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CITY OF SOUTHPORT
NORTH CAROLINA

COMPREHENSIVE PLAN
TABLE OF CONTENTS

	<u>PAGE</u>
PREFACE	i
SECTION I: ANALYSIS OF EXISTING CONDITIONS	
A. INTRODUCTION	I-1
B. PLAN PURPOSE	I-1
C. HISTORY	I-2
D. REGIONAL SETTING	I-6
E. POPULATION, HOUSING, AND ECONOMIC CONDITIONS	I-6
1. City of Southport Permanent Population	I-6
2. Age Composition	I-9
3. Racial and Gender Composition	I-10
4. City of Southport Seasonal Population	I-11
a. Introduction and Methodology	I-11
b. Seasonal Population	I-13
c. Day Visitors	I-13
5. Housing Characteristics	I-13
6. Economy	I-16
a. Regional Economy	I-16
b. Brunswick County Economy and Employment	I-19
c. Local Economy	I-22
F. EXISTING LAND USE	I-25
1. Annexation	I-28
2. Urban and Developed Land	I-28
a. Residential	I-28
b. Commercial	I-29
c. Industrial	I-30
d. Public and Institutional	I-32
e. Transportation/Public Utilities	I-32
f. Vacant Land	I-33
3. Land Use Compatibility Analysis	I-33
a. Preservation of Established Residential Areas vs. Commercial Development	I-33
b. Protection of Water Quality as Development Increases	I-33
c. Preservation of Open Space	I-34
4. Basinwide Water Quality Management	I-34



	<u>PAGE</u>
5. Existing Land Use Issues	I-35
6. Existing Ordinances and Land Use Controls	I-36
a. Zoning Ordinance	I-36
b. Commercial Design and Development Standards	I-37
c. Subdivision Ordinance	I-37
d. Planned Residential Development Ordinance	I-37
e. Master Drainage Plan	I-37
f. North Carolina State Building Code	I-37
g. Federal Flood Insurance Program	I-37
h. Southport Revitalization Plan	I-38
i. City of Southport Waterfront Access Plan, 1989	I-38
j. City of Southport 1986, 1990, and 1997 CAMA Land Use Plan	I-38
k. Brunswick County Thoroughfare Plan	I-38
l. City of Southport Thoroughfare Plan	I-38
m. City of Southport Sign Ordinance	I-38
n. Traffic Operations and Pedestrian Safety Study	I-38
o. Impact Fee Ordinance	I-39
 G. STIMULANTS TO DEVELOPMENT	 I-39
 H. DEVELOPMENT CONSTRAINTS: LAND SUITABILITY	 I-39
1. Topography/Geology	I-39
2. Flood Hazard Areas	I-40
3. Soils	I-47
4. Manmade Hazards/Restrictions	I-49
5. Fragile Areas	I-50
a. Coastal Wetlands	I-50
b. Estuarine Waters	I-51
c. Estuarine Shorelines	I-51
d. Public Trust Areas	I-51
e. Wetlands Defined by Section 404 of the Clean Water Act	I-52
f. Slopes in Excess of 12%	I-52
g. Excessive Erosion Areas	I-54
h. Historic and Archaeological Sites	I-54
i. Natural Heritage Areas	I-56
j. Other Fragile Areas	I-56
6. Areas of Resource Potential	I-56
a. Regionally Significant Public Parks	I-56
b. Marine Resources	I-58
c. Agricultural and Forestlands	I-59
 I. URBAN FORM	 I-59
1. Components of Urban Form	I-59
a. Districts	I-59
b. Paths	I-60
1) Transportation Paths	I-60

	<u>PAGE</u>
2) Natural Paths	I-61
3) Southport Transportation and Natural Paths	I-61
c. Nodes	I-61
d. Landmarks	I-62
e. Edges	I-62
J. DEVELOPMENT CONSTRAINTS: PUBLIC FACILITIES	I-64
1. Water Supply	I-64
2. Sewer	I-64
3. Solid Waste Disposal	I-67
4. Schools	I-68
5. Transportation	I-69
6. Police, Fire, and Emergency Medical	I-72
7. Recreation	I-74
8. Drainage	I-76
9. Health Services	I-77
10. Cable Services	I-77
11. Electrical System and Energy Generating Facilities	I-77

SECTION II: PROJECTED LAND DEVELOPMENT ANALYSIS

A. PROJECTED DEMOGRAPHIC DATA	II-1
1. Permanent Population	II-1
a. Regional and County	II-1
b. City of Southport	II-2
2. City of Southport Seasonal Population	II-3
3. Commercial and Industrial Development	II-3
4. Housing Trends	II-4
5. Public Land Use	II-4
6. Areas Likely to Experience Major Land Use Changes	II-5
B. PUBLIC FACILITIES DEVELOPMENT NEEDS AND LAND USE ISSUES	II-5
1. Introduction	II-5
2. Water Supply	II-6
3. Sewer	II-6
4. Solid Waste Disposal	II-7
5. Schools	II-7
6. Police, Fire, and Emergency Medical	II-8
7. Recreation	II-9
8. Drainage	II-10
9. Electrical System and Energy Facilities	II-10
10. Transportation	II-10
11. Summary	II-12
C. REDEVELOPMENT ISSUES	II-12

SECTION III: FUTURE LAND USE PLAN

A. INTRODUCTION III-1

B. LAND USE CATEGORIES III-4

C. LOCATION ASPECTS OF LAND USE III-7

1. Commercial III-7

2. Residential III-8

3. Industrial III-8

4. Office/Institutional/Multi-Family III-8

5. CBD Mixed Use Districts III-9

6. Areas of Environmental Concern Overlay III-9

D. SUMMARY OF GENERAL PRINCIPLES USED TO DEVELOP THE LAND USE PLAN III-9

SECTION IV: URBAN FORM POLICIES

A. INTRODUCTION IV-1

B. URBAN FORM GROWTH AND DEVELOPMENT POLICIES IV-1

1. Districts IV-1

2. Paths (Natural and Transportation) IV-2

3. Nodes IV-2

4. Landmarks IV-2

5. Edges IV-3

SECTION V: IMPLEMENTATION ELEMENTS

A. PLAN DEVELOPMENT V-1

1. Housing/Parks and Recreation Committee V-1

2. Major Streets/Public Services Committee V-2

3. Central Business District/Historic District Committee V-4

B. RECOMMENDED ACTIONS V-6

1. Housing/Parks and Recreation Committee V-6

2. Central Business District (CBD)/Historic District V-13

3. Major Streets/Public Services V-24

SECTION VI: CONCLUSION VI-1

TABLES

Table 1	1999 Certified County Population Estimates	I-8
Table 2	Brunswick County Population Distribution	I-8
Table 3	City of Southport and Brunswick County Population Characteristics by Age Group	I-10
Table 4	City of Southport and Brunswick County Percentage Change in Population by Race and Sex	I-11
Table 5	City of Southport Seasonal, Permanent, and Total Peak Population, 2000	I-12
Table 6	City of Southport and Brunswick County Total Units by Structure Type, 1990	I-14
Table 7	City of Southport and Brunswick County Housing/Vacant Units, 1990	I-14
Table 8	City of Southport and Brunswick County Year Structure Built, 1990	I-15
Table 9	City of Southport and Brunswick County Value of Owner Occupied Housing Units, 1990	I-16
Table 10	CAMA Regulated Counties One, Five, and Ten-Year Composite Rankings of Economic Development	I-18
Table 11	Brunswick County Economic Conditions	I-19
Table 12	Brunswick County Employment and Wages	I-20
Table 13	Brunswick County Retail Sales	I-20
Table 14	Brunswick County Top Ten Employers	I-21
Table 15	City of Southport, Brunswick County, and North Carolina Median Per Capita Income, 1985-1990	I-22
Table 16	City of Southport Employed Persons 16 Years and Older by Industry, 1980 and 1990	I-22
Table 17	City of Southport Poverty Status, 1980 and 1990	I-24
Table 18	City of Southport and Surrounding Area Major Manufacturing Firms, 2000	I-25
Table 19	City of Southport Existing Land Uses, September 2000	I-27
Table 20	City of Southport Building Permit Activity	I-29
Table 21	City of Southport Soil Susceptibility to Flooding	I-46
Table 22	City of Southport Soil Associations	I-47
Table 23	Southport Area Tier II Reporters, 1999	I-49
Table 24	Summary of Paths Southport Planning Jurisdiction	I-61
Table 25	City of Southport Recreation Facilities	I-74

	<u>PAGE</u>
Table 26	City of Southport Public Beach and Waterfront Access Sites I-75
Table 27	City of Southport Commercial Marinas and Dockages I-76
Table 28	CAMA-Regulated Counties and State Total Population and Percent Change, 2000 - 2020 II-1
Table 29	City of Southport and Brunswick County Population Forecasts II-2
Table 30	National Recreation Standards and Demand for Facilities in Southport II-9

MAPS

Map 1	City of Southport Location and Township Map I-7
Map 2	City of Southport Existing Land Use I-26
Map 3	City of Southport Central Business District I-31
Map 4	City of Southport 100 Year Floodplain I-41
Map 5A	City of Southport Storm Surge Inundation - Fast Moving Hurricane I-43
Map 5B	City of Southport Storm Surge Inundation - Slow Moving Hurricane I-44
Map 6	City of Southport Soils Map I-48
Map 7	City of Southport Areas of Environmental Concern, Fragile Areas, Water Classification, and Significant Natural Heritage Areas I-53
Map 8	City of Southport Historic District I-55
Map 9	City of Southport Significant Heritage Areas I-57
Map 10	City of Southport Urban Form I-63
Map 11	City of Southport Water Lines I-65
Map 12	City of Southport Sewer Lines I-66
Map 13	City of Southport Average Daily Traffic Count I-70
Map 14	City of Southport Road Improvement Needs I-73
Map 15	City of Southport Community Facilities I-78
Map 16	City of Southport Proposed Thoroughfare and Average Annual Daily Traffic Counts for 2025 II-14
Map 17	City of Southport Future Land Use Map III-6

APPENDICES

Appendix I	City of Southport Citizen Participation Plan
Appendix II	City of Southport Ranking - Public Forum 1/16/01
Appendix III	City of Southport 1997 CAMA Land Use Plan Policy Section

PREFACE

Each of the twenty counties that are located within the jurisdiction of the Coastal Area Management Act (CAMA) are required to adopt CAMA Land Use Plans and update them every five years. If individual counties do not take it upon themselves to prepare a plan, then the State of North Carolina will prepare one for them. Likewise, if an individual municipality declines to prepare a CAMA Land Use Plan, then that municipality will fall under the auspices of its county's land use plan. The City of Southport prepared CAMA Land Use Plans in 1986, 1990, and 1997. Although these land use plans included some of the elements normally included in a traditional comprehensive plan, they did not address, or did not adequately address, the following items:

- ▶ Thoroughfare Planning Recommendations
- ▶ Definition and Discussion of Urban Form
- ▶ Housing/Recreation
- ▶ Central Business District/Historic District
- ▶ Major Streets/Public Services
- ▶ Growth/Development Policies
- ▶ Comprehensive Plan Map and Discussion
- ▶ Zoning Issues and Recommended Actions

Furthermore, NC General Statute 160A-383 requires that a comprehensive plan be prepared to provide the basis for zoning and other land use regulation related ordinances. As a result, the City of Southport elected to prepare a comprehensive plan to sufficiently address the items identified above and to satisfy the requirements of NC General Statute 160A-383.

While the preparation of the plan is mandated by legislation, there are broader and more important reasons to engage in the planning process. Basically, planning begins with understanding your community and its people and learning how to care for them. Municipal plans and planning affect people's lives. Tough choices must be made about the natural, manmade, and financial resources in the community. The municipal budget should be compared to the municipal plan to ensure that public money will be spent in accordance with the community's goals and objectives.

The planning process also serves to educate us about ourselves, our attitudes towards others, and our willingness to share a sense of community. Planning is often promoted as a means of community decision-making through public participation. But planning also may involve conflict and friction because it may divide us into opposing groups. Some conflict in the planning process is good. It stimulates us to think and reminds us of the need to understand and tolerate, and even support, the opinions of others.

A community should not undertake the preparation of a comprehensive plan without understanding that a plan should be:

1. Comprehensive in setting goals and objectives for all aspects of the community.
2. Part of a continuous planning process that is timely and responsive to the needs and desires of the community.
3. The legal basis for land use regulations and a guide for a capital improvements plan for municipal budgeting.

There are valid reasons both to plan and not to plan. These should be understood, and are summarized as follows:

Reasons Not to Plan

- ▶ Do not expect a plan to produce immediate changes.
- ▶ Do not plan because you believe it will be a solution to business/industrial recruitment.
- ▶ Do not plan simply because it is the popular thing to do.
- ▶ Do not adopt a plan to accomplish limited or single purpose goals.
- ▶ Do not plan to reform government. Planning is not a solution to bad politics.

Reasons to Plan

- ▶ Plan to promote common sense and intelligent community thought.
- ▶ Plan for sound community management (i.e., to manage development and public infrastructure).
- ▶ Plan to encourage citizen participation.
- ▶ Plan to coordinate commercial/industrial development to other public/private development activities.
- ▶ Plan to direct the physical appearance of the municipality.
- ▶ Plan to promote regional intergovernmental cooperation.
- ▶ Plan to promote a community pride.

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

SECTION I: ANALYSIS OF EXISTING CONDITIONS

A. INTRODUCTION

In May, 2000, the City of Southport was awarded grant funds through the NC Division of Coastal Management Local Planning and Management Grant Program to prepare a Comprehensive Plan for the city's planning jurisdiction. The preparation of this document began in August, 2000, and was concluded in December, 2001. The City of Southport Board of Aldermen adopted a citizen participation plan to guide the development of this document (see Appendix I, Citizen Participation Plan). In addition, the Board of Aldermen appointed three ad hoc committees to work with the city's planning consultant on the development of this plan. The following recognizes the people who served on each committee:

<u>Housing/Parks and Recreation</u>	<u>Major Streets/Public Services</u>	<u>CBD/Historic District</u>
Mr. Paul Fisher*	Mr. Jim Powell*	Ms. Meezie Childs*
Mr. James Brown*	Mr. C. Wayne Hewitt*	Ms. Stuart Callari*
Ms. Betty Cowan**	Mr. Ed Baldiga**	Ms. Barbara Clewis**
Mr. Eugene Gore**	Mr. Scott Hill**	Ms. B. J. Gorman**
Mr. Jim Stephens**	Ms. Rhonda Davis**	Ms. Annelle Royal**

*Board of Aldermen members. **Planning Board members.

Each committee met independently to identify existing and long-range issues/needs, goals, and implementing actions for each of their subject areas. At the conclusion of each committee's analysis, all committees met jointly to report their findings.

B. PLAN PURPOSE

The intent of this Comprehensive Plan is to compile an inventory of existing land use patterns and to recommend goals and implementation strategies for future development that are compatible with the general character of the city. This document represents the city's formal policy statements concerning land use and land development and supplements the policies contained in the city's 1997 CAMA Land Use Plan. The plan serves as a guide for city officials when they review private development proposals and make decisions on the location of public facilities. The plan also provides a foundation for zoning (N.C.G.S. 160A-383) and subdivision regulations and the capital improvements program, which put the goals and objectives of the land use plan into action.

Preparation of this plan embraces the following vision statement and goals:

Southport desires to maintain its quiet residential atmosphere and to protect the city's historic assets. Population growth should continue at a moderate rate. Historically, growth has occurred at an average of 1.3% per year. Southport desires low impact, environmentally safe, light industry. Specifically, Southport will endeavor to accomplish the following:

- ▶ Preservation of the city's historic district.
- ▶ Protection of the city's shoreline vista.
- ▶ Redevelopment of the Central Business District.
- ▶ Preservation of the city's residential areas.
- ▶ Protection of the city's Areas of Environmental Concern consistent with 15A NCAC 7H.¹

C. HISTORY

The following provides a summary of the history of Southport as provided in the city's National Register of Historic Places Inventory - Nomination Form:

"In 1887, the small coastal village of Smithville was rechristened Southport in eager anticipation of the day when it would emerge as the great seaport of the southeast. The recent closing off of the new inlet and the dredging of the Cape Fear had created a natural harbor in Southport. For the first time in two hundred years, North Carolina had an easily accessible deep water harbor. Surely the obvious commercial advantages of having a port city here were not going to be ignored by progressive businessmen of the New South or enterprising northern capitalists.

The allure of building another Chicago or Atlanta attracted money and men to Southport. Wealthy outsiders from Boston, Fort Wayne, and Chicago descended upon the town to buy up land and to speculate in new commercial ventures. Each month the few hotels and boarding houses were filled with more businessmen. Real estate prices began to soar. Dozens of new houses were going up all over town. The City Council ordered that sidewalks be laid along the sandy streets. A water system and even electrification were promised.

Notwithstanding this promise of activity, many citizens could recognize that the lack of a rail connection with Wilmington and markets further inland would forever

¹An Area of Environmental Concern (AEC) is defined by the Division of Coastal Management as an area of natural importance. It may be easily destroyed by erosion or flooding, or it may have environmental, social, economic or aesthetic values that make it valuable to our state. The following AECs are located within the City of Southport's planning jurisdiction: Coastal Wetlands, Estuarine Waters, Estuarine Shorelines, and Public Trust Areas.

prevent the growth of a metropolitan seaport. What Southport needed, then, was a railroad line to one of the developing industrial cities in the Piedmont or at least a trunk line from Wilmington. Several promoters came forth with schemes to entice railroads to build a line to Southport. The town was eager to extend every privilege to the railroads, willing to grant any rights promoters might require. Subscriptions were offered and citizens put forth what capital they had. But nothing of substance ever developed; the schemes fizzled. The flush of excitement soon abated. The disappointed began to talk about the slow business of building a new city and developing new lines of commerce. Although the railroad finally arrived in 1911 with great fanfare, the opportunity had passed. There was the growing realization that Southport would never become anything more than a pleasant little coastal village.

Whatever the commercial advantages of Southport in the late nineteenth century, the location of the town had a different significance in the eighteenth and early nineteenth centuries. Lying at the mouth of the Cape Fear River, the site was of paramount military importance to the English colonists. In the late 1740s, the royal governor Gabriel Johnston oversaw the construction of a fort named in his honor. Through the rest of the eighteenth century, the fort never seemed to be equipped with enough military artillery to be properly defended. By the 1790s, two or three small houses had been put up near the fort by river pilots. These pilots would sail out to the ocean and search for ships seeking to enter the Cape Fear. For a fee, the river pilots offered to guide the cargo ships through the dangerous shoals and up the river. In these years, a few families from Wilmington came down to the area around the fort to spend the summer months taking in the cool and healthy sea air. Agitation for the establishment of a town led to an act by the General Assembly in 1792 to establish a town near Fort Johnston, on the west side of the Cape Fear River, in Brunswick County.

Benjamin Smith and Joshua Potts laid off the town around the fort in one hundred half acre lots. Where the shore line curved, the two commissioners turned their streets to run parallel with the river. Cross streets were made to run perpendicular to the river so that a number of odd triangular parcels of land were created. Boundary Street (Caswell Avenue) was the western limit and Brown Street the northern boundary of the town.

Two important decisions made in the first decade of the nineteenth century were to have a lasting influence on the development of the new town of Smithville. In 1804, the United States War Department decided to rebuild the dilapidated Fort Johnston. In so doing, it assured the continuing presence of the military in the town. Four years later, an act was passed by the General Assembly to move the Brunswick County Courthouse from Lockwood's Folly to Smithville. With the courthouse came the other offices of the county government. These two institutions helped mold the character of the town during the antebellum period.

