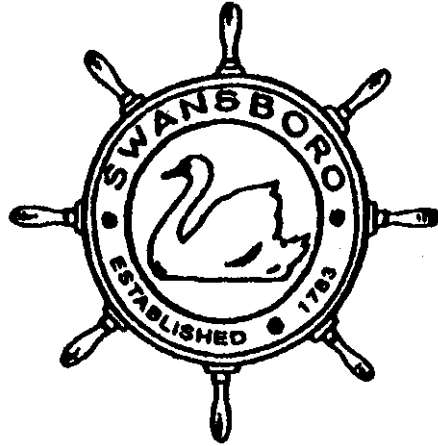


# TOWN OF SWANSBORO



## CAMA CORE LAND USE PLAN EXECUTIVE SUMMARY

Adopted by the Town of Swansboro Board of Commissioners on September 15, 2009  
Certified by the Coastal Resources Commission \_\_\_\_\_, \_\_\_\_\_, 2009

Prepared By:

Town of Swansboro  
Planning and Zoning Department

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**EXCEUTIVE SUMMARY**

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## 1. PREFACE- HOW TO USE THE PLAN

This plan is intended to fulfill the Coastal Area Management Act (CAMA) requirements for the preparation of a Core CAMA Land Use Plan. This plan is organized to adhere to the 15A NCAC 7B requirements. This is a Core Land Use Plan. The Core Plan is defined as follows:

**Core Plan:** This plan addresses all of the plan elements in Rule .0702 of Section 7B (Elements of CAMA Core and Advanced Core Land Use Plans) in a complete and thorough manner. These are summarized as follows: (1) Organization of the Plan, (2) Community Concerns and Aspirations, (3) Analysis of Existing and Emerging Conditions with the jurisdiction, and (4) Plan for the Future. This type of plan is the standard CAMA Land Use Plan required for all 20 coastal counties.

In addition to the CAMA requirements, there are other reasons to plan. Swansboro has a great deal of influence on the way in which the town develops. The buildings, facilities, and improvements provided by Swansboro affect the daily lives of its citizens, give form to the town, and stimulate or retard the development of privately-owned land. In addition, the workings of the real estate market help determine the uses of private land, but these uses are regulated by Swansboro. The town has an opportunity to coordinate the overall pattern of physical development.

Swansboro is inescapably involved in questions of physical development. At almost every meeting of the Board of Commissioners, development decisions must be made concerning rezoning, street improvements, sites for public buildings, and so on. Swansboro — and particularly the legislative body made up of lay citizens — needs some technical guidance in making these physical development decisions. Swansboro needs an instrument that establishes long-range, general policies for the physical development of the community in a coordinated, unified manner, and which can be continually referred to in deciding upon the development issues that come up every week. The comprehensive plan is such an instrument.

Once this plan is adopted, the town must realize that the plan is not the end of the process. Swansboro must continuously work at accomplishing plan implementation and establishing an effective planning program. **The town must view the preparation of this document as the first step in a continually evolving process.**

The policies and implementing actions section of this plan includes numerous recommendations for new regulatory ordinances and revisions to existing regulatory ordinances. These revisions are essential to the successful implementation of this document. No CAMA permits will be issued which are inconsistent with the policies included in this plan.

## **2. INTRODUCTION**

This fiscal year 2006/2007 - 2007/2008 Core CAMA Land Use Plan is prepared in accordance with the requirements of the North Carolina Coastal Area Management Act (CAMA). Specifically, this document complies with Subchapter 7B, "CAMA Land Use Planning Requirements," of the North Carolina Administrative Code, as amended, August 1, 2002.

The 7B guidelines provide that each of the twenty coastal counties and municipalities within those counties prepare and adopt a Core CAMA Land Use Plan that meets the planning requirements adopted by the Coastal Resources Commission (CRC). If a county chooses not to prepare a plan, the guidelines specify that the CRC will prepare and adopt a CAMA Land Use Plan for that county and municipalities within the county which choose not to prepare their own plan. Municipalities not preparing their own plan will be included in the plan for the county in which the municipality is located.

At the beginning of the preparation of this document, the Town of Swansboro adopted a Citizen Participation Plan which is intended to ensure that all interested citizens have an opportunity to participate in the development of this plan through both oral and written comments.

On December 21, 2007, copies of the draft plan were sent to Onslow County with a request for review and comment. As of January 31, 2008, no comments had been received.

Following adoption of the plan by the Swansboro Board of Commissioners, it was submitted to the CRC for certification. Certification of the plan was achieved on \_\_\_\_\_, 2009.

## **3. TOWN OF SWANSBORO COMMUNITY VISION**

Swansboro desires to be a waterfront "village" community firmly based on its rich history while accepting fiscally responsible growth which is consistent with town values. The Town will grow with environmentally responsible economic and community development which will complement its existing residential, commercial, institutional, and recreational needs. Growth should be moderate.

## **4. KEY ISSUES**

A land use plan survey was mailed to 1,054 property owners within the town's corporate limits (712 resident property owners; 342 absentee property owners) and 565 property owners within the town's ETJ (366 resident property owners; 199 absentee property owners). A total of 408 surveys were received from property owners within the town's corporate limits (276 resident; 132 absentee) and 181 surveys were received from property owners within the town's ETJ (118 residents; 63 absentee).

The following summarizes some of the significant responses:

- ▶ Maintain Swansboro's uniqueness while accommodating controlled orderly growth.

- ▶ Attain a broad, stable tax base to support Swansboro's future.
- ▶ Serve all areas within the Town limits, where physically possible, with water/sewer while maintaining sufficient capacity for future growth and development.
- ▶ Extend town boundaries to contiguous areas in an orderly pattern as development occurs and along Town-served sewer corridors.
- ▶ Maintain the ability to plan and coordinate for compatible development of surrounding areas.
- ▶ Maintain adequate buffers for the protection of properties.

NOTE: A copy of the complete survey results can be obtained from the Town's Planning and Zoning Department.

## 5. POPULATION SUMMARY

Historical population growth and predicted population growth are summarized in the following tables:

Table 1 provides a comparison of population growth for the Town of Swansboro, Onslow County, and North Carolina from 1980 to 2007. The Town has experienced a 104.6% increase in population growth since 1980.

Table 1. Town of Swansboro, Onslow County, and North Carolina Population Growth, 1980-2007

	1980	1990	2000	2007 Est.	'80-'90	'90-'00	'00-'07	'80-'07
Swansboro	976	1,165	1,426	1,997	19.4%	22.4%	40.0%	104.6%
Onslow County	112,784	149,838	150,355	169,302	32.9%	0.3%	12.6%	50.1%
North Carolina	5,880,095	6,632,448	8,049,313	9,061,032	12.8%	21.4%	12.6%	54.1%

Source: US Census; NC Office of State Planning.

Table 2 provides population growth for Onslow County by township. The Town of Swansboro is located in Swansboro Township. The county's population is fairly evenly distributed among the five townships, with the exception of the Jacksonville Township which is home to the City of Jacksonville. However, it is expected that in the next five to ten years the rate of growth of the Swansboro Township population will accelerate due to increased residential development aimed at drawing people to the coast.

Table 2. Onslow County Population Growth by Township

Township	1980	1990	2000	'80 to '90	'90 to '00	'80 to '00
Jacksonville	54,111	74,123	59,053	37.0%	-20.3%	9.1%
Richlands	9,006	10,708	12,497	18.9%	16.7%	38.8%
Stump Sound	7,500	10,148	12,025	35.3%	18.5%	60.3%
Swansboro	23,380	28,651	15,103	22.5%	-47.3%	-35.4%
White Oak	18,787	26,208	17,144	39.5%	-34.6%	-8.7%
Camp Lejeune*	N/A	N/A	34,452	N/A	N/A	N/A
Hofmann Forest*	N/A	N/A	81	N/A	N/A	N/A
Onslow County	112,784	149,838	150,355	32.9%	0.3%	33.3%

\*In the 2000 Census, Camp Lejeune and Hofmann Forest were included as separate entities when broken down by Township. In 1980 and 1990, they were included as part of the five townships. The negative growth in the Swansboro Township is directly related to the fact that a portion of the Camp Lejeune population was once counted as part of the Swansboro Township. Source: 2000 US Census.

