anticipated by the implementation of the goals, objectives, and policies which are included in this plan.

Note: It is intended that all policies are consistent with (do not exceed) applicable State and Federal requirements when State and Federal requirements apply.

3. Public Access

a. *Management Goal*

The Village will maximize public access to the beaches and the public trust waters bordering its primary corporate limits.

b. *Planning Objective*

The Village will develop comprehensive policies that provide beach and public trust water access opportunities for the public along the shoreline and estuarine areas within the planning jurisdiction.

c. *Land Use Plan Requirements*

The following are the Village's policies/implementing actions for waterfront access.

Policies:

- P.1 The Village supports the Brunswick County Economic Development Commission and recreational related developments that protect and preserve the natural environment while promoting the Village as a tourist destination. It supports the private and public development of public waterfront access through private funds and grant monies. **Schedule: Continuing Activity.**
- P.2 The Village supports providing shoreline access for persons with disabilities. **Schedule: Continuing Activity.**
- P.3 The Village supports the frequency of shoreline access as defined by 15A NCAC 7M, Section .0300, Shorefront Access Policies. **Schedule: Continuing Activity.**
- P.4 The Village supports state/federal funding of piers for crabbing and fishing, as well as other facilities to serve the public at beach and estuarine access sites. **Schedule: Continuing Activity.**

- P.5 The Village supports the development of estuarine access areas to ensure adequate shoreline access within all areas of the Village. Areas that have traditionally been used by the public will be given special attention. **Schedule: Continuing Activity.**
- P.6 The Village supports the provision of centrally located bathroom facilities throughout its planning jurisdiction. The Village feels it is necessary to provide these facilities, at a minimum, within close proximity to one or more public beach access facilities, specifically East Beach. **Schedule: Continuing Activity.**

Implementing Actions:

- I.1 The Village will prepare a shoreline access and public facilities plan and request Division of Coastal Management funding for the preparation of the plan. **Schedule: Fiscal Years 2006-2008.**
- I.2 The Village will pursue funding under the North Carolina CAMA Shoreline Access funding program (15A NCAC 7M, Section .0300, Shorefront Access Policies). **Schedule: Continuing Activity.**
- I.3 The Village will pursue private sources of funding for the establishment of additional properties to be protected under the Smith Island Land Trust, including donation of land. **Schedule: Continuing Activity.**
- I.4 The Village will cooperate with state and federal agencies as well as private interest to secure estuarine access areas, including Bald Head Creek, to ensure adequate shoreline access within all areas of the Village. **Schedule: Continuing Activity.**

4. Land Use Compatibility

a. Management Goal

The Village will ensure that development and use of resources or preservation of land minimize direct and secondary environmental impacts, avoid risks to public health, safety, and welfare, and are consistent with the capability of the land based on considerations of interactions of natural and manmade features.

b. *Planning Objectives*

- i. The Village will adopt and apply local development policies that balance protection of natural resources and fragile areas with continued growth and development.
- ii. The Village's policies will provide clear direction to assist local decision making and consistency findings for zoning, divisions of land, and public and private projects.

c. *Land Use Plan Requirements*

The following are the Village's policies/implementing actions for land use compatibility:

Policies - Residential:

- P.7 The Village supports discouraging the re-zoning of existing residentially-developed or zoned areas to a non-residential classification in an effort to maintain the overall residential character of the Village. Such re-zoning and amendments in classifications to the future land use map should be carefully balanced with a demonstrated need for such proposed development that will be the best overall land development policy for the Village. **Schedule: Continuing Activity.**
- P.8 The Village supports quality development reflecting the spectrum of housing needs ranging from single-family homes to multi-family and cluster type developments. **Schedule: Continuing Activity.**
- P.9 The Village supports regulating growth to coincide with the provision of public facilities and services. **Schedule: Continuing Activity.**
- P.10 The Village supports wooded buffers along thoroughfares while allowing for maximum sight line visibility at intersections. **Schedule: Continuing Activity.**
- P.11 The Village supports providing adequate conservation/open space buffers between areas designated for residential development as indicated on the future land use map and any adjacent non-residential land use, including commercial and utility areas. **Schedule: Continuing Activity.**

- P.12 The Village supports the ability of all Property Owners Associations (POA) to establish restrictive covenants throughout its planning jurisdiction. Proposals for development or redevelopment should not only comply with Village land development policies and ordinances, but should also abide by all restrictions established under a given properties respective POA restrictive covenants. **Schedule: Continuing Activity.**

Implementing Actions - Residential:

- I.5 All re-zoning and subdivision approvals will consider the future land use and land suitability maps and analyses which are included in this plan. **Schedule: Continuing Activity.**
- I.6 The Village will permit residential development to occur in response to market needs provided that the following criteria are met:
- (1) Current codes and ordinances in conjunction with NCDCM oversight will ensure that due respect is offered to all aspects of the environment.
 - (2) If deficient community facilities and services are identified, the Village should attempt to improve such to the point of adequately meeting demands.
 - (3) Additional residential development should concurrently involve planning for improvements to community facilities and services if excess capacity does not exist within those facilities and services.
 - (4) Residential development is consistent with other Village policies and the land use map as contained in this plan update.

This implementing action will be enforced through the Village zoning and subdivision ordinances. **Schedule: Continuing Activity.**

- I.7 The Village will consider revisions to the zoning ordinance for non-residential sites to ensure adequate buffering and landscaping to separate residential and incompatible non-residential uses, and adequate regulation of off-site lighting, hours of operation, and vehicular access and parking locations. **Schedule: Fiscal Years 2006-2008.**

- I.8 The Village will regulate through its zoning and subdivision ordinance the development of conflicting land uses in areas where non-residential development is permitted. **Schedule: Continuing Activity.**

Policies - Commercial:

- P.13 The Village supports commercial development consistent with the Village's future land use map and current zoning ordinance. **Schedule: Continuing Activity.**
- P.14 The Village opposes the establishment of any industrial operations within its planning jurisdiction. **Schedule: Continuing Activity.**
- P.15 The Village opposes additional private or public solid waste collection sites within the Village's planning jurisdiction. **Schedule: Continuing Activity.**
- P.16 Commercial operations which are noxious by reason of the emission of smoke, dust, glare, noise, odor, and vibrations should not be located in the Village. **Schedule: Continuing Activity.**

Implementing Actions - Commercial:

- I.9 The Village will enforce its zoning regulations and rely on state permitting agencies to ensure that all commercial development within or adjacent to Areas of Environmental Concern is carried out properly. **Schedule: Continuing Activity.**
- I.10 The Village will review its zoning and subdivision ordinances to ensure compliance with policies P.13-P.16. **Schedule: Fiscal Years 2006-2008.**

Policies - Conservation:

- P.17 Except as otherwise permitted in this plan, residential, commercial, and office/institutional development should not be supported in natural heritage areas, conservation areas, or coastal wetlands. Residential and commercial development which meets 15A NCAC 7H use standards will be allowed in estuarine shoreline, estuarine water, and public trust areas. In all other areas, development will be

allowed that is consistent with applicable local, state, and federal regulations.
Schedule: Continuing Activity.