A third significant development that influenced the character of the town was the emergence of the tourist trade. It was a latent feature present from the time when Joshua Potts sailed down from Wilmington in the early 1790s to take advantage of the salubrious climate. Only in the last decade before the Civil War did Smithville receive a large number of visitors. By the latter part of the fifties, it was the favorite resort of persons of wealth and refinement from Wilmington and other places for health and pleasure. It was in these years that popular hotels and boarding houses such as the Stuart House on the waterfront and the Carolina House flourished.

On the eve of the Civil War, the county seat had a little less than seven hundred inhabitants. Of this number, an overwhelming majority found their living connected in some way with the river and ocean. The leading occupation, as it was to continue to be until the early twentieth century, was that of river pilot. If a man was not a pilot, then he was either a pilot apprentice or seaman. There was a small number of fishermen, boat carpenters, and dock workers. Other occupations included carpenters, mechanics, lawyers, boarding house keepers, and merchants. A few soldiers, ministers, and county officers completed the list. Black slaves were employed as household servants or dock workers but were few in number.

Antebellum Smithville was not a wealthy town. Few planters had a secondary home in Smithville. River pilots could earn little money and during trade depressions, competition was always fierce. The few merchants in town supplied only the most basic goods. Without superfluous wealth, there was little need for fancy shops or special service trades. The county court only met four times a year and these were but a brief few weeks. The boarding homes did brisk business but there was too little else. The county jail seemed always to be filled but the boarders there asked for little and received much less. The military population was never large and for many years the fort would be virtually abandoned. Only during the long summer months of the tourist season was there some semblance of prosperous commercial activity. A few hotel keepers accumulated some capital but most of it was usually poured back into refurbishing their property. Smithville was not without its few well-to-do citizens or one or two fine two story houses on Bay Street, but by in large most of its inhabitants were of modest means.

Smithville survived the Civil War and Reconstruction without much social turmoil or economic disruption. In a town dependent on the sea and not the surrounding

agricultural fortunes, this was hardly surprising. During the war, many river pilots volunteered their services to the Confederacy as blockade runners. The intrepid courage of the blockade runner was admired but all too often, he lost either his ship, his life, or both. After the capture of the forts of the lower Cape Fear in January 1865, the citizens of Smithville found it prudent to surrender the town to the US Navy. After the war, a Freedman's Bureau was established in town to see to the affairs of the former slaves. Many blacks left their former plantations along the river and chose to settle in Smithville. By the turn of the century, two distinct black neighborhoods had been established, one in the northwestern part of town and a smaller one in the northeast section.

In the 1870s, work began on closing New Inlet. Once this task was completed, it was realized that the currents of the Cape Fear River would naturally create a deeper channel and an excellent harbor at Southport and further upriver. With this development, the future prospects of the town seemed bright indeed. Although the exaggerated enthusiasm over the new seaport described earlier was transient, the more modest achievements of the new city of Southport were of lasting significance. The outsiders who came to Southport brought with them two important things: money and business acumen. Real estate companies, insurance agencies, and a bank were established. By the last decade of the nineteenth century, a nascent commercial district was forming on East Moore Street. With a steady flow and accumulation of finance capital, several public improvements were undertaken throughout the town. With the possibility of securing loans very easily, homeowners began to make much needed additions to their old houses, or as it was becoming fashionable, to build an entirely new house on a much grander scale. Houses were being built in areas where there had been little more than swamp or forest. Whole new neighborhoods and subdivisions were developed. The face of Southport changes dramatically in the quarter of a century after 1887. Along the river front, several new docks appeared in response to the growing commercial importance of the fishing fleet. A coaling dock was erected at the foot of Rhett Street to service the numerous steam ships that anchored at Southport. New churches and a new school were built to minister to the needs of an expanding population. In 1890, there were 1,181 inhabitants in Southport, nearly double the population of thirty years before. Along with the newcomers from the Midwest, several Scandinavians and their families emigrated to Southport, giving the town something of a cosmopolitan atmosphere.

Through World War I and the early 1920s, Southport sustained a moderate growth rate. The great boom era faded slowly and finally ended with the Depression of the 1930s. Military activity in and around Southport during World War II encouraged the economic revival of the town. After the war, a building boom reminiscent of the late nineteenth century, created new suburbs outside the historic center of Southport. This upswing in economic activity was sponsored in part by the influx of a few large industries and the commercial development of nearby beaches. A severe challenge to the continued growth and development of the town emerged in the 1970s when the citizens of Brunswick County voted to relocate the county seat."

D. REGIONAL SETTING

The City of Southport is located in Brunswick County at the southernmost tip of North Carolina and is located in the Smithville Township. Map 1 depicts Southport's location and Brunswick County's townships. North Carolina Routes 211 and 87/133 provide access from Southport to US17, US74/76, US421, US117, and Interstate 40. The Port of Wilmington is located approximately 18 miles up the Cape Fear River from Southport. The Myrtle Beach resort area is approximately 50 miles southwest of Southport. Air transportation is approximately 30 miles at the Wilmington International Airport (ILM).

Transportation is discussed in greater detail in a latter section of this plan.

E. POPULATION, HOUSING AND ECONOMIC CONDITIONS

1. City of Southport Permanent Population

Due to Brunswick County's proximity to the coast, it has proven to be a popular destination for new residents over the past several years. Brunswick County ranked fourth in the state for total population growth (36.5%) between 1990-1999, behind Wake, Johnston, and Union counties. Brunswick County's net migration rate ranks first in the state at 33.5%. Net migration can be defined as new population moving into an area from other counties, states, etc. This figure serves as a more accurate indication of true population growth versus the population growth estimate, which takes into account natural increase (births minus deaths). Table 1 provides a snapshot of population growth for the state's ten fastest growing counties.

MAP 1 - REGIONAL LOCATION

Table 1
1999 Certified County Population Estimates

Counties	July 99	April 90	Growth		A90-J99	A90-J99	A90-J99	Net Migration	
	Estimate	Census	Number	%	Births	Deaths	Nat. Gr.	Estimate	%
Wake	592,218	426,311	165,907	38.9	72,744	26,176	46,568	119,339	28.0
Johnston	112,154	81,306	30,848	37.9	14,143	8,001	6,142	24,706	30.4
Union	115,344	84,210	31,134	37.0	15,051	6,512	8,539	22,595	26.8
Brunswick	69,577	50,985	18,592	36.5	6,830	5,317	1,513	17,079	33.5
Hoke	31,102	22,856	8,246	36.1	4,630	1,852	2,778	5,468	23.9
Pender	38,971	28,855	10,116	35.1	4,057	2,988	1,069	9,047	31.4
Currituck	17,496	13,736	3,760	27.4	1,705	1,372	333	3,427	24.9
Dare	28,918	22,746	6,172	27.1	2,815	1,769	1,046	5,126	22.5
Cabarrus	125,051	98,935	26,116	26.4	14,312	8,854	5,458	20,658	20.9
Iredell	117,804	93,205	24,599	26.4	13,653	8,848	4,805	19,794	21.2
North Carolina	7,650,699	6,632,448	1,018,251	15.4	968,736	586,190	382,546	635,705	9.6

Source: State Demographics, North Carolina Office of State Planning.

Roughly ten percent of Brunswick County's incorporated population lives within Southport. Southport has the second highest population in the county behind Oak Island. Oak Island was incorporated in 1999, due to a merger between Long Beach and Yaupon Beach. Although Southport has one of the highest municipal populations in the county, it experienced the lowest growth rate (12.3%) between 1990-1999. Table 2 presents the population distribution within Brunswick County. The figures for 1990 and earlier were taken from US Census reports. The 2000 population data are based on the preliminary 2000 U.S. Census.

Table 2
Brunswick County
Population Distribution

Municipality	1990	2000	% Change
Bald Head Island	78	173	121.8%
Belville	66	285	331.8%
Boiling Spring Lakes	1,650	2,972	80.1%
Bolivia	228	148	-35.1%
Calabash	179	711	297.2%
Carolina Shores*	1,031	1,482	43.7%
Caswell Beach	175	370	111.4%
Holden Beach	626	787	25.7%
Leland	1,801	1,938	7.6%

Table 2 (continued)

Municipality	1990	2000	% Change
Navassa	445	479	7.6%
Northwest*	611	671	9.8%
Oak Island**	4,550	6,571	44.4%
Ocean Isle Beach	523	426	-18.5%
St. James*	—	804	—
Sandy Creek	243	246	1.2%
Shalotte	1,073	1,381	28.7%
Southport	2,369	2,351	-0.8%
Sunset Beach	311	1,824	486.5%
Varnamtown	404	481	19.1%
Incorporated	16,363	24,100	47.3%
Unincorporated	34,622	49,043	41.7%
County Total	50,985	73,143	43.5%

*These municipalities have incorporated since the 1990 Census. The figure shown for 1990 is a Census separation count derived after incorporation and is not published in the 1990 Census reports.

**Incorporated July, 1999 following merger between Long Beach and Yaupon Beach.

Source: US Census Bureau.

2. Age Composition

Table 3 provides a breakdown of both the City of Southport and Brunswick County populations by age group. These estimates were taken from the 1990 US Census. According to the table, the fastest growing age group is the 65 and up bracket. Between 1980 and 1990, the number of individuals within this age bracket increased by 12.1%, compared to 5.4% for Brunswick County as a whole. This is a strong indicator that Southport is an increasingly desirable community for retirees. The largest age group within Southport, as well as Brunswick County, is between 19-44 indicating a strong working age population.

Table 3
City of Southport and Brunswick County
Population Characteristics by Age Group

Age Group	Percentage of Total Population					
	Southport			Brunswick County		
	1980	1990	1995	1980	1990	1995
0-4	4.7%	4.8%	4.9%	7.4%	6.4%	6.2%
5-18	24.4%	15.7%	9.8%	24.6%	18.5%	16.8%
19-44	31.8%	32.9%	33.5%	36.3%	36.1%	35.0%
45-64	21.4%	21.8%	22.0%	21.0%	24.4%	25.9%
65 and Up	17.7%	24.8%	29.8%	10.7%	14.6%	16.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: North Carolina State Data Center, Office of State Budget and Management; Holland Consulting Planners, Inc.

3. Racial and Gender Composition

Table 4 provides a breakdown of the percentage change in population by race and sex for Southport and Brunswick County. Since 1980, Southport's male population has decreased by 5.8% and the female population has increased by 5.8%. This increase makes the female population comprise roughly 57% of the total population. This trend can also be seen within the population for all of Brunswick County, but the shifts are not as drastic.

Over the past twenty years, there has also been a shift in the percentage of white and non-white population in Southport and Brunswick County. The racial composition of Southport compared with the county is very similar, although the non-white population is slightly higher within Southport. There has been a slight increase in the white population (2.3%) and a slight decrease in the non-white population (-2.3%) since 1980. The change in racial composition for Brunswick County was slightly more substantial, with an increase in white population of 4.8% and a decrease in non-white population of 2.3%.

Table 4
 City of Southport and Brunswick County
 Percentage Change in Population by Race and Sex

	Percentage of Total Population					
	Southport			Brunswick County		
	1980	1990	1995	1980	1990	1995
Male Population	48.4%	44.4%	42.6%	49.2%	48.7%	48.7%
Female Population	51.6%	55.6%	57.4%	50.8%	51.3%	51.3%
Total Population	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
White Population	72.1%	73.6%	74.4%	76.3%	81.0%	81.1%
Non-White Population	27.9%	26.4%	25.6%	23.7%	19.0%	18.9%
Total Population	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Sources: North Carolina State Data Center, Office of State Budget and Management; Holland Consulting Planners, Inc.

4. City of Southport Seasonal Population²

a. Introduction and Methodology

Although it is located close to several beach communities that experience major increases in population due to the annual influx of overnight tourists and seasonal occupants, Southport only experiences a moderate population increase during the summer months. Despite its distinct waterfront character, Southport appears more like inland Brunswick communities such as Shallotte and Bolivia than a beach community like Oak Island or Ocean Isle Beach in terms of seasonal/permanent housing and population characteristics.

The methodology used in this study will closely follow a demographic analysis of recreational population for the Albemarle-Pamlico region prepared by Paul D. Tschetter of East Carolina University in 1988. The advantage of the ECU analysis is that it relies on an extensive empirical enumeration of marine boat slips, motel rooms, and campgrounds in addition to private seasonal housing units. The study also includes an excellent approach to estimating average population by type of individual housing unit. For purposes of the ECU study (and this demographic analysis), "total seasonal housing units" includes 1) all single- and multi-family private housing units used by the overnight tourist population rather than the permanent population; 2) all motel/hotel rooms (including bed and breakfasts); 3) all seasonal and transient campground sites; and 4) all individual marina wet slips capable of docking boats of a size and

²This section does not address or include figures for "day-visitor" usage of Brunswick County recreational facilities, beaches, waters, and natural areas. Thus, the actual daytime seasonal population figures are significantly higher than those stated in this section. Accurate "day-visitor" data is not available.

type which can house people overnight. Marina facilities for fueling/repair only (no overnight dockage), and those that only dock commercial fishing boats, are excluded from the enumeration of seasonal housing units.

As in the ECU study, an enumeration of seasonal housing units was conducted to arrive at the totals presented in Table 5. The figures for marina boat slips, motel rooms, and campgrounds are up to date as of December, 2000. The figure utilized for the city's permanent population has been provided by the Office of State Planning and reflects the 1999 population. In addition, due to the lack of current data for private housing units, the figures from the 1990 U.S. Census have been substituted. Therefore, the figures provided in this plan for seasonal population and peak seasonal population may be slightly low for 2000 since any growth in private housing units from 1990-2000 and growth in the city's population from 1999-2000 have not been considered.

Table 5
City of Southport*
Seasonal, Permanent, and Total Peak Population, 2000

Housing Type	2000**		
	Number of Units	Persons Per Unit	Seasonal Population
Motel/Hotel	115	4	460
Campsites	0	0	0
Boat Slips	181	3.25[1]	588
Private Housing Units [2]	115	5	575
Total	411		1,623
Permanent Population	2,661		
Peak Seasonal Population	1,623		
Total Peak Population	4,284		

[1] Based on 85% occupancy rate. 100% used for all other categories.

[2] Includes units "vacant-held for occasional use" and "other vacant" as classified by the 1990 U.S. Census.

* The figures included in this table are based on the city's incorporated area and do not include the extraterritorial jurisdiction.

** The figures for Motel/Hotel, Campsites, and Boat Slips are current as of December, 2000. The most recent data available for Private Housing Units is 1990 and Permanent Population, 1999.

Source: 1990 U.S. Census; North Carolina Office of State Planning; Holland Consulting Planners, Inc.

b. Seasonal Population

Table 5 illustrates that the City of Southport has a total of 411 seasonal units, a peak seasonal population of 1,623, and a total peak 2000 population of 4,284. "Peak seasonal population" can be defined as the population that would be enumerated in all seasonal housing units if all of those units were occupied at full capacity, based on average assumed household

sizes for each type of unit (one exception is in marina boat slips where the ECU study suggests an occupancy rate of 85%). Although "peak seasonal population" is based on a number of variables, it is a very useful statistic for planning purposes, since it provides a logically derived summary of the possible total occupancy in seasonal units during peak overnight tourism periods (Memorial Day, Fourth of July, and Labor Day weekends). "Total peak population" is simply the sum of the permanent population and peak seasonal population.

c. **Day Visitors**

Southport does attract large numbers of day visitors during the spring and summer months, particularly on holiday weekends. These visitors place a temporary strain on law enforcement personnel and the local transportation system. The city's police department has estimated that on July 4, 2000, Southport attracted approximately 20,000 visitors. This figure does not include approximately 45,000 visitors present at the city's fireworks display.

5. Housing Characteristics

According to the U.S. Bureau of the Census, in 1990, there were 1,160 housing units located within the City of Southport. However, as previously discussed in the population section of this plan, the City of Southport does not agree with the data provided in the 1990 Census relating to Southport.

Southport's 1990 Land Use Plan included data on housing conditions provided by the Brunswick County Planning Department. This data indicated that Southport had 1,357 total housing units in 1988. Based on the fact that between 1988-90, there were 29 permits issued in Southport for new residential construction and 32 residential units demolished, it can be concluded that in 1990 there were a total of 1,354 total housing units in Southport.

In order to provide the most accurate portrayal of housing conditions in Southport, the data included in the following table has been slightly modified to reflect a total of 1,354 housing units.

Table 6 indicates that in 1990, Southport's housing stock consisted of 80% single-family dwellings, 16% multi-family, 1% mobile homes, and 3% other. The percentage of single-family units in Southport exceeded that of Brunswick County as a whole by approximately 21%.

Table 6
City of Southport and Brunswick County
Total Units by Structure Type, 1990

	City of Southport		Brunswick County	
Single detached unit	1,039	76%	20,472	55%
Single attached including row	55	4%	348	1%
2 to 4 units	174	13%	1,400	4%
5 to 9 units	29	2%	559	2%
10 to 19 units	14	1%	379	1%
20 to 49 units	0	0%	222	1%
50 units or more	0	0%	62	0%
Mobile home or trailer	8	1%	13,513	36%
Other*	35	3%	159	0%
Total Housing Units	1,354	100%	37,114	100%

*The other category includes identified non-conventional housing such as sheds or temporary shelters.
Source: 1990 U.S. Census and Holland Consulting Planners, Inc.

Table 7 shows that 200 or approximately 15% of Southport's total housing units were vacant in 1990. None of the vacant housing units were condominiums. Three percent (3%) of the city's housing stock was for seasonal, recreational, or occasional use.

Table 7
City of Southport and Brunswick County
Housing/Vacant Units, 1990

	City of Southport		Brunswick County	
Total Housing Units	1,354	---	37,114	---
Occupied	1,154	85%	20,069	54%
Owner occupied	809	60%	16,358	44%
Renter occupied	345	26%	3,711	10%
Vacant	200	15%	17,045	46%
Condominium	0	0%	1,190	3%
For rent	0	0%	307	1%
For sale only	0	0%	49	0%
For seasonal, recreational, or occasional use	0	0%	813	2%
All other vacants	0	0%	21	0%
Not a condominium	200	15%	15,855	43%
For rent	50	4%	1,535	4%
For sale only	15	1%	716	2%
For seasonal, recreational, or occasional use	34	3%	11,924	32%
All other vacants	101	7%	1,680	5%

Source: 1990 U.S. Census and Holland Consulting Planners, Inc.

Approximately 30% of the total housing units in Southport were constructed between 1970 and 1979. Forty-nine percent (49%) of the city's housing stock was 28 years of age or older in 1990. In addition, only 9% of Southport's housing stock was less than 5 years of age in 1990 compared to 25% for the county as a whole. Table 8 provides a summary of housing unit age for Southport and Brunswick County.

While much of the city's older housing is well preserved and maintained, the city does have several areas requiring redevelopment and/or rehabilitation in order to restore neighborhood quality and increase property value. These areas have been primarily defined through the city's ongoing community development effort. Most of the deteriorated housing throughout the city is occupied by low-income households who are retired or unemployed and subsist on fixed incomes.

Table 8
City of Southport and Brunswick County
Year Structure Built, 1990

	City of Southport		Brunswick County	
1989 to March 1990	22	2%	1,633	4%
1985 to 1988	96	7%	7,867	21%
1980 to 1984	166	12%	8,102	22%
1970 to 1979	406	30%	10,680	29%
1960 to 1969	162	12%	4,477	12%
1950 to 1959	203	15%	2,264	6%
1940 to 1949	86	6%	1,154	3%
1939 or earlier	213	16%	937	3%
Total Housing Units	1,354	100%	37,114	100%

Source: 1990 U.S. Census and Holland Consulting Planners, Inc.