The following provides a summary of the significant demographic factors:

- ▶ From 1990 to 2000, the Town of Swansboro experienced a population increase of 22.4%, an overall increase of 261 individuals.
- ▶ From 1990 to 2000, the minority population increased while the majority population decreased.
- ▶ The female population is a bit higher than the male population.
- ▶ The largest age bracket within Swansboro has shifted from the 15 to 34 year old bracket to the 35 to 54 year old bracket.
- ▶ At all levels of education, Swansboro ranks ahead of the state in educational attainment.

## 6. HOUSING SUMMARY

- ▶ According to the 2000 US Census, the Town of Swansboro contained a total of 769 housing units, and about 15.9% were vacant. Out of the 84.1% occupied units, 49.9% were owner occupied and 34.2% were rental properties.

- ▶ The median age of all residential structures in the county is 1971. Approximately 48.7% of all structures within Swansboro were constructed prior to 1970.
- ▶ The percentage of homes in Swansboro with 3+ bedrooms is 65.0%, compared to 61.4% for Onslow County.
- ▶ Swansboro has a substantially greater amount of single unit detached housing (70.2%) than Onslow County overall (54.4%).
- ▶ The percentage of residential structures within Swansboro comprised of mobile homes is much lower than that of Onslow County.

## **7. ECONOMIC SUMMARY**

- ▶ The unemployment rate for Swansboro (1.7%) is much lower than that of Onslow County overall (5.8%).
- ▶ The poverty rate of Swansboro is slightly lower than that of Onslow County.
- ▶ Approximately 36% of the households within Swansboro make less than \$25,000 annually.
- ▶ The leading employment industries are Education, Health, and Social Services (22.8%); Retail Trade (17.8%); and Construction (11.3%). The industries supporting the least employment are Agriculture, Forestry, Fishing and Hunting, and Mining (0.8%); and Wholesale Trade (1.5%).
- ▶ The highest paying industry in the county is the Utilities sector. The lowest paying sector is Accommodation and Food Services.

## **8. ENVIRONMENTAL CONDITIONS**

Basinwide water quality planning is a non-regulatory, watershed-based approach to restoring and protecting the quality of North Carolina's surface waters. Preparation of a basinwide water quality plan is a five-year process, which is divided into three phases. While these plans are prepared by the DWQ, their implementation and the protection of water quality entails the coordinated efforts of many agencies, local governments, and stakeholder groups in the state. The first cycle of plans was completed in 1998, but each plan is updated at five-year intervals.

Swansboro is located in the White Oak River Basin. The White Oak River Basinwide Water Quality Plan was updated and adopted by the Division of Water Quality in May 2007. The following are the goals of the Division of Water Quality's (DWQ) basinwide program and should be kept in mind when considering future land uses:

- ▶ Identify water quality problems and restore full use to impaired waters;
- ▶ Identify and protect high value resource waters;
- ▶ Protect unimpaired waters while allowing for reasonable economic growth;
- ▶ Develop appropriate management strategies to protect and restore water quality;

- ▶ Assure equitable distribution of waste assimilative capacity for dischargers; and
- ▶ Improve public awareness and involvement in the management of the state's surface waters.

Swansboro is located within the White Oak River Basin's subbasin 03-05-01. The following provides a summary of existing conditions in the White Oak River Basin and subbasin 03-05-01. Also included are DWQ recommendations from the 2007 Basinwide Plan.

*a. White Oak River Basin*

The White Oak River Basin includes four separate river systems: the New River and its tributaries; the White Oak River and its tributaries; the Newport River and its tributaries; and the North River. In addition, the basin includes Bogue, Back, and Core Sounds. Three of the watersheds discharge directly into the Atlantic Ocean: the New River watershed discharges into the Atlantic Ocean through the New River Inlet; the White Oak watershed flows past the western end of Bogue Sound into the ocean; and the Newport River watershed flows into the eastern end of Bogue Sound before entering the ocean. The North River watershed flows into Back Sound near Harkers Island. The White Oak River Basin encompasses all or portions of 4 counties and 16 municipalities (see Table 3, White Oak River Basin Statistics).

Table 3. White Oak River Basin Statistics

White Oak River Basin Statistics	
Total Area:	1,264 square miles
Stream Miles:	394
Estuarine Acres:	131,293
Atlantic Coastline Miles:	91
Number of Counties:	4
Number of Municipalities:	16
Number of Subbasins:	5
Population (2000):	311,680*
Estimated Population (2020):	354,511*
% Increase (1998-2015):	12.1%
Population Density (2000):	247 persons/square mile
*Based on % of county land area estimated to be within the basin.	

*b. Subbasin 03-05-01*

Subbasin 03-05-01 is located in all four counties represented within the White Oak River Basin. Urban areas are concentrated along NC Highway 24 near Swansboro and Cape Carteret with some also around Maysville. Land use is largely forest with substantial agriculture on the west side of the White Oak River. Tributaries on this side of the river seem to be more impacted by agriculture and development than other areas. There has been a noted loss in agricultural land as development expands inland. During the latest assessment period, estuarine water quality was high in this subbasin. There are 2,570 acres of ORW in this subbasin with the majority being located around Bear Island. There are five (5) individual NPDES wastewater discharge permits located in subbasin 03-05-01 with a total permitted flow of 0.51 MGD. In 2005, three of these facilities were out of compliance with permit limits for a total of 19 violations resulting in issuing six notices of violation and the remaining proceeded to enforcement. The largest discharger is the Swansboro wastewater treatment plant (WWTP) which discharges 0.3 MGD. As of 2004, there were two (2) general stormwater permits.

The White Oak River watershed (03-05-01), the basin's namesake, is located east of the New River. The White Oak River and its tributaries primarily flow through Onslow and Carteret counties, with small portions flowing through Jones and Craven counties. The river flows past the western end of Bogue Sound and into the Atlantic Ocean at Bogue Inlet. It is the second largest watershed in the basin. Most of this area, including its two lakes (Catfish Lake and Great Lake),

lies relatively undisturbed within the Croatan National Forest and Hoffman State Forest. There are 113 stream miles, 12,314 estuarine acres, and eight miles of Atlantic coastline in this subbasin. Population has increased in this subbasin, especially in and around Swansboro.

Surface water classifications and the amount of acreage or miles in subbasin 03-05-01 are listed in Table 4. Of the monitored waters, 44% of freshwater and saltwater acres are Impaired for aquatic life, and 100% of saltwater miles and 63% of saltwater acres are Impaired for shellfish harvesting. Impaired waters on the 2004 303(d) list include 5.3 miles and 6,630.4 acres.

Table 4. Subbasin 03-05-01 DWQ Classifications by Acres and Miles

DWQ Classification	Freshwater Acres	Freshwater Miles	Saltwater Acres	Saltwater Miles
C	949	106	--	--
C HQW	--	3	--	--
SC	--	--	328	--
SA HQW	--	--	8,462	4
SA ORW	--	--	2,570	--
Total	949	109	11,360	4

C/SC = Aquatic life propagation/protection and secondary recreation, SA = Shellfish waters, HQW = High Quality Waters, ORW = Outstanding Resource Waters.

Source: 2007 White Oak River Basinwide Water Quality Plan.

c. *Growth Trends*

According to the 2007 White Oak River Basinwide Water Quality Plan, the overall population of the White Oak River Basin is 311,680 (based on the 2000 Census). This number is estimated based on the percent of the county land area that is partially or entirely contained within the White Oak River Basin. Between 1990 and 2000, the population within the White Oak River Basin increased by almost 19,000 people and that population is projected to increase another 40,000 by 2020.

Population growth trends for the basin indicate that two of the four counties are expected to experience growth rates in excess of 13% by 2020. Onslow County is expected to have the highest increase in population within the basin at 15.8%.

**9. ANALYSIS OF EXISTING LAND USE AND DEVELOPMENT**

A. Introduction

In order to address future development within Swansboro’s planning area, it is necessary to establish a snapshot of how the Town’s planning jurisdiction is currently developed. This is achieved by conducting an existing land use survey. The survey assists in identifying land use patterns, conflicts, and trends that exist within the planning jurisdiction. The process and data associated with it will provide a solid foundation for decisions about future land use and policy

development.