- P.18 The Village will support larger lots in conservation classified areas as designated on the future land use map through enforcement of the Village subdivision and zoning ordinances in zoned areas. **Schedule: Continuing Activity.**
- P.19 The Village aims to maintain its character as an eco-friendly moderate density residential community. Commercial development should be permitted only in areas already designated for this use through the Village's zoning ordinance. **Schedule: Continuing Activity.**
- P.20 The Village will support efforts to actively seek, through grant funding or private donation, additional properties to be acquired for protection under the Smith Island Land Trust. **Schedule: Continuing Activity.**
- P.21 It is the policy of the Village to encourage the construction of dune walkover platforms at all private beach access points. If individual walkovers are not established, then property owners will be required to utilize municipal dune crossings for beach access. **Schedule: Continuing Activity.**
- P.22 The Village recognizes that major updates and revisions need to be made to the current landscaping ordinance to address three trimming and removal procedures. **Schedule: Fiscal Years 2006-2007.**

Implementing Actions - Conservation:

- I.11 The Village will continue to promote the Smith Island Land Trust program in an effort to preserve additional portions of the Island as conservation/open space. **Schedule: Continuing Activity.**
- I.12 The Village will review its zoning and subdivision ordinances to ensure compliance with policies P.17-P.19. **Schedule: Fiscal Years 2006-2008.**

Policies - Stormwater Control:

- P.23 The Village supports reducing soil erosion, runoff, and sedimentation to minimize the adverse effects on surface and subsurface water quality. **Schedule: Continuing Activity.**
- P.24 The Village supports the enforcement of all controls and regulations, specifically design standards, tie-down requirements, construction and installation standards, elevation requirements, flood-proofing, CAMA regulations, and FEMA regulations, and locally adopted Hazard Mitigation Plan, deemed necessary by the Village Council to mitigate the risks of lives and property caused by severe storms and hurricanes. **Schedule: Continuing Activity.**
- P.25 The Village supports the Brunswick County National Pollutant Discharge Elimination System (NPDES) Phase II stormwater management program, due to its role in reducing the impact of stormwater runoff to waterbodies throughout the county. **Schedule: Continuing Activity.**

Implementing Actions - Stormwater Control:

- I.13 The Village will consider adopting and enforcing a soil erosion and sediment control ordinance. **Schedule: Fiscal Years 2006-2008.**
- I.14 The Village will review its stormwater control ordinance and include updates regarding regulations for water detention and/or retention facilities in new developments as new state and federal policy requires. **Schedule: Continuing Activity.**
- I.15 The Village supports ongoing planning and capital improvement efforts to address the drainage problem associated with flooding from tropical storm events. **Schedule: Fiscal Years 2006-2009**
- I.16 The Village will continue to seek grant funding from state and federal agencies for assistance in funding capital improvement projects that will aid the Village in alleviating flooding and storm drainage problems which exist throughout the Village. **Schedule: Continuing Activity**

5. Infrastructure Carrying Capacity

a. Management Goal

The Village will ensure that public infrastructure systems are appropriately sized, located, and managed so the quality and productivity of AECs and other fragile areas are protected or restored. It is acknowledged that to achieve the infrastructure carrying capacity goals, policies, and implementing actions, some utility lines may have to extend through some environmentally sensitive areas.

b. Planning Objective

The Village will establish level of service policies and criteria for infrastructure consistent with the projections of future land needs.

c. Land Use Plan Requirements

Please refer to Map 14 for delineation of the water and sewer service areas. The following are the Village's policies for infrastructure carrying capacity.

Policies:

- P.26 The Village supports providing adequate community services and facilities which meet the needs of the Village's citizens and businesses. **Schedule: Continuing Activity.**
- P.27 The Village supports providing sufficient water and sewer service to promote continued growth and to alleviate public health problems created by the absence of public water and sewer services in the Village. **Schedule: Continuing Activity.**
- P.28 The Village supports the extension of water services from existing systems and encourages the use of central systems for new developments whether residential, commercial, or office/institutional in nature. It also supports the continued public provision of solid waste disposal, law enforcement, and educational services to all citizens of the Village. **Schedule: Continuing Activity.**

- P.29 The Village will rely on its existing land use and development ordinances to regulate development and may amend or modify regulations to encourage or require the provision of central water service to lots or parcels proposed in new developments. **Schedule: Continuing Activity.**
- P.30 The Village supports the installation and use of properly permitted septic tank systems and the enforcement of District Health Department regulations and local development regulations regarding lot sizes and waste disposal system placement. This support is limited to those properties where central sewer service is currently unavailable. **Schedule: Continuing Activity.**
- P.31 The Village supports the provision of public recreational facilities and areas and will pursue grant funds and private donations for public open space and recreation facilities. **Schedule: Continuing Activity**

Implementing Actions:

- I.17 The Village will amend the future land use map, when needed, to reflect the Village's water and sewer upgrade and/or extension projects as they are planned. **Schedule: Continuing Activity.**
- I.18 The Village will consult the future land use map when considering new public facilities and private development. **Schedule: Continuing Activity.**
- I.19 The Village will consider revising water and sewer extension policies to ensure that public/private cooperation in the provision of infrastructure to serve new development is encouraged. **Schedule: Fiscal Year 2006-2007.**
- I.20 The Village will rely on the NC Division of Environmental Management and the Brunswick County Department of Environmental Health to oversee the proper operation, management, and maintenance of all wastewater treatment facilities within the Village. **Schedule: Continuing Activity.**
- I.21 Pending the potential acquisition of the water and sewer utilities, the Village will consider adopting an operating and capital financing plan for the development of

water and sewer system extensions and upgrades in preparation for future demand. **Schedule: Fiscal Years 2006-2008.**

- I.22 Provide sufficient emergency management personnel and facilities to adequately serve the projected population growth. **Schedule: Continuing Activity.**

- I.23 The Village will coordinate the development of any Village facility with all applicable property owners' associations in order to maximize the potential quality, access, and use of these facilities. Additionally, the Village will consider taking over jurisdiction and maintenance of POA facilities, if requested, assuming that these facilities comply with Village standards and requirements. **Schedule: Continuing Activity.**

6. Transportation

a. Management Goal

The Village will achieve a safe, efficient, reliable, environmentally-sound, and economically feasible road system within the Village.

b. Planning Objective

The Village will provide a safe and efficient road system throughout the Village's planning jurisdiction.

c. Land Use Plan Requirements

Policies:

- P.32 The Village supports interconnected street systems for residential and non-residential development. **Schedule: Continuing Activity.**

- P.33 The Village supports limited access from development along all roadways to provide safe ingress and egress. **Schedule: Continuing Activity.**

- P.34 The Village supports maintaining an effective signage and addressing system for all right-of-ways including private drives and access streets. **Schedule: Continuing Activity.**
- P.35 The Village supports state and federal funding for maintenance/dredging of the Intracoastal Waterway including the ferry channel which is utilized as the primary transportation route to and from the mainland. **Schedule: Continuing Activity.**
- P.36 The Village will maintain strict enforcement of its regulations against gas powered engines. Gas powered engines should be limited to emergency management/police vehicles, as well as all required contractor traffic including solid waste removal vehicles. **Schedule: Continuing Activity.**
- P.37 The Village supports the developer's careful monitoring of the ferry basin to ensure safe travel into and out of the basin. This will serve to maintain safe, consistent, and efficient travel to and from the mainland. **Schedule: Continuing Activity.**
- P.38 The Village will aim to ensure the safe operation of watercraft within waters immediately adjacent to its jurisdiction. Specifically, the Village will enforce its regulations regarding watercraft in Bald Head Creek. It will be maintained that all personal watercraft with a horsepower rating in excess of 25 will be restricted from entering Bald Head Creek. **Schedule: Continuing Activity.**

Implementing Actions:

