

## SECTION VI: PLAN FOR THE FUTURE

### **A. FUTURE DEMANDS**

#### 1. Introduction

This portion of the plan will focus on the future needs and demands facing the Town of Pine Knoll Shores over the course of the planning period. Pine Knoll Shores faces a unique set of challenges to balance increased growth with the protection of the Town's unique atmosphere and fragile natural environment. The Town has been established and maintained over time with this problem at the forefront of discussions regarding future growth. Through the development of goals, policies, and implementing actions, the Town will establish a specific course of action that will assist the citizens and administration to overcome these challenges.

In addition to environmental protection, the Town must also address the provision of public services to a growing permanent and seasonal population base. Every year the number of available housing units in the Town increases, which has a drastic effect on the number of individuals that will visit Pine Knoll Shores during peak summer months. Although permanent population increase has been modest over the last ten to fifteen years, the popularity of the Town as a seasonal and vacation destination has substantially increased. This presents the Pine Knoll Shores' 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 use survey (page 55), a majority of the land (81%) within the corporate limits of Pine Knoll Shores is comprised of either single-family residential (42%) or multi-family (39%) 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. Most of the land within the Town has been subdivided to accommodate residential development. The large tracts of land that remain are mostly adjacent to the Roosevelt Natural Area Maritime Forest.

There is still a great deal of vacant land throughout Pine Knoll Shores; however, a majority of this land has already been subdivided for residential development. Of the remaining 140 acres of developable vacant land, approximately 96% is zoned for single-family and multi-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 1997 Pine Knoll Shores has issued an average of 23 new residential building permits per year. It is expected that residential growth and redevelopment 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 Town. Additionally, build-out of vacant property is not expected to occur during the planning period.

### 3. Commercial Land Use

The Town of Pine Knoll Shores has tried over the years to minimize the development of retail commercial establishment within its corporate limits. This is evidenced by the land use survey, which reports only three commercial properties, all adjacent to each other located on the eastern corporate limit line. It is not anticipated that there will be an increase in the number of commercially developed acres within Pine Knoll Shores. Of the 304 vacant developable parcels remaining in Pine Knoll Shores, only one is currently zoned to allow for commercial development.

### 4. Transportation

There are several transportation related improvements that Pine Knoll Shores will face during the planning period. The most controversial issue currently being discussed is a third bridge that would be utilized to access Bogue Banks from Morehead City. NCDOT has discussed the construction of this bridge for several years, but has not yet determined where on Bogue Banks the bridge will be located. Residents of Pine Knoll Shores strongly oppose the location of this new right-of-way within the Town's corporate limits. It is anticipated that this will be a very controversial issue and debate over the next five years.

There are several right-of-way improvements that the Town will seek to implement over the next three to five years. These improvements include the following:

- ▶ increase the safe flow of traffic along Highway 58
- ▶ installation of sidewalk infrastructure is under consideration
- ▶ paint beach access crosswalks to reduce driving speeds and make drivers aware of beach access locations
- ▶ installation of bike paths and walking trails

### 5. Public Land Use

Public land use is not expected to change substantially during the planning period. There have been discussions of several capital improvements related to recreation that will be discussed later in this section, however, no significant land acquisitions are anticipated. The Town will continue to maintain and improve its existing community facilities and public access areas. The Town is not far from establishing a public beach access site every one-half mile. Installing a public beach access at this interval is a requirement of the US Army Corps of Engineers Section 933 beach renourishment program. Pine Knoll Shores will endeavor to meet future Army Corps of Engineers requirements for shoreline access sites.

## 6. Recreation

Pine Knoll Shores residents have quite a few plans for recreation improvements during the planning period. The Town has roughly 15 acres of land located adjacent to the property where the Town Hall is situated. This property is also adjacent to the Roosevelt Natural Area, and a majority of the acreage has been dedicated to parks and recreation uses. The Town received a public access grant from the Division of Coastal Management 2006-2007 funding cycle for the site on which the Town Hall is located. Options for utilizing this land include the following: bicycle paths, walking trails, canoe/kayak access location, and boat/RV storage area. It should be noted that during the public input meeting held within Pine Knoll Shores, establishing a public recreational facility was ranked as the second most important issue facing the Town. At this time, there are no immediate plans to construct this facility; however, discussion regarding such a facility will continue to take place during the planning period.

Pine Knoll Shores is not generally viewed as a day tourist destination with the exception of the North Carolina Aquarium at Pine Knoll Shores. The Town is an overnight/weekly/monthly destination. This is in accordance with the original layout of the community and its zoning. As such, it should support development to meet the needs of that sort of visitor and population.

## 7. Water System

Since the initial drafting of this plan, Pine Knoll Shores has acquired the water system from Carolina Water Service. No substantial improvements to the plant are planned, but the Town will consider replacing all existing meters with radio read meters. The Town does anticipate the need to install an additional well site at some point during the planning period. This will allow the Town to operate at its maximum permitted water system capacity of 1.2 mgd. It is anticipated that this water system improvement will cost the Town approximately \$500,000.

## 8. Sewer System

All Pine Knoll Shores residents and multi-family complexes must utilize on-site wastewater treatment systems. It was discussed earlier in the plan that these systems do not pose a threat to water quality within the jurisdiction of Pine Knoll Shores. The Town does not anticipate a change in this system. One concern facing the Town is increased residential densities. If redevelopment begins to occur at higher densities, the Town may face problems with respect to wastewater treatment. The Town will aim to restrict this through strict enforcement of current zoning code. Residents and officials do fear, however, that installation of a central sewer system will spur large scale redevelopment projects, thus increasing densities and increasing permanent and seasonal populations substantially. One solution that might be considered is to establish several regional treatment systems. This could establish a more comprehensive and hands-on method of dealing with wastewater for the Town.

9. Administration

The Town does not anticipate any substantial changes to its current administrative structure; however, there are several needs which should be addressed. The Town has hired a Public Services Director to oversee Town services. This individual is responsible for maintenance of the water system which the Town has recently acquired. The Town is also working on some information technology (IT) improvements that will improve overall efficiency and productivity. This will assist the Town in reaching its performance and efficiency goals, which continue to be updated.

10. Police Department and Fire/EMS

No significant changes to either of these departments are anticipated during the planning period. The Town will seek to address increased traffic problems through the law enforcement department, but this will not require any personnel changes or equipment upgrades. Within the Fire/EMS department, the Town will continue to encourage the volunteer effort. The Town will staff with paid personnel as required and supplement with volunteer efforts. This is a very valuable resource to the Town, and increasing the number of volunteers will only serve to provide more comprehensive public safety. Carteret County has 24/7 coverage with two paramedics on each shift and is available to provide around the clock support to the Town.

11. Stormwater Management

The Town is taking several steps to address the pressing issue of storm drainage within its corporate limits. Initial steps have been taken to develop a comprehensive stormwater management program and the Town is closely monitoring state-wide planning efforts. Capital improvements are still in the planning phase, and there is currently no time frame for their implementation. An ordinance is in place to address development and storm drainage on private single-family lots.

**B. LAND USE/DEVELOPMENT POLICIES AND IMPLEMENTING ACTIONS**

The following policies and implementing actions section is a tool to guide the development and use of land in Pine Knoll Shores. The policies are meant to support the goals of the Town. It is also intended that they are consistent with the goals of CAMA, address the CRC management topics for land use plans, and comply with all state and federal rules and regulations. These policies and implementing actions will apply to the Town's entire planning jurisdiction. All policies and 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 97.
- ▶ Conservation, page 102.
- ▶ Stormwater Control, page 103.
- ▶ Natural Hazard Areas, page 107.
- ▶ Water Quality, page 110.
- ▶ Cultural, Historical, and Scenic Areas, page 115.

The Pine Knoll Shores Planning Board and Board of Commissioners shall consult this plan during the deliberation of all rezoning requests. The policies and implementing actions of this plan and all applicable CAMA regulations regarding land use and development will be taken into consideration during all zoning petitions. Zoning decisions will reflect the policies outlined in this plan. The following will also be considered during zoning petition deliberations:

- ▶ All permissible uses within a zoning district. Rezoning cannot be based on consideration of only one permissible use or a partial list of the uses allowed within a zoning district.
- ▶ The potential for spot zoning. Rezoning requests 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.
- ▶ The likelihood of a zoning decision resulting in a strip development. Strip developments should be discouraged. These types of developments are typically commercial, extending along both sides of a major street. Strip development may severely reduce traffic-carrying capacity of abutting streets by allowing for excessive and conflicting curb cuts.
- ▶ The concept of uniformity. 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 Pine Knoll Shores Land Use Plan and designed:
  - to lessen congestion in the streets;
  - 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, schools, parks, 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 Pine Knoll Shores' planning jurisdiction.

- ▶ The Planning Board and Board of Commissioners should ask the following questions:

- Does Pine Knoll Shores need more land in the zone class requested?
- Is there other property in the Town that might be more appropriate for this use?
- Is the request in accordance with the Pine Knoll Shores Land Use Plan?
- Will the request have a serious impact on traffic circulation, parking space, sewer and water services, and/or other utilities?
- Will the request have an impact on other Town services such as police or 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?

The Pine Knoll Shores Land Development Ordinances 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 Town's growth and development policy. Pine Knoll Shores will coordinate all development proposals with appropriate State and/or Federal agencies.

## **C. POLICIES REGARDING LAND USE AND DEVELOPMENT IN AEC'S**

Pine Knoll Shores 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**

### **1. Introduction**

The Coastal Resource Commission (CRC) developed six management topics to be addressed in CAMA Land Use Plans: Public Access, Land Use Compatibility, Infrastructure Carrying Capacity (including transportation), Natural Hazard Areas, Water Quality, and Local Areas of Concern. These six management topics were created to ensure that CAMA Land Use Plans support the goals of CAMA, define the CRC's expectations for the land use planning process, and give the CRC a substantive basis for review and certification of CAMA Land Use Plans. Each management topic includes 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 planning jurisdiction. The local concerns which should be addressed in this plan are identified on page 8. These concerns and aspirations were consulted to develop the goals and objectives included in this plan. Most of the policies and implementing actions are continuing activities. Specific timelines may not be applicable in most situations. Refer to page 132 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, and/or work. The intent of these words is defined in Appendix V.

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

This document is intended to be supportive of the CAMA regulations for protection of AEC's (15A NCAC 7H) and of the Town of Pine Knoll Shores Vision Statement on page 9. The Vision Statement was developed based on the key issues identified on page 8. No negative impacts are anticipated by the implementation of the goals, objectives, and policies that are included

in this plan. All policies are consistent with applicable State and Federal requirements when State and Federal requirements apply. Where policies exceed state and federal requirements it will be noted in the policy.

## **E. POLICIES AND IMPLEMENTING ACTIONS**

The policies of the Town are established by the Board of Commissioners to be in accordance with the needs and desires of the citizens. 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.

### 1. Public Access

#### *a. Management Goal*

The Town of Pine Knoll Shores will provide, as required, public access to the beaches, estuarine shorelines, estuarine waters, and the public trust waters bordering its primary corporate limits.