An existing land use survey was conducted for the entire planning jurisdiction. Land Use data obtained from a windshield survey conducted by Holland Consulting Planners, Inc. with the aid of Town Staff, were used to complete the survey. Land use within Swansboro was divided into the following land use categories:

- ▶ *Single-Family Residential.* A detached building designed for or occupied exclusively by one family. Single-family residences are located in the downtown area and generally in groups or subdivisions scattered around town.
- ▶ *Multi-Family Residential.* A residential building designed for or occupied by two or more families, with the number of families in residence not exceeding the number of dwelling units provided. Multi-family residences are located in a few pockets around town with the larger ones being located off West Corbett Avenue and on Glancy Street and Queens Creek Road.
- ▶ *Manufactured Home Parks.* Land used for manufactured housing parks. Manufactured home parks are scattered around town.
- ▶ *Commercial.* Land used for retailing, commercial, and service uses but does not include industrial uses. Commercial land uses are concentrated mainly along NC Highway 24, and within the Central Business District located along South Front Street and South Water Street downtown. The commercial land uses along Highway 24 are arranged in a strip fashion.
- ▶ *Office & Institutional.* Land used for service businesses, office and institutional needs. Office and institutional land uses are located for the most part near or along West Corbett Avenue with a few located near the Historic District and another located on 4H Camp Road. Generally O&I uses consist of schools and government operations.
- ▶ *Industrial.* Land used for office parks, commercial warehousing, assembly and manufacturing, and research facilities. Some light industrial and heavy commercial uses are located on Seth Thomas Lane.
- ▶ *Recreational.* Land used for active and/or passive recreation pursuits. There are several recreational land uses within Swansboro. The major ones are located off West Corbett Road and Swansboro Loop Road. There are also several small pockets within the downtown area.
- ▶ *Vacant.* Undeveloped land. Vacant land is scattered throughout the town with the majority of vacant land being located west of Hammocks Beach Road and north of West Corbett Road.

The following table summarizes existing land use acreages. There are approximately 890 acres in Swansboro's corporate limits and 1,894 in the extraterritorial jurisdiction (ETJ). According to existing land use information, 43.3% of land within the corporate limits is used for single-family residences and 31.4% is vacant. Single-family residences and vacant land are also the most

significant land uses within the ETJ with 35.1% and 51.3%, respectively. It should be noted that most of the land within Swansboro's planning jurisdiction is considered suitable or moderately suitable for development.

Table 5. Town of Swansboro Existing Land Use Acreages

Land Use	Corporate Limits	ETJ	Planning Area	Total
Commercial	95.6	47.5	0.0	143.1
Industrial	2.0	0.0	0.0	2.0
Multi-Family Residential	34.4	0.0	0.0	34.4
Manufactured Home Park	1.0	4.9	0.0	5.9
Office and Institutional	70.3	172.8	0.0	243.1
Recreational	21.3	31.6	30.2	83.1
Single-Family Residential	385.9	665.2	361.5	1,412.6
Vacant	279.9	972.4	2,489.7	3,742.0
<b>Total</b>	<b>890.4</b>	<b>1,894.4</b>	<b>2,881.4</b>	<b>5,666.2</b>

Source: Holland Consulting Planners, Inc., and 1996 Swansboro CAMA Land Use Plan.

#### B. Land Use Conflicts

Land use conflicts often exist within a Town's planning jurisdiction resulting from a variety of circumstances. Issues leading to land use conflicts can result from a lack of proper land use controls, demand for increased development, and development of land not suited for a particular land use. Land use patterns that exist within Swansboro's planning jurisdiction which are conflicts or have the potential to become conflicts are identified as follows:

- ▶ Strip commercialization along the US 24 corridor.
- ▶ Infringement of contemporary development on the Historic District.
- ▶ Development which is inconsistent with the Historic District.
- ▶ Infringement of development on 404 wetlands.
- ▶ Development within the Town's limited flood hazard areas.
- ▶ Infringement of development on Areas of Environmental Concern.
- ▶ Development of areas not served by central water and sewer infrastructure.
- ▶ Increasing impact of development on stormwater runoff and water quality.

According to the existing land use survey, 281 parcels, or 12.7% of the Town's total parcel count (Town limits and ETJ, the total planning area) is vacant. Many of the vacant parcels are large tracts of land that may be suitable for subdivision. The average size of vacant tracts of land is 4.569 acres with the largest being 107.556 acres. All land masses were assigned an environmental composite class based on CAMA regulations. The following table provides a summary of how the undeveloped parcels in Swansboro relate to the classes established. If a parcel was located in more than one class as defined in the analysis, the most environmentally sensitive class was assigned to the parcel. Development in Class II and, in particular, Class III lands may result in land use conflicts.

Table 6. Town of Swansboro Planning Area Undeveloped Land in Relation to the Environmental Composite Analysis

	Acres	% of Total
Class I	1,068.9	83.6%
Class II	65.9	5.2%
Class III	143.9	11.2%
Total	1,278.7	100.0%

Source: Holland Consulting Planners, Inc. and the NC Center for Geographic Information Analysis.

### C. Future Residential Land Needs

According to the Environmental Composite Analysis, there are approximately 1,069 acres of undeveloped land that is considered Class I. The majority of Class I land in the Planning Area is for residential usage. The Town’s Unified Development Ordinance has several residential zoning districts with varying lot size requirements. However, assuming the vacant parcels were subdivided into R-10 (10,000 square foot) lots, there is enough vacant acreage for over 3,500 homes on land with a Class I designation within the Town’s planning area. This figure incorporates a 20% deduction for rights-of-ways. Residential land use will largely dictate the demand for land for the provision of goods and services.

## **10. LAND USE PLAN MANAGEMENT TOPICS**

### A. Introduction

The purposes of the Coastal Resources Commission (CRC) management topics are to ensure that CAMA Land Use Plans support the goals of CAMA, to define the CRC’s expectations for the land use planning process, and to give the CRC a substantive basis for review and certification of CAMA Land Use Plans. Each of the following management topics (Public Access, Land Use Compatibility, Infrastructure Carrying Capacity, Natural Hazard Areas, Water Quality, and Local Areas of Concern) include three components: a management goal, a statement of the CRC’s planning objective, and requirements for the CAMA Land Use Plan. Local concerns and issues were utilized to develop the goals and objectives which are included in this plan. Most of the policies and implementing actions are continuing activities. In most situations, specific timelines are not applicable.

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

The development of this land use plan has relied heavily on the CAMA-prescribed land suitability analysis. It is intended that this document is supportive of the CAMA regulations for protection of AEC’s (15A NCAC 7H).

This plan is intended to support the Town of Swansboro vision statement which was developed based on the key issues identified and the CAMA AEC regulations. No negative impacts are

anticipated by the implementation of the goals, objectives, and policies which are included in this plan.

**Note: It is intended that all policies are consistent with applicable State and Federal requirements when State and Federal requirements apply. If a policy exceeds State or Federal requirements, that fact will be noted.**

Please note: Policies and Implementing Actions are numbered consecutively throughout this document with the letter “P” denoting a policy and the letter “I” denoting an implementing action.

### C. Public Access

#### 1. *Management Goal*

To improve and protect the public’s right to access estuarine shorelines/public trust waters within the Town of Swansboro planning jurisdiction, in particular, along the waterfront of central Swansboro.

#### 2. *Planning Objective*

To develop comprehensive policies and activities that provide opportunities for the public to access estuarine shorelines and public trust waters within Swansboro’s planning jurisdiction. The Town supports the state’s shoreline access policies as set forth in NCAC Chapter 15A Subchapter 7M, designation of its central estuarine shorelines as an urban waterfront which will promote CAMA permitting as an urban waterfront area, and conformance to CAMA and other state and federal environmental regulations affecting the development of estuarine access areas. NOTE: Urban waterfronts are recognized as having cultural, historical, and economic significance for many coastal municipalities. Maritime traditions and longstanding development patterns make these areas suitable for maintaining or promoting dense development along the shore. With proper planning and stormwater management, these areas may continue to preserve local historical and aesthetic values while enhancing the economy.

#### 3. *Land Use Plan Requirements*

The following are Swansboro’s policies and implementing actions for public access.

##### Policies:

- P.1 Swansboro supports designation of its commercially developed estuarine shoreline as an urban waterfront as defined by 15A NCAC 7H.0209(10)(q).
- P.2 The Town opposes any use which significantly interferes with the public right to navigate or access any public trust waters.

- P.3 The Town should make provision, when reasonable and feasible, for access to public shoreline sites by persons with disabilities.
- P.4 The Town supports new development and redevelopment that will promote Swansboro as a tourist and recreational destination.
- P.5 Swansboro supports development that protects and preserves the natural environment and/or which promotes public access to shoreline areas through donation of access sites, dedication of access easements or areas, and/or contributions to public access funds and projects.
- P.6 Swansboro supports the acquisition of land and/or access rights for public access to shoreline areas, using grant funding provided by state, federal, or private sources.
- P.7 Swansboro supports state/federal funding of piers for crabbing, fishing, or public estuarine access. The Town also supports the preservation and maintenance of areas that have traditionally and historically been used for public access.
- P.8 Swansboro supports the preservation of areas that are used as its working waterfronts.