- I.24 The Village will continue to consider the dedication of all street right-of-ways for Village maintenance. Dedication of all existing and proposed streets will be determined on a case-by-case basis, and will be determined based on whether the respective street right-of-way meets the design specifications of the Village. **Schedule: Continuing Activity.**
- I.25 The Village will periodically review its ordinances regarding the restriction of gas powered engines as growth continues, in an effort to minimize the impacts of noise and water pollution throughout the Village's planning jurisdiction. **Schedule: Fiscal Years 2006-2010**

- I.26 The Village will establish a no wake zone at the mouth of Bald Head Creek. This will be implemented through the installation of buoys and signage specifying where this zone will begin. This rule will be primarily enforced by NC Marine Fish and Wildlife, as well as the Brunswick County Sheriff's Department. **Schedule: Fiscal Years 2006-2008.**

7. Natural Hazard Areas

a. Management Goal

The Village will conserve and maintain shorelines, floodplains, major dune ridges, and other coastal features for their natural storm protection functions and their natural resources giving recognition to public health, safety, and welfare issues.

b. Planning Objective

The Village will develop policies that minimize threats to life, property, and natural resources resulting from development located in or adjacent to hazard areas, such as those subject to erosion, high winds, storm surge, flooding, or sea level rise.

c. Land Use Plan Requirements

The following are the Village's policies/implementing actions for natural hazard areas.

Policies:

P.39 The Village supports the installation of properly engineered and permitted bulkheads. **Schedule: Continuing Activity.**

P.40 The Village supports the US Army Corps of Engineers' regulations and the applicable guidelines of the Coastal Area Management Act and the use of local land use ordinances to regulate development within or immediately adjacent to freshwater swamps, marshes, and 404 wetlands. **Schedule: Continuing Activity.**

- P.41 The Village supports relocation of structures endangered by erosion, if the relocated structure will be in compliance with all applicable policies and regulations. **Schedule: Continuing Activity.**
- P.42 The Village recognizes the uncertainties associated with sea level rise. The rate of rise is difficult to predict. Thus, it is difficult to establish policies to deal with the effects of sea level rise. The Village supports cooperation with local, state, and federal efforts to inform the public of the anticipated effects of sea level rise. **Schedule: Continuing Activity.**
- P.43 The Village supports hazard mitigation planning. For a detailed summary, refer to the Village's locally adopted hazard mitigation plan. **Schedule: Continuing Activity.**
- P.44 The Village supports the land use densities that are specified on page 137 (Future Land Use) of this plan. Through enforcement of the zoning ordinance, these densities will minimize damage from natural hazards and support the hazard mitigation plan. **Schedule: Continuing Activity.**
- P.45 The Village supports the efforts of the US Army Corps of Engineers in dredging the Cape Fear River Channel, and the Corps policy to provide the Village with sand for its beach renourishment efforts as a result of the dredging process. **Schedule: Continuing Activity.**
- P.46 The Village recognizes the significance of protecting the primary dune line along oceanfront portions of the Village, as well as the inter-Island dune ridge system. The Village supports continued efforts to protect these dunes through a proactive dune stabilization and protection program. **Schedule: Fiscal Years 2006-2010.**
- P.47 The Village will continue to enforce its requirement for a landscape permit in an effort to protect all existing dunes, berms, vegetative cover, and tree species. Furthermore, it is imperative that the inner island dune ridge system, which traverses east to west across the island, be preserved.

Implementing Actions:

- I.27 The Village will continue to enforce its Floodplain Ordinance and participate in the National Flood Insurance Program. It will rely on the North Carolina Department of Environment and Natural Resources, Division of Coastal Management to monitor and regulate development in areas up to five feet above mean high water susceptible to sea level rise and wetland loss. Subdivision regulations will be enforced – requiring elevation monuments to be set so that floodplain elevations can be more easily determined. **Schedule: Continuing Activity.**
- I.28 The Village will monitor development proposals for compliance with Section 404 of the Clean Water Act and will continue to enforce local land use ordinances to regulate development within or adjacent to freshwater swamps, marshes, and 404 wetlands. **Schedule: Continuing Activity.**
- I.29 In the event of a natural disaster, the Village permits redevelopment of previously developed areas, provided all applicable policies, regulations, and ordinances are complied with. Redevelopment, including infrastructure, should be designed to withstand natural hazards. **Schedule: Continuing Activity.**
- I.30 The Village will enforce the density controls in the zoning ordinance and subdivision ordinance in potential redevelopment areas to control growth intensity. **Schedule: Continuing Activity.**
- I.31 In response to possible sea level rise, the Village will review all local building and land use related ordinances and consider establishing setback standards, density controls, bulkhead restrictions, buffer vegetation protection requirements, and building designs which will facilitate the movement of structures. **Schedule: Continuing Activity.**
- I.32 The Village will utilize the future land use maps to control development. These maps are coordinated with the land suitability map and existing infrastructure maps. **Schedule: Continuing Activity.**
- I.33 The Village will work with the US Army Corps of Engineers to ensure that the existing six year cycle for beach renourishment is maintained. Under this system

the Village is the recipient of sand on the second and fourth year of a six year cycle utilized to clear the Cape Fear River shipping channel. Currently Caswell Beach receives all dredged sand on the sixth year of the cycle. **Schedule: Continuing Activity.**

- I.34 The Village will continue its dune stabilization efforts by continuing to install rope and pole fence enclosures around the primary dune line along oceanfront portions of the Village. This effort will also involve the planting of sea oats and Bitter Panicum to increase the stability of the dune line. **Schedule: Continuing Activity.**

8. Water Quality

a. Management Goal

The Village will maintain, protect, and where possible, enhance water quality in all coastal wetlands, rivers, streams, and estuaries. This should include a means of addressing the complex problems of planning for increased development and economic growth while protecting and/or restoring the quality and intended uses of the basin's surface waters.

b. Planning Objective

The Village will adopt policies for surface waters within the Village to help ensure that water quality is maintained if not impaired and improved if impaired.

c. Land Use Plan Requirements

The following provides the Village's policies/implementing actions on water quality.

Policies:

- P.48 The Village supports the guidelines of the Coastal Area Management Act and the efforts and programs of the North Carolina Department of Environment and Natural Resources, Division of Coastal Management and the Coastal Resources Commission to protect the coastal wetlands, estuarine waters, estuarine shorelines, and public trust waters of the Village. **Schedule: Continuing Activity.**

- P.49 The Village supports conserving its surficial groundwater resources. **Schedule: Continuing Activity.**
- P.50 The Village supports commercial and recreational fishing in its waters and will cooperate with other local governments and state and federal agencies to control pollution of these waters to improve conditions so that commercial and recreational fisheries will not be depleted. It also supports the preservation of nursery and habitat areas. **Schedule: Continuing Activity.**
- P.51 The Village opposes the disposal of any toxic wastes, as defined by the US Environmental Protection Agency's Listing of Hazardous Substances and Priority Pollutants (developed pursuant to the Clean Water Act of 1977), within its planning jurisdiction. **Schedule: Continuing Activity.**
- P.52 The Village recognizes the value of water quality maintenance to the protection of fragile areas and to the provision of clean water for recreational purposes and supports the control of stormwater runoff to aid in the preservation of water quality. The Village will support existing state regulations relating to stormwater runoff resulting from development (Stormwater Disposal Policy 15 NCAC 2H.001-.1003). Additionally, the Village supports all efforts of the Brunswick County NPDES Phase II stormwater management program. **Schedule: Continuing Activity.**
- P.53 The Village supports regulation of underground storage tanks in order to protect its groundwater resources. **Schedule: Continuing Activity.**
- P.54 The Village supports the policy that all State of North Carolina projects should be designed to limit to the extent possible stormwater runoff into coastal waters. **Schedule: Continuing Activity.**
- P.55 The Village supports implementation of the Cape Fear River Basin Water Quality Management Plan. **Schedule: Continuing Activity.**
- P.56 The Village supports protection of those waters known to be of the highest quality or supporting biological communities of special importance. **Schedule: Continuing Activity.**