#### *b. Planning Objective*

The Town of Pine Knoll Shores 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. These plans shall be consistent with the subdivisions and residential nature of the Town.

#### *c. Land Use Plan Requirements*

The following are the Town’s policies/implementing actions for waterfront access. All policies are continuing activities.

#### **Policies:**

P.1 The Town supports recreational-related developments that protect and preserve the natural environment while promoting the Town as a vacation destination while consistent with the residential nature of the town. It supports the private and public development of waterfront access through private funds and federal/state grant monies.

P.2 The Town supports providing shoreline access for persons with disabilities, where possible.

- P.3 The Town supports state/federal funding of piers for crabbing, fishing, and sightseeing, as well as other facilities to serve the public at beach and estuarine access sites.
- P.4 The Town supports the development of estuarine access areas which comply, to the maximum extent possible, with all state and federal regulatory requirements to ensure adequate shoreline access. Areas that have traditionally been used by the public should be given special attention. One particular project of local interest the establishment of an access area to Bogue Sound adjacent to Town Hall that will offer maritime forest and estuarine access for citizens and visitors. The Town supports the use of local public funds and state grant money for this effort.
- P.5 The Town of Pine Knoll Shores supports the exploration of the requirements for additional facilities as identified in the 2007 Recreational Advisory Committee survey.
- P.6 The Town supports the development of an environmentally sound, low impact use for the Roosevelt Natural Area.
- P.7 The Town of Pine Knoll Shores will seek to meet all requirements set forth by the US Army Corps of Engineers Section 933 Project guidelines with respect to public beach access.
- P.8 The Town supports no net loss of existing marinas or boating access.

**Implementing Actions:**

- I.1 The Town will prepare a parks and recreation plan and seek funding for the preparation of the plan. This update will address recreational needs as identified by the Recreational Advisory Committee. **Schedule: Fiscal Year 2009-2010.**
- I.2 The Town has received funding under the North Carolina CAMA Shoreline Access funding program (15A NCAC 7M, Section .0300, Shorefront Access Policies). These funds will, if possible, be utilized to assist in acquiring and constructing the project discussed in P.4, above. **Schedule: Continuing Activity.**
- I.3 The Town will pursue private sources of funding for the establishment of additional conservation areas throughout its jurisdiction, including donation of land. **Schedule: Continuing Activity.**
- I.4 The Town will work with citizens, state permitting agencies, and the NC Division of Coastal Management to identify and plan for a suitable use within the Roosevelt Natural Area. This planning should be focused on establishing a use

that will have minimal impacts on the natural environment, and will serve to maintain the quality of adjacent Outstanding Resource Waters (ORW). An example of a suitable use would be the renovation and expansion of the trail system which currently extends from the NC State Aquarium property. **Schedule: Fiscal Years 2009-2010.**

I.5 The Town will provide parking for all public beach access sites as required by the US Army Corps of Engineers and will petition the NCDOT to provide pedestrian crosswalks. **Schedule: Fiscal Years 2008-2009/2009-2010.**

I.6 The Town will consider establishing a marina zoning district on sites where marinas and boat access sites exist in order to have no net loss of existing marinas. **Schedule: Fiscal Year 2008-2009.**

## 2. Land Use Compatibility

### a. *Management Goal*

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

### b. *Planning Objectives*

- i. The Town of Pine Knoll Shores will adopt and apply local development policies that balance protection of natural resources and fragile areas with continued growth, development, and redevelopment.
- ii. The Town of Pine Knoll Shores' 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 Town of Pine Knoll Shores policies/implementing actions for land use compatibility.

### **Policies - Residential:**

P.9 The Town of Pine Knoll Shores discourages the re-zoning of existing residentially-developed or zoned areas to non-residential and multi-family classifications in an effort to maintain the overall residential character of the Town

of Pine Knoll Shores. 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 Town. This policy should be focused on carrying out the policies established in this plan, as well as the Town's Vision statement outlined on page 9.

- P.10 The Town discourages the construction of excessively large structures and will monitor building permit activity in an effort to control this type of development. The Town's zoning ordinance has been amended to establish maximum impervious lot cover requirements.
- P.11 The Town of Pine Knoll Shores supports quality development reflecting the spectrum of housing needs ranging from single-family homes to multi-family (where indicated on the future land use map) and planned unit developments.
- P.12 The Town of Pine Knoll Shores supports regulating growth to coincide with the provision of public facilities and services. This policy should especially apply to the proper provision of wastewater treatment facilities, and their ability to operate in a manner that will minimize impacts on the open waters of Bogue Sound, the Pine Knoll Shores canal system, and the Town's groundwater.
- P.13 The Town of Pine Knoll Shores supports the continued establishment and maintenance of buffers along major thoroughfares.
- P.14 The Town of Pine Knoll Shores 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, office and/or institutional, and utility areas.
- P.15 The Town of Pine Knoll Shores supports all covenants established by all Homeowners Associations (HOA) throughout its planning jurisdiction. Proposals for development or redevelopment should not only comply with Town land development policies and ordinances, but should also abide by all restrictions established under a given properties respective HOA restrictive covenants.
- P.16 The Town of Pine Knoll Shores supports allowing home occupations in residential districts as evidenced in Chapter XXI, page 169.3 of the Pine Knoll Shores Code.

### **Implementing Actions - Residential:**

- I.7 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.8 The Town of Pine Knoll Shores will permit residential development to occur in response to market needs provided that the following criteria are met:
- (1) Due respect is offered to all aspects of the environment.
  - (2) If deficient community facilities and services are identified, the Town of Pine Knoll Shores should adequately meet demands.
  - (3) Additional residential development should concurrently involve planning for improvements to community facilities as additional needs are identified.
  - (4) Residential development is consistent with other Town policies and the land use map as contained in this plan update.

This implementing action will be enforced through the Town of Pine Knoll Shores zoning and subdivision ordinances. **Schedule: Continuing Activity.**

- I.9 The Town of Pine Knoll Shores 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. Non-residential development should be bound to those areas specified on the future land use map included in this plan. **Schedule: Fiscal Years 2008-2009.**
- I.10 The Town of Pine Knoll Shores 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.17 The Town of Pine Knoll Shores supports commercial development consistent with the Town of Pine Knoll Shores' future land use map and current zoning ordinance. It should be noted; however, that the Town would like to maintain a primarily residential community, and the infringement of commercial development will be held to specific locales through strict enforcement of the Town's land development code.
- P.18 The Town of Pine Knoll Shores opposes the establishment of private or public solid waste collection or holding sites within the Town of Pine Knoll Shores'

planning jurisdiction. Solid waste collection is contracted out and taken to the Tri-County Landfill. Solid waste is picked up curbside on a weekly basis. Recycling is collected curbside every other Thursday.

- P.19 The Town of Pine Knoll Shores prohibits the construction of any additional public or private open water or upland marina facilities. Modification of existing marinas will be permitted, assuming the geographical extent of the existing facility is not expanded. This policy exceeds guidelines established under 15 NCAC 7H. While the Town prohibits construction of new marinas, it supports the maintenance and no net loss of existing marinas.

**Implementing Actions - Commercial:**

- I.11 The Town of Pine Knoll Shores 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 in accordance with all local, state, and federal regulations. ***Schedule: Continuing Activity.***
- I.12 The Town of Pine Knoll Shores will review its zoning and subdivision ordinances to ensure compliance with residential and non-residential policies. ***Schedule: Fiscal Years 2007-2008/2008-2009.***

**Policies - Conservation:**

- P.20 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.
- P.21 The Town of Pine Knoll Shores will support larger lots in conservation classified areas as designated on the future land use map through enforcement of the Town of Pine Knoll Shores subdivision and zoning ordinances in zoned areas.
- P.22 The Town of Pine Knoll Shores aims to maintain its character as an eco-friendly residential community. Commercial development should be permitted only in areas already designated for this use through the Town of Pine Knoll Shores' zoning ordinance and Future Land Use Map.

**Implementing Actions - Conservation:**

- I.13 Protect the Town of Pine Knoll Shores' fragile areas from inappropriate, unplanned, or poorly planned development through the following:
- (1) By enforcing the Town of Pine Knoll Shores Zoning Ordinance and implementing the future land use map, limit land uses in the vicinity of historic sites, natural heritage areas, and designated conservation areas to compatible land uses. **Schedule: Continuing Activity.**
  - (2) The Town of Pine Knoll Shores will coordinate all housing code enforcement/redevelopment projects/public works projects with the NC Division of Archives and History to ensure the preservation and identification of significant historic structures and archaeological sites. **Schedule: Continuing Activity.**
- I.14 The Town of Pine Knoll Shores will review its zoning and subdivision ordinances to ensure compliance with all conservation policies. **Schedule: Fiscal Years 2007-2008/2008-2009.**

**Policies - Stormwater Control:**

- P.23 The Town of Pine Knoll Shores supports reducing soil erosion, runoff, and sedimentation to minimize the adverse effects on surface and subsurface water quality. This policy is especially important in areas adjacent to the Outstanding Resource Waters located along the Roosevelt Natural Area, as well as the waters within the Town's canal system.
- P.24 The Town of Pine Knoll Shores 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, deemed necessary by the Town Board of Commissioners to mitigate the risks of lives and property caused by severe storms and hurricanes, specific policy recommendations and implementing actions supporting this may be found in the Town's locally adopted Hazard Mitigation Plan.

**Implementing Actions - Stormwater Control:**

- I.15 As additional issues arise related to stormwater control, including the potential implementation of National Pollutant Discharge Elimination System (NPDES) Phase II stormwater requirements, the Town will review its stormwater management ordinance to ensure that all necessary steps are being taken to

minimize the impacts of stormwater runoff on both adjacent properties and water quality. **Schedule: Annually**

I.16 Pine Knoll Shores will take measures to ensure compliance with all North Carolina Coastal Stormwater Rules. **Schedule: Continuing Activity.**

I.17 The Town of Pine Knoll Shores 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 require. **Schedule: Annually**

I.18 The Town of Pine Knoll Shores supports ongoing planning and capital improvement efforts to address the drainage problem associated with flooding from tropical storm events. The Town will continue to work toward a comprehensive solution to current storm drainage issues that exist within the Town's planning jurisdiction. This action specifically applies to the two "Areas of Stormwater Concern" detailed on Map 14 (page 71) of this plan. **Schedule: Fiscal Year 2008-2009/2009-2010.**

I.19 The Town of Pine Knoll Shores will continue to seek grant funding from state and federal agencies for assistance in funding capital improvement projects that will aid the Town in alleviating flooding and storm drainage problems with exist throughout the Town's planning jurisdiction. **Schedule: Continuing Activity.**

### 3. Infrastructure Carrying Capacity

#### a. *Management Goal*

The Town of Pine Knoll Shores 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, as deemed necessary. 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 Town of Pine Knoll Shores will establish level of service policies and criteria for infrastructure consistent with the projections of future land needs, while keeping in mind the sensitivity of areas surrounding the Town's jurisdiction.

c. *Land Use Plan Requirements*

Please refer to Map 12 (page 65) for delineation of the existing infrastructure facilities. The following are the Town of Pine Knoll Shores' policies for infrastructure carrying capacity. All policies are continuing activities.