The median value of owner occupied housing units in Southport (\$70,600) is nearly identical to that of Brunswick County (\$70,400) as a whole. In addition, Table 9 indicates that approximately 76% of Southport's owner occupied housing units were valued at less than \$100,000 in 1990.

Table 9
City of Southport and Brunswick County
Value of Owner Occupied Housing Units, 1990

	City of Southport		Brunswick County	
Less than \$15,000	15	2%	360	4%
\$15,000-\$34,999	64	9%	943	10%
\$35,000-\$59,999	229	31%	2,398	25%
\$60,000-\$99,999	253	34%	3,297	35%
\$100,000-\$149,999	85	12%	1,518	16%
\$150,000-\$199,999	34	5%	542	6%
\$200,000-\$249,999	33	4%	135	1%
\$250,000 or more	22	3%	217	3%
Total Housing Units	735	100%	9,410	100%
Median Value	\$70,600		\$70,400	

Source: 1990 U.S. Census and Holland Consulting Planners, Inc.

Between 1997 and 2000, 131 building permits were issued for new construction. As a result, in December 2000, there were approximately 1,519 housing units in Southport.

6. Economy

There are no sources of economic data for the City of Southport more recent than the 1990 US Census. Therefore, a significant portion of this section has been taken from the City of Southport 1997 Land Use Plan. Where available, more recent data has been provided.

a. Regional Economy

Over the past ten years, the state of Brunswick County's economy may be described as better than average when compared to the economies of all of the state's counties. According to the Economic Development Yearbook for North Carolina, produced by Problem-Solving Research, Inc., Brunswick County received a rank of 41st out of 100 North Carolina counties in terms of economic growth and development between the years 1986-1996. The following provides a summary, as stated in the Economic Development Yearbook, of the methodology used to arrive at the composite rankings found in Table 10.

The Composite Rankings were created to compare the characteristics of growth between the 100 counties in North Carolina. Three rankings are provided. The one year ranking provides a short term picture of growth. It consists of an overview of the present health of the county coupled with the county's 1994-1995 economic performance. The five year ranking provides a mid-term view of economic development. Like the one year ranking, it assesses the present health of the county but couples the assessment with the county's

1991-1996 economic variation. The ten year index provides a long-term view of growth. This final measure assesses the present health of the county with the county's 1986-1996 growth and development.

The Composite Ranking of Economic Development is a broadly defined measure of relative economic well-being. Its construction has two major parts. First, it is composed of four measures that describe the economic health of an area at a particular point in time. Each of these components provides a unique gauge of the county's most recent annual economic health. Second, the ranking is composed of five measures of economic change. Thus, the Composite Ranking considers the present well-being of the county *and* how the local economy has improved from one point to the next.

The nine components of the Composite Ranking are arranged according to five general areas:

ABILITY TO CREATE JOBS

- Change in Employment measures the area's ability to create jobs.

ABILITY TO EARN AN ADEQUATE INCOME

- Per Capita Income measures the level of income from the wages & salaries and other forms of income generating activity (such as investments and owner profit).
- Change in Per Capita Income demonstrates the increase in income between two points in time. Although this measure is correlated with the growth in jobs, a pace of change in per capita income that lags the pace of job growth implies that the area is adding lower paying jobs.

ABILITY TO KEEP THE LOCAL LABOR FORCE EMPLOYED

- Unemployment Rate measures the percentage of the population that is willing to work but is unable to obtain employment.
- Change in the Unemployment Rate measures the improvement in an individual's ability to find work from one period to the next.

ABILITY TO ATTRACT INCOME FROM OTHER REGIONS

- Per Capita Retail Sales measures the ability of an area to attract persons to a county to shop and play, thereby demonstrating the regional importance of a local area.
- Change in Per Capita Retail Sales measures how the relative attractiveness of an area for shopping and play has changed over time.

ABILITY TO REDUCE POVERTY

- Per Capita Food Stamp Recipients serves as a proxy for a poverty index. It shows the relative number of persons that are unable to adequately support themselves or their families.
- Change in Per Capita Food Stamp Recipients shows how the level of poverty has changed over time.

The Composite Rankings are created by assigning equal weights to the nine components of development. First, the measure's nine components are computed for each county in

North Carolina. Second, within each component the counties are ranked from most positive to most negative and assigned a ranking from 1 to 100. The average of the nine rankings is tabulated and ranked from top to bottom. The Composite Ranking is this final result."

The composite rankings for the twenty Coastal Area Management Act (CAMA) regulated counties, as found in the Economic Development Yearbook, have been included in Table 10.

Table 10
CAMA Regulated Counties
One, Five, and Ten-Year Composite Rankings of Economic Development

	One-Year 1994-1995		Five-Year 1991-1996		Ten-Year 1986-1996	
	State Rank	CAMA Rank	State Rank	CAMA Rank	State Rank	CAMA Rank
Beaufort	53	11	88	16	88	17
Bertie	94	20	93	20	97	20
Brunswick	19	4	58	9	41	6
Camden	77	16	79	13	79	13
Carteret	9	2	23	2	29	4
Chowan	88	19	91	19	91	19
Craven	19	5	56	8	69	12
Currituck	14	3	21	1	33	5
Dare	31	7	31	4	23	3
Gates	66	13	82	15	53	8
Hertford	86	18	74	11	85	15
Hyde	74	15	89	17	63	10
New Hanover	1	1	23	3	8	1
Onslow	35	9	48	6	83	14
Pamlico	72	14	79	14	54	9
Pasquotank	33	8	76	12	87	16
Pender	27	6	41	5	28	2
Perquimans	41	10	48	7	66	11
Tyrrell	56	12	68	10	48	7
Washington	83	17	90	18	90	18

Note: State rank out of 100 total counties and CAMA rank out of 20 total counties.

Source: Economic Development Yearbook for North Carolina, 1997.

The status of Brunswick County's economy fares much more favorably when compared to the economics of the twenty CAMA regulated counties rather than the economies of all of the

counties within the entire state. Out of the three periods included in Table 10, Brunswick County received its highest ranking for the one-year period 1994-1995.

b. Brunswick County Economy and Employment

Brunswick County's changes in wages between 1997-1998, 1997 per capita income, and 1998 average annual wage trailed those of North Carolina as a whole. Brunswick County's 1997 business failure rate, 1997 new business rate, and 1998 unemployment rate exceeded those experienced by North Carolina as a whole. Table 11 provides a summary of economic conditions in the county.

**Table 11
Brunswick County
Economic Conditions**

Indicator	Years	Brunswick County	North Carolina
Real Wages Change	1997-1998	1.8%	3.3%
Business Failure Rate	1997	15.9%	13.9%
New Business Rate	1997	17.2%	15.1%
Unemployment Rate	1998	5.3%	3.5%
Per Capita Income	1997	\$17,978	\$20,217
Average Annual Wage	1998	\$24,804	\$25,902

Cash Receipts from Agriculture, 1997

Category	County Per Capita	State Per Capita	% of County Total	% of State Total
Crops, Total	\$276	\$465	50.1%	42.2%
Livestock, Dairy, and Poultry	\$270	\$626	49.0%	56.8%
Total Farm Income	\$551	\$1,102	100.0%	100.0%

Travel and Tourism, 1997

Indicator	Total	Per Capita	County Score
Travel Spending	\$194,570,000	\$3,004	7
Travel Wages	\$42,360,000	\$654	9
Travel Employment	3,500	54.0 (per 1,000 people)	9

Source: North Carolina Department of Commerce.

Brunswick County's labor force is highly concentrated in retail trade which comprises 22% of total employment. The government (18%), services (17.2%), and manufacturing (13.4%) employment sectors also employ large segments of the county's labor force. Table 12 provides employment and wages by sector for Brunswick County.

Table 12
Brunswick County
Employment and Wages

Sector	1998 Employment	% of Cnty Emp	% of NC Emp	97-98 % Chg Cnty Emp	97-98 % Chg NC Emp	98 Annual Avg Wage	% of NC Avg Wage
Agriculture	277	1.4%	1.3%	1.5%	7.2%	\$16,765	92.7%
Construction	1,873	9.2%	5.6%	1.0%	8.7%	\$20,590	77.4%
Finan/Ins/Real Est	1,635	8.1%	4.5%	3.7%	6.8%	\$19,458	51.0%
Government	3,640	18.0%	15.4%	6.1%	2.9%	\$24,923	90.3%
Manufacturing	2,720	13.4%	23.0%	3.2%	-1.1%	\$39,132	125.7%
Services	3,485	17.2%	22.3%	3.8%	6.1%	\$18,010	72.6%
Wholesale Trade	256	1.3%	5.1%	-12.0%	4.6%	\$21,093	58.5%
Retail Trade	4,458	22.0%	18.0%	3.4%	3.2%	\$12,419	82.7%
Trans/Comm/Pub Util	1,910	9.4%	4.6%	-11.2%	2.1%	\$42,879	118.9%
Total	20,265	100.0%	100.0%	1.9%	3.3%	\$23,860	89.5%

Source: North Carolina Department of Commerce.

The significance of the county's retail trade sector is further evidenced by Table 13 which provides retail sales by month for the years 1994, 1996, and 1998. As anticipated, July and August are the most profitable months for retail sales in the county.

Table 13
Brunswick County
Retail Sales

	1994	1996	1998
January	\$28,568,438	\$35,711,833	\$48,530,471
February	\$26,886,388	\$35,254,116	\$38,730,852
March	\$31,541,308	\$25,233,767	\$41,195,973
April	\$33,721,099	\$47,925,984	\$55,757,299
May	\$43,365,507	\$47,888,462	\$60,529,597
June	\$44,419,307	\$55,526,289	\$61,217,428
July	\$52,387,556	\$65,529,608	\$78,827,064
August	\$60,227,477	\$71,687,615	\$77,973,969
September	\$47,571,209	\$59,707,772	\$76,416,064

Table 13 (continued)

	1994	1996	1998
October	\$42,231,173	\$45,931,550	\$62,701,214
November	\$38,991,607	\$51,281,701	\$56,634,923
December	\$32,669,798	\$43,921,760	\$48,583,230

Source: Brunswick County Economic Development Commission (BCEDC).

As previously discussed, in 1998, Brunswick County's workforce consisted of 20,265 persons. The largest employer in the county is the Brunswick County Board of Education followed by DuPont and Carolina Power & Light. Table 14 provides the top 10 employers in Brunswick County.

Table 14
Brunswick County
Top Ten Employers

Employer	Number of Employees
Brunswick County Board of Education	1,300
E.I. DuPont De Nemours and Company, Inc.	1,100
Carolina Power & Light Company	1,000
Brunswick County	667
Brunswick Community Hospital	300
Sunny Point Military Terminal	300
Dosher Memorial Hospital	200
Victaulic Company of America	185
Archer Daniels Midland Company	165
Armada, Inc.	120

Source: BCEDC.

The following provides a summary of strengths and weaknesses which influence the county's economy.

Strengths	Weaknesses
Available industrial park sites with utilities	Location/transportation access
Large available labor force	Limited water and sewer distribution system
Modern industrial training center	Poor public education system
Moderate tax rates	
High quality of life	

c. Local Economy

As indicated in Table 15, median per capita income in Southport ranged well above the Brunswick County median, and close to the North Carolina median, in 1985 and 1990.

Table 15
City of Southport, Brunswick County, and North Carolina
Median Per Capita Income, 1985-1990

	1985	1990
City of Southport	\$9,303	\$12,821
Brunswick County	\$8,169	\$11,688
North Carolina	\$9,517	\$12,885

Source: U.S. Bureau of the Census.

The higher per capita income in Southport compared to Brunswick County is indicative of the fact that many government personnel, skilled industry employees, teachers, other professionals, and self-employed businessmen reside in the city. A very small percentage (6%) of individuals enumerated in the 1990 census for Southport worked in semi-skilled manufacturing jobs, approximately 25% worked in professional and related services. Table 16 provides a summary of employment by occupation for the years 1980 and 1990.

Table 16
City of Southport
Employed Persons 16 Years and Older By Industry, 1980 and 1990

Occupation	% Employed 1980	% Employed 1990
Agriculture, forestry, mining	0%	0%
Construction	8%	1%
Manufacturing:		
Nondurable goods	6%	2%
Durable goods	0%	4%
Transportation	2%	1%
Communication, other public utilities	13%	15%
Wholesale trade	2%	2%
Retail trade	16%	17%
Finance, insurance, and real estate	5%	8%
Business and repair services	3%	4%
Personal, entertainment, and recreational services	7%	8%

Table 16 (continued)

Occupation	% Employed 1980	% Employed 1990
Professional and related services:		
Health services	8%	11%
Educational services	10%	9%
Other professional and related services	4%	5%
Public Administration	12%	11%
Fishing	*5%	**2%
Total Employed	100%	100%

* The 1980 U.S. Census survey did not provide a count of those employed in the fishing industry. However, based upon local estimates, approximately 5% of Southport's employed persons work in the fishing industry. City officials felt that the number of persons employed in educational services occupations as reported by the Census was high; thus, this figure was reduced to show 5% in the fishing industry category.

** It should be noted that this table includes only insured employment. Much of the employment in the commercial fishing occupation is not reported and not reflected in this percentage. In addition, this percentage does not take into consideration persons employed on-shore in fishing-related activities.

Source: 1990 Southport Land Use Plan and 1990 U.S. Census.

Higher incomes stemming from the status of Southport as a "bedroom community" for industry-related professionals and skilled employees, and teachers and government personnel, has several effects on the local economy. First, housing costs and the general cost of living have tended to be higher in Southport than in most of Brunswick County in recent years. This has placed a burden on those living on fixed incomes. It has also restricted in-migration by young non-professional couples and single wage earners, and contributed to the net reduction of the black population in the city. Both of these demographic trends were discussed in the population section.

The City of Southport's economy is also highly reliant on tourism as evidenced by the high percentage of individuals employed in the retail trade occupational sectors (17%). In addition, the number of people visiting the Southport 2000 Visitor Center provides a good indicator of the impact of tourism on the city. Between 1998 and 2000, visitors to the Visitor's Center increased 29%. The following provides a brief summary of visitation at the Center: 1997 - 24,462 visitors (10-month period); 1998 - 42,387 visitors; 1999 - 44,436 visitors; and 2000 - 54,864 visitors. Furthermore, the city's police department estimated that on July 4, 2000, Southport attracted approximately 20,000 visitors (this figure does not include those present for the fireworks display). Although there are no figures available indicating approximately how many dollars are brought into the city as a result of tourism, based on retail trade employment and visitation data, it is known to be extremely significant. The City of Southport views tourism as an important contributor to the local economy and supports continued development of the tourist industry.

Positive economic results of higher per capita income and a generally "white collar" working population in Southport include low unemployment, a stable municipal tax base, and the preservation of a quiet, residential way of life. Many contemporary urban problems such as a high crime rate, decay of the central business district, and increasing poverty and housing deterioration in low-income, minority areas are not as prevalent in Southport as in many similarly-sized eastern North Carolina cities. Additionally, the city has been able to directly address its more pressing urban problems largely because of its stable tax base and generally well-educated labor force. (Based on 1990 census data, 48% of Southport's over-25 population had attended at least one year of college.)

The number of individuals below poverty level is an important indicator of the economic health of a community. The table below defines poverty status for individuals in Southport in 1990.

Table 17
City of Southport
Poverty Status, 1980 and 1990*

Income Level	1980	1990
Income below 75% of poverty level	166 (6.1%)	192 (8.5%)
Income between 75% and 124% of poverty level	372 (13.7%)	178 (7.8%)
Income between 125% and 149% of poverty level	103 (3.8%)	122 (5.4%)
Income between 150% and 199% of poverty level	292 (10.8%)	148 (6.5%)
Income 200% of poverty level and above	1,777(66.6%)	1,630 (71.8%)
Total enumerated by poverty status	2,710 (100%)	2,270 (100%)

*For a family of four, the U.S. poverty level is \$17,463.
Source: 1990 Southport Land Use Plan and 1990 U.S. Census.

Table 17 indicates that, despite the relatively high percentage of individuals in Southport living in households with incomes considerably above the poverty level, a considerable number of individuals are still living in poverty. The percentage of non-white population below the poverty level (24%) was much higher than the percentage of whites below the poverty level (9%) in 1990 (Source: 1990 U. S. Census).

Social programs and community redevelopment efforts continue to improve living conditions for Southport's lower-income populace. However, improving the economic well-being of the hard-core unemployed in Southport has been a difficult problem due to the lack of local farming and manufacturing industry capable of sustaining an unskilled available work force. Table 18 provides a summary of manufacturing firms located within Southport's planning jurisdiction.

Table 18
City of Southport and Surrounding Area
Major Manufacturing Firms, 2000

Firm	Address	Established	Product	Employees
Cogentrix Carolina Leasing	P.O. Box 10836 Southport, NC 28461	1987	Cogeneration Plant	10
Archer Daniels Midland Company	P.O. Box 10640 Southport, NC 28461	1976	Citric Acid, Beet Molasses, Lime, and Perlite	165
Godwin Concrete Company, Inc.	1619 Howe Street Southport, NC 28461		Ready-Mix Concrete	5
Carolina Power & Light Company	P.O. Box 10429 Southport, NC 28461	1971	Electric Power Generation, Transmission, and Distribution	1,000
Sea Way Printing	4130 Long Beach Rd. Southport, NC 28461	1958	Commercial Printing	6
Caroon Crab Company, Inc. (ETJ)	8249 River Road Southport, NC 28461	1965	Crab Meat, Deviled Crabs, Crabs & Fish, Fillet Fish, and Crab Cakes	36
State Port Pilot	105 S. Howe Street Southport, NC 28461	1928	Newspaper and Newsprint	12

Source: Brunswick County Economic Development Commission.

F. EXISTING LAND USE

Land use within Southport's planning jurisdiction continues to be dominated by single-family residential uses. However, since 1998, there has been significant commercial development. Concentrations of commercial development are located in the central business district, along Howe Street, around the intersection of NC 87 and NC 211, and marine-related commercial uses in the State Ports Authority small boat harbor area. A few examples of the commercial construction that has taken place include the Wal-Mart Plaza, Kerr Drugs, and Southport Mercantile.

Table 19 provides an analysis of land uses by category for Southport and its extraterritorial jurisdiction. Map 2 illustrates existing land use in Southport. This data was obtained via a windshield survey conducted in September, 2000.

Map 2 - EXISTING LAND USE

Table 19
 City of Southport
 Existing Land Uses, September 2000

extra territorial jurisdiction area.

	Acres		Total Planning Jurisdiction
	City	ETJ	
Developed:			
Commercial	79.4	31.7	111.1 - 3.3 ✓
Commercial-Water Dependent	44.8	0.0	44.8 - 1.3 ✓
Multi-Family Residential	51.0	11.6	62.6 - 1.8 ✓
Public & Institutional	57.2	3.9	61.1 - 1.8 ✓
Parks & Open Space	99.2	3.6	102.8 - 3.0 ✓
Transportation & Utility	272.8	191.5	464.3 - 13.7 ✓
Single-Family Residential	395.1	151.2	546.3 - 14.1 ✓
Industrial	0.0	124.9	124.9 - 3.7 ✓
Subtotal Developed	999.5	518.4	1,517.9
Vacant	530.5	1,348.0	1,878.5
Total	1,530.0	1,866.4	3,396.4

NOTE: The acreage estimates provided were derived using a Geographic Information System. This is the first time that land use estimates have been calculated for Southport in this fashion. Therefore, it is not possible to compare these estimates to those included in previous land use plans.