- P.57 The Village supports management of problem pollutants, particularly biological oxygen demand and nutrients, in order to correct existing water quality problems and to ensure protection of those waters currently supporting their uses. This effort should focus on residential development adjacent to Bald Head Creek. **Schedule: Continuing Activity.**
- P.58 The Village opposes the installation of package treatment plants and septic tanks or discharge of waste in any areas classified as coastal wetlands, freshwater wetlands (404), or natural heritage areas. This policy does not apply to constructed wetlands. **Schedule: Continuing Activity.**
- P.59 The Village supports the following actions by the General Assembly and the Governor:
- Sufficient state funding should be appropriated to initiate a program of incentives grants to address pollution of our rivers from both point sources and nonpoint sources. **Schedule: Continuing Activity.**
 - An ongoing source of state funding should be developed to provide continuous support for an incentives grant program. **Schedule: Continuing Activity.**
 - The decision-making process for the award of incentives grants should involve river basin organizations representing local governments and other interest groups in the review of all applications for state funding. **Schedule: Continuing Activity.**
 - The ongoing effort of the Department of Environment and Natural Resources to develop administrative rules implementing the Cape Fear River Basin Management Strategy should continue to involve local government officials in the development, review, and refinement of the proposal. **Schedule: Continuing Activity.**
- P.60 The Village does not support the location of floating homes within its jurisdiction. **Schedule: Continuing Activity.**

P.61 The Village supports the following goals of the NC Coastal Habitat Protection Program (CHPP):

- Document the ecological role and function of aquatic habitats for coastal fisheries.
 - Provide status and trends information on the quality and quantity of coastal fish habitat.
 - Describe and document threats to coastal fish habitat, including threats from both human activities and natural events.
 - Describe the current rules concerning each habitat.
 - Identify management needs.
 - Develop options for management action using the above information.
- Schedule: Continuing Activity.**

P.62 The Village supports the efforts of the Bald Head Island Conservancy to monitor, and research methodologies to improve water quality throughout the Village’s planning jurisdiction. **Schedule: Continuing Activity.**

Implementing Actions:

I.35 The Village will comply with CAMA and NC Division of Environmental Management stormwater runoff regulations. **Schedule: Continuing Activity.**

I.36 The Village will enforce its zoning and subdivision regulations to aid in protecting sensitive shoreline areas. It will rely on state and federal agencies to promote and protect the Cape Fear River, as well as other nursery and habitat areas adjacent to the Village. **Schedule: Continuing Activity.**

I.37 The Village will rely on the technical requirements and state program approval for underground storage tanks (40 CFR, Parts 280 and 281), and any subsequent state regulations concerning underground storage tanks adopted during the planning period. **Schedule: Continuing Activity.**

I.38 The Village will continuously enforce, through the development and zoning permit process, all current regulations of the NC State Building Code and North Carolina Division of Health Services relating to building construction and septic tank

installation/replacement in areas with soils restrictions. **Schedule: Continuing Activity.**

I.39 The Village will implement the following actions through local ordinances to improve water quality (Note: these actions are especially significant in areas adjacent to Bald Head Creek):

- Use watershed-based land use planning
- Minimize impervious cover in site design
- Limit erosion during construction
- Maintain coastal growth measures
- Restoration of impaired waters
- Reduction of nutrients in the Village waters. **Schedule: Review local ordinances annually.**

I.40 Preservation of wetlands is important to the protection/improvement of water quality in the Village. The following will be implemented:

- Coordinate all development review with the appropriate office of the US Army Corps of Engineers and the Soil Conservation Service. **Schedule: Continuing Activity.**
- Require that wetland areas be surveyed and delineated on all preliminary and final subdivision plats. **Schedule: Fiscal Years 2006-2008.**

9. Local Areas of Concern

a. Management Goal

The Village will integrate local concerns with the overall goals of CAMA in the context of land use planning.

b. Planning Objective

The Village will identify and address local concerns and issues, such as cultural and historic areas, scenic areas, economic development, or general health and human services needs.

c. *Land Use Plan Requirements*

The following provides the Village's policies/implementing actions on local areas of concern. All policies are continuing activities.

Policies - Cultural, Historic, and Scenic Areas:

P.63 The Village supports local, state, and federal efforts to protect historic properties within its borders and to perpetuate its cultural heritage. This specifically refers to the following recognized historic properties within the Village: Bald Head Creek Boathouse, Bald Head Island Lighthouse, Fort Holmes. ***Schedule: Continuing Activity.***

Implementing Actions - Cultural, Historic, and Scenic Areas:

I.41 The Village will guide development so as to protect historic and potentially historic properties in the Village and to perpetuate the Village's cultural heritage. ***Schedule: Continuing Activity.***

I.42 The Village will coordinate all Village public works projects with the NC Division of Archives and History, to ensure the identification and preservation of significant archaeological sites. ***Schedule: Continuing Activity.***

Policies - Economic Development:

P.64 Tourism is important to the Village and will be supported by the Village. ***Schedule: Continuing Activity.***

P.65 The Village will encourage both residential and commercial development while aiming to protect the Village's resources and preserve its environmentally friendly atmosphere. Support for commercial development is limited to those areas specified on the future land use map. ***Schedule: Continuing Activity.***

P.66 The Village will encourage moderate commercial development in areas with existing infrastructure that does not infringe on existing medium density residential areas. ***Schedule: Continuing Activity.***

- P.67 The Village supports the extension of water services from existing systems and encourages the use of central systems for new developments whether residential, commercial, or industrial in nature. **Schedule: Continuing Activity.**

Implementing Actions - Economic Development:

- I.43 The Village will continue to support the activities of the North Carolina Division of Travel and Tourism; specifically, the monitoring of tourism-related industry, efforts to promote tourism-related commercial activity, and efforts to enhance and provide shoreline resources. **Schedule: Continuing Activity.**
- I.44 The Village will continue to support the activities of the Brunswick County Economic Development Commission. **Schedule: Continuing Activity.**
- I.45 The Village will support projects that will increase public access to shoreline areas. **Schedule: Continuing Activity.**

Policies - General Health and Human Services Needs:

- P.68 The Village supports the continued public provision of solid waste disposal, law enforcement, and educational services to all citizens of the Village. **Schedule: Continuing Activity.**
- P.69 In an effort to improve health conditions, the Village supports the following water and sewer policies:
- The Village supports the extension of central water service into all areas of the Village shown on the land suitability analysis map as suitable for development, including the construction of lines to and through conservation areas to serve development which meets all applicable state and federal regulations. **Schedule: Continuing Activity.**
 - The Village is aware that inappropriate land uses near well fields increase the possibility of well contamination. Land uses near groundwater sources are regulated by the North Carolina Division of Environmental Management through NCAC Subchapter 2L and Subchapter 2C. The

Village recognizes the importance of protecting potable water supplies, and therefore supports the enforcement of these regulations. **Schedule: Continuing Activity.**

- The Village supports all efforts to secure available state and federal funding for the construction and/or expansion of public and private water/sewer systems. **Schedule: Continuing Activity.**
- The Village supports the construction of water systems with adequate line sizes to ensure adequate water pressure and fire protection. **Schedule: Continuing Activity.**
- The Village will continue to ensure provision of water services to Village residents and will continue the process of studying the role of Village government in providing sewage treatment facilities for rapidly growing areas of the Village, including the construction of lines to and through conservation areas to serve development which meets all applicable state and federal regulations. The Village will secure federal and state grants, when feasible, to help carry out this policy. **Schedule: Continuing Activity.**