**Policies:**

- P.25 The Town of Pine Knoll Shores supports providing adequate community services and facilities which meet the needs of the Town's citizens and businesses.
- P.26 The Town of Pine Knoll Shores will work to ensure that sufficient water service is provided to promote growth, to alleviate public health problems, and to provide fire protection for the Town.
- P.27 The Town of Pine Knoll Shores 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, including upgrades to the web-site, to all citizens of the Town.
- P.28 The Town of Pine Knoll Shores 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.
- P.29 The Town of Pine Knoll Shores supports the installation and use of properly permitted septic tank systems and package treatment plants, with oversight and enforcement from the Carteret County Health Department, North Carolina Department of Environment and Natural Resources (NCDENR), and local development regulations regarding lot sizes, waste disposal system placement, system type, and maintenance . The Town recognizes how important the proper installation and maintenance of these systems is to the continued protection of environmentally sensitive areas.
- P.30 The Town of Pine Knoll Shores supports the provision of public recreational facilities and areas and will pursue funds and donations for open space and recreational facilities.
- P.31 The Town of Pine Knoll Shores supports continued efforts to improve the provision of utilities to all Town residents, both water and waste water. Although the Town does not own or operate any wastewater treatment facilities, other than

those serving municipal operations, the Town supports identifying a solution to the mounting concerns related to wastewater treatment facilities.

- P.32 The Town of Pine Knoll Shores supports the transition of all overhead utility lines to underground lines.
- P.33 The Town of Pine Knoll Shores supports interconnected street systems for residential and non-residential development.
- P.34 The Town of Pine Knoll Shores supports limited access from development along all roadways to provide safe ingress and egress.
- P.35 The Town of Pine Knoll Shores supports maintaining an effective signage and addressing system for all right-of-ways including private drives and access streets.
- P.36 The Town of Pine Knoll Shores supports state and federal funding for maintenance/dredging of the Beaufort Inlet. Additionally, Pine Knoll Shores supports the requirement to place all beach quality sand from dredging projects on the beaches along Bogue Banks. The Town will continue to work with the Carteret County Shore Protection office to ensure that this alternative remains a priority.
- P.37 The Town of Pine Knoll Shores opposes the construction of a third bridge accessing Bogue Banks from Morehead City. The plans for this third bridge have the thoroughfare entering the Island in the vicinity of Salter Path and Indian Beach. This will have substantial adverse impacts on the Town's existing transportation and parking problems.

**Implementing Actions:**

- I.20 The Town of Pine Knoll Shores will consult the future land use map when considering new public facilities and private development. ***Schedule: Continuing Activity.***
- I.21 The Town of Pine Knoll Shores will rely on the NC Division of Environment and Natural Resources and the Carteret County Health Department to oversee the proper operation, management, and maintenance of all wastewater treatment facilities (private septic tanks and package treatment plants) within the Town. ***Schedule: Continuing Activity.***

- I.22 The Town of Pine Knoll Shores may consider adopting an operating and capital financing plan for the development of water system upgrades in preparation for future demand. **Schedule: To Be Determined.**
- I.23 The Town of Pine Knoll Shores will provide emergency management personnel and facilities to serve the projected population growth. **Schedule: Continuing Activity.**
- I.24 The Town of Pine Knoll Shores will coordinate the development of recreational facilities with all applicable Homeowners' Associations in order to maximize the potential quality, access, and use of these facilities. **Schedule: Continuing Activity.**
- I.25 The Town of Pine Knoll Shores will research all opportunities for funding options to phase in underground utilities throughout its planning jurisdiction. This effort will focus on grant state and federal grant funding, as well as cooperation with private developers and all utility providers. **Schedule: Continuing Activity.**
- I.26 The Town of Pine Knoll Shores will review and update its subdivision ordinance to ensure compliance with policies P.28 through P.41. **Schedule: Fiscal Year 2008-2009.**
- I.27 The Town of Pine Knoll Shores will continue to consider the adoption of street right-of-ways for Town maintenance. Adoption of existing and proposed streets will be determined on a case-by-case basis, and will be based on whether the respective street right-of-way meets the design specifications of the Town of Pine Knoll Shores. **Schedule: Continuing Activity.**
- I.28 The Town of Pine Knoll Shores will continue to rely on the North Carolina Department of Transportation for the maintenance of NC Highway 58 (Salter Path Road) and all state roads. **Schedule: Continuing Activity.**

4. Natural Hazard Areas

a. *Management Goal*

The Town of Pine Knoll Shores will conserve and maintain shorelines, floodplains, 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 Town of Pine Knoll Shores 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 Town of Pine Knoll Shores' policies/implementing actions for natural hazard areas. All policies are continuing activities.

**Policies:**

- P.38 The Town of Pine Knoll Shores supports the installation of properly engineered and permitted bulkheads, assuming this development is in compliance with all 15A NCAC 7H Guidelines.
- P.39 The Town of Pine Knoll Shores 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.
- P.40 The Town of Pine Knoll Shores supports, but does not fund, relocation of structures endangered by erosion, if the relocated structure will be in compliance with all applicable policies and regulations.
- P.41 The Town of Pine Knoll Shores supports hazard mitigation planning. Refer to Appendix IV for specific policies and implementing actions related to hazard mitigation. Any updates to the Land Use Plan or the Hazard Mitigation Plan will be cross-referenced to ensure consistency.
- P.42 The Town of Pine Knoll Shores supports the land use densities that are specified on pages 122-126 of this plan. Through enforcement of the zoning ordinance, these densities will minimize damage from natural hazards and support the hazard mitigation plan.
- P.43 The Town of Pine Knoll Shores recognizes the significance of protecting the dune line along oceanfront portions of Pine Knoll Shores' planning jurisdiction. The Town of Pine Knoll Shores supports continued efforts to protect these dunes through the establishment of a proactive dune stabilization and protection program.

- P.44 The Town of Pine Knoll Shores supports the efforts of the Carteret County Shore Protection Office to establish a long term comprehensive approach to addressing beach renourishment throughout oceanfront portions of the Town’s jurisdiction.
- P.45 The Town supports and relies on the Town’s Emergency Operations Plan and the Carteret County Emergency Operations Plan for evacuation procedures and policies necessary as a result of natural disasters.

**Implementing Actions:**

- I.29 The Town of Pine Knoll Shores 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 referenced so that floodplain elevations can be more easily determined. **Schedule: Continuing Activity.**
- I.30 The Town of Pine Knoll Shores 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.31 In the event of a natural disaster, the Town of Pine Knoll Shores permits redevelopment of previously developed areas, provided redevelopment is in compliance with all applicable policies, regulations, and ordinances. Redevelopment, including infrastructure, should be designed to withstand natural hazards. **Schedule: Continuing Activity.**
- I.32 The Town of Pine Knoll Shores will enforce the density controls in the zoning ordinance and subdivision ordinance in potential redevelopment areas to control growth intensity. **Schedule: Continuing Activity.**
- I.33 In response to possible sea level rise, the Town of Pine Knoll Shores 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.34 The Town of Pine Knoll Shores will utilize the future land use map for development in accordance with applicable statutes as a guideline. This map is

coordinated with the land suitability map and existing infrastructure maps.  
***Schedule: Continuing Activity.***

- I.35 The Town of Pine Knoll Shores will consider the development of a dune stabilization program through installation of properly installed sand fences or fence enclosures around the primary dune line along oceanfront portions of the Town. This effort will also involve the planting of sea oats and Bitter Panicum to increase the stability of the dune line. The Town has established a working group within the Board of Commissioners to determine the requirements for continued beach renourishment and dune stabilization. ***Schedule: Fiscal Year 2007-2008.***

5. Water Quality

a. *Management Goal*

The Town of Pine Knoll Shores will maintain, protect, and where possible enhance water quality in all coastal wetlands, rivers, streams, estuaries, and within the Town's canal system. 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 Town of Pine Knoll Shores will adopt policies for surface waters within the Town to help ensure that water quality is maintained if not impaired and improved if impaired.

c. *Land Use Plan Requirements*

The following provides the Town of Pine Knoll Shores' policies/implementing actions on water quality.

**Policies:**

- P.46 The Town of Pine Knoll Shores 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 Town.
- P.47 The Town of Pine Knoll Shores supports conserving its surficial groundwater resources. The Town specifically supports the enforcement of Capacity Use Rules tied to the Castle Hayne Aquifer in an effort to ensure groundwater quantity and quality throughout the planning period and beyond.

- P.48 The Town of Pine Knoll Shores 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.
- P.49 The Town of Pine Knoll Shores 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, or in waters adjacent to Town including the waters of the Atlantic Ocean.
- P.50 The Town of Pine Knoll Shores 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 Town of Pine Knoll Shores will support existing state regulations relating to stormwater runoff resulting from development (Stormwater Disposal Policy 15 NCAC 2H.001-.1003). Additionally, the Town supports all efforts of the NPDES Phase II stormwater rule as established by the Environmental Protection Agency, and enforced by the NCDENR.
- P.51 The Town of Pine Knoll Shores supports regulation of underground storage tanks in order to protect its groundwater resources and implementation of the Town's wellhead protection plan.
- P.52 The Town of Pine Knoll Shores supports the policy that all State of North Carolina projects should be designed to limit to the extent possible stormwater runoff into coastal waters. This will be addressed further through Phase II implementation plans.
- P.53 The Town of Pine Knoll Shores supports implementation of the White Oak River Basinwide Water Quality Management Plan.
- P.54 The Town of Pine Knoll Shores supports protection of those waters known to be of the highest quality or supporting biological communities of special importance, this especially applies to the Outstanding Resource Waters adjacent to the Roosevelt Natural Area and those within the Town's canal system. The Town has passed ordinances that address stormwater runoff from single-family and multi-family development sites.
- P.55 The Town of Pine Knoll Shores 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 the Town's canal system.

P.56 The Town of Pine Knoll Shores 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. All decisions regarding the construction of these facilities should have the oversight of the Carteret County Health Department and the NCDENR.

P.57 The Town of Pine Knoll Shores supports the following actions by the General Assembly and the Governor:

- (1) Sufficient state funding should be appropriated to initiate a program of incentives and grants to address pollution of our rivers from both point sources and nonpoint sources.
- (2) An ongoing source of state funding should be developed to provide continuous support for an incentives grant program.
- (3) The decision-making process for the award of incentives and grants should involve river basin organizations representing local governments and other interest groups in the review of all applications for state funding.

P.58 The Town of Pine Knoll Shores does not support the location of floating homes within its jurisdiction. This policy exceeds state requirements.

P.59 The Town of Pine Knoll Shores supports the following goals of the NC Coastal Habitat Protection Program (CHPP):

- (1) Document the ecological role and function of aquatic habitats for coastal fisheries.
- (2) Provide status and trends information on the quality and quantity of coastal fish habitat.
- (3) Describe and document threats to coastal fish habitat, including threats from both human activities and natural events.
- (4) Describe the current rules concerning each habitat.
- (5) Identify management needs.
- (6) Develop options for management action using the above information.