Source: Holland Consulting Planners, Inc.

Approximately 45% of Southport's planning jurisdiction is developed. As a result, there are 1,878.5 acres in the planning jurisdiction that are vacant and potentially suitable for development. It cannot be assumed that all of the remaining vacant land in Southport is developable due to the presence of 404 wetlands.

Out of the total developed acreage (999.5) in Southport's incorporated area, approximately 40% is single-family residential; 27% transportation and utility; 8% commercial; 6% public and institutional; and 20% commercial-water dependent, parks and open space, and multi-family residential combined.

1. Annexation

Since 1998, the City of Southport has annexed approximately 190 acres. Annexation has occurred to the northeast between East Leonard Street and Old River Road, north of Ferry Road, near the intersection of NC 211/Howe Street and NC 133, and along Robert Ruark Drive. All of the annexations near the NC 211/NC 133 intersection have been satellite annexations, one being the 31.7 acre Wal-Mart Plaza area. Out of the 190 acres that have been annexed, approximately 84 acres are zoned C-2, 48 acres are zoned R-1, <1 acre is zoned RA-20, 48 acres are zoned R-2, and 9 acres are zoned OS. All of these areas were undeveloped when annexed and, therefore, did not produce an immediate population increase for the city. However, as areas zoned for R-1 and R-2 uses are subdivided, opportunities for residential development and associated population increase will arise.

2. Urban and Developed Land

a. Residential

A few of the major subdivisions in Southport include Smithville Woods (located in ETJ), Indigo Plantation, Harbor Oaks, Forest Oaks, River Landing, Old Southport, and Turtlewood. Old Southport and Turtlewood are the city's newest subdivisions and, at the time this plan was drafted, had not been developed. However, these subdivisions will accommodate some of the city's residential growth in the not too distant future.

In December 2000, there were approximately 1,500 housing units in Southport's corporate limits occupying approximately 420 acres. As a result, there was approximately 0.28 acres developed for each housing unit in Southport. Within the ETJ area, the most significant concentration of single-family residential development has occurred in Smithville Woods. Indigo Plantation, Forest Oaks, Harbor Oaks, and River Landing have experienced the most significant single-family residential growth within the incorporated area of Southport.

Between January 1996 and November 2000, there were 137 residential housing units permitted in Southport's planning jurisdiction. The average cost per housing unit during this 5-year period was \$122,184. The busiest year during the period of record was 1998 when 47 housing units were permitted. Table 20 provides a summary of residential and commercial building permit activity between 1996-2000.

**Table 20
City of Southport
Building Permit Activity***

Year	Residential		Commercial	
	Number of Permits	Dollar Amount	Number of Permits	Dollar Amount
1996	6	\$793,232	0	\$0
1997	18	\$2,034,161	2	\$342,500
1998	47	\$6,222,890	2	\$312,000
1999	41	\$4,812,765	17	\$12,984,460
2000	28	\$2,876,155	6	\$1,712,150
Total	137		27	

*Represents all building permit activity in excess of \$50,000.

Source: City of Southport.

There are approximately 47 acres of multi-family residential development in Southport's planning jurisdiction of which 52% is located within the incorporated area. The most recent multi-family development is the Village at Southport.

Single-family residential usage within the city's incorporated area has benefitted greatly from Community Development comprehensive revitalization projects. The neighborhoods containing the units are more stable as a result of these improvements. However, substandard housing conditions continue to exist along Lord Street and portions of northwest Rhett Street.

The Southport Historic District, as recorded in the National Register, extends from the Cape Fear River at Kingsley Street west to the boat basin and northwest to West Street. The area contains approximately 100 homes, the majority of which have some historic and architectural significance. The area remains primarily intact, not having suffered many intrusions from new residential or commercial developments.

b. Commercial

There is a total of 155 acres of commercial development in Southport's planning jurisdiction. However, commercial development in Southport can be separated into that which is water dependent and that which is not. Water dependent commercial uses occupy 45 acres and non-water dependent commercial uses occupy 110 acres. All water dependent commercial uses are located within the incorporated area of Southport.

As previously discussed, commercial development is concentrated in the central business district, along Howe Street, and at the NC211/NC87 intersection. Map 3 provides the boundaries of the city's Central Business District (CBD). Historically, this area served as the core of the city and the center for social and economic activity. This area should not be confused with the city's C-1 Central Business Zoning District which extends north along Howe Street to the West 10th Street intersection.

As early as 1979, the city began to focus on downtown redevelopment through preparation of the Southport Downtown and Waterfront Revitalization Plan. The 1985 Land Use Plan re-emphasized the need for central business district revitalization. Since 1985, the emphasis has been continued by the Southport Economic Development Commission. The city's commitment toward downtown revitalization has greatly improved its appearance. As a result, the city is attracting more and more visitors to its downtown each year. The city will continue to implement its revitalization plans to ensure the continued success of its "reborn" CBD.

Another land use issue relevant to commercial zoning is the fact that there is no zoning district which caters specifically to office uses. Office uses are permitted in all three of the city's commercial zoning districts. Office uses commonly serve as a buffer between commercial and residential areas. This practice is difficult to accomplish in Southport because a separate office district does not exist.

Commercial activity in Southport's planning jurisdiction has accelerated in recent years. As previously provided in Table 20, there were 27 building permits issued for commercial development during the past five years. Twenty-three (23) of these permits were issued during the last two years (1999-2000). Southport's greatest challenge during the next five years may be providing for orderly, well planned commercial development, in the right amount and in the right locations. Southport should also be sensitive to existing residential development by discouraging the infringement of commercial uses into these areas.

c. Industrial

Industrial development within the Southport planning jurisdiction has been extremely limited. Currently, within the city's incorporated area, no land is zoned for industrial usage. However, the extraterritorial area includes some industrial zoning and industrial development. Archer Daniels Midland Company, formerly Pfizer, Inc., has been located on North Moore Street Extension since the 1970s and processes citric acid for commercial usage. The plant employs approximately 165 people.

Map 3 - CBD district

Since 1985, a second industry has located within the extraterritorial area. Cogentrix is located on Leonard Street opposite the Archer Daniels property. The plant is a cogeneration facility that sells steam to the Archer Daniels Midland Company and electricity to Carolina Power & Light. A portion of the CP&L property is located on the northern edge of the city's ETJ. These two plants are the most significant in terms of physical size and occupy approximately 125 acres within the city's extraterritorial area.

The City of Southport does not anticipate significant industrial development to occur in the immediate future. Therefore, there is no demand at the present time to expand areas currently zoned for industrial uses or to address industrial related land use issues. However, careful planning will be required to prevent land use conflicts as residential development encroaches on established industries.

d. Public and Institutional

There have been no major changes in institutional land use within the City of Southport or its extraterritorial area since 1997. However, the Doshier Memorial Hospital has undergone several expansions adjacent to its existing site on Howe Street and the Southport Community Building was constructed at 223 East Bay Street. There are currently 66 acres of public institutional land uses within Southport's planning area. Approximately 94% of the total acres developed for public and institutional uses are located within the incorporated area of Southport. It should be noted that the Southport-Fort Fisher Ferry Landing is included within the institutional land use category.

e. Transportation/Public Utilities

This category includes all roadways, utility holdings, city-owned services such as water and sewer lines, and electric utility systems. The most significant change in transportation/utilities acreage in recent years was due to the construction of the new Bald Head Island Ferry Terminal, occupying approximately 25 acres. This acreage was not included in the Institutional Land Use category because it is privately-owned and operated. As a result, there are currently approximately 273 acres developed for transportation/utility usage within the city's incorporated area. An additional 131 acres are located within the city's ETJ.

A significant land use issue relevant to transportation is the provision of right-of-way easements necessary to carry out the completion of the city's Thoroughfare Plan. As vacant areas are developed, opportunities for new thoroughfares are diminished.

f. Vacant Land

Presently, vacant land occupies approximately 42% of the city's incorporated area and 72% of the city's ETJ. Approximately 1,979 acres within the city's planning jurisdiction are vacant. However, due to development constraints such as the presence of 404 wetlands, all of the remaining vacant land cannot be assumed to be developable.

3. Land Use Compatibility Analysis

The City of Southport is beginning to experience a steady increase in development city-wide. A side effect of rapid land development in any area is increased land use conflict. A land use conflict may be defined as adjacent parcels of land where the development of one lot adversely impacts the other. For example, a residential subdivision beside an industrial plant or a school beside a major highway would both have the potential to create land use conflicts. The main reason Southport has not experienced significant problems from unplanned development is that the city's "small town" relaxed and friendly atmosphere has kept conflicts to a minimum. However, as development continues in Southport and the population increases, land use conflicts may become an increasingly significant issue for the city. The following provides a summary of these issues:

a. Preservation of Established Residential Areas vs. Commercial Development

Particularly along the Lord Street corridor, there has been increasing pressure to re-zone from residential to commercial districts. Commercial infringement into established residential neighborhoods can damage the appearance of the neighborhood, diminish community pride, and cause unsafe traffic conditions for both motorists and pedestrians. Re-zoning adjacent to residential uses, particularly those in conflict with the future land use map contained in this plan, should be done with great caution.

b. Protection of Water Quality (Surface Water and Groundwater) as Development Increases

A major concern of any municipality as increasing growth begins to take place is maintaining the quality of the area's water resources. This concern addresses both the preservation of existing surface waters as well as groundwater supply. As development continues to progress, a variety of issues will begin to play a role in affecting the water quality. If the county allows industries which do not operate using environmentally conscious production measures then a decline in water quality could take place. Another concern which will have an impact on surface water is pollution stemming from runoff. Development increases impervious surface coverage which decreases the land area available for rainwater infiltration, and increases the degree and volume of runoff into streams, lakes, and rivers. This runoff often carries pollutants. High density residential development can pollute surrounding bodies of surface water from the runoff of fertilizers and pesticides.

c. Preservation of Open Space

Southport has always existed as a small city with beautiful vistas, a sense of community, and significant amounts of open space. Maintaining character and open space are definitely concerns that exist and will continue to be significant issues as development pressures continue. It will be difficult to address these issues in certain parts of Southport where commercial growth will be focused. Certain measures can be taken to structure this growth so that the atmosphere of the city is maintained. One method of shaping development to achieve this goal is concentrating commercial and industrial development in specific areas and requiring on-site natural buffers during subdivision review process. In addition, the city can consider providing land dedication requirements in its subdivision ordinance to preserve open space. Areas which may be unsuitable for development such as 404 wetlands, floodplains, and natural heritage areas also present opportunities for the preservation of open space. These areas which may be unsuitable for development are discussed further in the Development Constraints: Land Suitability section of this plan. Finally, the city could pursue the development of a landscape ordinance that would include buffer requirements, tree and vista preservation/protection, and vegetative requirements. In the coming years, Southport may not be able to maintain the degree of open space and forested areas that residents are accustomed to, but measures can be taken to maintain the character of the city.

4. Basinwide Water Quality Management

The North Carolina Division of Water Quality has initiated a basinwide approach to state water quality management. The overall goal of basinwide management is to develop consistent and effective long range water quality management strategies that protect the quality and intended uses of North Carolina's surface waters while accommodating population increases and economic growth.

Basinwide management is not a new regulatory program. Rather, it is a watershed-based management approach which features basinwide permitting of discharges, integration of existing point and nonpoint source regulatory programs, and preparation of basinwide water quality management plans for each of the state's 17 river basins. Plans will be updated at five year intervals.

The purpose of the basinwide management plan is to communicate to policy makers, the regulated community, and the general public, the state's rationale, approaches, and long-term strategies for each basin. In general, this process involves the following five major phases of development:

- Collecting pertinent water quality and related information,
- Analyzing the information and targeting problem areas,
- Developing management strategies,
- Circulating a draft plan for public review and comment, and

-- Finalizing the plan.

Eight of North Carolina's major river basins cross the coastal area: Lumber, Cape Fear, White Oak, Neuse, Tar-Pamlico, Roanoke, Chowan, and Pasquotank. The Division of Water Quality has further subdivided these basins into smaller "sub-basins," which are currently used as the foundation for their basinwide water quality plans. Even smaller watersheds were recently delineated for the entire state by the USDA Natural Resources Conservation Service. These watersheds are referred to as "14-digit hydrologic units" (because of the unique 14-digit code assigned to each watershed) or simply "small watersheds." These small watersheds generally range in size from 5,000 to 50,000 acres.

Brunswick County includes two separate river basins (Cape Fear and Lumber) and three separate sub-basins (03-06-17, 03-07-57, and 03-07-59). Each sub-basin is further divided into several small watersheds. The City of Southport's planning jurisdiction is located entirely within the Cape Fear River basin, sub-basin 03-06-17, and small watershed 03030005070010. The Cape Fear basinwide management plan was completed in 1995.

The long-range basinwide management goal is to provide a means of addressing the complex problem of planning for reasonable economic growth while protecting and/or restoring the quality and intended uses of the Cape Fear Basin's surface waters.

In striving towards the long-range goal stated above, the Division of Water Quality's highest priority near-term goals will be the following:

- Identify and restore the most seriously impaired waters in the basin;
- Protect those waters known to be of the highest quality or supporting biological communities of special importance;
- Manage problem pollutants, particularly nutrients, biological oxygen demand and sediment and fecal coliform, in order to correct existing water quality problems and to ensure protection of those waters currently supporting their uses.

Because the City of Southport and its ETJ are located entirely within small watershed 03030005070010, a map illustrating the watershed boundary is not necessary.

5. Existing Land Use Issues

The City of Southport has maintained a comprehensive planning program in both the city's corporate limits and the extraterritorial jurisdiction area. This has included careful administration of the city's zoning and subdivision regulations. As a result, many land use problems confronting municipalities have been averted. However, the city is currently working with a Subdivision Ordinance which has not been updated in over ten years and a Zoning Ordinance which was adopted in 1973. Combined with the fact that development pressures are greater than ever, there is a need to address several land use related issues.

Through citizen participation and input from Board of Aldermen and Planning Board members, the following prioritized list of the city's top ten land use issues has been developed. A comprehensive list of all the issues identified during the development of this plan is provided in Appendix II.

<u>Rank</u>	<u>Issue</u>
1	Preserve city's character
2	Careful gateway plan
3	Re-write zoning ordinance
4	Preservation of fragile areas
5	Affordable quality of life
6	Establish historic commission
7	Preserve trees on city property
8	Preserve residential areas
9	Establish landscape ordinance
10	Alternative truck route

These issues are addressed in the Land Development Policies and Implementing Actions section of this plan.

6. Existing Ordinances and Land Use Controls

The city maintains a comprehensive program of building, land use, and municipal services control. The city is adequately staffed, with a total of approximately 50 employees. The major positions include City Manager, Finance Officer, Building Inspector, Public Works Director, Recreation Director, and Police Chief.

a. Zoning Ordinance

The City of Southport has had a zoning ordinance continuously in effect since 1973. The ordinance has been amended several times and was revised in October, 1996. The ordinance includes mobile home park regulations, off-street parking requirements, and conditional use provisions. With the assistance of the city Building Inspector and the city's planning consultant, the ordinance is administered by the city's planning board. Variances and appeals are received and processed by the city's Board of Adjustment.

b. Commercial Design and Development Standards

The City of Southport adopted Commercial Design and Development Standards in September, 1999. These standards are provided in Article V, Section J of the Southport Zoning Ordinance. It is the intent of these standards and guidelines to promote and maintain natural resources, historical areas, and corridors of the city in order to maintain the overall character of the city.

c. Subdivision Ordinance

The city's first subdivision ordinance was adopted on July 19, 1973. The ordinance was completely redrafted in 1989. The ordinance is administered by the city's Planning Board with the administrative assistance of the Building Inspector and the city's planning consultant.

d. Planned Residential Development Ordinance

The city adopted the planned residential development ordinance in August, 1984. The ordinance allows planned development districts in concert with the city's zoning ordinance. Specific performance standards for public facilities, drainage, and streets are provided. The planned residential development ordinance allows marinas, specialty shops, and restaurants as conditional uses, but prohibits other commercial uses.

e. Master Drainage Plan

In 1983, the City of Southport prepared a comprehensive drainage master plan. The plan identifies and analyzes the major drainage basins in the city and provides a recommended capital improvements program. This plan was funded, in part, with a Coastal Area Management Act Planning Grant.

f. North Carolina State Building Code

The City of Southport employs a full-time building inspector. The inspector enforces the North Carolina State Building Code for all new construction and rehabilitation.

g. Federal Flood Insurance Program

The City of Southport participates in the Federal Emergency Management Flood program. The building inspections department coordinates the program and aids in ensuring compliance.

h. Southport Revitalization Plan

In 1979, the Brunswick County Planning Department prepared a plan for revitalizing Southport's downtown and waterfront park areas. The plan emphasized the need to capitalize on the waterfront as the key to downtown revitalization.

i. City of Southport Waterfront Access Plan, 1989

The City of Southport prepared a 1989 Shoreline Access Plan to focus on protecting environmentally-sensitive areas, while providing shoreline access sites which will support both tourism and local recreational activities. The plan considers both the number of sites required and their location/ease of access by the public. Priorities for the types of sites (not specific sites) to be acquired are recommended.

j. City of Southport 1986, 1990, and 1997 CAMA Land Use Plans

The City of Southport prepared CAMA-funded Land Use Plans in 1986, 1990, and 1997. Those plans responded to state planning guidelines and provided policy statements for use of Areas of Environmental Concern.

k. Brunswick County Thoroughfare Plan

In 1990, the North Carolina Department of Transportation (NCDOT) prepared a Brunswick County Thoroughfare Plan. The maps providing the general locations for future thoroughfares are provided in the Transportation section of this plan.

l. City of Southport Thoroughfare Plan

In July, 2000, the City of Southport adopted its own thoroughfare plan. The plan identifies existing and anticipated future deficiencies in the transportation system and uncovers the need for new facilities.

m. City of Southport Sign Ordinance

The City of Southport prepared a Sign Ordinance which provides regulations for the erection, construction, and maintenance of all signs within the jurisdictional area.

n. Traffic Operations and Pedestrian Safety Study

In January 1997, the North Carolina Department of Transportation (NCDOT) through the Municipal Traffic Engineering Assistance Program (MTEAP) completed a Traffic Operations and Pedestrian Safety Study for the City of Southport. This study presents findings and provides recommendations for improving traffic operations and enhancing pedestrian and motorist safety.

The MTEAP provides traffic engineering assistance, through the performance of comprehensive transportation studies, to North Carolina schools, state agencies, and municipalities that have a population of 50,000 or less and do not have a traffic engineer on staff.

o. **Impact Fee Ordinance**

In 1984, the city established an impact fee ordinance to allocate the cost of providing sewage treatment services on a user-oriented basis. State daily flow estimates are utilized as the basis for establishing costs.

G. STIMULANTS TO DEVELOPMENT

The City of Southport has many different stimulants for development which make the city a very desirable place for living and working. The most significant contributors to the popularity of Southport are the city's geographic location on the Intracoastal Waterway and Cape Fear River, tree lined streets, historic downtown, and small town atmosphere. Southport is hot and humid in summer, but is frequently cooled by sea breezes. Winters are cool with occasional, brief cold spells. Snowfall is rare. The average seasonal snowfall is less than one inch. In addition to the good climate, the city offers adequate retail services, quality health care, numerous recreational opportunities, and public water and sewer services. Many of the stimulants mentioned above are discussed in greater detail elsewhere in this plan.