Implementing Actions - General Health and Human Services Needs:

I.46 Floodplain regulation is a concern in the Village. To accomplish protection of public health and service needs, The Village will:

- Continue to enforce the flood hazard reduction provisions of the Village Land Development Ordinances. **Schedule: Continuing Activity.**
- Prohibit the installation of underground storage tanks in the 100-year floodplain. **Schedule: Continuing Activity.**
- Zone for open space, recreational, low to moderate density residential, or other low-intensity uses within the floodplain. **Schedule: Continuing Activity.**

- I.47 To effectively manage the Village's investment in existing and proposed community facilities and services, the Village will develop a specific capital improvements plan (CIP) with emphasis placed on services and facilities which affect growth and development. **Schedule: Fiscal Years 2006-2008.**
- I.48 The Village will provide sufficient emergency services to all residents. The Village will implement the following:
- Require that all necessary infrastructure firefighting capability/capacity be provided in new subdivisions and developments. **Schedule: Continuing Activity.**
 - Continue to maintain an effective signage and addressing system for all streets, roads, and highways. **Schedule: Continuing Activity.**

Implementing Actions - Funding Options:

- I.49 The Village will continue to support state and federal programs that are deemed necessary, cost-effective, and within the administrative and fiscal capabilities of the Village. **Schedule: Continuing Activity.** These include:
- Community Development Block Grant Program
 - Area Agency on Aging
 - Emergency Medical Services
 - Coastal Area Management Act, including shoreline access funds
 - Small Business Association
 - Economic Development Administration Funds
 - Federal Emergency Management Program
 - MEDICAID
 - Crisis Intervention
- I.50 The Village will selectively support state and federal programs related to the Village. The Village, through its boards and committees, will monitor state and federal programs and regulations. It will use opportunities as they are presented to voice support for or to disagree with programs and regulations that are proposed by state and federal agencies. **Schedule: Continuing Activity.**

I.51 The Village officials will continue to work with the Army Corps of Engineers and any other state and federal agencies to ensure continued dredging and maintenance of channels and rivers as needed to keep these facilities open to navigation. These efforts shall comply with applicable state and federal regulations. Providing borrow or spoil areas and provision of easements for work will be determined on case-by-case basis. The Village encourages spoil material being placed on those areas where beach renourishment efforts are necessary. Channel maintenance has major economic significance and is worthy of state and federal funding. **Schedule: Continuing Activity.**

10. Schedule

The policies and implementing actions which have specific time frames are summarized below; policies and implementing actions which are shown as continuing activities are not listed.

Fiscal Year 2006-2007

I.19

Fiscal Year 2006-2008

I.1, I.7, I.10, I.12, I.13, I.21, I.26, I.40, I.47

Fiscal Year 2006-2009

I.15

Fiscal Year 2006-2010

P.46, I.25

E. FUTURE LAND USE PLAN

I. **Introduction**

The future land use plan or “map” is an essential tool for implementing land use planning. The map is intended to serve as a guide for the Village Council and Planning Board when they review private development proposals and make decisions on the location of public facilities. The land use plan also provides the framework upon which zoning and subdivision regulations and the capital improvements program should be based.

A land use plan is intended to accomplish three primary objectives. These objectives are as follows:

- ▶ To promote economic efficiency by coordinating the size and location of future publicly-provided future community facilities with the location and intensity of future private residential and commercial development activity.
- ▶ To optimize resources by allocating land for its most suitable use. For example, a village may want to focus high density residential development into areas that will not affect traffic flow, or impede sight lines and views from single-family residential areas.
- ▶ To provide a land use form that reflects the vision of the Village’s residents, is unified, avoids conflicting land uses, optimizes resources, preserves the Village’s character and is pleasing: providing open space, vistas and distinguishable districts.

It is important that the Village understands that merely completing the land use plan, illustrating the Village’s vision for the future, does not ensure that its objectives will be met. It should be noted however, that as discussed earlier in the plan, the Village is unique in that it is a planned community. Due to this fact land uses throughout a majority of the Village’s planning jurisdiction have already been determined. The Future Land Use map (page 139) expresses these development preferences which are in line with the Village’s zoning regulations and districts.

2. Future Land Use Map

a. Introduction

The future land use map (Map 17) depicts application of the policies for growth and development as outlined in this plan, as well as the desired future patterns of land use and land development. Future infrastructure is not indicated on this map mainly due to the fact that a majority of the Village's planning jurisdiction currently receives both water and sewer service. It should be noted, however, that Middle Island does not currently have central sewer service, and it is not anticipated that this service will be extended to this area in the future. The Future Land Use Plan Map was compiled utilizing a combination of existing land use, zoning regulations, and input from the Land Use Plan Committee. This map depicts how the Village will develop through total buildout. It is not anticipated that the uses as depicted will change. The future land use map must include the following:

- ▶ 14-digit hydrological units encompassed by the planning area.
- ▶ Areas and locations planned for conservation or open space and a description of compatible land uses and activities.
- ▶ Areas and locations planned for future growth and development with descriptions of the following characteristics:
 - Predominant and supporting land uses that are encouraged in each area;
 - Overall density and development intensity planned for each area; and
 - Infrastructure required to support planned development in each area.
- ▶ Existing and planned infrastructure, including major roads, water, and sewer.
- ▶ Reflect the information depicted on the Composite Map of Environmental Conditions (Map 11) and Map of Land Suitability Analysis (Map 16).

Map 17 - FLU

b. *Future Land Use Acreages*

Table 38 provides a summary of the estimated future land use acreages. Based on the results of the land suitability analysis, some areas are committed to the conservation category on the future land use map. The areas depicted as conservation on the map and corresponding acreages listed below will never be built upon. It should also be noted that the Smith Island Land Trust tracts shown on the map will also be preserved and remain as open space in perpetuity (for an explanation of the Smith Island Land Trust tracts located throughout the Village see page 50). The future land use plan map depicts areas for development which are geographically consistent with the land suitability map (Map 16, page 91), and local ordinances. The future land use acreages are broken down into four categories: Stage I, Stage II, Middle Island, and Other. The purpose of this is to show how these areas are intended to be developed. The following provides a brief description of each areas development characteristics:

Stage I: This was the original portion of the Village to be developed. This area is characterized by medium density single-family residential lots. There is some multi-family development in this area, but is not common. The ferry harbor and boat basin are also located within Stage I.

Stage II: This was the second phase of Bald Head Island to be developed and extends to the island's southeastern point. A large portion of Stage II is comprised of the Cape Fear Station PUD (shown on the future land use map), which is a mixed use development currently under construction.

Middle Island: Stage I and II discussed above were originally subdivided and developed by Bald Head Island Limited. This is the entity that controls the ferry which provides access to and from the island, and operated the water and sewer system that was recently acquired by the Village. Middle Island however, is controlled by a different entity without ties to Bald Head Island Limited. This area was developed with a focus on large lots (minimum lot size of 20,000 square feet) and reliance on private wastewater treatment facilities. This portion of the island is being developed at a slightly slower pace than Stages I and II.

Other: Areas that fall outside of the districts outlined above. This is comprise primarily of conservation areas and undeveloped land.