P.60 The Town of Pine Knoll Shores supports the efforts of the Carteret County Health Department to develop and maintain a system to identify and track the maintenance of all wastewater treatment facilities throughout the County. This

will have positive benefits not only for Pine Knoll Shores, but all communities along Bogue Banks.

- P.61 Any underground storage tank (UST) systems installed within 500 feet of a public water supply well or within 500 feet of any surface water classified as HQW, ORW, WS-I, WS-II, or SA must be secondarily contained.
- P.62 The Town of Pine Knoll Shores supports the removal of any abandoned or out-of-use USTs within the planning area.
- P.63 The Division of Water Quality has determined that current coastal stormwater rules have not adequately addressed water quality impacts to public trust waters and that local governments that strictly defer to state and federal rules to address water quality issues have impaired water quality issues. Their findings concluded that:
- (1) Areas that have impervious surfaces of 10% or greater contribute to local stream degradation;
  - (2) Biological diversity has been shown to drop when areas of impervious surface increases beyond 10-15%;
  - (3) Stream stability is affected when impervious surface approaches 10% in an area;
  - (4) Estuaries generally degrade when areas have 10% impervious surfaces;
  - (5) Sensitive fish species loss increases with 12% impervious surface.

The Town of Pine Knoll Shores supports efforts to improve water quality and will modify ordinances if required by the Division of Water Quality.

**Implementing Actions:**

- I.31 The Town of Pine Knoll Shores will comply with CAMA and NC Division of Environmental Management stormwater runoff regulations, and by coordinating local development activities involving chemical storage or underground storage tank installation/abandonment with the Town Emergency Management personnel and the Groundwater Section of the North Carolina Division of Environmental Management. The Town of Pine Knoll Shores will plan for an adequate long-range water supply. In the planning process, the Town will cooperate with all regional counties to protect water resources. **Schedule: Continuing Activity.**
- I.32 The Town of Pine Knoll Shores will enforce its zoning and subdivision regulations and its ordinances which address stormwater runoff to aid in protecting sensitive shoreline areas. The Town will also rely on state and federal agencies to promote

and protect Bogue Sound, as well as other nursery and habitat areas adjacent to the Town. **Schedule: Continuing Activity.**

I.33 The Town of Pine Knoll Shores 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.34 The Town of Pine Knoll Shores 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.35 The Town of Pine Knoll Shores will implement the following actions through local ordinances to improve water quality (Note: these actions are especially significant in areas adjacent to the Roosevelt Natural Area and the Town's canal system):

- 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 Town's waters. **Schedule: Review local ordinances annually.**

I.36 Preservation of wetlands is important to the protection/improvement of water quality in the Town of Pine Knoll Shores. The following will be implemented through zoning and/or subdivision regulations as required:

- (1) Coordinate all development review with the appropriate office of the US Army Corps of Engineers and the Soil Conservation Service. **Schedule: Continuing Activity.**
- (2) Require that wetland areas be surveyed and delineated on all preliminary and final subdivision plats. **Schedule: Continuing Activity.**
- (3) Consider cluster development in order to protect sensitive natural areas. A cluster development is defined as a development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space, and preservation of environmentally sensitive areas. **Schedule: Continuing Activity.**

I.37 The Town of Pine Knoll Shores recognizes the impact that pet and animal waste can have on water quality. The Town has and enforces a pet waste pickup ordinance. **Schedule: Continuing Activity.**

6. Local Areas of Concern

a. *Management Goal*

The Town of Pine Knoll Shores will integrate local concerns with the overall CAMA goals and objectives.

b. *Planning Objective*

Local concerns extend well beyond CAMA concerns and should reflect a broad range of land use related issues.

c. *Land Use Plan Requirements*

The Town of Pine Knoll Shores will support the following policies/implementing actions that address areas of local concern.

**Policies - Cultural, Historic, and Scenic Areas:**

P.64 The Town of Pine Knoll Shores will preserve and protect its valuable natural resources. Special attention will be given to the Roosevelt Natural Area, and adjacent Outstanding Resource Waters.

P.65 The Town of Pine Knoll Shores will protect its waterfront/shoreline areas, estuarine shorelines and waterbodies, Town wide canal system, and valuable scenic areas.

P.66 The Town of Pine Knoll Shores supports the local North Carolina Aquarium in their efforts to provide a regional education and cultural destination.

**Implementing Actions - Cultural, Historic, and Scenic Areas:**

I.38 The Town of Pine Knoll Shores will continue to enforce its existing land development ordinances which were drafted with an aim of medium density residential development. Enforcement of this code will help minimize the effects of stormwater runoff as future development/redevelopment occurs. **Schedule: Continuing Activity.**

- I.39 The Town of Pine Knoll Shores will prepare a public recreational plan to address the growing needs of a predominantly year-round residential community. ***Schedule: Fiscal Year 2008-2009.***
- I.40 The Town of Pine Knoll Shores will emphasize the protection of environmentally sensitive areas in the update of its public recreational plan (refer to Section V.B., Natural Systems Analysis). ***Schedule: Fiscal Year 2009-2010.***

**Policies - Economic Development:**

- P.67 The Town of Pine Knoll Shores will maintain medium density residential development (4 dwelling units/acre in single family residential areas, and 8 dwelling units or less per acre in multi family residential areas) in order to maintain the desirable quiet residential character of the Town (see page 126).
- P.68 The Town of Pine Knoll Shores supports tourism, including eco-tourism, as an important asset to overall economic development of Bogue Banks in general. The Town is primarily a residential community and supports/relies on commercial establishments in Atlantic Beach and Emerald Isle.
- P.69 The Town of Pine Knoll Shores encourages the use of advanced wastewater treatment technologies which will reduce the amount of land required for drain and repair fields. These systems should help reduce pollutants in stormwater runoff, which have historically contributed to water quality issues in waters adjacent to Town.
- P.70 The Town of Pine Knoll Shores, in conjunction with the Carteret County Health Department and NCDENR, requires the use of package treatment wastewater systems for effective economic development of multi-family, condotel, and motel/hotel development.
- P.71 The Town of Pine Knoll Shores does not oppose non-residential development, which is consistent with Town policies and ordinances. The Town does, however, want to focus this development in areas designated for commercial/office space development on the Town's future land use map.
- P.72 The Town of Pine Knoll Shores supports the economic development efforts of the Carteret County Tourism Development Authority.

**Implementing Actions - Economic Development:**

- I.41 The Town of Pine Knoll Shores will pursue funding through state and federal programs that are considered supportive of local economic development efforts:

(1) The Town of Pine Knoll Shores is generally receptive to state and federal programs, particularly those which provide improvements to the Town. The Town will continue to fully support such programs, especially the NC Department of Transportation road and bridge improvement programs, which are very important to the Town and its regional accessibility. ***Schedule: Continuing Activity.***

(2) Examples of other state and federal programs that are important and supported by Pine Knoll Shores include: dredging and channel maintenance by the US Army Corps of Engineers, federal and state projects that provide efficient and safe boat access for sport fishing, public beach and coastal waterfront access grant funds, and the recently completed US Army Corps of Engineers Section 933 Beach Renourishment Project. ***Schedule: Continuing Activity.***

I.42 The Town of Pine Knoll Shores will continue to support the activities of the NC 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.***

**Policies - General Health and Human Services Needs:**

P.73 The Town of Pine Knoll Shores opposes any low level military training flights that are not in compliance with the minimum safe altitudes for aircraft operations as described in the Federal Aviation Regulations, Part 71.

P.74 The Town of Pine Knoll Shores opposes the location of new outlying landing fields within the regional vicinity of Pine Knoll Shores.

P.75 The Town of Pine Knoll Shores supports a comprehensive recreational program to provide a broad range of recreation facilities for its citizens.

P.76 The Town of Pine Knoll Shores will continue to implement its locally adopted Hazard Mitigation Plan in an effort to improve public safety in the event of a natural disaster.

P.77 The Town of Pine Knoll Shores supports the provision of superior health care facilities within Carteret County, as well as Bogue Banks. Additionally, the Town supports the development of facilities and services targeted at the aging population, to include areas within the Town's jurisdiction.

P.78 The Town of Pine Knoll Shores will continue to provide mutual aid in the form of Fire/EMS service with adjacent communities, should this need arise. The Town

is aware it operates the most comprehensive and modernized fire/EMS facility along Bogue Banks, and will continue to utilize this resource to further improve public safety throughout Pine Knoll Shores and neighboring jurisdictions. The Town has recently signed an updated county-wide cooperative agreement.

**Implementing Actions - General Health and Human Services Needs:**

- I.43 Floodplain regulation is a concern in the Town of Pine Knoll Shores. To accomplish protection of public health and service needs, Pine Knoll Shores will continue to enforce the flood hazard reduction provisions of the Town Pine Knoll Shores Land Development Ordinances. ***Schedule: Continuing Activity.***
  
- I.44 The Town of Pine Knoll Shores will continue to rely on the support of the Coastal Regional Solid Waste Management Authority for solid waste collection. The Town will also continue to utilize privatized curb side waste removal services. ***Schedule: Continuing Activity in each Fiscal Year.***
  
- I.45 The Town of Pine Knoll Shores will continue to promote the recycling of all recyclable materials. This effort will be handled by the Town's private waste collection service. ***Schedule: Continuing Activity in each Fiscal Year.***
  
- I.46 The Town of Pine Knoll Shores will research options for development, design, and financing of indoor, multi-use recreation facility. ***Schedule: Fiscal Year 2011-2012.***

## **F. FUTURE LAND USE**

### 1. Introduction

The future land use map (Map 17) depicts application of the policies for growth and development and the desired future patterns of land use and land development. **The areas indicated as least suitable on the Future Land Use Map are not intended to prohibit development but are intended to indicate areas where careful review of proposed development should be undertaken.** Additionally, the least suitable overlay includes areas classified as conservation (see Map 15). Please refer to the Future Land Use Map for delineation of the conservation and least suitable overlay areas. All development activities that fall within the least suitable overlay district should be carefully monitored during the permitting process to ensure that impacts on the environment are minimized. The future land use map must include the following:

- ▶ 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.
- ▶ Land use which reflects existing and planned infrastructure.
- ▶ Reflect the information depicted on the Environmental Composite Map (Map 9) and the Land Suitability Analysis Map (Map 15).

Specifically, the Town of Pine Knoll Shores Future Land Use Plan was drafted with consideration given to the following:

- ▶ Development constraints.
- ▶ Desire to concentrate non residential development.
- ▶ Preservation of existing urban form.
- ▶ Preservation of existing residential neighborhoods.
- ▶ Existing plans for the development of public facilities.
- ▶ Limiting of potential land use conflicts.
- ▶ Existing zoning patterns.
- ▶ Key land use issues.
- ▶ Prohibition of large scale commercial development.

Map 17 - Future Land Use

Map 17 outlines the boundaries of all future land use districts, falling within the planning jurisdiction of Pine Knoll Shores. These districts are defined in the following section.