Implementing Actions:

- I.1 The Town will explore grant funding for improvement of public access along its commercial estuarine shoreline areas. **Schedule: Continuing Activity.**
- I.2 The Town will explore grant funding for improvement of boating access. **Schedule: Continuing Activity.**
- I.3 Swansboro desires its public trust waters to be navigable. The Town will look for resources to assist with sandbar removal, navigational markings, and channel depth maintenance. **Schedule: Continuing Activity.**
- I.4 Swansboro will support and implement its existing waterfront redevelopment plan, and will consider updating this plan in conjunction with the implementation of this land use plan. This will include an emphasis on attracting boating traffic from the Intracoastal Waterway. **Schedule: Fiscal Year 2009-2010 and continuing.**
- I.5 Swansboro will pursue funding under the North Carolina CAMA Shoreline Access funding program (15A NCAC 7M, Section .0300, Shorefront Access Policies). **Schedule: Continuing Activity.**
- I.6 The Town will cooperate with state and federal agencies to secure estuarine access areas to ensure adequate shoreline access. **Schedule: Continuing Activity.**

NOTE: There are no shoreline areas in Swansboro targeted for shoreline/beach nourishment.

#### D. Land Use Compatibility

##### 1. *Management Goal*

To maintain an environment with compatible land uses where inconsistent/conflicting land uses are prohibited while offering a mix of uses in certain districts supportive of smart growth concepts. Swansboro will optimize its resources by allocating land for its more suitable use(s).

##### 2. *Planning Objective*

To provide policies with clear direction to assist local decision making and consistency findings for zoning, divisions of land, and public and private projects. The Town desires to balance the protection of natural resources and fragile areas with development. The planning process will provide an urban design which reflects the vision of the Town's residents, is unified, avoids conflicting land uses, optimizes resources, and preserves the Town's character.

##### 3. *Land Use Plan Requirements*

The following are Swansboro's policies and implementing actions for land use compatibility.

#### Policies – Residential:

P.9 Swansboro supports the establishment of buffers between residential areas and non-residential areas or adjacent thoroughfares. Office/Institutional and Conservation/Open Space land uses are acceptable buffers between light industrial and commercial development and adjacent residential land uses.

P.10 Swansboro supports creating a mix of uses offering the convenience of retail facilities to property owners in an effort to reduce traffic flow on main thoroughfares.

P.11 Swansboro supports densities that are appropriate to the services accessible to the area. Low density land uses are preferred in areas that do not have public water or sewer service.

P.12 Swansboro supports smart growth development concepts to preserve its village atmosphere and natural resources.

P.13 Swansboro supports regulating growth to coincide with the provision of public facilities and services.

P.14 While some mixed use development will be allowed, Swansboro's preferred residential land use is single-family with an overall average density of three dwelling units per acre.

P.15 Swansboro's future residential development should:

- ▶ be compatible with existing residential development in scale and design;
- ▶ be located in existing subdivisions, in-fill development;
- ▶ not be located within the Highway 24 corridor;
- ▶ Require buffering between residential and non-residential land uses.

P.16 Swansboro considers the preservation/protection of the residential properties located within its historic district essential to the preservation of the Town's "village" atmosphere.

P.16a Swansboro prefers stick-built homes to other types of construction.

Implementing Actions – Residential:

I.7 All Swansboro rezoning and subdivision approvals will be compared to the land suitability map and analysis, included in this plan, for consistency. This consistency review will be presented to the Planning Board and Board of Commissioners. The Future Land Use Map will also be reviewed for consistency. ***Schedule: Continuing Activity.***

I.8 Swansboro 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 to the environment.
- (2) Additional residential development should concurrently involve planning for improvements to community facilities and services if excess capacity does not exist within those facilities and services.
- (3) Residential development is consistent with other policies and the land use map as contained in this plan update.
- (4) Proposed development is coordinated with ONWASA to ensure service capacity.
- (5) All residential rezoning and subdivision approvals will consider the land suitability map and the future land use map.

This implementing action will be enforced through the Swansboro UDO. ***Schedule: Continuing Activity.***

I.9 Swansboro will regulate, through enforcement of its UDO, the development of conflicting land uses. ***Schedule: Continuing Activity.***

I.10 Swansboro will consider adoption of a Minimum Housing Code. ***Schedule. Fiscal Year 2011-2012.***

I.11 Through enforcement of its UDO, the Town will stabilize and improve neighborhoods adjacent to its historic district. ***Schedule: Continuing Activity in each Fiscal Year.***

Policies – Commercial/Industrial:

P.17 Development along transportation thoroughfares should be designed with limited points of access to the thoroughfares.

P.17a Office/Institutional/Multi-family land uses should be developed or used as buffers to provide transition between high density commercial/industrial uses and lower density uses such as residential and recreation areas.

P.18 Swansboro does not support light industrial development within fragile areas and areas with low land suitability.

P.19 Swansboro supports the recruitment and siting of environmentally compatible light industrial and commercial establishments within its borders in areas that are already similarly developed or in public or private industrial parks.

P.20 Swansboro supports light industrial development in industrial parks with reasonable access to major thoroughfares and water/sewer infrastructure.

P.21 The Town supports the idea of commercial development occurring in clustered nodes with limited points of access.

P.22 Swansboro desires for new commercial developments to blend with surrounding neighborhoods.

P.23 Swansboro will prohibit industries which are noxious by reasons of the emission of smoke, dust, glare, noise, odor, and vibrations, and those which deal primarily in hazardous products such as explosives.

P.24 Swansboro will support the Historic District as a valuable economic resource and continue to consider actions which will enhance the vitality of Swansboro's Central Business District and Historic District.

Implementing Actions – Commercial/Industrial:

I.12 Swansboro, through its UDO, will limit “strip” commercial development along highways and certain roads carrying heavy traffic and encourage service roads or an internal street pattern to eliminate direct driveway connections to highways and roads. ***Schedule: Continuing Activity.***

- I.13 The Town will develop a vision and specific concepts to guide the development of the central transportation gateway through Swansboro – the NC Highway 24 corridor – in a manner that enhances the appearance of the community and its attractiveness for other high-quality investments. **Schedule: Continuing Activity.**
- I.14 Swansboro will review and update its comprehensive plan every five years to ensure conformity with the CAMA Land Use Plan requirements and responsiveness to current economic conditions. **Schedule: Fiscal Year 2013-2014.**
- I.15 Swansboro will support the pursuit of light industrial and commercial development in concert with the following actions:
- ▶ Encourage the placement of light industrial development to have minimum adverse effect on the Town's ecosystem.
  - ▶ Support protection of the Central Business District/Historic District in the consideration of all zoning requests.
  - ▶ Coordinate all commercial/light industrial development with ONWASA.
  - ▶ Re-zone additional parcels for light industrial parks in locations accessible to existing growth corridors with adequate infrastructure existing or planned and, when the need is demonstrated, provide a consistent growth policy with amendments to the future land development map when revision is needed. **Schedule: Continuing Activity.**
- I.16 The Town of Swansboro will pursue, to the extent feasible and to the extent that funding is available, the enhancement of amenities in the Central Business District and Historic District. Such enhancements may include the installation of brick sidewalks, the acquisition and installation of downtown parks, the installation of landscaping, seating, and decorative lighting, the improvement of parking and public restroom access, the relocation of overhead wiring, the improvement of pedestrian and boater access to the downtown waterfront, and the enhancement of visitor and historic information access. **Schedule: Continuing Activity.**
- I.17 The Town of Swansboro will support the following objectives in the consideration of all development within the CBD, HD, and urban waterfront areas:
- ▶ Encourage increased vitality along the waterfront.
  - ▶ Increase waterfront activities such as boating and fishing.
  - ▶ Protect the integrity of existing neighborhoods.
  - ▶ Attract Intracoastal Waterway users.
  - ▶ Enhance employment opportunities by expanding commercial activity.
  - ▶ Capitalize on existing historic resources.
  - ▶ Pursue mixed-use development patterns which may include residential, service, office, retail, and recreation.
  - ▶ Ensure that the implementation of development is sensitive to established community patterns.