**Table 38. Village of Bald Head Island
Future Land Use Acreages**

	Stage 1	Stage 2	Middle Island	Other	TOTAL	% of Total
Association Owned Properties	88.7	0.0	0.0	0.0	88.7	3.7%
Conservation	22.4	112.5	4.3	996.9	1,136.1	46.8%
Government	21.0	5.8	0.0	7.1	33.9	1.4%
Mixed Use	19.7	22.7	0.0	2.2	44.6	1.8%
PUD	0.0	173.4	0.0	0.0	173.4	7.1%
Recreational	148.5	0.0	0.6	0.0	149.1	6.1%
Residential	445.1	53.1	102.0	0.0	600.1	24.7%
Smith Island Land Trust	5.6	29.9	6.7	0.0	42.1	1.7%
ROW	0.0	0.0	0.0	0.0	149.3	6.2%
Water	0.0	0.0	0.0	9.0	10.0	0.4%
Total	751.0	397.4	113.6	1,015.2	2,427.3	100.0%

Source: Holland Consulting Planners, Inc.

3. Descriptions of Future Land Use Categories

Association Owned Property. This district is defined as all properties that are owned and maintained by various property owners associations (POA) located throughout the Village’s jurisdiction. These properties will remain under the ownership of a respective POA unless a request is made for transfer of ownership for a subject property to the Village. Determinations on whether the Village will accept ownership, and the resulting maintenance responsibilities associated with this transfer, will be made on a case-by-case basis.

Conservation. The conservation district was established with a focus on preserving the environmentally sensitive portions of the Village. The boundaries of this district correspond to portions of the Village determined to be least suitable for development through the land suitability analysis conducted earlier in the plan (see page 91). This area, as shown on the Future Land Use Map, is comprised largely of wetlands and the protected Bald Head Woods maritime forest. These portions of the Village will remain untouched and will be preserved as open space in perpetuity.

Government. This district is intended to define all properties that are utilized by the Village government for the purposes of administration and/or provision of public services. Examples of facilities located within this district include Village Hall, Village fire and police services, and parcels utilized for the provision of public utilities.

Mixed Use. This district is located in areas where nonresidential development including commercial and office/professional uses are to be focused. These are portions of the Village where existing zoning will permit this type of development. At some point, mixed use residential/commercial development may be incorporated into these areas. Due to the medium density residential character of the island, commercial development needs to be cluster into specific locations so that the impact on surrounding neighborhoods is minimal. Additionally, the increased traffic flow generated by nonresidential development needs to be directed towards major thoroughfares traversing through the Village, and away from local access streets.

Cape Fear Station PUD. This district corresponds to the boundaries of the Cape Fear Station Planned Unit Development as approved by the Bald Head Island Village Council. A large portion of this property is being developed as single-family residential homes; however, due to flexibility related to development within a PUD the Cape Fear Station PUD will have single-family, multi-family, commercial/office space, and recreational uses once completed. In some instances residential and nonresidential uses may be combined into a single structure. Buildout of this development is expected to fall in line with the master plan currently on file with the Village planning and inspections office.

Recreational. This land use category involves all land that is occupied by the Bald Head Island Club golf course and clubhouse, and other similar areas including the Shoals Club.

Residential. This land use district accounts for all existing and proposed single-family residential development outside of the Cape Fear Station PUD. Residential land use throughout the Village is predominantly comprised of single-family homes; however, there are a few multi-family developments. As development moves forward, the trend toward single-family residential structures within the residential district is expected to continue. On average, lot sizes within the residential district range from 7,000 square feet (.16 acres) to 9,500 square feet (.22 acres) depending on what zoning district a specific property falls into. An exception to this general rule are those properties located within Middle Island. This area was developed with a focus on low density development, and has a minimum lot size of 20,000 square feet (.46 acres). A majority of the land throughout the Village's jurisdiction has already been subdivided in preparation for

development based on historical and existing Village land development code. There are a few tracts yet to be subdivided; however, future subdivision and subsequent development of these tracts is expected to be in line with the rest of the Village’s planning jurisdiction.

Smith Island Land Trust. These tracts, as indicated on the Future Land Use Map, will essentially be treated as conservation areas. As discussed on page 49 of the plan (Protected Lands and Significant Natural Heritage Areas), these areas are protected by the Smith Island Land Trust which was merged with the Bald Head Island Conservancy in 2002. The conservancy has assumed the role of overseeing the protection of the properties, and it is anticipated that these areas will remain in their natural state.

Right-of-Way. This land use category includes all major and minor thoroughfares running throughout the Village’s planning jurisdiction. There are roads that do not fall under the Village’s jurisdiction, however, these areas have been included under the Association Owned Property land use category. The Village does have a policy that outlines the process through which the Village will assume ownership and maintenance responsibility of privately-owned streets (refer to Transportation Policies, page 122).

Water. All inter-island waterbodies have been included in this land use category. A majority of this area falls within the Bald Head Island Club golf course property.

4. Land Use in Relation to Zoning

The following provides a summary of how the future land use categories above correspond to the Village’s existing zoning district. Refer back to page 97 for description of the intended uses within each of these districts.

LAND USE CATEGORIES and CORRESPONDING ZONING CLASSIFICATIONS:

- Association Owned Property – PD-1
- Conservation – PD-1, PD-2, PD-3, PD-4
- Government – PD-1, PD-2, PD-2C, PD-3C-1
- Mixed Use – PD-2, PD-2C, PD-3, PD-3C
- Cape Fear Station PUD – PD-2, PD-2C, PD-4
- Recreational – PD-1, PD-4
- Residential – PD-1, PD-2, PD-2C, PD-3, PD-3C, PD-3C-1, PD-4, PD-NC
- Smith Island Land Trust – PD-1, PD-2, PD-4

*Zoning districts are defined beginning on page 97 of the plan.

*Not all land within the Village has been zoned. Large conservation tracts on the North side of the Village’s jurisdiction remain unzoned, and will never be built on.

5. Land Demand Forecast (Carrying Capacity & Density/Intensity Analysis)

Typically this section is intended to develop a forecast of how a jurisdiction is expected to develop over the next twenty years, through 2025. In the case of the Village, this effort does not seem to be very applicable. There are several reasons for making this statement. The most important reason for conducting these forecast is to address infrastructure carrying capacity needs through the planning period and beyond, in an effort to ensure that jurisdictions are prepared to address these needs. As town's and county's continue to feel the pressures of increased development, water and sewer availability become increasingly important issues. The Village, however, is acutely aware of their jurisdiction's infrastructure needs, and have devised a plan to support the these needs through buildout of the entire island.

As discussed in the Future Demands section of the plan (page 103), the Village has recently acquired the water and sewer systems from Bald Head Island Limited. The acquisition of these utilities now puts the Village in control of ongoing maintenance and future improvements, but the day-to-day operation of these utilities and operations personnel will remain in place. According to public works officials currently employed by the Village, the plan is to increase the Village's sewer plant capacity from 400,000 GPD to 800,000 GPD around the year 2015. Once these improvements have been made, and all DENR permits have been secured, it is expected that this will support the entire Village's sewer needs through buildout. Additionally, due to the presence of a Brunswick County water line extending to the Village from Caswell Beach, there is not expected to be any issues related to water capacity. This trunk line supplements the Village's existing water system which operates off wells located throughout the Village's jurisdiction.

The only exception to this rule is the Middle Island area. These properties, mainly due to their size, will continue to rely on private septic tank systems for wastewater treatment. It is not anticipated that this area will ever have central sewer service.

Population forecast through the year 2025 have been compiled and are included on page 25 of the plan. These forecast were developed for both the year round and seasonal population. They were generated based on the issuance of 66 residential building permits per year dating back to 1995. This steady trend is expected to continue and by the year 2025 will result in an approximate peak seasonal population of 9,917 individuals.