The following provides a summary of stimulants to development:

- Small town atmosphere
- Public water and sewer
- Waterfront
- Recreational opportunities
- Retail services
- Provision of quality health care services
- Climate
- Historic district
- Numerous live oaks and long leaf pine trees
- Quality public school system and accessibility to higher learning

H. DEVELOPMENT CONSTRAINTS: LAND SUITABILITY

1. Topography/Geology

Brunswick County is in the lower Coastal Plain and ranges in elevation from 75 feet to sea level. All of the soils in the county formed in Coastal Plain sediment or in sediment deposited by streams flowing through the county. Most of the county is nearly level with short slopes along the main

drainageways. The main streams are wide and shallow, and those near the ocean are affected by tides. A short distance inland, the streams become narrow with broad interstream areas.

The majority of Southport's planning jurisdiction is flat with most variations in elevation occurring adjacent to streams and creeks. In most areas, elevations range from 16 to 24 feet above mean sea level. The land areas gradually slope to sea level elevations along Dutchman's Creek, Bonnetts Creek, Prices Creek, Cottage Creek, the Intracoastal Waterway, and the Cape Fear River. Topography is not considered to be a serious constraint to development in Southport.

Southport is situated in a geologically complex area. A post-miocene aquifer exists between the land surface and a depth of 40 feet below surface. The aquifer consists of sand and contains potable water. Below the post-miocene is the tertiary system aquifer. This aquifer is the primary source of Southport's water supply. The aquifer contains porous and permeable limestone, providing conditions in which excellent quality groundwater is stored under artesian conditions. Rainfall in the Southport area aids in aquifer recharge.

Groundwater from the surficial³ deposits is of good quality but may have a high iron content. The surficial deposits are a valuable aquifer and furnish water for many rural residences. Generally, this aquifer is 10 to 30 feet thick and 40 feet thick in some places south of U.S. Highway 17.

Below the surficial deposits is a limestone aquifer. It consists of phosphatic limestone with layers of sand, silt, and sandy marl. The limestone aquifer is an important source of water. It is underlain by sedimentary deposits that contain brackish water.

2. Flood Hazard Areas

The City of Southport has a Flood Insurance Rate Map (FIRM). The city's Building Inspector enforces the Flood Insurance Ordinance. The map designates "A", "AE", and "V" flood zones. "A" flood zones are areas that will experience rising flood waters with little or no wave action. The "A" zone is specifically defined as Special Flood Hazard Areas inundated by the 100-year flood, determined by approximate methods; no base flood elevations are shown or flood hazard factors determined. The "AE" zone is specifically defined as Special Flood Hazard Areas inundated by the 100-year flood, determined by detailed methods; base flood elevations shown at selected intervals. The "V" flood zone indicates areas inundated by the 100-year flood that have additional velocity hazards associated with waves of 3-foot amplitude or greater.

Approximately 25 percent of the city's planning jurisdiction is within the "A" and "AE" zones combined and approximately 15 percent within the "V" zone. Map 4 delineates the "A", "AE", and "V" zones.

³Surficial: Water at a level just below the ground surface.

MAP 4 - FLOOD ZONES

Detailed locations of the individual zones may be determined by referring to the detailed floodway flood boundary and floodway maps prepared as a part of the 1985 flood insurance study. Copies of the maps are maintained on file in the Southport Building Inspector's office. Generally, the following zone locations exist:

Bonnetts Creek Tributary (upper creek)	A1
Bonnetts Creek	A3
Intracoastal Waterway	V13 and A10
Cape Fear River	V12 and A10

Cottage Creek, Prices Creek, and Dutchman's Creek are all located within the 100-year flood boundary. It is estimated that less than 5% of Southport's population resides in Flood Zone V, and approximately 15% resides within Flood Zone A and AE.

The greatest storm surge impact will occur from hurricanes. Maps 5A and 5B show the general areas of Southport which may be affected by hurricane-generated storm surge.

While a considerable amount of Southport lies within the floodplain, the greatest threat is flooding resulting from storm surge and local ponding of water. Approximately 40 to 50 percent of the city's planning jurisdiction could be inundated during a Category One hurricane. However, flooding would not appear to be significantly worse in a Category Two through Five hurricane.

The Saffir-Simpson Hurricane Scale is a rating system based on hurricane intensity. Within each category is a description of wind speed, storm surge, and estimated damages. Examples of each category are noted.

Category One Hurricane: Winds 74-95 mph. Storm surge generally 4-5 feet above normal. No significant damage to permanent structures. Damage limited to unanchored mobile homes, shrubbery, and trees. Some damage to poorly constructed areas. Limited coastal road flooding and minor pier damage may occur. Hurricanes Allison and Noel of 1995 were Category One hurricanes at peak intensity.

Category Two Hurricane: Winds 96-110 mph. Storm surge generally 6-8 feet above normal. Some roofing material, door, and window damage to buildings. Considerable damage to shrubbery and trees. Some trees blown down. Considerable damage to mobile homes, poorly constructed signs, and piers. Coastal and low-lying escape routes flood 2-4 hours before the arrival of the hurricane center. Small craft in unprotected anchorages break moorings. Hurricane Bertha of 1996 was a Category Two hurricane when it hit the North Carolina coast.

MAP 5A - STORM SURGE

MAP 5B - STORM SURGE

Category Three Hurricane: Winds 111-130 mph. Storm surge generally 9-12 feet above normal. Some structural damage to small residences and utility buildings with a minor amount of curtainwall failures. Foliage blown off trees. Large trees blown down. Mobile homes and poorly constructed signs are destroyed. Low-lying escape routes are covered by rising water 3-5 hours before the arrival of the hurricane center. Flooding near the coast destroys smaller structures with larger structures damaged by floating debris. Terrain lower than 5 feet above mean sea level may be flooded 8 miles inland. Evacuation of low-lying residences within several blocks of the shoreline may be required. Hurricane Fran of 1996 was a Category Three hurricane.

Category Four Hurricane: Winds 131-155 mph. Storm surge generally 13-18 feet above normal. More extensive curtainwall failures with some complete roof structure failures on small residences. Shrubs, trees, and all signs are blown down. Complete destruction of mobile homes. Extensive damage to doors and windows. Low-lying escape routes may be covered by rising water 3-5 hours before the arrival of the hurricane center. Major damage to the lower floors of structures near the shore. Terrain lower than 10 feet above sea level may be flooded, requiring the massive evacuation of residential areas as far inland as 6 miles. Hurricanes Opal and Hugo were Category Four hurricanes at peak intensity when they struck the Florida and South Carolina coasts, respectively. Both storms eventually passed over the western part of North Carolina. At this time, wind speeds had dropped to tropical storm force winds.

Category Five Hurricane: Winds greater than 155 mph. Storm surge generally greater than 18 feet. Complete roof failure on many residences and industrial buildings. Some complete building failures with small utility buildings blown away. All shrubs, trees, and signs blown down. Complete destruction of mobile homes. Severe and extensive window and door damage. Low-lying escape routes are cut by rising water 3-5 hours before the arrival of the hurricane center. Major damage to lower floors of all structures located less than 15 feet above sea level and within 500 yards of the shoreline. Massive evacuation of residential areas on low ground within 5-10 miles of the shoreline may be required. Hurricane Gilbert of 1988 was a Category Five hurricane at peak intensity and is the strongest Atlantic tropical cyclone of record. Gilbert passed over Jamaica, the Yucatan Peninsula, and Northern Mexico.

A long-range flooding problem may result from anticipated sea level rise. During the past century, the sea has risen approximately one foot. Generally, experts expect the sea level rise to accelerate over the next century and rise an additional four to seven feet. If this anticipated increase in sea level occurs, the impact on Southport will be substantial. The areas shown on Map 4 as flood hazard areas would be almost totally inundated by a seven foot sea level rise. This will result in the loss of approximately 20 to 25 percent of Southport's current planning jurisdiction area. All salt marsh areas would be lost. The whole issue of sea level rise has serious implications for Southport, and the long term rate of rise must be carefully monitored.

The city also suffers from intermittent flooding from rainfall and storm water runoff. The soil associations shown on Map 6 provide an indication of the locations of high water table areas. The water table depths, flooding frequency, and permeability rates are provided in Table 21.

Table 21
City of Southport
Soil Susceptibility to Flooding

Map Symbol	Soil Types	High Water Table			Flooding		
		Depth	Kind	Months	Frequency	Duration	Months
BnB	Blanton fine sand	5.0-6.0	Perched	Dec-Mar	None	---	---
BO	Bohicket silty clay loam	+3-0	Apparent	Jan-Dec	Frequent	Very brief	Jan-Dec
CA	Carteret loamy fine sand	+3-1.0	Apparent	Jan-Dec	Frequent	Very brief	Jan-Dec
DO	Dorovan muck	+1-0.5	Apparent	Jan-Dec	Frequent	Very long	Jan-Dec
KrB	Kureb fine sand	>6.0	---	---	None	---	---
LA	Laffite muck	0-0.5	Apparent	Jan-Dec	Frequent	Brief	Jan-Dec
Lo	Leon fine sand	0-1.0	Apparent	Jun-Feb	None	---	---
Ly	Lynchburg fine sandy loam	0.5-1.5	Apparent	Nov-Apr	None	---	---
Ma	Mandarin fine sand	1.5-3.5	Apparent	Jun-Dec	None	---	---
Mu	Murville mucky fine sand	0-1.0	Apparent	Nov-May	None	---	---
NhE	Newhan fine sand, dredged	>6.0	---	---	None	---	---
PaA	Pactolus fine sand	1.5-3.0	Apparent	Dec-Apr	None	---	---
Ra	Rains fine sandy loam	0-1.0	Apparent	Nov-Apr	None	---	---
Tm	Tomahawk loamy fine sand	1.5-3.0	Apparent	Dec-Apr	None	---	---
To	Torhunta mucky fine sandy loam	0.5-1.5	Apparent	Dec-May	None	---	---
WaB	Wando fine sand	4.0-6.0	Apparent	Jan-Mar	None	---	---
WdB	Wando-Urban land complex	4.0-6.0	Apparent	Jan-Mar	None	---	---
YaB	Yaupon silty clay loam	2.0-4.0	Apparent	Jan-Dec	None	---	---

Source: Soil Survey of Brunswick County, North Carolina, United States Department of Agriculture, Soil Conservation Service.

3. Soils

A detailed soils survey of Brunswick County has been completed by the Soil Conservation Service. Based on that survey, there are 18 different soil associations located within the city's planning jurisdiction. These associations are delineated on Map 6 and their conditions for site development are provided in Table 22. Many of the soils located within Southport's planning jurisdiction have some limitations for development.

Table 22
City of Southport
Soil Associations - Degree and Kind of Limitation for Stated Use

<u>Map Symbol</u>	<u>Soil Types</u>	<u>Dwellings without Basements</u>	<u>Streets & Roads</u>	<u>Septic Tank Absorption Fields</u>
BnB	Blanton fine sand	Slight	Slight	Moderate: wetness
BO	Bohicket silty clay loam	Severe: flooding, ponding, shrink-swell	Severe: low strength, ponding, flooding	Severe: flooding, ponding, percs slowly
CA	Carteret loamy fine sand	Severe: flooding, ponding	Severe: ponding, flooding	Severe: flooding, ponding, poor filter
DO	Dorovan muck	Severe: flooding, ponding, low strength	Severe: ponding, flooding, low strength	Severe: flooding, ponding, poor filter
KrB	Kureb fine sand	Slight	Slight	Severe: poor filter
LA	Laffite muck	Severe: flooding, low strength	Severe: flooding, low strength	Severe: flooding
Lo	Leon fine sand	Severe: wetness	Severe: wetness	Severe: wetness, poor filter
Ly	Lynchburg fine sandy loam	Severe: wetness	Severe: wetness	Severe: wetness, poor filter
Ma	Mandarin fine sand	Moderate: wetness	Moderate: wetness	Severe: wetness
Mu	Murville mucky fine sand	Severe: ponding	Severe: ponding	Severe: ponding, poor filter
NhE	Newhan fine sand, dredged	Severe: slope	Severe: slope	Severe: poor filter, slope
PaA	Pactolus fine sand	Moderate: wetness	Moderate: wetness	Severe: wetness, poor filter
Ra	Rains fine sandy loam	Severe: wetness	Severe: wetness	Severe: wetness
Tm	Tomahawk loamy fine sand	Moderate: wetness	Moderate: wetness	Severe: wetness
To	Torhunta mucky fine sandy loam	Severe: wetness	Severe: wetness	Severe: wetness, poor filter
WaB	Wando fine sand	Slight	Slight	Severe: poor filter
WdB	Wando-Urban land complex	Slight	Slight	Severe: poor filter
YaB	Yaupon silty clay loam	Severe: wetness	Severe: low strength, shrink-swell	Severe: percs slowly, wetness

Note: Prime farmland soils located in Brunswick County include: Foreston loamy fine sand (Fo), Goldsboro fine sandy loam (GoA), Johns fine sandy loam (Jo), Norfolk loamy fine sand (NoB), and Onslow fine sandy loam (On). None of these prime farmland soil types are located within Southport's planning jurisdiction.

Source: Soil Survey of Brunswick County, North Carolina, United States Department of Agriculture, Soil Conservation Service.

MAP 6 - SOILS

4. Manmade Hazards/Restrictions

There are no significant manmade hazards within Southport's planning jurisdiction. The greatest concentrations of hazardous materials are the storage of gasoline and fuel oil. In addition to fuel storage, chemicals and pesticides are stored at a limited number of areas in and near Southport. The EPA requires that facilities report certain chemical substances located on site. Specifically, under this regulatory requirement, facilities with chemicals on the EPA's list of Extremely Hazardous Substances present in a quantity equal to or in excess of their established Threshold Planning Quantity or a 500 pound threshold (whichever number is less), as well as any hazardous chemical present on site in a quantity equal to or greater than 10,000 pounds must be included on an annual report called the Tier II. This report must be submitted by March 1st of each year to the North Carolina Emergency Response Commission, the Local Emergency Planning Committee, and the local fire department with jurisdiction over the reporting facility. Table 23 provides a list of facilities in the Southport area that submitted Tier II reports in 1999.

Table 23
Southport Area Tier II Reporters, 1999

<u>Facility Name</u>	<u>Address</u>
Brunswick Steam Electric Plant	Highway 87, 2 ½ miles North Southport, NC 28461
Cogentrix of NC, Inc.	Cogentrix Drive SE Southport, NC 28461
Dixie LP Gas Co.	511 N. Howe Street Southport, NC 28461
GOGAS #8	1603 Howe Street SE Southport, NC 28461
Handee Hugo #7	5043 Southport Supply Road Southport, NC 28461
Military Ocean Terminal	Sunny Point Southport, NC 28461
Southport DMS 10, Bell South Telecommunications	254 East 11 th Street Southport, NC 28461
Valley Welding Supply Co.	8147 River Road SE Southport, NC 28461

Source: Division of Emergency Management, 1999.

In addition, minor fuel storage facilities are known to exist at the following locations:

- Bulk fuel oil and gas storage, 200 block of Leonard Street.
- Fuel storage at the State Port Authority.
- Fuel storage at the Indigo Plantation Marina.

As a result of federal regulations/Chapter 40 of the Code of Federal Regulations, Parts 280 and 281) concerning underground storage tanks, the threat of explosion or groundwater contamination from existing underground storage tanks should decrease.

Two major manmade hazard concerns exist outside of the city's planning jurisdiction which could have a major impact on the city. The CP&L Brunswick Nuclear Power Plant is located adjacent to the northeast boundary of Southport's extraterritorial planning jurisdiction. Obviously, an accident at the plant could have major impact on the city. Evacuation plans are in effect and monitored by the Brunswick County Emergency Management Coordinator. (In addition, some of CP&L's property extends into the city's ETJ.)

The second potential hazard would be the possibility of contamination of the Cape Fear River from the Port of Wilmington in the event of a large oil or chemical spill or from damage to a tanker traveling by Southport to the Port of Wilmington. Also, explosives are occasionally shipped on the Cape Fear River along the Southport shoreline to the Sunny Point Army Terminal. None of Southport's planning jurisdiction is located in the Sunny Point Military Ocean Terminal "blast zone" or along the railroad line servicing the terminal. In any case, damage to marine life and the estuarine shoreline as well as Southport could be extensive. Shipping passes within several hundred feet of both residential and commercial areas.

Although not presently a concern, there is the potential for the establishment of off-shore drilling operations that could potentially present a hazard to Southport. Even though oil tankers which pass by Southport to the Port of Wilmington probably present a greater threat to the city than that of an off-shore drilling operation, the presence of such would still be a concern of Southport if one were constructed. It should be noted that Southport does not encourage off-shore drilling operations but will not oppose on-shore support facilities for which an environmental impact statement has been prepared with a finding of no significant impact on the environment.

5. Fragile Areas

In coastal North Carolina, fragile areas are considered to include coastal wetlands, ocean hazard areas, shorelines, estuarine waters and shorelines, sound and estuarine islands, public trust waters, natural heritage areas, areas sustaining remnant species, unique geological formations, registered natural landmarks, swamps, prime wildlife habitats, areas of excessive slope, areas of excessive erosion, scenic points, archaeological sites, historical sites, and 404 wetlands. Southport's planning jurisdiction includes estuarine waters and shorelines, coastal wetlands, public trust waters, 404 wetlands, and historical sites.

a. Coastal Wetlands

The coastal wetlands are generally delineated on Map 7, Areas of Environmental Concern and Other Fragile Areas. However, it is emphasized that the specific locations of coastal wetlands can be determined only through on-site investigation and analysis. Coastal wetlands

are defined as salt marshes regularly- or irregularly-flooded by tides including wind tides, provided this shall not include hurricane or tropical storm tides. These areas must contain at least one, but not necessarily all of the following marsh plant species: Cordgrass, Meadow Grass, and Salt Reed Grass. The coastal wetlands are vital to the complex food chain found in estuaries. They provide marine nursery areas and are essential to a sound commercial fishing industry. Coastal wetlands also serve as barriers against flood damage and control erosion between the estuary and uplands. Substantial coastal wetland areas are located along Dutchman, Prices, and Cottage Creeks.

b. Estuarine Waters

Estuarine waters are generally those waters found in estuaries, sounds, bays, salt water shorelines, and the Atlantic Ocean within three miles of the shoreline. They are the dominant component and bonding element of the entire estuarine system, integrating aquatic influences from both the land and the sea. The estuarine waters are among the most productive natural environments within Southport's planning jurisdiction. The waters support the valuable commercial and sports fisheries of the coastal area which are comprised of estuarine dependent species such as menhaden, flounder, shrimp, crabs, and oysters.

c. Estuarine Shorelines

Estuarine shorelines are those non-ocean shorelines that are especially vulnerable to erosion, flooding, or other adverse effects of wind and water. They are intimately connected to the estuary. In shoreline areas not contiguous to waters classified as outstanding resource waters by the Environmental Management Commission, all land 75 feet landward from the normal water level are considered to be estuarine shorelines. Development within the estuarine shorelines influences the quality of estuarine life and is subject to the damaging processes of shorefront erosion and flooding.

d. Public Trust Areas

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

- (1) the use of the body of water by the public,
- (2) the length of time the public has used the area,
- (3) the value of public resources in the body of water,
- (4) whether the public resources in the body of water are mobile to the extent that they can move into natural bodies of water,
- (5) whether the creation of the artificial body of water required permission from the state, and
- (6) the value of the body of water to the public for navigation from one public area to another public area.