- ▶ Phase development in an effort to synchronize with planned growth strategies.
- ▶ Complement existing patterns of historic and cultural resources.
- ▶ Assure that the streetscape remains compatible with the image of the existing historic town center which includes a strong sense of human scale and history.
- ▶ Encourage the preservation, restoration, and adaptive use of existing historic structures.
- ▶ Ensure that the new construction takes into account character, scale, materials, and details contained within older structures.
- ▶ Place a priority on clear and safe pedestrian accessibility to waterfront amenities.
- ▶ Support building designs which are sensitive to established streetscape and structural detailing.

***Schedule: Continuing Activity.***

- I.18 Swansboro will explore programs, concepts, and funding that would support marketing of the community as a tourist destination because of its attractive natural resources. ***Schedule: Continuing Activity.***

Policies – Conservation:

- P.25 The Town of Swansboro supports the preservation and maintenance of its environmentally sensitive areas while promoting and capitalizing on its natural resources.
- P.26 Residential, commercial, and light industrial development which meets 15A NCAC 7H use standards will be allowed in estuarine shoreline, estuarine water, and public trust areas. NOTE: Policies P.94 and P.78 which address marinas and floating homes respectively are more restrictive than 15A NCAC 7H. Policy P.1 and implementing action I.17 address urban waterfront areas.
- P.27 The Town of Swansboro supports larger lots, decreased impervious surface areas, and cluster development in conservation classified areas and areas with low land suitability through enforcement of the Town's UDO.
- P.28 Swansboro supports continuing preservation/protection of its flood hazard areas.
- P.29 Swansboro supports efforts to maintain and enhance the fisheries resource of its waters, including water quality protection measures, nursery and habitat preservation, proper fisheries management and enforcement, aquaculture development, and artificial reef activities.
- P.30 Swansboro supports increasing/preserving usable open space in major subdivisions.

- P.31 Swansboro supports reuse of existing/abandoned commercial and industrial sites in lieu of developing valuable open space.

Implementing Actions – Conservation:

- I.19 Swansboro will support larger lots with controls/limitations for impervious surfaced areas and cluster development as mitigative action in conservation classified areas and areas with low land suitability through enforcement of its UDO. **Schedule: Continuing Activity.**
- I.20 Swansboro will support revision of its UDO to prohibit the construction of signs, except regulatory signs, in public trust waters as defined in 15A NCAC 7H. **Schedule: Fiscal Year 2009-2010.**
- I.21 Swansboro will endeavor to educate the public about environmentally sensitive areas and what actions they can take to help do their part in preservation. Education may be accomplished through public service announcements or through the development of printed materials that are distributed through mailings and/or posted on the Town's website. **Schedule: Continuing Activity.**
- I.22 The Town will strive to protect Swansboro's fragile areas from inappropriate, unplanned, or poorly planned development through the following:
- (1) Limit inappropriate land uses in the vicinity of historic sites/historic district through enforcement of the Swansboro UDO. **Schedule: Continuing Activity.**
  - (2) 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, archaeological sites, and environmentally sensitive areas. **Schedule: Continuing Activity.**

Policies – Stormwater Management

- P.32 Swansboro supports reducing soil erosion, runoff, and sedimentation to minimize the adverse effects on surface and subsurface water quality.
- P.33 Swansboro will encourage the use of constructed wetlands to receive stormwater runoff.
- P.34 Swansboro will continue to support the state's stormwater disposal policy 15A NCAC 2H.001-.003.
- P.35 The Town 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, to mitigate the risks of lives and property caused by severe storms and hurricanes.

- P.36 Swansboro supports federal, state, and local efforts to protect the quality of surface area waters, whether such protection involves controls over point surface discharges, surface runoff, or other appropriate means, including upstream activities.
- P.37 Swansboro supports coordinated efforts to preserve and protect the ecological and flood hazard benefits of freshwater wetlands, as protected under Section 404 of the Clean Water Act of 1972.
- P.38 The Town of Swansboro supports the improvements of surface water quality to protect fragile areas and to provide clean water for recreational purposes.
- P.39 The Town of Swansboro supports the use of “best management practices” to minimize the rapid release of pollutants into coastal waters (see page 71, Erosion and Sedimentation).
- P.40 The Town of Swansboro acknowledges comments that were made to the CRC by DWQ regarding coastal stormwater rules. DWQ concluded that its current coastal stormwater rules have not been adequately effective towards addressing water quality impacts to public trust waters. Additionally, DWQ’s review of scientific studies resulted in a determination that local governments’ simply deferring to state and federal rules to address water quality issues still results in impaired local water quality based on the following conclusions:
- ▶ Areas with impervious surfaces of 10% or greater can be linked to local stream degradation.
  - ▶ Biological diversity has been shown to drop when impervious surfaces increased beyond 10-15%.
  - ▶ Stream stability is affected when impervious surfaces approach 10% in an area.
  - ▶ Estuaries generally degrade with impervious surfaces of 10% or greater.
  - ▶ Sensitive fish species loss increases after about 12% impervious surface.

Therefore, the Town of Swansboro supports reducing impervious surface areas for existing and proposed developments.

Implementing Actions – Stormwater Management (These actions are intended to improve water quality within the town’s planning jurisdiction thereby improving those areas closed to shellfishing.)

- I.23 Swansboro will consider adopting and enforcing a soil erosion and sediment control ordinance. ***Schedule: Fiscal Year 2010-2011.***

- I.24 The Town will investigate the measures that would be required, in addition to its existing stormwater management requirements, in order to comply with the NPDES Phase II stormwater management program. **Schedule: Fiscal Year 2009-2010.**
- I.25 Swansboro will evaluate the need for and feasibility of creating a stormwater utility. **Schedule: Fiscal Year 2010-2011.**
- I.26 Swansboro will evaluate the need to revise its UDO to improve the requirements for reducing the areas covered during development by impervious surfaces. This will reduce stormwater runoff. Changes may include, but not necessarily be limited to:
- ▶ Stabilized but not paved parking lots.
  - ▶ Paving with “grass stones” (paving blocks which have open areas to allow passage of water).
  - ▶ Strip paving of streets.
  - ▶ Reducing impervious surface areas.
  - ▶ Encouraging the use of constructed wetlands to receive stormwater runoff.

**Schedule: Fiscal Year 2010-2011.**

- I.27 Swansboro will cooperate with the NCDOT, the North Carolina Division of Water Quality, and other state agencies in mitigating the impact of stormwater runoff. The Town will support the Division of Water Quality stormwater runoff retention permitting process through its zoning permit system by verifying compliance prior to issuance of a zoning permit. **Schedule: Continuing Activity.**
- I.28 Swansboro will attempt to apply for grant funds, and utilize Powell Bill funds, to improve stormwater drainage systems associated with existing rights-of-way. **Schedule: Continuing Activity.**
- I.29 Swansboro will support existing state regulations relating to stormwater runoff resulting from development (Stormwater Disposal Policy 15A NCAC 2H.001-.1003) through enforcement of the Town’s UDO. **Schedule: Continuing Activity.**
- I.30 Swansboro will consider revising its UDO to require native vegetation in estuarine shoreline areas. **Schedule: Fiscal Year 2010-2011.**
- I.31 Swansboro will pursue local, state, and federal funding to mitigate Town-owned or untreated stormwater outfalls. **Schedule: Continuing Activity.**

#### E. Infrastructure Carrying Capacity

##### a. Management Goal

Swansboro will attempt to 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 while fiscally responsible services are provided to its residents or property owners. It is acknowledged that to achieve the infrastructure carrying capacity goals, policies, and implementing actions, some utility lines/services may have to extend through some environmentally sensitive areas.

*b. Planning Objective*

Swansboro will establish level of service policies and criteria for infrastructure consistent with the projections of future land use needs (15A NCAC 7B (c)(3)(D)). This includes providing/supporting infrastructure consistent with the projections of future land needs (see Section 6.E.4, Land Demand Forecast/Carrying Capacity Discussion).

*c. Land Use Plan Requirements*

All infrastructure policies/implementing actions are intended to be supportive of and consistent with the existing and future service areas. The following are Swansboro's policies for infrastructure carrying capacity.