2. Land Use Acreage

Table 41 provides a summary of future land use acreage as depicted on the Town’s Future Land Use Plan. These acreages assume total buildout of Pine Knoll Shores for each respective zoning district. Currently, there are approximately 140 acres (304 parcels) of vacant land within the Town’s planning jurisdiction. A summary of how these properties are zoned has been provided on page 58 of this plan. According to this table, 64% of the vacant acreage, or 86% of all vacant parcels are zoned for single-family residential development. Of the remaining vacant land (36% of all Town acreage), a substantial portion (11.9%) is zoned for multi-family development. These existing conditions, with respect to local land development regulations, indicate that a majority of the future development to take place within Pine Knoll Shores will be residential in nature.

Table 41. Pine Knoll Shores Future Land Use Map Acreages

	Acres	% of Total
Canal	14.1	1.1%
Conservation	265.1	20.4%
Government	72.2	5.6%
Multi-Family Residential	125.0	9.6%
Marina	4.0	0.3%
Mixed Use	47.1	3.6%
Office and Institutional	53.1	4.1%
Private Conservation	17.5	1.3%
Public Access	6.1	0.5%
Recreation	103.0	7.9%
Single-Family Residential	567.6	43.7%
Utility	24.7	1.9%
Total*	1,299.5	100.0%

\*This figure does not include right-of-ways.  
 Source: Holland Consulting Planners, Inc.

The land use districts in Table 41 are defined below. These definitions provide what the Town has outlined as desirable density and height restrictions for each of the defined Future Land Use Districts. These development criteria have been based on a variety of factors including: existing land uses, existing zoning code and zoning districts, and preferred development trends as discussed throughout this land use plan.

### 3. Future Land Use Designations (Development Criteria)

The following provides a definition and criteria for development with respect to each future land use category established on the Future Land Use Map. These are intrinsically tied to the policy section of the plan.

#### a. *Canal*

This district is comprised of all property that is considered part of the Town's interior canal system. The canal system is maintained by Homeowners' Associations, and is home to private boat docking facilities which are maintained by adjacent property owners. These canals are shown on the map primarily due to the fact that they have an impact on both development and property values within the Town. It should be noted, however, that the canal system will not be affected by future development or redevelopment. It is anticipated that as development moves forward, homes and parcels located adjacent to the canal will continue to experience the establishment of private boat docking facilities. This may have an adverse impact on water quality within the canal system. This problem should be monitored carefully throughout the planning period. These water bodies are considered public trust waters, and will remain that way in perpetuity.

<b>Allowable density:</b>	N/A (No development anticipated.)
<b>Maximum building height:</b>	N/A (No development anticipated.)
<b>Preferred uses:</b>	Public water access
<b>Uses to be discouraged:</b>	Private marinas, location of floating homes

#### b. *Conservation*

This district was established in an effort to preserve the Roosevelt Natural Area which is located within central Pine Knoll Shores. As discussed earlier, this 265-acre undeveloped property is considered both a Protected Land and a Significant Natural Heritage Area, and will be maintained as open space throughout the planning period and beyond. This property should remain undeveloped, unless a low impact recreational use is identified by the Town. Pine Knoll Shores has permission to utilize a small portion of this area for recreational purposes. If this development does occur it will involve the construction of a public access area, and possibly a walking trail system. The proposed use will not have any adverse impacts on the environmental quality of the Roosevelt Natural Area.

<b>Allowable density:</b>	N/A (This is a deed restricted property, development will be limited to a low impact/outdoor recreational use. If developed, the maximum allowable land coverage on this site is 40%.)
<b>Maximum building height:</b>	20 feet (This is meant to accommodate shelters, storage buildings, or other recreational facilities. This building height is not enforced under the Town's zoning ordinance.)
<b>Preferred uses:</b>	Public water/forest access, municipal storage facilities, outdoor recreational facilities
<b>Uses to be discouraged:</b>	Public/private permanent structures

c. *Government*

This land use district involves all parcels of land that are owned, operated, and/or maintained by the Town of Pine Knoll Shores. The uses on this property are tied to Town management, public safety, and utility operations. The Town has recently upgraded its public safety facilities. Some minor improvements are discussed in the future demands section of the plan (page 90).

<b>Allowable density:</b>	N/A (There are no density requirements for this district. Development will require a 35' buffer between adjacent properties.)
<b>Maximum building height:</b>	N/A
<b>Preferred uses:</b>	Town government facilities (administration, public safety, utilities, public access sites, etc.)
<b>Uses to be discouraged:</b>	All uses not directly related to providing public services

d. *Multi-Family*

This land use district is intended to accommodate high-density residential development in the form of townhomes and condominiums. It is anticipated, as depicted on the future land use map, that this development will be focused on the oceanfront and some portions of the Town's estuarine shoreline. The rapidly appreciating prices of land within Pine Knoll Shores are forcing developers to construct these multi-family developments in order to recoup their investment in the property to be developed. Most of the properties on the future land use map listed as multi-family have already been built out. Due to this fact, the guidelines outlined in this section will only apply to the redevelopment of these properties.

<b>Allowable density:</b>	Maximum 8 units per acre
<b>Maximum building height:</b>	50 feet
<b>Preferred uses:</b>	Private multi-family residential development (townhomes and condominiums), public beach access sites, private recreational facilities, stores or restaurants to serve private clientele; privately-owned condotel/condominium complexes will be permitted
<b>Uses to be discouraged:</b>	All non-residential uses including commercial operations not intended to serve multi-family residential developments; commercially owned and operated hotel/motel establishments will be discouraged

e. *Marina*

This land use category is comprised of the three privately-owned and operated marina facilities within Pine Knoll Shores. These facilities are currently in place, and serve the residential areas adjacent to their respective locations. The intent of establishing these areas as a future land use district is to ensure their redevelopment in the case of a major storm event. These are the only private docking facilities within Town, and Pine Knoll Shores wants to ensure that these facilities remain in place.

<b>Allowable density:</b>	N/A
<b>Maximum building height:</b>	N/A
<b>Preferred uses:</b>	Public and private non-transient docking facilities
<b>Uses to be discouraged:</b>	All uses not intended to facilitate the use of these properties as a marina facility

*f. Mixed Use*

A mixed use district is intended to accommodate a variety of uses including both multi-family and hotel/motel development. Such future land use district might encompass the portion of Town that is currently occupied by existing commercially-owned and operated hotel/motel facilities. Many of these facilities have been in place for many years, and may be redeveloped at some point in the future. To facilitate this redevelopment, the mixed use district is intended to provide some flexibility with respect to what will be permitted in this area. If and when redevelopment of this area does occur, both hotel/motels and multi-family residential development will be encouraged. This is slightly different than the multi-family district, where development of commercially run motels/hotels is prohibited. This portion of Town should be reserved to allow for a wide range of uses including some forms of commercial development including retail outlets and restaurants. It is anticipated, however, that if these properties are redeveloped, it will be in the form of townhomes or condominium units.

<b>Allowable density:</b>	8 units per acre (townhomes and condominiums) 22 living units (hotels/motels)
<b>Maximum building height:</b>	50 feet
<b>Preferred uses:</b>	Multi-family residential, hotels and motels, commercial development (restaurants/retail stores, office space, public beach access, private/public recreational facilities)
<b>Uses to be discouraged:</b>	All types of development will be considered in the mixed use district. The intent of this district is to allow for flexibility, and a variety of uses.

*g. Office and Institutional*

This district involves all low impact non-residential uses. Currently, there are two existing facilities located in these area: Trinity Center Episcopal Retreat and an office building. Neither of these uses poses a threat to adjacent residential uses. The primary goal of this district is to allow non-residential uses that will not conflict with the residential nature of the community.

<b>Allowable density:</b>	N/A (Density for this district is not defined; however, a 50' buffer is required between adjacent properties.)
<b>Maximum building height:</b>	35 feet
<b>Preferred uses:</b>	Office and institutional uses (churches, office buildings, parks, public access sites, public/private recreational facilities)
<b>Uses to be discouraged:</b>	Commercial operations, multi-family developments, other high impact non-residential uses

*h. Private Conservation*

This land use district is comprised of all parcels and facilities that are owned and operated by various Homeowners' Associations within Pine Knoll Shores. These sites are intended to provide recreational opportunities and beach access to members of these Associations. These properties are protected by the Associations, and will remain under their jurisdiction throughout the planning period.

<b>Allowable density:</b>	N/A (There is not a specific density requirement for this district; however, maximum building coverage may not exceed 40% of the buildable lot.)
<b>Maximum building height:</b>	N/A
<b>Preferred uses:</b>	Private recreation and public waterfront access facilities
<b>Uses to be discouraged:</b>	All uses not related to the provision of recreation and public access for a respective Homeowners' Association

*i. Public Access*

These properties are currently maintained as CAMA public beach access points for the Town of Pine Knoll Shores. Some of these properties fall under the ownership of the Town, while several exist as easements established through agreements with Homeowners' Associations. These public access sites are expected to be in place throughout the planning period (5-10 years), assuming an alternative to beach access is not identified. The Town is required to establish a public access site every one-half mile in order to qualify for federal beach renourishment funding under the US Army Corps of Engineers Section 933 project. Maintaining these existing sites is imperative if the Town is to meet this requirement.

<b>Allowable density:</b>	N/A
<b>Maximum building height:</b>	N/A
<b>Preferred uses:</b>	Public ocean and estuarine access and parking facilities
<b>Uses to be discouraged:</b>	All uses not intended to provide public/estuarine and oceanfront access

*j. Recreation (RE-1)*

This land use district exists for the sole purpose of protecting the interest of common areas in Pine Knoll Shores.

<b>Allowable density:</b>	N/A (There is not a specific density requirement for this district; however, maximum building coverage may not exceed 40% of the buildable lot)
<b>Maximum building height:</b>	N/A
<b>Preferred uses:</b>	Public and private recreational facilities
<b>Uses to be discouraged:</b>	All uses not related to the provision of recreation

k. *Single-Family Residential*

This district which comprises a majority of the Town’s developed and undeveloped property, is intended to accommodate the construction of single-family detached dwellings. Pine Knoll Shores exists, for the most part, as a single-family residential community. The Town would like to ensure that the nature of the community is preserved, and not compromised to accommodate higher density development. The development criteria for single-family residential development is as follows:

<b>Allowable density:</b>	R-1 Zoning (6 units per acre) R-2 Zoning (4 units per acre)
<b>Maximum building height:</b>	35 feet
<b>Preferred uses:</b>	Single-family residential homes
<b>Uses to be discouraged:</b>	All other uses

l. *Utility*

The properties located within this district are primarily utilized as wastewater treatment plant sites serving the multi-family complexes located along NC Highway 58. Due to the fact that there is no central sewer system within Pine Knoll Shores, these developments must reserve large tracts of land for the operation of on-site wastewater facilities. The Town must continue to deal with this issue. Solutions to the sewer issue within Pine Knoll Shores are being discussed, but the plans are too unclear at this time for use in the context of this plan. It will be assumed at this point that the Town will continue to rely on private septic tanks and package treatment plants for wastewater treatment services.