These areas are significant because the public has rights in these areas, including navigation and recreation. The public trust areas also support valuable commercial and sports fisheries, have aesthetic value, and are important resources for economic development.

The public trust areas must be determined through in-field analysis and definition.

e. Wetlands Defined by Section 404 of the Clean Water Act

404 wetlands are areas covered by water or that have waterlogged soils for long periods during the growing season. Plants growing in wetlands are capable of living in soils lacking oxygen for at least part of the growing season. 404 wetlands include, but are not limited to, bottomlands, forests, swamps, pocosins, pine savannahs, bogs, marshes, wet meadows, and coastal wetlands.

Map 7 provides the approximate location of pocosin, bottomland hardwood/swamp forest, and coastal wetlands located within the city's planning jurisdiction.

Section 404 of the Clean Water Act requires that anyone interested in depositing dredged or fill material into "waters of the United States," including wetlands, must apply for and receive a permit for such activities. The Wilmington office of the U.S. Army Corps of Engineers has regulatory authority in Southport's planning jurisdiction. While there may be scattered wetland areas (non-coastal wetlands) located within Southport, the specific locations of wetlands areas must be determined through on-site analysis. It should be noted that in some Areas of Environmental Concern, both the U. S. Army Corps of Engineers and the regulatory requirements of the Coastal Area Management Act may have overlapping jurisdiction. Simultaneous to the preparation of this plan, amendments to the federal definition of wetlands were being considered which could reduce the areas afforded protection under the wetlands legislation.

f. Slopes in Excess of 12%

Except for some shoreline areas located along the Cape Fear River, there are no slopes in excess of 12% located within the city's planning jurisdiction. Excess slope has not been a deterrent to development within Southport's planning jurisdiction.

MAP 7 - AECs

g. Excessive Erosion Areas

Excessive erosion of shoreline areas has not been a problem within Southport's planning jurisdiction.

h. Historic and Archaeological Sites

Southport includes many historically significant sites. In fact, one of the city's most important community assets is its historic resources. The city has a National Register Historic District which generally extends from the Cape Fear River from Kingsley Street to the Yacht Basin north to West Street. Map 8 provides a general indication of the city's historic district boundaries. The National Register of Historic Places lists the following four categories of rankings for buildings in a Historic District:

Pivotal - Building or properties that are individually outstanding, historically, and/or architecturally, and stand as a visual landmark in the community.

Contributing - Buildings whose architectural or historical significance is important to the total character and history of Southport. These late 19th and early 20th century buildings define the planning, scale, and architectural unity of the town.

Non-contributing - Although these buildings, such as contemporary dwellings, may fit unobtrusively into the scale and planning of the earlier fabric of the town, they are not what gives it its historic character.

Intrusive - Building totally out of scale or with unsympathetic materials which disrupt the materials and aesthetic qualities of the townscape.

Buildings or structures within the Historic District which have been identified as "pivotal" include:

St. Philips Episcopal Church (Moore Street)
T.M. Thompson House (Bay Street)
River Pilots Tower and Building (Bay Street)
Walker-Pike House (Bay Street)
Fort Johnston Hospital (Bay Street)
Masonic Lodge (Nash Street)
Trinity Methodist Church (Nash Street)
A.E. Stevens House (Atlantic Avenue)
Old Brunswick County Courthouse (Moore Street)
Old Brunswick Inn (Arrington House) (Atlantic Avenue and Bay Street)
Adkins-Ruark House (corner Nash and Lord Streets)
Fort Johnston Officers Quarters (Bay Street)

MAP 8 - HISTORIC DISTRICT

Fort Johnston, the Old Brunswick County Courthouse (now housing City Hall), and the Quarantine Office are also listed separately in the National Register. In addition to the historically significant structures, the waterfront area contains many uncatalogued historic and possible archaeologically significant sites.

i. Natural Heritage Areas

The North Carolina Natural Heritage Program maintains the state's list of significant "Natural Heritage Areas" as required by the Nature Preserves Act (NCGS Chapter 113A-164 of Article 9A). The list is based on the program's inventory of the natural diversity in the state. Natural areas (sites) are evaluated on the basis of the occurrences of rare plant and animal species, rare or high quality natural communities, and geologic features. The global and statewide rarity of these elements and the quality of their occurrence at a site relative to other occurrences determine a site's significance rating.

The North Carolina Natural Heritage Program has identified 1,678 significant natural heritage areas within North Carolina of which three are located within the City of Southport. The locations of these sites are provided on Map 9. The sites included in this list are the best known representatives of the natural diversity of the city and therefore have priority for protection. Inclusion on this list does not mean that public access exists or is appropriate. Permission of the landowner is recommended in all cases. Inclusion on this list does not confer protection to a site, nor does it give it regulatory status. The list includes both protected and unprotected areas. This list of sites and their significance ratings are based on the best available information as derived from the Natural Heritage Program staff and databases. More information on these natural areas may be obtained from the Natural Heritage Program.

j. Other Fragile Areas

There are no inlet hazard areas, sound and estuarine islands, complex natural areas, coastal geologic formations, maritime forests, or other fragile areas, as defined by 15A NCAC 7H located in Southport's planning jurisdiction.

6. Areas of Resource Potential

a. Regionally Significant Public Parks

The City of Southport contains a number of recreational facilities. They are identified in the Development Constraints: Public Facilities section of this plan. There are no public parks located within the city's planning jurisdiction which have regional significance.

Map 9 - natural heritage areas

b. Marine Resources

The North Carolina Division of Water Quality assigns water quality classifications to all waters of the State of North Carolina. The schedule of classifications is provided by 15 NCAC 2B.0302 to .0317. The classifications are based upon the existing or contemplated best usage of the various streams and segments of streams within a basin, as determined through studies, evaluations, and comments received at public hearings. The state classifies tidal salt waters as follows:

- Class SA: shellfishing for market purposes and any other usage specified by the "SB" and "SC" classification;
- Class SB: primary recreation and any other usage specified by the "SC" classification;
- Class SC: fish and wildlife propagation, secondary recreation, and other uses requiring waters of lower quality.

All waters within Southport's planning jurisdiction are classified as either SC or SA waters. The general locations of the water classifications are delineated on Map 7, Areas of Environmental Concern and Fragile Areas. SC waters are salt waters protected for secondary recreation, aquatic life propagation, and survival. SA waters are primarily reserved for shellfishing plus all uses allowed in SC and SB classified waters.

A primary nursery area is located in Dutchman Creek. The specific location is defined as follows:

North of a line beginning at a point on the east shore 33°55'07" North - 78°02'39" West, running 294° (M) to a point on the West Shore 33°55'08" North - 78°02'44" West.

Primary nursery areas are those areas of the estuarine system where initial post-larval development takes place. These areas are usually located in the uppermost sections of an estuarine system where populations are uniformly very early juveniles.

In addition, surface waters (streams, lakes, or estuaries) are rated as either fully supporting (S), support-threatened (ST), partially supporting (PS), or nonsupporting (NS) by the Division of Water Quality. The terms refer to whether the classified uses of the water (such as water supply, aquatic life protection and swimming) are being fully supported, partially supported, or are not supported. For instance, saltwaters classified for commercial shellfish harvesting (SA) would be rated as fully supporting if bacterial levels in the water were low enough to allow harvesting. However, if fecal coliform bacteria levels were too high to allow shellfish to be harvested, but not too high to prevent swimming, then the waters would be rated as partially supporting since they only support the swimming. If the waters were impacted to the

point that even swimming was disallowed, the waters would be rated as nonsupporting. All of the waters adjacent to Southport have been identified as partially supporting (PS).

All of Southport's planning jurisdiction is located within the Cape Fear River Basin within sub-basin area 03030005070010. The city occupies 1.5% of the Cape Fear Basin's land area.

c. Agricultural and Forestlands

There are no significant agriculturally productive areas or commercially productive forestlands located within Southport's planning jurisdiction.

I. URBAN FORM

1. Components of Urban Form

Generally, there are five design components which all interrelate to give a city its urban form. These five components include: districts, paths, nodes, landmarks, and edges. These five design elements, together with the variety of land uses and economic influences, give a city its structure, character, appearance, and uniqueness. It is important that a municipality understand the elements that comprise its urban form so that its development policies can be drafted to preserve, nurture, and capitalize upon the municipality's strengths. Following are discussions of each component.

a. Districts

Districts have distinct identities that are created by their location, type of buildings, and purpose. A person with familiarity of a given community is aware of the varying areas which possess distinct characteristics and refers to those districts with specific areas in mind. Examples of common districts which can be found in almost every city include industrial districts, residential neighborhoods, commercial strips, a central business district (CBD), and commons.

Within the City of Southport there are several varying districts. These districts include, but may not necessarily be limited to, the following:

- ▶ Central Business District
- ▶ Historic District*
- ▶ Howe Street Commercial Strip
- ▶ Industrial District
- ▶ Waterfront
- ▶ Numerous Residential Districts (i.e., Smithfield Woods, Indigo Plantation, Harbor Oaks, Forest Oaks, and River Landing)

*A portion of the city's historic district may also be considered a residential district.

b. Paths

A path provides movement between districts or within a district and may also serve as an entrance or exit to and from the community. Paths form the framework of the city; they give it organization and shape. People observe the landscape while passing through it on paths and paths determine the flow of activity within the city and between the city and neighboring areas.

Paths may be grouped into two broad categories: transportation paths and natural paths.

1) Transportation Paths

Transportation paths or corridors contain the railway or in most cases roadways, street trees, utility lines, sidewalks, street lights, etc. Roadway transportation paths may be further classified into the following three types:

- ▶ "Local Access Streets" provide access to abutting property. They are not intended to carry heavy volumes of traffic and should be located such that only traffic with origins or destinations on the streets would be served. *THEIR FUNCTION IS TO PROVIDE ACCESS.* Depending upon the type of land use which they serve, local access streets may further be classified as residential, commercial, and/or industrial.
- ▶ "Minor Thoroughfares" are more important streets in the city system. They collect traffic from local access streets and carry it to the major thoroughfare system. They may, in some instances, supplement the major thoroughfare system by aiding minor through movements. A third function which may be performed is that of providing access to abutting property. They should be designed to serve limited areas so that their development as major thoroughfares will be prevented.
- ▶ "Major Thoroughfares" are the primary traffic arteries of the city. Their function is to move intra-city and inter-city traffic. Although undesirable, the streets which comprise the major thoroughfare system may also serve abutting property; however, *THEIR MAJOR FUNCTION IS TO CARRY TRAFFIC.* They should not be bordered by strip development because such development significantly lowers the capacity of the thoroughfare, and each driveway is a danger to traffic flow. Major thoroughfares may range from two lane streets to expressways with six or more traffic lanes. As a general rule, parking should not be permitted on major thoroughfares.

2) Natural Paths

In coastal plain areas, the only significant natural corridors are formed by major water courses and associated tributaries. These types of natural corridors serve as drainage ways, transportation routes, wildlife habitat areas, provide open space and opportunities for greenway development.

3) Southport Transportation and Natural Paths

Table 24 provides a summary of the various paths located within the City of Southport planning jurisdiction.

Table 24
Summary of Paths
Southport Planning Jurisdiction

Transportation Paths

Major Thoroughfares: NC 87, NC 211, and NC 133.

Minor Thoroughfares: Howe Street, portions of Moore Street, Jabbertown Road, and portions of West and Leonard Streets.

Local Access Streets: All remaining streets within Southport's planning jurisdiction are considered local access.

Natural Paths

Intracoastal Waterway/Cape Fear River

Tributaries of the Intracoastal Waterway/Cape Fear River include, but are not limited to: Dutchman's Creek, Prices Creek, Bonnetts Creek, and Cottage Creek.

c. **Nodes**

A node is a gathering place and in most cases an area of concentrated high intensity land uses. Although nodes are usually located where two or more paths intersect, a node may also be located at the core of a district. A city square as the center of the CBD is an example. A public park or village green could also be considered a node. A node often serves as a symbol of a district.

Within Southport's planning jurisdiction, existing nodes are located in the following areas:

- ▶ Intersection of Moore Street and Howe Street
- ▶ Intersection of NC 211 and NC 87
- ▶ West Bay Street at City Yacht Basin.
- ▶ W. West Street

d. Landmarks

A landmark is a prominent building or public site that is easy to find and provides a reference point. It is common to find landmarks located within a node, such as a courthouse in the middle of the city square. Other landmarks may be outside the city but are within view, such as a hill, island, fire, or water tower.

There are numerous landmarks within Southport's planning jurisdiction. Some of the most significant landmarks include the following:

- ▶ Old Yacht Basin
- ▶ Northwood Cemetery
- ▶ Old Smithville Burial Ground
- ▶ Ferry Landing
- ▶ Brunswick Community Building
- ▶ Fort Johnston
- ▶ Southport Elementary School
- ▶ Doshier Memorial Hospital
- ▶ Trinity United Methodist Church
- ▶ Masonic Lodge
- ▶ City Pier
- ▶ City Hall
- ▶ St. Phillip's Episcopal Church
- ▶ Old Brunswick Inn
- ▶ River Pilots Tower & Building
- ▶ Southport Water Tower
- ▶ CP&L Canal
- ▶ U.S. Post Office
- ▶ Franklin Park

e. Edges

Edges help divide a city into distinct areas. Some districts have well defined edges which separate it from other areas of the city. Rivers and creeks provide clearly recognizable edges. Arguably, the most significant edge in a small city is the transition between the urbanized core of the city and the surrounding countryside. However, the sprawl of new development often disseminates the edge between urbanized and rural areas.

Within Southport's planning jurisdiction, the most distinct edges are formed by the Cape Fear River and Intracoastal Waterway which defines the city's southern boundary and the CP&L discharge canal. Although the edge between built-up and rural areas in Southport has been clouded by urban sprawl, a generalized edge is formed by the city's original corporate limit arch prior to the annexations that have occurred.

The City of Southport districts, paths, nodes, landmarks, and edges together give the city its unique urban form. These five design elements create districts which are organized by nodes, intersected with paths, set apart by edges, and dotted with landmarks. Map 10 provides an illustration of the elements which comprise the City of Southport's urban form.

Map 10 - urban form

J. DEVELOPMENT CONSTRAINTS: PUBLIC FACILITIES

1. Water Supply

The City of Southport currently owns and operates a potable water system which includes water supply, storage and distribution facilities serving the residents and businesses within the City of Southport. There are approximately 1,700 residential water customers. In addition to serving the areas within the city limits, the distribution system extends outside the city limits north along Highway 211 to the south side of the CP&L canal. Some of the areas served along this stretch include the Smithville Woods subdivision, Forest Oaks subdivision, and most of the businesses along Highway 211 near its intersection with Highway 87. A 6-inch water main also extends from the city limits along River Road to the North Carolina Department of Transportation ferry landing. Map 11 illustrates the location of water lines in Southport.

The water supply facilities include two (2) operational groundwater wells drawing water from the Castle Hayne Aquifer. Well No. 1, which is located within Franklin Park adjacent to the Southport Baptist Church, is no longer in service. Well No. 2 is located on Leonard Street at the intersection of Willis Street. Well No. 3 is located along 9th Street, northwest of the intersection of 9th Street and Burrington Avenue. Well No. 2's pump was not operational at the end of August 2000, and had to be replaced. The pump at Well No. 3 was cleaned in September 2000, to restore its original pumping capacity. The pumping rates for wells 2 and 3 are approximately 240 GPM and 250 GPM, respectively with a combined total yield of approximately 352,800 (12-hour pumping limit) gallons per day. In addition to the groundwater supplies stated above, the city's distribution system is connected with the Brunswick County System at the city limits along Leonard Street. A 12-inch main extends from a 24-inch county water main near the intersection of Jabbertown Road and Leonard Street and is connected to a 6-inch city main through a 6-inch meter assembly. This interconnect provides Southport with approximately 40% of its water. The Howe Street waterline has been relocated from under the Howe Street pavement to the side of the street. The line was also increased from a 6 inch to a 12 inch line to improve water flow and pressure. Treatment of groundwater supply has been limited to a combination of chlorine and ammonia (chloramine) for disinfection and phosphate feed to control iron. The distribution system includes an elevated storage tank with a capacity of 150,000 gallons. The distribution main sizes include 2-inch, 4-inch, 6-inch, and 8-inch mains. Water system needs are discussed in Section II of this plan.

2. Sewer

Southport maintains two different types of waste water treatment plants. An activated sludge sewage treatment plant with a design capacity of 300,000 gallons per day (gpd) and a biological aeration filter (BAF) sewage treatment plant with a design capacity of 500,000 gpd combine for a total capacity of 800,000 gpd. The sewer system has approximately 1,400 customers. The current flow in the system is approximately 483,500 gpd, 60% of the system's capacity. Therefore, the sewer system currently has a surplus capacity of approximately 316,500 gpd. However, the collection system and pumping stations are currently operating at capacity. Map 12 illustrates the location of sewer lines in Southport. At the present time there are no private package treatment plants in use within the City of Southport.

Map 11 - water

Map 12 - sewer

In July 2000, the City of Southport Board of Aldermen imposed a sewer moratorium on the consideration and approval of any development projects containing 30 or more lots.

Southport's National Pollutant Discharge Elimination System (NPDES) permit will be renewed in June 2001. This permit is required by the State of North Carolina to operate a sewage treatment plant and must be updated every five years. According to the state, prior to the issuance of Southport's 2006 NPDES permit, plans must be in place to relocate the city's discharge site. All public facilities future needs, including those for the sewer system, are discussed in Section II of this plan.

3. Solid Waste Disposal

The City of Southport has contracted with Waste Industries to pick up household garbage, yard waste, and recyclables. The following schedule applies:

Household garbage: East of Howe Street on Tuesday; West of Howe Street on Monday.

Yard waste: City-wide on Wednesday.

Curbside recycling: Bi-weekly on household garbage day.

White goods (appliances) and brown goods (furniture) are picked up by Waste Industries on a call-in basis.

Commercial collection of solid waste is also provided by Waste Industries on a case-by-case basis. Dumpster sizes available include 2, 4, 6, and 8 cubic yards. Service is provided weekly.

Brunswick County has a Construction & Demolition (C&D) Landfill and a solid waste transfer station. By law, construction and demolition material can be buried in the Brunswick County C&D Landfill, but all other solid waste must be deposited into a "sanitary landfill." At present, Brunswick County does not have a "sanitary landfill," so solid waste is collected and then transported to a facility in Sampson County. Before that solid waste is exported, materials that can be recycled (such as white goods and tires) are removed. A "tipping fee" is charged to dispose of items at the C&D Landfill or the solid waste transfer station.

Brunswick County also operates convenience sites for residential waste only. The following provides the location and operating hours of the Brunswick County C&D Landfill/Transfer Station and convenient sites.

Brunswick County C&D Landfill/Transfer Station
172 Landfill Road NE (off Galloway Road)
Bolivia, North Carolina

Facility Hours: Monday through Saturday 8:00 am to 4:00 p.m.

Highway 904 Convenient Site
736 Seaside Road SW
Calabash, North Carolina

Leland Convenient Site
9921 Chapell Loop Road SE
Leland, North Carolina

Oxpen Road Convenient Site
1709 Oxpen Road SW
Supply, North Carolina

Southport Convenient Site
8392 River Road SE
Southport, North Carolina

Convenient Sites Hours: Monday, Wednesday, Friday, and Saturday 8:00 am to 6:00 p.m.