6. Summary of General Principles Used to Develop the Land Use Plan

The Village of Bald Head Island Land Use Plan was drafted with consideration given to the following:

- ▶ Key land use issues
- ▶ Existing plans for the development of public facilities
- ▶ Development constraints
- ▶ Existing zoning patterns
- ▶ Limiting potential land use conflicts
- ▶ Preservation of existing single-family residential neighborhoods

SECTION VII. TOOLS FOR MANAGING DEVELOPMENT

A. GUIDE FOR LAND USE DECISION MAKING

This document should be an integral part of the Village's decision making process concerning future land use. The plan should be consulted prior to any decision being made by Village staff, Planning Board, and/or Village Council concerning land use and development.

B. EXISTING DEVELOPMENT PROGRAM

The existing management program includes the following ordinances: Village of Bald Head Island Land Use Ordinance (includes zoning and subdivision regulations, and flood damage prevention ordinance), North Carolina Building Code, National Flood Insurance Program, and the 1997 Brunswick County Land Use Plan. Preparation of the 1997 Land Use Plan was coordinated with the land use related codes.

C. ADDITIONAL TOOLS

The Village of Bald Head Island will utilize the following additional tools to implement this plan:

- ▶ The Village Planning Director shall prepare an annual report assessing the effectiveness of plan implementation. This report shall be presented to the Village Council.
- ▶ At a minimum, update the Land Use Plan and implementation process every five years.

D. ACTION PLAN/SCHEDULE

I. Citizen Participation

For the preparation of this plan, the Village Council adopted a citizen participation plan on September 17, 2004. A copy of that plan is included as Appendix I. Following adoption of this plan, the Village will implement the following to ensure adequate citizen participation:

- ▶ The Village will encourage public participation in all land use decisions and procedure development processes and encourages citizen input via its boards and committees.
- ▶ The Village will advertise all meetings of the Planning Board and Board of Adjustment through newspaper advertisements and notice postings.

- ▶ The Village will utilize advisory committees to assess and advise the Village on special planning issues/needs.
- ▶ The Village will, at least annually, conduct a joint meeting of the Village Council and the Village’s Planning Board to identify planning issues/needs.
- ▶ The Village’s website will be updated to include this plan.
- ▶ All public hearings for changes to land use related ordinances which affect AECs shall include in the notice a specific description of the impact of the proposed change on the AECs.
- ▶ Ensure that the membership of all planning related and ad hoc advisory committees has a broad cross section of the Village’s citizenry.

2. Action Plan/Schedule

Refer to Section VI for the schedule of implementing actions.

E. RESOURCE CONSERVATION MANAGEMENT ACTION PLAN/POSITIVE AND NEGATIVE IMPACTS OF LAND USE PLAN POLICIES

The Village believes that the policies, management goals, planning objectives, and land use plan requirements contained in this document will have positive impacts for the Village. However, the following could have some negative impacts:

- ▶ Transportation improvements in sensitive and non sensitive areas.
- ▶ Potential infringement of growth on sensitive areas.
- ▶ Increased stormwater runoff.
- ▶ Possible degradation of water quality.

The management objectives, policies, and implementing actions address the issues associated with these possible negative impacts. Mitigating polices are stated in the conservation policies, page 117; stormwater control policies, page 119; infrastructure carrying capacity, page 120; and water quality, page 127.

Table 39 provides an analysis matrix which summarizes this plan’s policies and identifies them as beneficial, neutral, or detrimental.

**Table 39: Village of Bald Head Island
Policy Analysis Matrix – Land Use Plan Management Topics**

Management Topics	Policy Benchmarks – Indicate whether policy <u>beneficial</u> (B), <u>neutral</u> (N), or <u>detrimental</u> (D)					
	Public Access	Land Use Compatibility	Infrastructure Carrying Capacity	Natural Hazards	Water Quality	Local Concerns
Land Use and Development Policies	<ul style="list-style-type: none"> • more planned access locations • upgrades to existing access locations • increase pedestrian access • comply with state access standards to enhance opportunities for state funding 	<ul style="list-style-type: none"> • reduction in habitat loss and fragmentation related to impacts of land use and development • reduction of water resource and water quality degradation • balance growth demands with protection of the environment 	<ul style="list-style-type: none"> • water, sewer, and other key community facilities and services being available in required locations at adequate capacities to support planned community growth and development patterns • during construction of infrastructure systems, AECs and other fragile areas should be protected • transportation improvements should support the efficiency of traffic flow and pedestrian safety 	<ul style="list-style-type: none"> • land uses and development patterns that reduce vulnerability to natural hazards • land uses and development patterns that take into account the existing and planned capacity of evacuation infrastructure • minimize development in floodplains, AECs, wetlands, and other fragile areas 	<ul style="list-style-type: none"> • land use and development criteria and measures that abate impacts that degrade water quality • coordinate water quality efforts with Brunswick County 	<ul style="list-style-type: none"> • preservation of cultural, historic, and scenic areas • support of economic development • development of human resources • preservation of the town's rural character • decrease residential density within town
Public Access: <u>P.1 - P.6</u>	P.1(B), P.2(B), P.3(B), P.4(B), P.5(B), P.6(B)					
Land Use Compatibility: <u>P.7 - P.25</u>		P.7(B), P.8(B), P.9(B), P.10(B), P.11(B), P.12(N), P.13(B), P.14(B), P.15(B), P.16(B), P.17(B), P.18(B), P.19(B), P.20(B), P.21(B), P.22(B), P.23(B), P.24(B), P.25(B)				
Infrastructure Carrying Capacity: <u>P.26 - P.38</u> (Includes Transportation)			P.26(B), P.27(B), P.28(B), P.29(B), P.30(D), P.31(B), P.32(B), P.33(B), P.34(B), P.35(B), P.36(B), P.37(B), P.38(B)			
Natural Hazards: <u>P.39 - P.47</u>				P.39(N), P.40(N), P.41(B), P.42(B), P.43(B), P.44(B), P.45(B), P.46(B), P.47(B)		

Table 39 (continued)

Management Topics	Policy Benchmarks – Indicate whether policy <u>beneficial</u> (B), <u>neutral</u> (N), or <u>detrimental</u> (D)					
	Public Access	Land Use Compatibility	Infrastructure Carrying Capacity	Natural Hazards	Water Quality	Local Concerns
Land Use and Development Policies	<ul style="list-style-type: none"> • more planned access locations • upgrades to existing access locations • increase pedestrian access • comply with state access standards to enhance opportunities for state funding 	<ul style="list-style-type: none"> • reduction in habitat loss and fragmentation related to impacts of land use and development • reduction of water resource and water quality degradation • balance growth demands with protection of the environment 	<ul style="list-style-type: none"> • water, sewer, and other key community facilities and services being available in required locations at adequate capacities to support planned community growth and development patterns • during construction of infrastructure systems, AECs and other fragile areas should be protected • transportation improvements should support the efficiency of traffic flow and pedestrian safety 	<ul style="list-style-type: none"> • land uses and development patterns that reduce vulnerability to natural hazards • land uses and development patterns that take into account the existing and planned capacity of evacuation infrastructure • minimize development in floodplains, AECs, wetlands, and other fragile areas 	<ul style="list-style-type: none"> • land use and development criteria and measures that abate impacts that degrade water quality • coordinate water quality efforts with Brunswick County 	<ul style="list-style-type: none"> • preservation of cultural, historic, and scenic areas • support of economic development • development of human resources • preservation of the town’s rural character • decrease residential density within town
Water Quality: <u>P.48 - P.62</u>					P.48(B), P.49(B), P.50(B), P.51(B), P.52(B), P.53(B), P.54(B), P.55(B), P.56(B), P.57(B), P.58(B), P.59(B), P.60(B), P.61(B), P.62(B)	
Local Concerns: <u>P.63 - P.69</u>						P.63(B), P.64(B), P.65(N), P.66(N), P.67(B), P.68(B), P.69(B)

Notes to the Policy Analysis Matrix:

I. Public Access

P.1 (B) – P.6 (B) - Policies P.1 through P.6 address public access within Bald Head Island’s planning jurisdiction. These policies are intended to improve existing access facilities and provide for acquisition or donation of additional public access sites in compliance with NC CAMA standards. The town does not include specific locational access site standards. Locational decisions will be based on land availability, environmental conditions, and available funding. State funding will be essential, therefore, state access standards will be followed. The town is also considering the establishment of public restroom facilities at key locations throughout the Village.