<b>Allowable density:</b>	N/A
<b>Maximum building height:</b>	N/A
<b>Preferred uses:</b>	Facilities needed for the provision of infrastructure services
<b>Uses to be discouraged:</b>	All uses unrelated to the provision of Town infrastructure services

4. Future Land Use in Relation to Zoning

Each of the land use categories is supported by zoning districts contained in the Town’s existing zoning ordinance. Table 42 provides a comparison of the land use categories and the Town’s existing zoning districts. The reader is cautioned that this is an “overview” and detailed analysis must be based on careful review of the Town’s zoning ordinance. The terms “generally consistent, conditionally consistent, and inconsistent” are intended to only be indicators of where revisions may need to occur for the Town’s zoning ordinance to support implementation of this plan. The land use category descriptions express some “objectives” which may be inconsistent with the existing zoning ordinance.

Table 42. Future Land Use Plan Compatibility Matrix  
 Consistency Review of Future Land Use Map Designations and Existing Zoning Districts

Zoning Districts	R-1	R-2	R-3	R-4	MF1	MF2	C	INSTIT	MS	OP	REC1	REC2	REC3
Min. Lot Size (SF)	7,500*	10,000*	10,000*	10,000*	22 UPA** Motel 8 UPA** Condo	10,000* 15 UPA**	Note 1	Note 1	N/A	Note 1	Note 2	Note 2	Note 2
Max. Lot Coverage (%)	N/A	N/A	N/A	N/A	Note 1	Note 1	Note 1	Note 1	N/A	Note 1	Note 2	Note 2	Note 2
Max. Bldg. Height (ft.)	35	35	35	35	50	50	35	50	50	35	N/A	N/A	N/A
*Minimum lot size figures are in square feet; **Units per acre (UPA)													
Future Land Use Designations													
Canal	x	x	x	x	x	x	x	x	x	x	x	x	g
Conservation	x	x	x	x	x	x	x	x	x	x	x	g	g
Government	c	c	c	c	c	c	g	g	g	g	x	x	x
Multi-Family	x	x	x	x	g	g	c	x	x	c	x	x	x
Marina	x	x	x	x	x	x	x	x	x	x	x	x	g
Mixed Use	c	c	c	c	g	g	c	x	g	g	c	c	c
O&I	x	x	x	x	x	x	g	g	g	g	x	x	x
Public Access	g	g	g	g	g	g	g	g	g	g	x	g	g
Private Conservation	g	g	g	g	g	g	x	g	x	g	g	g	g
Single-Family Residential	g	g	g	g	x	x	x	x	x	c	x	x	x
Utility	x	x	x	x	c	c	g	g	g	c	x	x	x

g = generally consistent  
 c = conditionally consistent  
 x = inconsistent

Notes to the Future Land Use Plan Compatibility Matrix:

Note 1. There is no minimum lot size for these districts; however, maximum impervious coverage thresholds have been established for these districts. Development within these districts must comply with the following coverage thresholds:

- Building coverage - 25%
- Parking coverage - 40%
- Open space requirement - 35%

Note 2. There is no minimum lot size for these districts; however, a maximum impervious coverage threshold of 40% has been established for these districts. Additionally, it is anticipated that development on these properties will involve low impact development related to open space and recreational opportunity.

5. Land Demand Forecast and Carrying Capacity Discussion

a. *Land Demand Forecast*

As discussed throughout the context of this plan, land use within the Town of Pine Knoll Shores is predominantly residential in nature. The original vision for the Town was that of a low impact residential development focused on preserving the maritime forest and natural environment. The Town has done a sound job through the years of maintaining this character through the strict enforcement of local land development ordinances.

The one exception to single-family residential development has been the growth of high-density multi-family complexes along a substantial portion of oceanfront Pine Knoll Shores, and portions of the estuarine shoreline adjacent to Bogue Sound. These complexes serve both the permanent and seasonal population; however, a majority of the units are owned and maintained by seasonal residents. There are a few non-residential uses within Pine Knoll Shores, but non-residential development (commercial and office space) is not promoted within Pine Knoll Shores. Due to increasing land prices, commercial and/or office and institutional development is unlikely. It is anticipated that at some point these properties will be redeveloped, and will most likely become either single-family or multi-family developments.

Based on the facts above, land demand and capacity use forecast have been established. The primary development activity through the forecast period (2025) is expected to be primarily single-family residential in nature. Some multi-family development may take place; however, there is not much land remaining where this type of development will be permitted under existing zoning districts. Multi-family residential growth will be limited to minor infill projects, until more substantial redevelopment projects as noted above take place. This is expected to occur at some point during the forecast period.

The following table summarizes the land demand forecast for residential and non-residential development through the year 2025. These forecasts will allow for a snapshot of land and infrastructure carrying capacity demand over this period. These forecasts have been based on residential development activity outlined within the context of this plan. Additionally, it will provide some insight as to what the public service demands will be over this time frame. It should be noted that increased acreages of non-residential uses, including utility and government (indicated as “non-residential” in Table 43), are not anticipated. All new development within Pine Knoll Shores is expected to be in the form of single-family homes, townhomes, condominiums, and duplexes. Population forecasts through 2025 have been included in Table 16 (page 23).

Table 43 outlines the land demand forecast discussed throughout this section. The existing land use survey outlined in Table 31 (page 55) serves as the basis for these forecast. Table 43 is intended to outline projected growth in correlation to the Future Land Use Map 17 (page 120) and associated future land use acreages (page 121). In order to clarify this correlation for the reader, the future land use districts have been grouped in the following manner: **Vacant Land - N/A**; **Non-Residential Land Uses** - Canal, Conservation, Government, Marina, Office & Institutional, Private Conservation, Public Access, Recreation, Utility; **Single-Family Residential** - Single-Family Residential; **Multi-Family Residential** - Mixed Use, Multi-Family.

Table 43. Pine Knoll Shores Land Demand Acreage Forecast

	Existing Land Use	Future Land Demand Forecast				% Growth 05-25	Additional Housing Units (2025)	Average Units Per Acre*
		2010	2015	2020	2025			
Vacant Land	140	115	89	62	34	-75.7%	N/A	N/A
Non-Residential Land Uses	558	558	558	558	558	N/A	N/A	N/A
Single-Family Residential (Growth Rate 5%)	433	455	478	501	526	21.6%	~364	4
Multi-Family Residential (Growth Rate 2%)*	156	159	162	166	169	8.2%	~96	8
<b>Total</b>	<b>1287</b>	<b>1287</b>	<b>1287</b>	<b>1287</b>	<b>1287</b>	<b>N/A</b>	<b>~460</b>	<b>N/A</b>

\*The existing land use acreage for common area has been included under the multi-family category due to the fact that if redeveloped this acreage will be included.  
Source: Holland Consulting Planners, Inc.

*b. Carrying Capacity Discussion*

The Town of Pine Knoll Shores has recently acquired the water system serving the Town from Carolina Water Service. Now that the water system has been acquired by the Town, maintenance and daily operation falls under the Town’s jurisdiction. As noted earlier in the plan, water supply for the permanent and seasonal population within Pine Knoll Shores is not a problem. It is not anticipated that water supply will become an issue throughout the planning forecast period (2025). This determination is based on the Town’s existing water plant capacity of .982 million gallons per day (mgd).

In order to provide some guidance to Town staff and administrators, the following table forecasts water usage for residential customers through the year 2025. The average daily water usage for this forecast is based on the Town’s Local Water Supply Plan.

Table 44. Pine Knoll Shores Water Capacity Use Forecast

	Existing Housing Units and Water Usage	Water Capacity Use Forecast			
		2010	2015	2020	2025
Residential Housing Units	1,429**	1,537	1,649	1,769	1,889
Water Usage (MGD)*	0.32	0.34	0.36	0.38	0.40
Non-Residential Units	18	18	18	18	18
Water Usage (MGD)*	0.20	0.20	0.20	0.20	0.20
<b>Total Daily Water Usage (MGD)*</b>	<b>0.52</b>	<b>0.54</b>	<b>0.56</b>	<b>0.58</b>	<b>0.60</b>

\*MGD - Million Gallons per Day.

\*\*Existing housing units based on information taken from Town of Pine Knoll Shores Water Supply Plan, increased housing units based on land demand forecast and future land use map.

NOTE: This table is based on a total existing average daily use of .52 MGD.

Source: Pine Knoll Shores Water Supply Plan and Holland Consulting Planners, Inc.

It has been discussed throughout this plan that there is no central sewer service within Pine Knoll Shores. Due to this fact, it is not possible to compile any form of sewer system demand or future capacity needs. The issue of a sewer system is something that the Town has struggled with for many years. At this point, the Town has decided that single-family structures will rely on private septic systems for wastewater treatment. There is simply no other viable alternative at this time. These systems are permitted by the Carteret County Health Department. The Health Department is working on a system to closely monitor these systems, and generate a methodology to document and identify problems as they occur.

The multi-family complexes throughout Town rely on package treatment plants for wastewater treatment. These properties will continue to rely on these systems throughout the planning period. Table 35 (page 66) summarizes the condition of each of these systems. As these systems become antiquated or substandard, a respective complex will be required to either replace or retrofit the existing system. NCDENR and the Carteret County Health Department oversee the annual and daily maintenance of the systems, and make determinations on when upgrades will be required.

Pine Knoll Shores may at some point in the future seek out a way to incorporate some of these package facilities into the Town's public works department. At this time this is still a strong topic of debate. For the purposes of this land use plan update, it is anticipated that each private development will be responsible for maintaining their own wastewater treatment systems. There is simply no sound methodology for forecasting capacity needs based on the absence of historical average daily usage. Additionally, a majority of the future growth within Town will be in the form of single-family residential development. It is clear that these properties will be required to utilize private septic systems. Through years of discussion and debate, it has been determined that establishing Town-wide central sewer service is not economically feasible or justifiable. At this time, the Town does not have cost estimates associated with the installation of central sewer service.

## SECTION VII. TOOLS FOR MANAGING DEVELOPMENT

### **A. GUIDE FOR LAND USE DECISION MAKING**

It is intended that this document be an integral part of the Town of Pine Knoll Shores decision making process concerning future land use. This document should be consulted prior to any decision being made by the Pine Knoll Shores staff, Planning Board, and/or Town Council concerning land use and development.

### **B. EXISTING DEVELOPMENT PROGRAM**

The existing management program includes the following ordinances: Town of Pine Knoll Shores Zoning Ordinance, Town of Pine Knoll Shores Subdivision Ordinance, North Carolina Building Code, National Flood Insurance Program, the 1996 Pine Knoll Shores Land Use Plan, and the Pine Knoll Shores Hazard Mitigation Plan. Preparation of the 1996 Land Use Plan was coordinated with the land use related codes.

### **C. ADDITIONAL TOOLS**

The Town of Pine Knoll Shores will utilize the following additional tools, if needed, to implement this plan:

1. Conduct annual training sessions for the Town of Pine Knoll Shores Planning Board and Board of Adjustment.
2. The Planning Department staff, in concert with the Planning Board, shall prepare an annual report assessing the effectiveness of plan implementation. This report shall be presented to the Town Council.
3. At a minimum, update the Land Use Plan and implementation process every six to seven years.
4. Revise the Town's zoning and subdivision ordinances to support the policies and implementing actions contained in this plan.
5. Prepare a capital improvements plan/program to address the following community facilities: water, sewer, stormwater, utilities or transportation.