4. Schools

The City of Southport is served by the Brunswick County School System. The only public school facility located in Southport is the Southport Elementary School which serves grades K-5. The school is located at 701 West 9th Street. The facility had a 1999/2000 school year enrollment of approximately 675 students. Most of the students were Southport residents. The middle school students, grades 6-8, are served by the South Brunswick Middle School located near Boiling Spring Lakes. The 1999/2000 school year enrollment was approximately 775 students. The high school age students, grades 9-12, are served by the South Brunswick High School, also located in Boiling Spring Lakes. The approximate 1999/2000 school year enrollment was 940 students. Southport Elementary, South Brunswick Middle School, and South Brunswick High School enrollments include students from Southport, Oak Island, Bolivia, and Boiling Spring Lakes.

The Brunswick County Community College operates an annex facility in Southport. The campus is located in the Old Southport Middle School facility. The community college does not operate any laboratory classes in Southport. The college offers a variety of continuing education classes including: Art, Southport-Brunswick County History, Computer, Basic Law Enforcement, Calligraphy, and Sign Language Classes.

There is a small private school affiliated with the First Apostolic Church on W. West Street, offering instruction for Kindergarten through 12th grades. Additionally, a preschool is operated by the Southport Baptist Church.

5. Transportation

As growth has occurred within Southport and its planning jurisdiction, traffic congestion has increased. This problem was emphasized in the 1997 Land Use Plan. The congestion problems which existed at that time remain essentially the same in 2001. The congestion problems are concentrated on the city's major roads which include the following:

Principal Arterials: Principal arterials are those roads intended to provide travel routes for through traffic and interconnect with minor arterials and major highway roads and systems.
NC 87; NC 211, and NC 133

Minor Arterial: Minor arterials also serve through traffic, but carry smaller volumes of traffic and serve to support the principal arterial system.
Howe Street; Portions of Moore Street; Jabbertown Road

Major Collectors: Major collectors are roads providing long travel routes and which connect arterials and other collectors.
Portions of West and Leonard Streets

Minor Collectors: Minor collectors are roads which provide for short and medium trips within the city, generally moving traffic between neighborhoods.
Fodale Avenue, Lord Street, Bay Street

The most significant traffic congestion in Southport's planning jurisdiction occurs just south of the NC 211/NC 87 intersection. Approximately 18,000 vehicles travel through this location every day. Map 13 provides the 1999 average daily traffic for Southport.

Several key land uses will significantly effect transportation planning during the planning period. These include:

- Fort Fisher-Southport Ferry
- Bald Head Island Ferry
- Central Business
- NC 211/NC 87 intersection
- Carolina Power and Light entrance

Map 13 - daily traffic count

In 1995, a Pavement Condition Survey was completed of the City of Southport. Each road needing repair was assigned a code symbol defining the controlling maintenance activity for each street section. The code symbols were as follows:

CP	= Crack Pouring	PM1	= 1" Plant Mix Resurfacing
JR	= Joint Repair	PM1&S	= 1" Plant Mix and BST Seal
SKP	= Skin Patching	PM1.5	= 1.5" Plant Mix Resurfacing
FDP	= Full-Depth Patching	PM2	= 2" Plant Mix Resurfacing
SO	= Short Overlay		

These maintenance activities can be categorized as either routine maintenance or resurfacing. Routine maintenance limits the detrimental effects of traffic loads and weather conditions. These activities include crack pouring, joint repair, patching, and short overlays. Resurfacing adds a new layer to the pavement's structure and improves its load carrying capacity.

The following provides a definition of each maintenance activity.

- ▶ **Crack Pouring:** Block cracking is not a structural failure and does not usually progress rapidly. Cracks are generally caused by shrinkage of the asphalt concrete and daily temperature cycling. Traffic loads can increase the severity of block cracking if water is allowed to penetrate into the cracks. Therefore, it is very important to seal these cracks to prevent water penetration into the base materials. The definition of moderate block/transverse cracking also includes cracks that have been sealed previously but are beginning to open back up. Even though it will result in a higher initial cost, the use of a rubberized asphalt crack sealant is recommended. Because cracks must be resealed periodically, a continuing crack pouring program is required. Crack pouring can be a very cost-effective expenditure of funds.
- ▶ **Skin Patching:** Skin patching is recommended for the repair of isolated locations of moderate alligator cracking. It seals the surface and slows the rate of deterioration. Alligator cracking is a structural failure of the pavement and can deteriorated rapidly if proper maintenance is not performed.
- ▶ **Full-Depth Patching:** Full-depth patching is required to repair severe alligator cracking. It involves the removal of the surface course, base course, and subgrade, if necessary. New material should be placed in compacted lifts. Often a full-depth asphalt can be used.
- ▶ **Plant Mix Resurfacing:** Plant mix resurfacing is a major maintenance activity. Combined with full-depth patching, resurfacing is used to repair structural damage. It is recommended for a variety of pavement distresses, as severity and magnitude increase, and some distress types require more immediate attention than others. Because the

funds available for street resurfacing normally are limited, resurfacing activities need to be addressed by the type of pavement distress that causes the need.

- ▶ **Alligator Cracking:** Alligator cracking is the most serious pavement distress. It is a structural pavement failure that may be caused by traffic overload, inadequate design thickness, base or subgrade failure, poor drainage, or a combination of these factors. Since alligator cracking represents a structural failure, it will progress rapidly unless properly repaired, perhaps to the point that the street may require complete pavement reconstruction. Alligator cracking should be given top priority for repair. Severe cracking is always corrected with full-depth patching. When light or no rutting exists with alligator cracking, a 1" plant mix resurfacing is recommended. When moderate or severe rutting exists with alligator cracking, a 2" plant mix resurfacing is recommended.
- ▶ **Block/Transverse Cracking:** Block/transverse cracking is not load associated but is caused by the shrinkage of asphalt concrete and temperature fluctuations. The severity can increase if water penetrates into the cracks. Therefore, it is important to seal the block/transverse cracks to prevent water penetration into the pavement's base materials. Unless remedied, alligator cracking may develop. Resurfacing with a 1" plant mix would be needed to repair moderate block/transverse cracking, although crack pouring is a cost-effective alternative on Class A streets. Severe block/transverse cracking requires a seal coat application followed by a 1" plant mix resurfacing. It is not practical to crack-pour severe block cracking.

Map 14 provides the current (September 2000) road improvements needs for the City of Southport. This map was produced using the results of the 1995 Pavement Condition Survey and omitting the repairs that have been made since 1995. Thoroughfare planning is discussed in Section II of this plan.

6. Police, Fire, and Emergency Medical

Southport provides fire and rescue services through volunteer departments. The response area for the rescue squad extends from the Intracoastal Waterway in Southport along NC 133 to Orton Plantation. To the west, the response area follows NC 211 to Midway Road (SR 1500); and covers NC 133 between NC 211 and Oak Island. The fire department serves the majority of this area, with the county providing service to a few houses along NC 133. Maximum response time within the service area is 15 minutes. The city has a fire insurance classification rating of six.

The fire department has an average of 8 to 10 volunteers available during the day and 25 to 30 volunteers available at night. Backup support for the fire department is provided by the Sunny Point Military Terminal Department and the Yaupon Beach Volunteer Fire Department. The rescue squad has approximately 17 members and maintains a two member response crew as needed. Both the fire and rescue departments are located on Nash Street across from the City Hall.

Map 14 - road improvements

The fire department equipment includes the following:

- 1 - 4x4 brush truck
- 1 - ladder truck
- 1 - 750 gpm pumper truck
- 1 - 1,000 gpm pumper truck
- 1 - 1,250 gpm pumper truck
- 1 - water rescue two equipment truck

The rescue squad has ambulances, one crash truck, and one water rescue boat. It is anticipated that as annexations occur and the city expands northward, additional fire and rescue services as well as a more central location than Nash Street may be required.

The city's police department is staffed with 10 full-time and three part-time police officers. The staff positions include: one school resource officer and one community resource officer. Equipment includes seven patrol cars. All police officers are located on the first floor of the City of Southport Municipal Building.

7. Recreation

The city maintains a number of active and passive recreation facilities. These are identified in Table 25. The city's shoreline access facilities are further identified in Table 26.

Table 25
City of Southport
Recreation Facilities

Name	Location	Size	Facility	Activity
Art Gallery	West Street	--	Exhibit	Passive
Alvin C. Caviness Park	Owen Street	3/4 ac.		Active
Keziah Park	Moore Street	1/4 ac.	Park benches	Passive
Waterfront Park	Bay Street	9 ac.	Park benches	Passive
Franklin Square Park	Howe Street	1 ac.	Gazebo and park benches	Passive
City Gym	Atlantic Avenue	--	1 basketball court	Active
City Pier	Bay Street	--	1 pier	Active
Stevens Park Little League Complex	Ninth Street	12 ac.	Baseball fields	Active
Southport City Dock	Brunswick St.	--	30 boat slips	Active
Senior Citizens Center	Ninth Street	--	Club room	Active
Lowe White Park	Leonard Street	1/2 ac.	2 tennis courts/picnic shelter	Active
J.C. Building	Fodale Street	-	Multi-purpose building	Active

Source: City of Southport.

Active recreational facilities are considered to be those which provide playing fields or facilities for organized or participatory activities. Passive recreational facilities are those used for natural areas, visual areas, or sitting/rest areas.

Table 26
City of Southport
Public Beach and Waterfront Access Sites

	Handicap Access	Restroom	Shower	Parking Spaces	Dune Crossing	Board- walk	Garden	Picnic Table	Pier	Nature Trail
City Dock E. Bay St.	Yes	No	No	No	No	No	No	No	Yes	No
Historic Riverwalk Downtown	Yes	No	No	No	No	No	Yes	No	Yes	No

Source: NC Division of Coastal Management.

There are several significant open space areas which add to the attractive landscape which exists in Southport. These include Fort Johnston, Northwood Cemetery, Old Smithville Burial Grounds, John Smith Cemetery, Old Morse Family Cemetery, and the entire riverfront shoreline area along Bay and Brunswick Streets. Many of these areas have historical significance.

The city contains the State Ports Authority facilities, located on Brunswick Street (Southport Marina). The facility is operated by a private vendor and contains wet slips for 114 boats. Two concrete boat ramps are provided.

Alvin C. Caviness Park, located on Owens Street between Clarendon Avenue and North Caswell Avenue, currently contains one full and one half-court basketball facilities and a children's playground. The city is currently seeking grant funding to rehabilitate this park. The fund will be used to upgrade the existing facilities, as well as improve the overall character of Caviness Park.

The Southport Marina serves a considerable amount of transient traffic. The peak transient seasons usually include 2½ months in both the spring and fall. In a normal year, approximately 3,000 transient boats visit the marina, most stopping for one night. There is an average of three persons on each boat. Most passengers go into Southport for supplies and/or dining. Thus, the economic impact on Southport is significant. Data on expenditures is not available. However, if these passengers averaged spending only \$150 per person, the annual economic impact would be \$1,350,000.

Restrooms and pump out facilities are also provided. Table 27 provides a summary of Southport's marina facilities.

Table 27

**City of Southport
Commercial Marinas and Dockages**

	Ramp	Repair	Restroom	Pump-out	Fuel	Liftout	Restrnt	Wet Slips	Dry Stack	Moorings
Indigo Plantation Marina	NO	NO	YES	YES	YES	NO	NO	35	NO	NO
Southport City Dock	NO	NO	NO	NO	NO	NO	NO	32	NO	NO
Old Yacht Basin	NO	YES	YES	NO	DIESEL	NO	YES	50	NO	NO
Southport Marina	YES	YES	YES	YES	GAS and DIESEL	YES	YES	114	88	20
Willis Boat Yard	YES	YES	NO	NO	NO	YES	NO	NO	NO	NO

Source: North Carolina Division of Coastal Management and the City of Southport.

8. Drainage

Because of elevation, topography, and soil conditions, drainage is a serious problem within Southport's planning jurisdiction. The following summarizes those areas which continue to have drainage difficulties during periods of heavy rainfall:

- ▶ South Howe Street near the Cape Fear River including the city parking lot at Waterfront Park.
- ▶ Intersection of Caswell and Bay Streets.
- ▶ Central section of Fodale Avenue.

The City of Southport has corrected several areas that were susceptible to flooding through the installation of storm drains and isolated lines. These isolated lines are not interconnected with the city's sewer system but are essentially "dead ends" containing several drainage holes allowing for infiltration. However, the floodprone areas described above have not been addressed and continue to present problems during periods of heavy rainfall. There are currently construction plans in place to address the problem at Fodale Avenue.

9. Health Services

The City of Southport and the citizens of Smithville Township are provided comprehensive medical care by J. Arthur Doshier Memorial Hospital. The hospital was founded in 1930, and celebrated its 70th Anniversary in the year 2000. The facility is owned by the taxpayers of Smithville Township and is managed by an elected Board of Trustees. The hospital has 40 beds, a staff of approximately 150, and serves over 20,000 inpatients and outpatients annually. Two fully-staffed operating rooms provide general surgery as well as orthopedic, ophthalmology, gynecological, and urological surgery. Other services include state of the art radiology, physical therapy, cardiopulmonary, pharmacy, speech therapy, and laboratory services. The hospital maintains a fully-staffed emergency room around the clock and provides home services through its home care department. Doshier Memorial Hospital is committed to providing comprehensive medical care to the citizens of Smithville Township. The hospital recently completed an expansion which included the addition of a Skilled Nursing Facility.

10. Cable Services

Cable Television Service is provided by Time Warner Cable. The cable system provides service to approximately 1,000 customers.

11. Electrical System and Energy Generating Facilities

The City of Southport owns and operates its own electrical distribution system which provides electrical service to all areas within its planning jurisdiction. In January, 2001, the system had a total of 2,064 subscribers including 1,715 households and 349 commercial businesses. Southport purchases its electricity through the North Carolina Eastern Municipal Power Agency (NCEMPA), who in turn purchases it from Carolina Power and Light (CP&L). The electrical distribution system has no major deficiencies and will continue to be maintained and upgraded as necessary.

Southport has made several improvements to its electrical system including the rebuilding of aging lines, extensive tree trimming, and fusing coordination. In addition, the city has initiated a rate system based on load management participation. This program lowered some household electric bills by almost 40% and is widely supported by the community.

The Cogentrix steam-generating plant is the only energy generating facilities located within the city's extraterritorial jurisdiction. The CP&L Nuclear Power Plant is located immediately north of the city's ETJ. Some of the CP&L property is located within the city's ETJ. The city will consider the need for expansion of the Cogentrix and other energy facilities on a case-by-case basis, judging the need for expansion against all identified possible adverse impacts. The location of energy production facilities is regulated by the city's zoning ordinance.

The locations of community facilities in Southport are provided on Map 15.

Map 15 - community facilities

SECTION II: PROJECTED LAND DEVELOPMENT ANALYSIS

A. PROJECTED DEMOGRAPHIC DATA

1. Permanent Population

a. Regional and County

Brunswick County's population growth can be best compared to that occurring in other North Carolina coastal counties. There are twenty coastal counties under the regulation of the Coastal Area Management Act (CAMA). Fifteen of the twenty CAMA counties are expected to experience population growth between the years 2000 and 2020. Of the fifteen counties experiencing growth, Brunswick County is expected to see the second highest increase in population (30.6%) behind Pender County (31.6%). This substantial increase in permanent population surpasses the growth forecast for all of North Carolina by 11.3%.

**Table 28
CAMA-Regulated Counties and State
Total Population and Percent Change, 2000-2020**

County	2000	2005	2010	2020	% Change 2000-2020
Beaufort	44,958	46,207	47,231	48,755	8.4%
Bertie	19,773	19,437	19,075	18,347	-7.2%
Brunswick	73,143	83,881	93,753	112,885	54.3%
Camden	6,885	7,380	7,852	8,794	27.7%
Carteret	59,383	62,542	65,303	70,365	18.5%
Chowan	14,526	14,934	15,351	16,026	10.3%
Craven	91,436	95,841	99,126	105,982	15.9%
Currituck	18,190	20,391	22,599	27,060	48.8%
Dare	29,967	33,505	37,112	44,061	47.0%
Gates	10,516	11,059	11,663	12,869	22.4%
Hertford	22,601	22,664	22,695	22,679	0.3%
Hyde	5,826	6,021	6,132	6,310	8.3%
New Hanover	160,307	179,877	197,901	233,681	45.8%
Onslow	150,355	157,690	162,855	175,762	16.9%
Pamlico	12,934	13,559	14,157	15,095	16.7%
Pasquotank	34,897	36,639	38,309	41,567	19.1%
Pender	41,082	47,180	52,761	64,106	55.1%
Perquimans	11,368	11,732	12,154	12,873	13.2%

Table 28 (continued)

County	2000	2005	2010	2020	% Change 2000-2020
Tyrrell	4,149	4,248	4,373	4,534	9.3%
Washington	13,723	13,537	13,299	12,823	-6.6%
Total CAMA Counties	826,019	888,324	943,701	1,054,574	28.0%
State of NC	8,049,313	8,784,896	9,468,786	10,985,220	36.5%

Source: North Carolina Office of State Planning.

b. City of Southport

Population projections for the City of Southport and Brunswick County have been prepared through the year 2020. The population projections are provided in Table 29. It is emphasized that the forecasts do not take into consideration annexations which may occur. As a result, some populations may prove to be above the figures that are forecast.

Table 29
City of Southport and Brunswick County
Population Forecasts

Municipality	2000	2005	2010	2015	2020
Southport	2,351	2,696	3,013	3,333	3,628
Total Municipalities	24,100	27,638	30,891	34,167	37,195
Total Unincorporated	49,043	56,243	62,862	69,528	75,690
Brunswick County Total	73,143	83,881	93,753	103,695	112,885

Source: Holland Consulting Planners, Inc.

The population for Brunswick County overall is expected to increase from 73,143 to 112,885 between the years 2000 and 2020. This shows a total increase of 54.3% and an average annual increase of 2.7%. The permanent population of Southport is forecasted to increase at the same rate as the county.

2. City of Southport Seasonal Population

The city's peak seasonal population can be defined as the population that would be enumerated in all seasonal housing units if all of those units were occupied at full capacity. Seasonal housing units include 1) all single-family and multi-family private housing units used by the overnight tourist population rather than the permanent population; 2) all motel/hotel rooms (including bed and breakfasts); 3) all seasonal and transient campground sites; and 4) all individual marina wet slips capable of docking boats of a size and type which can house people overnight. Marina facilities for fueling/repair only (no overnight dockage), and those that only dock commercial fishing boats, are excluded from the enumeration of seasonal housing units.

There has not been a significant increase in the city's number of seasonal housing units since the city completed its last CAMA land use plan updated in 1997. In 2000, the city's total peak population was 4,284, of which 1,623 was attributed to the city's peak seasonal population (see page I-11). The city's peak seasonal population is not expected to increase significantly during the next 10 years. However, if the city's peak seasonal population growth paralleled that of the permanent population (25.2%), the peak seasonal population should increase to 2,032 by 2010.

It is expected that Southport will continue to attract large numbers of day visitors during the spring and summer months. The number of people visiting the Southport 2000 Visitor Center provides a good indicator of the impact of tourism on the city. Between 1998 and 2000, visitors to the Visitor's Center increased 29%. The following provides a brief summary of visitation at the Center: 1997 - 24,462 visitors (10-month period); 1998 - 42,387 visitors; 1999 - 44,436 visitors; and 2000 - 54,864 visitors.

Day visitation to Southport is expected to continue to increase over the next ten years. As a result, day visitors may have a greater impact on the provision of city services than that required to serve the city's seasonal population.