Policies – Water and Sewer:

- P.41 Swansboro will continue to work proactively with ONWASA on solutions to water and sewer services.
- P.42 Swansboro will discourage major extension of water and sewer services in a manner that could result in scattered development and/or costly extension of municipal services.
- P.43 Swansboro will encourage the provision and/or expansion of centralized sewer services where such services:
  - (1) Will encourage a compact development pattern.
  - (2) Will serve to steer dense development away from valuable environmental areas, such as floodplains, water supply watersheds and fragile, highly productive coastal ecosystems.
  - (3) Will comply with the other policies contained in this plan.
- P.44 Swansboro will support sewer collection and treatment availability that are responsive to the conservation policies and implementing actions identified in this plan.
- P.45 Swansboro will normally encourage location of more intensive land uses in areas that have existing or planned infrastructure.
- P.46 Swansboro supports the enforcement of Health Department regulations and local development regulations regarding lot sizes and waste disposal system placement.

- P.47 Swansboro will encourage the use of treated effluent for irrigation, when consistent with state policies and regulations.
- P.48 Swansboro will supports state agency investigation of the feasibility of using alternative waste processing systems such as flushless toilets, incineration, and artificial wetlands in areas with severe soil limitations.
- P.49 Swansboro supports the construction of water and sewer lines to and through conservation areas to serve development which meets all applicable state and federal regulations.
- P.50 Swansboro supports wetlands “created” to aid in treating waste effluent.

Implementing Actions – Water and Sewer:

- I.32 When considering new public facilities and private developments, Swansboro will review new proposals against the Future Land Use Map to ensure consistency. If the proposal is inconsistent, the proposal will be revised or Swansboro will review the Land Use Plan to see if revision is needed. **Schedule: Continuing Activity.**
- I.33 Swansboro will support efforts by ONWASA to implement state-of-the-art vigorous control and monitoring for possible contamination of its primary water sources including the Castle Hayne Aquifer. **Schedule: Continuing Activity.**
- I.34 Swansboro will encourage ONWASA to coordinate its project(s) planning with the Future Land Use map when considering new public facilities and service to private development. **Schedule: Continuing Activity.**
- I.35 Swansboro will support only water systems which are constructed with lines designed and sized for adequate fire protection and sufficient water pressure. **Schedule: Continuing Activity.**
- I.36 Swansboro will consider the adoption of a local ordinance requiring water-conserving plumbing fixtures in all new construction. **Schedule: Fiscal Year 2009-2010.**
- I.37 Following any major water and sewer extension projects, the Town will review the future land use map and consider any appropriate updates and amendments. **Schedule: Continuing Activity.**

Policies – Transportation:

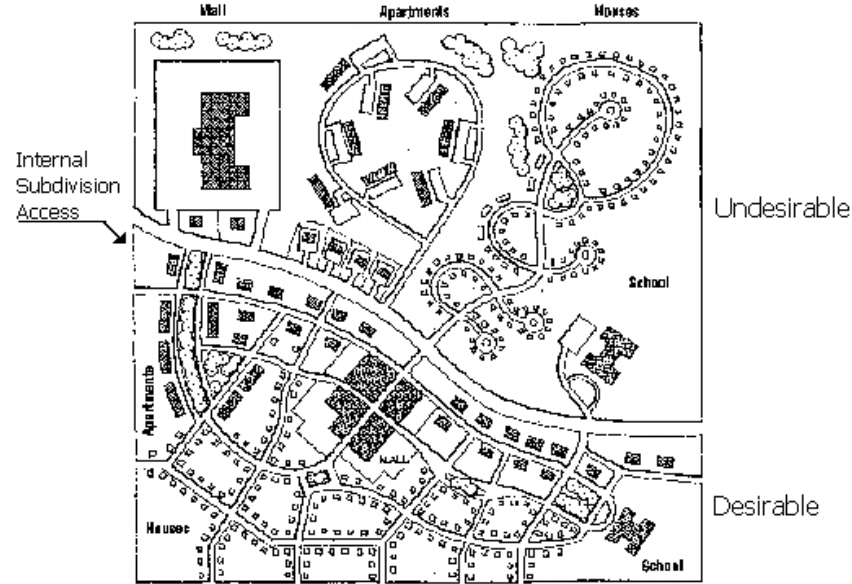
- P.51 Swansboro supports implementation of any Swansboro projects in the North Carolina Department of Transportation (NCDOT) Transportation Improvement Program (see Appendix VII for identification of improvements). The Town supports the 2006 Comprehensive Transportation Plan, except that the Town does not support the designation or redesign of NC HWY 24 as an expressway.
- P.52 Swansboro supports subdivision development which utilizes the NCDOT Traditional Neighborhood Development (TND) Street Design Guidelines which promote walkable communities with moderate to high residential densities and a mixed use core.
- P.53 Swansboro supports state and federal funding for maintenance/dredging of existing federally-maintained channels and the Intracoastal Waterway.
- P.54 Swansboro supports limitation of the points of access for development along major and minor thoroughfares, in order to preserve the carrying capacity of the roadways and to improve safe ingress and egress.
- P.55 Swansboro supports (a) properly designated collector streets and (b) interconnections between street systems for residential and non-residential development, provided that such interconnections are not designed in a manner that channels unnecessary “through” traffic onto minor residential streets.
- P.56 Swansboro supports vehicular, pedestrian, bicycle, and boating transportation improvements which will improve access to the Town’s Central Business District and Historic District.
- P.57 Swansboro supports and will fully participate in regional transportation and lobbying efforts.
- P.58 The development of bikeways, sidewalks, and trails will be encouraged as part of new roadways and roadway expansions. Particular attention should be given to bicycle and pedestrian needs for inclusion in the State Transportation Improvement Program, including development of a bikeway plan within the planning jurisdiction.
- P.59 Access to higher intensity development will not generally be permitted through an area of lower intensity development. For example, access to a multi-family development, major park facility, or other large traffic generator will not be permitted through a single-family residential neighborhood.

- P.60 Swansboro supports limiting “strip” commercial development along highways and certain roads carrying heavy traffic and encourages service roads or an internal street pattern to eliminate direct driveway connections to highways and roads.
- P.61 Swansboro supports maintaining an effective signage and addressing system for all streets, roads, and highways.
- P.62 Major thoroughfares shall have an attractive appearance and reflect an overall character of design. Swansboro supports beautification/landscaping projects along all transportation corridors, including the planting of street trees along its gateway transportation paths.

Implementing Actions – Transportation:

- I.38 Swansboro will consider revising its Unified Development Ordinance to incorporate traditional neighborhood street standards (human scale, walkable communities with moderate to high density residential densities and a mixed use core). See Appendix XIII. **Schedule: Fiscal Year 2009-2010.**
- I.39 In cooperation with NC Department of Transportation, the Town will, in review of proposed developments, attempt to ensure that the level of service on thoroughfares is not normally reduced below a “C” level (see Appendix XIV). **Schedule: Continuing Activity.**
- I.40 Swansboro will support public transportation services and will encourage alternatives to the private automobile. To assist in making such services economical, the Town will encourage in-fill and compact land development patterns. **Schedule: Continuing Activity.**
- I.41 Through continuous implementation of its UDO, the Town of Swansboro will:
- ▶ Encourage and help require limited points of access for development along roads and highways to provide safe ingress and egress (see Figure 1).
  - ▶ Require, when feasible, reverse frontage lots within subdivisions to orient lots toward internal subdivision streets, not secondary roads and highways (see Figure 1).
  - ▶ Where needed or necessary in commercially zoned areas, require the utilization of frontage roads or frontage service lanes along federal and state highways (see Figure 1).
  - ▶ Require interconnected street systems for residential and non-residential development (see Figure 1). Minimum requirements for points of ingress and egress should be established.
  - ▶ Require subdivisions to install sidewalks.
  - ▶ Require traffic impact studies for developments which generate large volumes of traffic.
- Schedule: Continuing Activity.**

**Figure 1:** Conventional development with poor connectivity: travel requires use of the collector streets, causing congestion and discouraging pedestrians and cyclist (top). Smart growth with interconnected street system, allowing a variety of transportation options and shorter trips (bottom).



I.42 Swansboro will coordinate local planning with regional transportation planning.  
*Schedule: Continuing Activity.*

F. Natural Hazard Areas

1. *Management Goal*

Swansboro will continue the long-term management and wise use of its natural resources. The Town will conserve and maintain its 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.

2. *Planning Objective*

Swansboro will minimize threats to life and property that are located in and adjacent to hazard areas, especially high winds, storm surge, flooding, and/or sea level rise.

3. *Land Use Plan Requirements*

The following are Swansboro's policies/implementing actions for Natural Hazard Areas.