## **D. ACTION PLAN/SCHEDULE**

### 1. Citizen Participation

For the preparation of this plan, the Town of Pine Knoll Shores adopted a citizen participation plan on September 14, 2004. A copy of that plan is included as Appendix I. Following adoption of this plan, the Town of Pine Knoll Shores will implement the following to ensure adequate citizen participation:

- a. The Town will encourage public participation in all land use decisions and procedure development processes and encourage citizen input via its boards and commissions.
- b. The Town of Pine Knoll Shores will advertise all meetings of the Town's Planning Board and Board of Adjustment through newspaper advertisements and public service announcements.
- c. The Town of Pine Knoll Shores will utilize advisory committees to assess and advise the Town on special planning issues/needs.
- d. The Town will conduct a joint meeting every January of the Pine Knoll Shores Town Council and the Town's Planning Board to identify planning issues/needs.
- e. All Planning Department activities will be outlined on the Town's web-site. The site will include this plan.
- f. All public hearings for changes to land use related ordinances that affect AECs shall include in the notice a specific description of the impact of the proposed change on the AECs.
- g. Ensure that the membership of all planning related and ad hoc advisory committees has a broad cross section of Pine Knoll Shores' citizenry.

### 2. Action Plan/Schedule

The following describes the priority actions that will be taken by the Town of Pine Knoll Shores to implement this CAMA Core Land Use Plan and the fiscal year(s) in which each action is anticipated to begin and end. This action plan will be used to prepare the implementation status report for the CAMA Land Use Plan.

Policy References	Implementing Actions	Schedule	
		Begin	End
P.1 - P.8 P.64 - P.66	The Town will prepare a parks and recreation plan and seek funding for the preparation of the plan.	FY2008	FY2009
P.1 - P.8	The Town will work with citizens, state permitting agencies, and the NC Division of Coastal Management to identify and plan for a suitable use within the Roosevelt Natural Area.	FY2009	FY2010
P.1 - P.8	The Town will provide parking for all public beach access sites as required by the US Army Corps of Engineers and will petition NCDOT to provide pedestrian crosswalks.	FY2008	FY2010
P.8	The Town will consider establishing a marina zoning district on sites where marinas and boat access sites exist in order to have no net loss of existing marinas.	FY2008	FY2009
P.9 - P.16 P.17 - P.19 P.20 - P.22 P.25 - P.37	The Town of Pine Knoll Shores will review and consider revisions to its zoning and subdivision ordinances in order to implement the policies contained in this Land Use Plan.	FY2007	FY2009
P.23 - P.24	The Town of Pine Knoll Shores supports ongoing planning and capital improvement efforts to address the drainage problem associated with flooding from tropical storm events.	FY2008	FY2010
P.25 - P.37	The Town of Pine Knoll Shores may consider adopting an operating and capital financing plan for the development of water and sewer system upgrades in preparation for future demand.	TBD	TBD
P.38 - P.45	The Town of Pine Knoll Shores will consider the development of a dune stabilization program through installation of properly installed sand fences or fence enclosures around the primary dune line along oceanfront portions of the Town.	FY2007	FY2008
P.64 - P.66	The Town of Pine Knoll Shores will emphasize the protection of environmentally sensitive areas in the update of its public recreational plan.	FY2009	FY2010
P.73 - P.78	The Town of Pine Knoll Shores will research options for development, design, and financing of indoor, multi-use recreation facility.	FY2008	FY2009

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

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

1. Transportation changes in sensitive areas.
2. Potential infringement of growth on sensitive areas.
3. Negative impact of population growth on the Carteret County School System.
4. Increased stormwater runoff.
5. Possible degradation of water quality.

The management objectives, policies, and implementing actions address the issues associated with these possible negative impacts. Mitigating policies are stated in the conservation policies, page 102; stormwater control policies, page 103; infrastructure carrying capacity, page 104; and water quality, page 110.

Table 45 provides an analysis matrix which summarizes this plan's policies and identifies them as beneficial, neutral, or detrimental.

Table 45. Pine Knoll Shores 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
<b>Land Use and Development Policies</b>	<ul style="list-style-type: none"> <li>• more planned access locations</li> <li>• upgrades to existing access locations</li> <li>• increase pedestrian access</li> <li>• comply with state access standards to enhance opportunities for state funding</li> </ul>	<ul style="list-style-type: none"> <li>• reduction in habitat loss and fragmentation related to impacts of land use and development</li> <li>• reduction of water resource and water quality degradation</li> <li>• balance growth demands with protection of the environment</li> </ul>	<ul style="list-style-type: none"> <li>• 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</li> <li>• during construction of infrastructure systems, AECs and other fragile areas should be protected</li> <li>• transportation improvements should support the efficiency of traffic flow and pedestrian safety</li> </ul>	<ul style="list-style-type: none"> <li>• land uses and development patterns that reduce vulnerability to natural hazards</li> <li>• land uses and development patterns that take into account the existing and planned capacity of evacuation infrastructure</li> <li>• minimize development in floodplains, AECs, wetlands, and other fragile areas</li> </ul>	<ul style="list-style-type: none"> <li>• land use and development criteria and measures that abate impacts that degrade water quality</li> <li>• coordinate water quality efforts with Carteret County</li> </ul>	<ul style="list-style-type: none"> <li>• preservation of cultural, historic, and scenic areas</li> <li>• support of economic development</li> <li>• development of human resources</li> <li>• preservation of the Town's rural character</li> <li>• decrease residential density within Town</li> </ul>
<b>Public Access:</b>						
P.1	B	B	N	N	N	B
P.2	B	B	N	N	N	B
P.3	B	B	N	N	N	B
P.4	B	B	N	N	N	B
P.5	B	B	N	N	N	B
P.6	B	N	N	N	N	B
P.7	B	B	B	B	B	B
P.8	B	N	N	N	D	B
<b>Land Use Compatibility:</b>						
P.9	N	B	B	B	N	B
P.10	B	B	B	N	N	B
P.11	B	B	B	B	B	B
P.12	N	B	B	N	B	B
P.13	N	B	B	B	B	B
P.14	N	N	N	N	N	B
P.15	N	B	B	N	N	B

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
<b>Land Use and Development Policies</b>	<ul style="list-style-type: none"> <li>• more planned access locations</li> <li>• upgrades to existing access locations</li> <li>• increase pedestrian access</li> <li>• comply with state access standards to enhance opportunities for state funding</li> </ul>	<ul style="list-style-type: none"> <li>• reduction in habitat loss and fragmentation related to impacts of land use and development</li> <li>• reduction of water resource and water quality degradation</li> <li>• balance growth demands with protection of the environment</li> </ul>	<ul style="list-style-type: none"> <li>• 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</li> <li>• during construction of infrastructure systems, AECs and other fragile areas should be protected</li> <li>• transportation improvements should support the efficiency of traffic flow and pedestrian safety</li> </ul>	<ul style="list-style-type: none"> <li>• land uses and development patterns that reduce vulnerability to natural hazards</li> <li>• land uses and development patterns that take into account the existing and planned capacity of evacuation infrastructure</li> <li>• minimize development in floodplains, AECs, wetlands, and other fragile areas</li> </ul>	<ul style="list-style-type: none"> <li>• land use and development criteria and measures that abate impacts that degrade water quality</li> <li>• coordinate water quality efforts with Carteret County</li> </ul>	<ul style="list-style-type: none"> <li>• preservation of cultural, historic, and scenic areas</li> <li>• support of economic development</li> <li>• development of human resources</li> <li>• preservation of the Town's rural character</li> <li>• decrease residential density within Town</li> </ul>
P.16	N	B	N	B	B	B
P.17	N	B	D	B	B	B
P.18	N	B	N	N	B	B
P.19	N	B	N	B	B	N
P.20	N	B	N	B	B	N
P.21	N	B	B	N	B	N
P.22	B	B	N	N	B	B
P.23	N	N	N	N	B	B
P.24	N	B	N	B	N	N
<b>Infrastructure Carrying Capacity:</b>						
P.25	B	N	B	B	B	B
P.26	N	B	B	N	B	B
P.27	N	B	B	N	N	B
P.28	N	N	B	N	B	B
P.29	N	B	N	N	B	B
P.30	N	B	B	B	N	B
P.31	B	N	B	B	N	B
P.32	N	N	B	N	B	B

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
<b>Land Use and Development Policies</b>	<ul style="list-style-type: none"> <li>• more planned access locations</li> <li>• upgrades to existing access locations</li> <li>• increase pedestrian access</li> <li>• comply with state access standards to enhance opportunities for state funding</li> </ul>	<ul style="list-style-type: none"> <li>• reduction in habitat loss and fragmentation related to impacts of land use and development</li> <li>• reduction of water resource and water quality degradation</li> <li>• balance growth demands with protection of the environment</li> </ul>	<ul style="list-style-type: none"> <li>• 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</li> <li>• during construction of infrastructure systems, AECs and other fragile areas should be protected</li> <li>• transportation improvements should support the efficiency of traffic flow and pedestrian safety</li> </ul>	<ul style="list-style-type: none"> <li>• land uses and development patterns that reduce vulnerability to natural hazards</li> <li>• land uses and development patterns that take into account the existing and planned capacity of evacuation infrastructure</li> <li>• minimize development in floodplains, AECs, wetlands, and other fragile areas</li> </ul>	<ul style="list-style-type: none"> <li>• land use and development criteria and measures that abate impacts that degrade water quality</li> <li>• coordinate water quality efforts with Carteret County</li> </ul>	<ul style="list-style-type: none"> <li>• preservation of cultural, historic, and scenic areas</li> <li>• support of economic development</li> <li>• development of human resources</li> <li>• preservation of the Town's rural character</li> <li>• decrease residential density within Town</li> </ul>
P.33	N	B	N	N	N	B
P.34	N	B	B	N	N	B
P.35	N	B	N	B	N	B
P.36	N	N	B	N	N	B
P.37	N	N	B	N	N	B
<b>Natural Hazards:</b>						
P.38	N	N	N	B	N	B
P.39	B	N	N	B	N	B
P.40	N	B	N	B	N	B
P.41	N	B	B	B	N	B
P.42	N	B	B	B	N	B
P.43	N	B	N	B	N	B
P.44	N	B	N	B	B	B
P.45	N	N	B	B	N	B
<b>Water Quality:</b>						
P.46	B	N	N	B	B	B
P.47	N	N	B	N	N	B
P.48	B	N	N	N	B	B
P.49	N	N	N	N	B	N