2. Land Use Compatibility

P.7 (B) – P.8 (B), P.11 (B) - These policies are intended to reinforce the Village’s goal of maintaining the moderate density residential character of the Village. Single family residential low impact development is what the Village was founded upon, and therefore these policies statements will serve to ensure that future growth does not have an adverse impact on this trend.

P.9 (B) - This policy states the Village’s understanding that community facilities and services must keep pace with rapidly increasing development.

P.10 (B) - The Village promoted the establishment of wooded buffers along major thoroughfares to protect adjacent residential areas, however these buffers should impeded on visibility at traffic intersections.

P.12 (N) - This policy recognizes the importance of Property Owners Associations (POA’s) to the sound and uniform development of the Village. POA codes work in conjunction with municipal ordinances to ensure that residential and non residential development is in conformity with adjacent properties.

P.13 (B) - P.14 (B), P.16 (B) - These policies express the Village’s desire to limit nonresidential development to very specific portions of the island. The Village feels that commercial development should be focused in portions of the Village that will not have any adverse impacts on adjacent residential neighborhoods. The Village also prohibits the development of any industrial operation or noxious commercial operations.

P.15 (B) - The Village has recently acquired the central sewer service which serves a majority of the Village's jurisdiction (see Page 106). The Village prohibits further development of private wastewater treatment facilities outside of the central system owned and operated by the Village.

P.17 (B) - P.22 (B) - The policies outline the views of the Village with respect to protecting the natural environment that exist throughout its jurisdiction. Significant steps have been taken over the years to ensure that the maritime forest, and overall natural beauty of the island is protected from rapid development. These efforts are supported through programs such as the Bald Head Island Conservancy and the Smith Island Land Trust.

P.23 (B) - P.25 (B) - These policies state the Village's support of stormwater management and control in an effort to reduce impacts on adjacent properties as development moves forward. Stormwater is a significant issue for the Village especially following tropical storm events. Based on these policies, the Village will continue to research solutions for reducing and managing stormwater runoff.

3. Infrastructure Carrying Capacity

P.26 (B) - P.28 (B) - These policies state the Village's intention of continuing to provide an adequate level of public infrastructure and community service to its permanent and seasonal residents. The Village is unique in that population levels shift substantially from winter to summer months. These policies ensure that the Village will continue to monitor its public service facilities and programs to ensure that they are meeting the required demands.

P.29 (B) - This policy recognizes that certain portions of the Village do not currently have access to the municipal central sewer system. In an effort to extend this service to as many customers as possible, the Village may consider requiring all new developments to tie into the central system. This will be enforced through making revisions to the Village's existing land development code.

P.30 (D) - The Village recognizes that not all portions of the Village have reasonable access to the central sewer system. The Village will allow for the installation of private septic tank systems, as permitted by the Brunswick County Health Department. The Village realizes that these systems are potentially hazardous to water quality, and is seeking ways to eliminate all remaining septic systems, with the exception of those located within Middle Island.

P.31 (B) - Many citizen’s within the Village would like to see an increase in the availability of public recreational facilities. The Village will consider the establishment of such facilities during the planning period.

4. Transportation

P.32 (B) - P.34 (B), P.36 (B) - These policies state that the Village will aim to provide a safe, efficient, and well planned transportation network throughout it’s jurisdiction. The Village is unique in that all roads on the island are private and not open to private automobiles. Due to this fact the Village faces a unique challenge in regulating the use of golf carts, while overseeing the use of commercial trucks and delivery vehicles.

P.35 (B), P.37 (B) - The Village must continue to ensure that the Intracoastal Waterway, Ferry Channel and Ferry Basin remain dredged and navigable. This is the only means of travel to and from the municipality, and is essential to providing public safety and a means of access to the mainland.

P.38 (B) - The Village will carefully monitor the use of motorized watercraft within Bald Head Creek. Use of engines in excess of 25 horsepower not only poses a threat to property and public safety, but also contributes to the degradation of water quality ion the creek.

5. Natural Hazard Areas

P.39 (B) - P.40 (B) - The Village recognizes these two construction and development as outlined in these two policies may have potentially harmful effects on the environment. The Village does not currently oppose this development, as long as projects are approved and permitted by NC DENR, the Village Planning and Inspections Office, and all other applicable State and Federal agencies.

P.41 (B) - P.44 (B) - These states the Village’s recognition of the dynamic environment that exist on a barrier island community. Due to these hazards these policies have been adopted to not only protect property owners, but also to ensure that the Village is prepared for the effects of sea level rise, and the potential damage caused by tropical storm events.

P.45 (B) - This policy underscores the policies outlined in P.35 and P.37, which aim to ensure that a safe means of transportation to and from the island are maintained. Additionally, it is important that the Cape Fear River Channel remain clear and dredged to ensure the vitality of the regional economy.

P.46 (B) - P.47 (B) - These policies state the importance and dedication that the Village has to protecting the primary dune line traversing through the center of the island. Maintenance of this dune line is imperative to the survival of the island as a habitable barrier island. One of the most important issues that needs to be enforced, is the regulation fo removing trees and brush that anchor the dune system, and protects it from wind and water erosion.

6. Water Quality

P.48 (B) - P.62 (B) - All policies listed in this section, outline the Village’s dedication to improving and maintaining water quality within all waterbodies adjacent to it’s jurisdiction. As tourist destination, and environmentally sensitive area, water quality is a very important issue to the Village’s citizens and property owners. The Village will continue to monitor water quality through the Bald head Island Conservancy, and seek ways to minimize water pollution as development moves forward.

7. Local Areas of Concern

P.63 (B) - The Village is very aware of the historic resources that are located throughout its jurisdiction. These resources are a key part of the character and charm that make the Village such a desirable destination. This policy acknowledges that fact, establishes the stance that the town intends to protect these resources.

P. 64 (B) - The Village recognizes the importance of tourism, and will continue to welcome seasonal visitors.

P.65 (N) - P.66 (N) - Commercial development within the Village should be focused into areas as indicated on the Future Land Use Map. The Village does not discourage commercial development, but would like to focus this development into areas within the Village that will not have adverse impacts on residential neighborhoods.

P.67 (B) - This policy ties back to the infrastructure statements made earlier in the plan. The Village does not currently provide service to all residents. This is a goal of the Village, and all new development will be connected to the Village’s central sewer system if possible. At this time this policy does not apply to those properties located on Middle Island.

P.68 (B) - P.69(B) - These policies are fairly general statements of the Village’s intent to provide a high level of public service to it’s citizen’s. These services include: fire/EMS, infrastructure services, solid waste removal, stormwater management, and transportation.