Policies – Natural Hazard Areas:

- P.63 Swansboro will allow development within areas susceptible to sea level rise, shoreline erosion, and/or wetland loss which takes into consideration such conditions in project design development.
- P.64 In the event development(s) is (are) threatened by shoreline loss, Swansboro will support the 15A NCAC 7H use standards governing shoreline protection and management.
- P.65 Swansboro supports educating the public concerning the problems/impacts of developing/locating in natural hazard areas.
- P.66 Swansboro will support development which will minimize flooding and resulting damage to life and property during normal and significant rainfall events.
- P.67 Swansboro supports the installation of properly engineered and permitted bulkheads to protect against erosion and sea level rise.
- P.68 Swansboro supports the US Army Corps of Engineers' regulations, the applicable guidelines of the Coastal Area Management Act, and the use of local land use ordinances to regulate development of fresh water swamps, marshes, and 404 wetlands.
- P.69 Swansboro supports relocation of structures endangered by erosion, if the relocated structure will be in compliance with all applicable policies and regulations.
- P.70 Swansboro supports cooperation with County, state, and federal efforts to inform the public of the anticipated effects of sea level rise.
- P.71 Swansboro supports hazard mitigation planning. The Land Use Plan and the Hazard Mitigation Plan should be consistent with one another. When either are revised, the other should be reviewed for consistency. Should there ever be conflicting policies, the Land Use Plan will take precedence.
- P.72 The Town supports the Onslow County Emergency Management Plan for evacuation procedures/policy for natural disasters or manmade disasters.
- P.73 Swansboro will allow development in conservation and natural hazard areas which is consistent with local zoning and meets applicable state and federal regulations.

### Implementing Actions – Natural Hazard Areas:

- I.43 Swansboro will cooperate with the US Army Corps of Engineers in the regulation and enforcement of the 404 wetlands permit process. **Schedule: Continuing Activity.**
- I.44 Swansboro will coordinate all development within the special flood hazard area with the Town's Planning and Inspections Department, North Carolina Division of Coastal Management, FEMA, and the US Corps of Engineers. **Schedule: Continuing Activity.**
- I.45 Swansboro will continue to enforce its existing zoning and flood damage prevention regulations found in the UDO. **Schedule: Continuing Activity.**
- I.46 Swansboro permits redevelopment of previously developed areas, provided all applicable policies, regulations, and ordinances are complied with. The Town will encourage redevelopment as a means for correcting housing problems, upgrading commercial structures, and historic preservation (through rehabilitation and adaptive reuse). Redevelopment, including infrastructure, should be designed to withstand natural hazards. **Schedule: Continuing Activity.**
- I.47 Swansboro will enforce the density controls in the UDO in redevelopment areas to control growth intensity. **Schedule: Continuing Activity.**
- I.48 Swansboro will utilize the future land use maps to control development. These maps are coordinated with the land suitability maps and proposed infrastructure maps. **Schedule: Continuing Activity.**
- I.49 Swansboro will review its local regulations to ensure that fuel and chemical storage tanks are installed above ground in all flood hazard areas. **Schedule: Fiscal Year 2009-2010.**

### G. Water Quality

#### 1. *Management Goal*

Swansboro will strive to protect and improve water quality within its planning jurisdiction, and cooperate with surrounding jurisdictions to improve regional water quality, especially in all AECs and natural 404 wetlands.

#### 2. *Planning Objective*

To support the Town's vision statement while planning for increased development and economic growth and protecting and/or restoring the

quality and intended uses of surface waters within Swansboro and its planning jurisdiction.

### 3. *Land Use Plan Requirements*

The following provides Swansboro's policies/implementing actions on water quality. These actions are intended to improve water quality within the town's planning jurisdiction, thereby improving those areas closed to shellfishing.

#### Policies – Water Quality:

- P.74 The Town of Swansboro will comply with applicable state stormwater regulations governing stormwater runoff resulting from development.
- P.75 Swansboro objects to any discharge of water from aquaculture activities that will degrade in any way the receiving waters. The Town objects to withdrawing water from aquifers or surface sources if such withdrawal will endanger water quality or water supply from the aquifers or surface sources.
- P.76 Swansboro supports aquaculture activities that do not alter significantly and negatively the natural environment or coastal wetlands, estuarine waters, and public trust areas.
- P.77 Swansboro supports the establishment of mooring fields within its planning jurisdiction.
- P.78 Swansboro opposes the location of floating homes within its jurisdiction. NOTE: This policy exceeds the minimum use standards.
- P.79 Swansboro will allow the construction of both open water and upland marinas which comply with its UDO.
- P.80 The Town 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 in Swansboro.
- P.81 Swansboro supports conserving regional groundwater resources.
- P.82 Swansboro supports regulation of underground storage tanks in order to protect its groundwater resources.
- P.83 Swansboro supports commercial and recreational fishing 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 fishing will increase. It also supports the preservation of nursery and habitat areas.

- P.84 Swansboro 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.
- P.85 Swansboro supports the policy that all State of North Carolina projects should be designed to limit to the extent possible stormwater runoff into coastal waters.
- P.86 Swansboro supports implementation of the White Oak River Basin Water Quality Management Plan, including management recommendations for local governments and land use planning actions.
- P.87 Swansboro 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.
- P.88 Swansboro opposes the construction of package treatment plants within the Town's incorporated area.
- P.89 Swansboro 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.
- P.90 Swansboro supports the following actions by the General Assembly and the Governor:
- (1) Sufficient state funding should be appropriated to initiate a program of incentives grants to address pollution of our rivers from both point sources and nonpoint sources.
  - (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 grants should involve river basin organizations, representing local governments and other interest groups, in the review of all applications for state funding.
- P.91 Swansboro will support the protection of water supply well fields and the Onslow County Wellhead Protection Program.
- P.92 Swansboro supports a program of vegetated buffers adjacent to all streams, rivers, marshes, and estuarine waters in the Town's planning jurisdiction, with the intent

of reducing the flow of nutrients and other contaminants into area surface waters (see implementing action I.42).

- P.93 Swansboro supports low intensity development (LID). NOTE: LID is an ecologically friendly approach to site development and stormwater management that aims to minimize development impacts to land, water, and air. The approach emphasizes the integration of site design and planning techniques that conserve natural systems and hydrologic functions on a site. Low impact development is not a land use control, but a management and design strategy that is integrated into the proposed land use. It has also been shown to decrease costs to developers and to increase the desirability and value of the property.
- P.94 Swansboro opposes the location of marinas in primary nursery areas. NOTE: This policy exceeds state minimum use standards.

Implementing Actions – Water Quality:

- I.50 Swansboro will review its UDO to determine whether any changes or additions are needed in order to:
- ▶ Ensure that aquaculture operations do not degrade water quality.
  - ▶ Determine whether additional protection is needed for wellfields.
  - ▶ Consider whether rules are needed for any potential mooring fields.
  - ▶ Consider whether toxic waste disposal is adequately addressed.
  - ▶ Determine whether underground storage tank regulations are needed.
  - ▶ Consider prohibition of marinas in primary nursery areas.
  - ▶ Consider measures that might be used to encourage low intensity development.
- Schedule: Fiscal Year 2010-2011.***
- I.51 Swansboro will conserve its groundwater resources by enforcing CAMA and the NC Division of Water Quality stormwater runoff regulations and by coordinating local development activities involving chemical storage or underground storage and installation/abandonment with Onslow County Emergency Management personnel and the NC Division of Water Quality. In the planning process, Swansboro will cooperate with ONWASA and Onslow County to protect water resources. ***Schedule: Continuing Activity.***
- I.52 Swansboro will explore the feasibility of a comprehensive stormwater management program to work in conjunction with its existing stormwater management ordinance in an effort to prepare for inclusion under the NPDES Phase II Rule. ***Schedule: Fiscal Year 2010-2011.***
- I.53 The Town will enforce its UDO to aid in protecting sensitive shoreline areas. It will rely on state and federal agencies to promote and protect environmentally sensitive areas. ***Schedule: Continuing Activity.***

I.54 Swansboro will support the following public and private implementation objectives to improve water quality:

- ▶ Encourage watershed-based land use planning.
- ▶ Protect sensitive natural areas, including coastal wetlands.
- ▶ Encourage vegetative buffer networks.
- ▶ Minimize impervious cover in site design.
- ▶ Limit erosion during construction.
- ▶ Maintain coastal growth measures.
- ▶ Restore impaired waters.
- ▶ Manage the cause and sources of pollution to ensure the protection of those waters currently supporting their uses allowing for reasonable economic growth.
- ▶ Reduce nutrients in local waters.
- ▶ Reduce bacterial contamination sources to all waters.
- ▶ Encourage natural vegetation.
- ▶ Encourage all marinas to participate in the Clean Marina Program.
- ▶ Support the Hawkins Creek Watershed Protection and Restoration Planning Study. NOTE: This creek is also referred to as Ward Creek.