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
<b>Land Use and Development Policies</b>	<ul style="list-style-type: none"> <li>• more planned access locations</li> <li>• upgrades to existing access locations</li> <li>• increase pedestrian access</li> <li>• comply with state access standards to enhance opportunities for state funding</li> </ul>	<ul style="list-style-type: none"> <li>• reduction in habitat loss and fragmentation related to impacts of land use and development</li> <li>• reduction of water resource and water quality degradation</li> <li>• balance growth demands with protection of the environment</li> </ul>	<ul style="list-style-type: none"> <li>• 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</li> <li>• during construction of infrastructure systems, AECs and other fragile areas should be protected</li> <li>• transportation improvements should support the efficiency of traffic flow and pedestrian safety</li> </ul>	<ul style="list-style-type: none"> <li>• land uses and development patterns that reduce vulnerability to natural hazards</li> <li>• land uses and development patterns that take into account the existing and planned capacity of evacuation infrastructure</li> <li>• minimize development in floodplains, AECs, wetlands, and other fragile areas</li> </ul>	<ul style="list-style-type: none"> <li>• land use and development criteria and measures that abate impacts that degrade water quality</li> <li>• coordinate water quality efforts with Carteret County</li> </ul>	<ul style="list-style-type: none"> <li>• preservation of cultural, historic, and scenic areas</li> <li>• support of economic development</li> <li>• development of human resources</li> <li>• preservation of the Town's rural character</li> <li>• decrease residential density within Town</li> </ul>
P.50	N	N	B	N	B	B
P.51	N	B	N	B	B	N
P.52	N	N	N	N	B	N
P.53	N	B	N	N	B	N
P.54	B	N	N	N	B	B
P.55	N	N	N	N	B	B
P.56	N	B	B	B	B	N
P.57	N	B	N	B	B	N
P.58	N	B	N	B	B	N
P.59	B	B	N	B	B	B
P.60	B	N	N	B	B	N
P.61	N	N	B	N	B	N
P.62	N	N	B	N	B	N
P.63	N	N	B	N	B	N
<b>Local Concerns:</b>						
P.64	B	B	N	B	B	B
P.65	B	N	N	N	B	B
P.66	B	B	B	N	B	B
P.67	N	B	B	N	N	B

Management Topics	Policy Benchmarks – Indicate whether policy <u>beneficial</u> (B), <u>neutral</u> (N), or <u>detrimental</u> (D)					
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P.68	B	B	N	B	B	B
P.69	N	B	B	N	B	B
P.70	N	B	B	N	N	B
P.71	N	B	B	N	N	B
P.72	B	B	N	N	N	B
P.73	N	B	N	N	N	B
P.74	N	B	B	N	N	N
P.75	B	B	B	N	N	B
P.76	N	B	B	B	N	B
P.77	N	N	N	B	B	B
P.78	B	N	B	B	N	B

## Notes to the Policy Analysis Matrix

### Public Access

**P.1(B)** - This policy states the Town concern related to protecting the natural environment that exist throughout Pine Knoll Shores. The Town supports tourism, and recognizes it's importance to the economy, however the Town does not want to compromise the natural and aesthetic beauty of the Town in an effort to increase visitation (i.e. higher housing density).

**P.2(B) - P.5(B)** - These policies state the Town's pro-active approach to providing public oceanfront and estuarine access. The Town is planning to provide estuarine shoreline access points and will consider a project that will provide this access, with possibly a pier for crabbing and fishing.

**P.6(B)** - Pine Knoll Shores currently has rights to a ten acre piece of the Roosevelt Natural Area. The Town has not yet determined how this land will be utilized, however it will be in the form of low impact use. Discussions have been centered around the possible establishment of walking trails, with possible picnic facilities.

**P.7(B)** - The Town currently supports the efforts of the US Army Corps of Engineers Section 933 Project.

**P.8(B) (D)** - This policy states the Town's support of maintaining the preservation of existing marina facilities, while not expanding marina operations within the Town's jurisdiction. The Town will aim to mitigate these impacts through requirements to be defined in a future marina zoning district.

### Land Use Compatibility

**P.9(B) - P.12(B)** - These policies outline the Town's desire to protect the overall medium density residential environment that exist throughout the Town. Pine Knoll Shores is very concerned about protecting the character of the Town, and not establishing more dense development requirements, as other regional beach communities have adopted. The Town does recognize that a range of housing options should be provided; however approval of such development should take into account the availability of Town services, and infrastructure carrying capacity.

**P.13(B) - P.14(B)** - These two policies states the Town's support for wooded buffers between residential and non-residential areas. These policies were developed in an effort to protect residential areas from the adverse effects of commercial, institutional , and thoroughfare (roadway) development.

**P.15(B)** - This policy recognizes the importance of Homeowners Associations (HOA's) to the sound and uniform development of the Town. HOA codes work in conjunction with municipal

ordinances to ensure that residential and non residential development is in conformity with adjacent properties.

**P.16(N)** - This policy states the Town's support for allowing the use of residences for home businesses, as is outlined in the Town's zoning ordinance.

**P.17(B, D)** - As stated, Pine Knoll Shores is primarily concerned with maintaining the residential character of the community. In light of this concern the Town does not oppose commercial development. The Town would like to see non-residential development take place only in areas indicated on the future land use map as "Mixed Use". These areas might be considered for rezoning to accommodate this development, and non residential development in these areas should not pose a threat to adjacent residential neighborhoods. It should be noted that an increase in non-residential development could have an impact on the provision of public services, such as infrastructure. In order to address these concerns, the Town is proposing to draft an operating and capital financing plan to in an effort to ensure adequate public services throughout the planning period (see I.23).

**P.18(B)** - The Town also prohibits the development of any industrial operation, noxious commercial operations, or solid waste facilities. This policy is intended to not only protect the property owners within Pine Knoll Shores, but also maintain the water quality in adjacent waterbodies.

**P.19(B)** - This policy states the Town's stance against any future development of commercial marinas within it's jurisdiction. Development of any commercial or upland marina facility will be in direct conflict with the Town's vision of the Town's future development; however, as noted the Town does have a no net loss policy regarding existing marinas.

**P.20(B) - P.21(B)** - These policies outline the Town's strong stance toward protection of environmentally sensitive areas. Although many of these areas are protected through state and federal regulations, the Town further regulates these areas through locally adopted land development code.

**P.22(B)** - Pine Knoll Shores was founded on the idea of protecting the natural environment. The Town, through pro active planning and code enforcement, has been successful in achieving this protection over years of rapid development. The Town will continue this course of action through build out of its planning jurisdiction.

**P.23(B) - P.24(B)** - Currently the Town of Pine Knoll Shores does have locally adopted regulations to enforce stormwater management or sediment runoff at development sites. These issues are addressed through NC DCM regulations on all sites larger than five acres. The Town will continue to support NC DCM in enforcing these regulations. As noted earlier in the plan, if Pine Knoll Shores is named as a Phase II community, the Town will comply with all Phase II regulations.

## Infrastructure Carrying Capacity

**P.25(B) - P.27(B)** - These policies serve as blanket statements detailing the Town's dedication to providing adequate public services to all property owners and visitors to the Town. In terms of infrastructure this is tied solely to the provision of water services through the water system recently acquired by the Town.

**P.28(B) - P.29(B), P.31(B)** - These policies are tied to the provision of wastewater treatment facilities throughout the Town's jurisdiction on existing and future developments. The Town has struggled with this issue for many years, and has determined that establishment of a central sewer system is not feasible. The Town will continue to rely on private septic systems for single family homes, and package treatment plants for multi family developments. At this point in time, the Town is researching alternatives that will aim to protect water quality while balancing the financial impact on citizens.

**P.30(B)** - This policy further outlines the Town's desire to improve all Town services.

**P.32(B)** - The Town would like to transition all utility lines underground. This will have many benefits including increased public safety, and reduced power outages during storm events.

**P.33(B) - P.34(B)** - These policies state the Town's desire to provide a safe, efficient, and interconnected street system. Due to the fact that Pine Knoll Shores mainly has one primary thoroughfare running through its jurisdiction, limited curb cuts and interconnected neighborhoods are an essential to limiting traffic flow along NC Highway 58. These requirements are further outlined in the Town's locally adopted land development code, and curb cuts along NC Highway 58 are governed and permitted by NCDOT.

**P.35(B)** - This policy addresses the fact that the Town implements a coordinated addressing system that is overseen by Carteret County. This system is essential for a variety of reasons, most importantly public safety.

**P.36(B)** - This policy states the Town's continued support of federal funding for dredging projects. The Town does believe however that the sand from this dredging should be distributed more evenly to all beach communities located along Bogue Banks. Currently, this sand is deposited up to the corporate limit line between Pine Knoll Shores and Atlantic Beach, because this has been determined to be least cost alternative.

**P.37(N)** - This policy is neutral because construction of a third bridge onto Bogue Banks will help alleviate substantial traffic problems during peak summer months and help facilitate evacuation during emergencies. Although the bridge would achieve the goal of reducing traffic across the island, it will worsen the already strained road system traversing through Pine Knoll Shores.

## Natural Hazard Areas

**P.38(B)** - The Town of Pine Knoll Shores supports the construction of properly permitted bulkheads along it's estuarine shoreline. This helps protect property from erosion caused by wind driven wave action while not impacting the adjacent shoreline, as with hard stabilization along the oceanfront.

**P.39(B)** - This policy states the Town's reliance and support for regulation of development in environmentally sensitive areas by both the US Army Corps of Engineers, and NC DCM.

**P.40(N)** - The Town does not oppose the relocation of structures that are endangered by erosion. Relocation of these structure; however should be consistent with all state and federal policy, as well as local land development code.

**P.41(B), P.42(B)** - The Town supports hazard mitigation planning, as is evidenced by the Town's drafting and adoption of a local Hazard Mitigation Plan. This planning relates to a wide range of issues, including ensuring that building densities are established in a fashion that will minimize property damage and loss, in the event of a tropical storm event.

**P.43(B)** - This policy states the importance and dedication that the Town has to protecting the primary dune line traversing along oceanfront portions of Town. Maintenance of this dune line is imperative to the survival of the island as a habitable barrier island.

**P.44(B)** - These policies state the Town's strong support for the beach renourishment efforts of both the US Army Corps of Engineers, and the Carteret County Shore Protection Office. The Town has a proactive beach renourishment program. The County Shore Protection office works to facilitate this process, and has been a true savior to the beach communities along Bogue Banks. This office is solely dedicated to preserving the beach.

**P.45(B)** - This policy states that the Town of Pine Knoll Shores supports the efforts and policies of the Carteret County Emergency Management Office, and Emergency Operations Plan. This document outlines procedures for evacuation and recovery in the event of a natural disaster.

## Water Quality

**P.46(B) - P.63(B)** - These policies state the Town's full support and awareness of protecting water quality not only in adjacent waterbodies, but all of Bogue Sound. Many individuals in the Town, as well as Salter path located in the center of Indian Beach rely on the fisheries industry for survival. Protecting these waters is essential to these peoples survival. Over the past several years, water quality has been declining;, however there are still two Outstanding Resource waters located off of the estuarine shoreline of Indian Beach.

Local Areas of Concern

**P.64(B) - P.78(B)** – These policies reflect the Town’s commitment to preservation of its historic resources while supporting growth and development which is consistent with the Town’s policies and ordinances. These policies underscore all policies outlined within the plan, with regards to balancing economic growth with the provision of public services and protection of the environment.

## SECTION VIII. HAZARD MITIGATION PLAN

The Town of Pine Knoll Shores prepared their own Hazard Mitigation Plan which was adopted by the Town on September 14, 2004, and was approved by the Federal Emergency Management Agency on June 6, 2005. The plan in its entirety is available for public review at the Pine Knoll Shores Town Hall, and is incorporated herein by reference. See Appendix IV for the mitigation strategies/policies contained in the plan.