***Schedule: Continuing Activities.***

H. Local Areas of Concern

1. *Management Goal*

Swansboro will reflect the requirements of NCAC 7H and NCAC 7B in its goals addressing local concerns while maintaining the Town's "village" atmosphere.

2. *Planning Objective*

Swansboro will implement policies to address local concerns which include economic development, general health, funding sources, preservation of the Town's rural character, and preservation of cultural and historic sites. These objectives include maintaining low to moderate residential density within the Town.

3. *Land Use Plan Requirements*

Swansboro will support the following policies/implementing actions that address areas of local concern. All policies are continuing activities.

Policies – Cultural, Historic, and Scenic Areas:

P.95 Swansboro will preserve and protect its historic resources.

- P.96 Swansboro will protect its waterfront/shoreline areas and valuable scenic areas.
- P.97 Swansboro considers cultural, historical, and scenic areas as significant to the attraction of tourism.
- P.98 Swansboro supports state and federal efforts to protect historic properties within its borders and to perpetuate its cultural heritage.
- P.99 The Town supports identification and preservation of significant archaeological sites.
- P.100 Swansboro supports building heights that are consistent with its historic properties. As of February 2008, building height was 35 feet as defined by the Town's Unified Development Ordinance. NOTE: The reader should confirm height with the town's current UDO.

Implementing Actions – Cultural, Historic, and Scenic Areas:

- I.55 Swansboro will guide development so as to protect historic and potentially historic properties within the Town. **Schedule: Continuing Activity.**
- I.56 In any major public works projects and in any projects in areas of known archaeological interest, the Town will request the assistance of the NC Division of Archives and History to help ensure identification and preservation of any significant archaeological sites. **Schedule: Continuing Activity.**
- I.57 Swansboro will seek funding from the NC Department of Archives and History to update its historical properties survey within its planning jurisdiction. **Schedule: Fiscal Year 2010-2011.**

Policies – Economic Development:

- P.101 Swansboro recognizes that tourism is important and will support activities that promote tourism.
- P.102 Swansboro will encourage development that will protect its resources, preserve its atmosphere, and simultaneously promote limited light industrial development and retail growth.
- P.103 Swansboro will encourage limited light industrial and commercial development in areas with existing infrastructure that does not infringe on any residential areas.
- P.104 Swansboro supports the extension of infrastructure from existing ONWASA systems and encourages the use of central systems for new developments whether residential, commercial, or industrial in nature.

- P.105 Swansboro supports North Carolina Department of Transportation projects to improve access to the Town. The Town supports the timely implementation of Swansboro projects in the NCDOT TIP.
- P.106 In support of eco-tourism, Swansboro continues to support state and federal efforts to maintain channels for navigation. The Town also supports the private maintenance of channels providing that such action is in accordance with all local, state, and federal environmental regulations.
- P.107 Swansboro will consider the need for establishing any energy generation facilities on a case-by-case basis, judging the need for development against all identified possible adverse impacts and overall economic benefit.
- P.108 Swansboro supports the economic development efforts of the Jacksonville-Onslow County Economic Development Commission and the Swansboro Area Chamber of Commerce.

Implementing Actions – Economic Development:

- I.58 Swansboro will continue to support the activities of the North Carolina Division of Travel and Tourism; specifically, the monitoring of tourism-related industry, efforts to promote tourism-related commercial activity, and efforts to enhance and provide shoreline resources. ***Schedule: Continuing Activity.***
- I.59 Swansboro will support projects that will increase public access to shoreline areas. ***Schedule: Continuing Activity.***
- I.60 Swansboro will pursue funding through state and federal programs that are considered supportive of local economic development efforts:
- ▶ Swansboro 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. ***Schedule: Continuing Activity.***
  - ▶ Examples of other state and federal programs that are important and supported by Swansboro include: dredging and channel maintenance by the US Army Corps of Engineers; federal and state projects which provide efficient and safe boat access for sport fishing; public beach and coastal waterfront access grant funds; and community development block grants. ***Schedule: Continuing Activity.***

Policies – General Health and Human Services Needs:

- P.109 Swansboro supports the implementation of its Parks and Recreation Comprehensive Plan, in order to expand parks and recreation opportunities and meet parks and recreation needs.
- P.110 Swansboro supports the water and sewer policies contained in this plan for the general health of its citizens (see policies P.41 and P.50).
- P.111 Swansboro supports local, state, and federal efforts to minimize the adverse impact of man-made hazards within its borders.
- P.112 Swansboro supports the continued public provision of public water, public sewer, street maintenance and related drainage, police protection, fire protection, and solid waste collection and disposal to all citizens.
- P.113 Swansboro supports recycling efforts.
- P.114 Swansboro supports safe public transportation opportunities for seniors.

Implementing Actions – General Health and Human Services Needs:

- I.61 Swansboro will support/assist Onslow County, as appropriate, in seeking grants to subsidize public education and continuing education at the College level. ***Schedule: Continuing Activity.***
- I.62 Swansboro will continue to rely on the support of Onslow County for solid waste disposal. ***Schedule: Continuing Activity.***
- I.63 Swansboro will develop a comprehensive recreation plan that identifies current facilities and deficiencies. ***Schedule: Fiscal Year 2008-2009.***
- I.64 Swansboro will prioritize park facility needs and apply for Parks and Recreation Trust Fund money for park facilities. ***Schedule: Continuing Activity.***

- I.65 To effectively manage Swansboro's investment in existing and proposed community facilities and services, the Town will:
- (1) Maintain a specific capital improvements plan (CIP) with emphasis placed on services and facilities that affect growth and development. **Schedule: Fiscal Year 2009-2010 and continuing.**
  - (2) Provide the Onslow County Board of Education with locational information on all residential development. **Schedule: Continuing Activity.**
  - (3) If requested by the Onslow County Board of Education, the Town will assist in the identification of future school sites, will incorporate any jointly-identified sites into its Comprehensive Plan, and will attempt to reserve such sites to the extent permitted by statute (GS 160A-372). **Schedule: Fiscal Year 2010-2011.**
- I.66 Swansboro will support high quality emergency services for residents by:
- (1) Attempting to ensure that adequate firefighting flows are provided in the water systems of new subdivisions and developments. **Schedule: Continuing Activity.**
  - (2) Attempting to maintain an effective signage and addressing system for all streets, roads, and highways. **Schedule: Continuing Activity.**
- I.67 Floodplain regulation is a concern in Swansboro. To accomplish protection of public health and service needs, Swansboro will:
- (1) Continue to enforce the flood hazard reduction provisions of the Swansboro UDO. **Schedule: Continuing Activity.**
  - (2) Prohibit the installation of underground storage tanks in the 100-year floodplain. **Schedule: Continuing Activity.**
  - (3) Zone for open space, recreational, agricultural, and other low-intensity uses within Swansboro's floodplain. **Schedule: Continuing Activity.**
  - (4) Prohibit the development of any industry within the 100-year floodplain. **Schedule: Continuing Activity.**

Policies - Funding Options:

P.115 Swansboro will continue to support state and federal funding programs that are deemed necessary, cost-effective, and within the administrative and fiscal capabilities of the Town.

Implementing Actions – Funding Options:

I.68 Swansboro will selectively support state and federal programs related to the Town. The Town will monitor state and federal programs and regulations. It will use opportunities as they are presented to voice support for or to disagree with programs and regulations that are proposed by state and federal agencies. ***Schedule: Continuing Activity.***

I.69 Swansboro officials will continue to work with the Army Corps of Engineers and any other state and federal agencies to ensure continued dredging and maintenance of channels and rivers as needed to keep these facilities open to navigation. These efforts shall comply with applicable state and federal regulations. Providing borrow or spoil areas and provision of easements for work will be determined on case-by-case basis. The Town would encourage spoil material being placed on those areas where easements for such use already exist. Channel maintenance has major economic significance and is worthy of state and federal funding. ***Schedule: Continuing Activity.***