3. Commercial and Industrial Development

Commercial development in Southport has been occurring fairly rapidly. As discussed earlier in this plan, between 1995-2000, there were 27 building permits issued for commercial development of which 23 were issued between 1998-2000. Although commercial development is not anticipated to take place at as rapid a rate as between 1998-2000, it is expected to continue and will have a significant impact on Southport. It will be a challenge for the city to provide for orderly, well planned commercial development, in the right amount and in the right locations.

Commercial development is anticipated to primarily occur along the Howe Street corridor and surrounding the NC 211/NC 87 intersection. The city should rely heavily on the future land use map included in this plan to control the amount and locations of commercial development. In addition, the city should continue to enforce its Commercial Design and Development Standards to ensure the quality of commercial development.

The City of Southport does not anticipate significant industrial development to occur in the immediate future. In the event that industrial development does occur, the city will encourage it to locate in the far eastern portion of the city in areas zoned for industrial development. However, if additional industrial development does occur in this area, it should be done carefully so as not to infringe on existing residential areas. Industries should be required to provide adequate vegetative buffers on their property whenever adjacent to areas zoned for residential use.

4. Housing Trends

The majority of the residential development occurring in Southport has located within the following major subdivisions: Indigo Plantation, Forest Oaks, Harbor Oaks, and River Landing. During the late 1990s, the city averaged 27 new housing units per year. Assuming there were approximately 1,500 housing units in Southport at the time this plan was drafted and based on the growth that has occurred, by the year 2010 there could be approximately 1,770 housing units in Southport. However, it should be stressed that this is a rough estimate. Any large multi-family developments that occur could prove this figure to be low.

There is sufficient vacant, developable real estate to accommodate residential growth, at current growth rates, well beyond the year 2020. The main limiting factor for all development in Southport will be the city's ability to provide water and especially sewer service.

As Southport's existing housing stock ages, the need to address substandard housing will intensify. The major concentrations of substandard housing will continue to be in the Rhett Street area and an area that is generally bounded by West 11th Street, Lord Street, Brown Street, and Burrington Avenue. Outside the city's incorporated area, the Jabbertown Road area continues to remain a concentration of substandard housing. The city has had good success in improving overall housing conditions through the implementation of Community Development Block Grant projects and enforcement of the minimum housing code. In order to address substandard housing, the city will continue to actively pursue state and federal housing assistance funds.

5. Public Land Use

The city does not anticipate significant public land acquisition in the near future. Although police, fire, and rescue equipment and facilities will be continuously improved to remain current, land acquisition is not expected to be a part of these improvements. However, the city has been seeking grant funding assistance to upgrade its water distribution system and construct a new elevated water storage tank. Therefore, a relatively minor land acquisition may be required to locate the storage tank.

The city has discussed the desire to extend its Riverwalk from the City Pier to the east approximately 500 feet. However, the piece of property necessary to accommodate this improvement is owned by the Army Corps of Engineers. The city will continue its efforts to acquire a license agreement from the Corps so that this improvement can be pursued.

6. Areas Likely to Experience Major Land Use Changes

Major deviations in existing patterns of land use, as described in this comprehensive plan, are not expected to occur during the planning period. Vacant land will be gradually developed primarily for residential uses and, to a lesser extent, commercial use. Residential development will continue in a west/northwest direction while commercial uses will continue along Howe Street/NC 211. Although consistent with existing land use patterns, annexations and public utilities extensions may accelerate development in certain areas and sewer extensions will increase density in the ETJ. The Division of Community Assistance is currently working on an annexation study for the city to determine which areas meet statutory requirements. This study is not anticipated to be complete until early in the year 2001. However, following completion of the study, the city will likely pursue the annexation of several areas.

Re-zonings that have occurred recently on Robert Ruark Drive and on Ferry Road may eventually lead to some significant changes in land use as the owners of these properties pursue development opportunities.

The development of new thoroughfares in the city could have a significant impact on land use patterns. The transportation portion of this section discusses the City of Southport Thoroughfare Plan and includes a map illustrating the approximate locations of proposed thoroughfares. Although the construction of these thoroughfares will not likely take place within the next five years, it is important that the city protect easements and plan for these improvements so that they can become a reality. The future land use map that has been provided in this plan includes provisions and appropriate land uses for these potential corridors.

B. PUBLIC FACILITIES DEVELOPMENT NEEDS AND LAND USE ISSUES

1. Introduction

The purpose of this section is to identify the demand for new or improved public facilities based on existing demand and the projections that have been provided in Parts A and B of this section. This section concludes with a summary of public facility needs.

2. Water Supply

As previously discussed in this plan, Southport's water system is interconnected with that of Brunswick County. This connection provides the city with approximately 40% of its water. However, the city is currently considering increasing the percentage of water it receives from the county. The Brunswick County water system has a total system capacity of 30 million gallons per day (gpd), of which approximately 50% is currently being utilized. As a result, the City of Southport does not anticipate any problems relating to the supply of water. However, the city does have the need to increase its water storage capacity. At the present time, the city's water system includes only one elevated storage tank with a capacity of 150,000 gallons. The city is actively pursuing available grant funds that will assist with the cost of a new 150,000 gallon elevated storage tank. In addition, Brunswick County and Southport have had discussions about a possible joint venture to construct a tank between Pelican Building Supply and Wal-Mart. However, no decision had been made at the time this plan was drafted. Following the construction of a second elevated storage tank, the city will have a combined storage capacity of over 300,000 gallons.

In addition to the construction of a second storage tank, there is a need to refurbish/replace aging main and secondary water distribution lines and install a third groundwater well. As with all of the city's public facilities, there will be an ongoing need for the maintenance of what is existing and in the event of annexation, the city will need to extend service to newly annexed areas.

3. Sewer

Southport's wastewater treatment plants have a combined capacity of 800,000 gpd. The current average daily flow into the system, as averaged over the five-year period from 1997-2001, is 518,000 gpd. Taking into consideration an additional contracted allocation of 100,000 gpd to the Southeast Brunswick Sanitary District (SBSD), the city is left with an excess capacity of 182,000 gpd. This number is only 22,000 gpd above the state recommended 20% reserve margin of 160,000 gpd. Several planned urban developments are proposed and have asked the city for nearly 105,000 gpd additional over the next five years. This would leave the city with only 77,000 gpd by 2006, providing a margin of less than 10% of the plant's capacity. If such circumstances arise, the state will impose a mandated moratorium. Given the additional facts that the city's aging collection system is operating at or near capacity, despite annual upgrades, and that the collection system continues to experience inflow and infiltration problems, the overall sewage treatment situation is nearing a critical juncture. In order to combat this problem and regulate growth while searching for a solution to the problem, in July 2000, the City of Southport Board of Aldermen imposed a sewer moratorium on the consideration and approval of any development projects containing 30 or more units or lots, or developments over 15 acres in size. The moratorium was still in effect at the time this plan was drafted.

As discussed in Section I, the state is requiring Southport to relocate its wastewater treatment discharge site. Plans for the relocation need to be in place before the state will issue Southport's National Pollutant Discharge Elimination System (NPDES) permit in 2006.

Brunswick County and its municipalities, including Southport, are having discussions regarding the installation of a regional sewer collection and treatment system. The city would benefit through the implementation of such a system because the cost of installation, maintenance, and improvements would be distributed between all agencies involved. According to the county, if regional sewer plans are successful, construction could be initiated as early as the year 2003. However, the city's public works director believes this estimate to be somewhat optimistic and that the year 2005 may be closer to reality. During several of the Comprehensive Plan Major Streets/Public Services Committee meetings, concern was expressed over the need for the city to have a "back up" plan in case efforts to regionalize the county's sewer system fail.

4. Solid Waste Disposal

The City of Southport will continue to contract with a private hauler for its solid waste disposal and recycling needs. As a result, there are no public facility needs related to solid waste disposal.

5. Schools

As discussed in Section I, Southport's school-aged population is served by the following Brunswick County schools: Southport Elementary, South Brunswick Middle School, and South Brunswick High School. These schools also serve students from Boiling Spring Lakes, Bolivia, and Oak Island. The three schools serving the residents of Southport had a combined enrollment of 2,390 during the 1999/2000 school year.

The City of Southport's population is expected to increase from 2,661 to 3,331 between 1999 and 2010. The growth that has been forecast yields a net gain of 670 persons. Based on historic trends, approximately 15% of the city's total population may be comprised of school-aged persons. As a result, Brunswick County Schools may have to accommodate an additional 101 students from Southport by the year 2010. Assuming that these additional students will be divided between the three schools listed above, the impact on the school system from Southport will be relatively minor during the next ten years. However, Brunswick County as a whole is one of the fastest growing counties in the state, if not the fastest. As a result, there will be a significant amount of pressure placed on the entire school system as a result of growth.

Recent improvements to the schools serving Southport include the construction of an eleven (11) room addition to the South Brunswick Middle School, completed in September 1999, and plans for a new elementary school. The new elementary school will accommodate approximately 650 pupils and will be located on Highway 211 approximately five miles southeast of Supply.

Brunswick County Schools has prepared a Strategic Plan for Excellent Schools 2000-2004. This plan was too lengthy for inclusion in this plan but can be reviewed at the following website: www.brunswickcountyschools.org/administrator/strategic_plan.asp. The plan includes strategic priorities and goals for the next four years. The school system will need to stay committed to accomplishing these goals to ensure adequate facilities for the future. Unfortunately, the city has little control over the school system and will have to rely on the county to a large extent to provide adequate service.

6. Police, Fire, and Emergency Medical

Police, fire, and emergency medical services are expected to remain adequate in meeting demand during the planning period. Beyond the possibilities of expanding existing personnel and the purchase of equipment, no major improvements are expected to take place. As discussed in Section I, it is anticipated that as annexations occur and the city expands northward, additional police, fire, and rescue services as well as a more central location than Nash Street may become necessary. However, these improvements are not expected to be needed during the planning period.

In estimating the impact of growth, planning standards for public services have been estimated; the following figures are averages, and are intended to help quantify the impacts of growth: Per 1,000 persons in population growth, a city is likely to need two additional staff persons, 0.6 vehicles, and 200 square feet of facility space for law enforcement. Likewise, fire protection will involve 1.65 personnel, 0.2 vehicles, and 250 square feet of facility space for every 1,000 persons. Increased demand on emergency medical services amounts to 36.5 calls per 1,000 population, one vehicle, and 4.1 full-time personnel per 30,000 persons.

As previously discussed, Southport is expected to have a net gain of approximately 670 persons during the next ten years. Based on this assumption, the following provides a summary of additional equipment and staffing required to accommodate growth:

	Police	Fire	EMS
Vehicles	No demand	No demand	No demand
Square Feet	134	168	No demand
Staff	1	1	No demand
Calls	No demand	No demand	24

As reflected above, the impact on the city's police, fire, and EMS services from anticipated population growth is relatively minor. However, as discussed elsewhere in this plan, these estimates do not include population growth resulting from annexation. It is anticipated that within the next two to three years, the city will pursue the annexation of unincorporated areas. However, it is impossible to estimate the impact from these annexations at this time.

Furthermore, when the city decides on areas for annexation, a detailed annexation report will need to be prepared describing how all city services will be extended/provided to the area.

7. Recreation

Although there are a fair amount of recreational facilities in Southport, during the development of this plan, the following needs were identified:

- ▶ Expansion of Riverwalk from the City Pier to the east approximately 500 feet.
- ▶ Additional sidewalks on the west side of the city.
- ▶ Additional boat docking facilities in Yacht Basin area.
- ▶ Public restroom facilities downtown (for the lack of a better place, this need is listed under Recreation).
- ▶ Renovate existing parks.
- ▶ Community recreation center/multi-purpose building.

The National Recreation and Parks Association published the Recreation, Parks, and Open Space Standards and Guidelines to provide national guidelines which could serve as an expression of reasonableness and adequacy with respect to quality service delivery. Table 30 provides a summary of the national standards for selected recreational facilities and Southport's existing and future demand for new facilities.

Table 30
National Recreation Standards and Demand for Facilities in Southport

	Standard	Existing Facility Demand*	Year 2010 Facility Demand**
Baseball	1 per 10,000 persons	No demand	No demand
League Softball	1 per 4,000 persons	No demand	No demand
Practice Fields	1 per 3,000 persons	+1	No demand
Youth Baseball Fields	1 per 3,000 persons	No demand	No demand
Tennis Courts	1 per 1,000 persons	+1	No demand
Football/Soccer	1 per 6,000 persons	No demand	No demand
Amphitheaters	1 per 20,000 persons	No demand	No demand
Swimming	900 square feet per 1,000 persons	+2,395 sf	+603 sf

*This column represents the number of additional facilities the city currently needs to serve its existing population.

**This column represents the number of additional facilities the city will need to serve a population of approximately 3,331 in 2010.

Source: National Recreation and Parks Association.

As indicated in Table 30, according to National Recreation Standards, the city has a demand for additional tennis courts, a practice field, and a swimming facility. In addition, there appears to be a need for skateboard facilities. However, it should be noted that these guidelines reflect professional judgment, rather than an assessment of community needs, and no two communities are the same. Furthermore, many communities have found the national guidelines difficult to meet. Therefore, the pursuit of achieving national recreation standards should not take the place of common sense and recognizing the needs of the community. Finally, the fact that Southport's geographical setting provides a unique opportunity for a variety of outdoor recreational activities reduces some of the pressure on the city to pursue national guidelines. The shoreline access sites in the city provide access to open space along the shoreline where residents can enjoy recreational activities such as boating, fishing, and walking. These access sites definitely add to the city's recreation and parks inventory and provide a service which the national recreational standards do not take into account. It should also be noted that many communities have taken out basketball courts or are not constructing additional courts because they are often a breeding ground for illegal activity.

8. Drainage

Section I of this plan described five areas where drainage problems currently exist (see page I-75 for a more detailed description of these areas). These areas were South Howe Street, the intersection of Caswell and Bay Streets, and Fodale Avenue. There are construction plans in place to address the problem at Fodale Avenue. However, the city will need to work to address the problems at the remaining areas listed above.

9. Electrical System and Energy Facilities

The city's electrical distribution system has no major deficiencies and will continue to be maintained and upgraded as necessary. The city has recently made an agreement with Brunswick Electric to take over the maintenance and operation of the city's system. As a result, the city will save approximately \$100,000 annually. However, it should be noted that the city has no interest at this time in selling its electric system.

The city has expressed interest in moving some of its electrical lines underground as funds become available. New subdivisions are required by ordinance to place their utilities underground.

10. Transportation

North Carolina's Transportation Improvement Program (TIP) is a document which lists all major construction projects the Department plans for the next six years. Similar to local Capital Improvement Program projects, TIP projects are matched with projected funding sources.

Each year when the TIP is updated, completed projects are removed, programmed projects are advanced, and new projects are added.

During annual TIP public hearings, municipalities request projects to be included in the TIP. A Board of Transportation member reviews all of the project requests in a particular area of the state. Based on the technical feasibility, need, and available funding, the board member decides which projects will be included in the TIP. In addition to highway construction and widening, TIP funds are available for bridge replacement projects, highway safety projects, public transit projects, railroad projects, and bicycle projects.

There is only one highway improvement project included in the 2000-2006 TIP which may have an impact on Southport's highway transportation system. It should be noted that this project is located outside of the city's ETJ. This project is listed as follows:

Route/ City	ID No.	Location and Description	Length (MI) (KM)	Total Est. Cost (Thou.)	Work Type	Cost Estimates (Thou.)	Schedule (Fiscal Years)
New Route	R-3324	NC 211-133 to NC 87 at SR 1565, Construct a two lane connector on new location	1.2	3,757	Planning		FY01
			1.9		Design		FY04
					Right-of-way	887	FFY06
					Construction	2,871	Post Years

In addition to the TIP, Southport has its own thoroughfare plan that was adopted in July, 2000. A thoroughfare plan identifies existing and anticipated future deficiencies in the transportation system and uncovers the need for new facilities. The thoroughfare plan also provides a representation of the existing highway system by functional use, which includes major thoroughfares, minor thoroughfares, and the local street system.

The city's thoroughfare plan includes the following summary of traffic control/problem areas:

- ▶ NC 211 from 12th Street to Beach Road: This facility serves as the "gateway" to Southport being the main entrance and really only one of two ways to get to the area. This is a partially tree lined roadway that is currently a two-lane facility.
- ▶ NC 87/NC 133 from planning area boundary to NC 211: These facilities serve as an entrance to the Southport area bringing traffic south from I-40 and the Wilmington area.
- ▶ Doshier Cut-Off Road: This facility serves as a "short cut" for traffic coming down NC 87/NC 133 with a final destination in the vicinity of Oak Island. While it does not directly affect traffic in the Southport corporate limits, it does affect traffic coming into the Southport area and traffic exiting the Southport area headed to Oak Island.
- ▶ NC 211 through Central Business District (Howe Street)

- ▶ NC Ferry Operation Traffic: This also includes industrial traffic from the same side of the city.
- ▶ Direct connection from Southport to Oak Island that would serve as an alternative to NC 211/NC 133.

Capacity deficiencies exist primarily in two locations at the end of the planning horizon, in the year 2025. Traffic congestion is expected to worsen along NC 211 from Beach Road into Southport and through the city to Leonard Street. It is also expected to worsen on NC 87/NC 133 coming south, utilizing the Doshier Cut-Off Road and heading towards Oak Island. Leonard Street should be extended to intersect with Highway 87. Map 16 provides the locations of recommended thoroughfare improvements and provides estimated average annual daily traffic (AADT) count data for the year 2025.

11. Summary

The following provides a summary of public facilities needs:

- ▶ Refurbish/replace water distribution system (main and secondary lines)
- ▶ Need for a second elevated water tank
- ▶ Reduce inflow/infiltration in sewer collection system
- ▶ Improve/expand sewer collection system
- ▶ Improve/update lift stations for sewer collection system
- ▶ Significantly rehabilitate WWTP, or alternately connect with county regional plant
- ▶ Establish plan for putting electric distribution system underground
- ▶ Resurface a minor portion of city streets
- ▶ Storm drain improvements to several locations (Stuart and Fodale)
- ▶ Additional sidewalks
- ▶ Public restroom facilities
- ▶ Extend Riverwalk east of City Pier
- ▶ Provide additional boat docking facilities in Yacht Basin area.
- ▶ Improve the appearance of the downtown pump station
- ▶ Implementation of thoroughfare plan

C. REDEVELOPMENT ISSUES

Southport's greatest continuing redevelopment issue will be the preservation and renovation of housing for its low-to-moderate income families and individuals. As stated earlier in this section, under Housing Trends, the Rhett Street area and an area generally bounded by West 11th Street, Lord Street, Brown Street, and Burrington Avenue contain the most severe substandard housing conditions remaining in Southport.

The City of Southport has been extremely successful in the rehabilitation of its downtown and the preservation of its waterfront, and serves as an example to other coastal North Carolina communities. However, this is an ongoing endeavor and remains relevant during the planning period.

The final area of concern and potentially the most significant is the redevelopment of areas following a hurricane or other natural disaster. The specifics of such redevelopment are dealt with in the 1997 City of Southport CAMA Land Use Plan, storm hazard mitigation and post-disaster reconstruction section. However, Southport will support the reconstruction of any properties destroyed by natural disaster, consistent with applicable city ordinances.

The city will undertake the following in support of redevelopment:

- ▶ Removal of substandard dwelling units through enforcement of the city's minimum housing code.
- ▶ Support applications for North Carolina Community Development housing rehabilitation funds.
- ▶ Support applications for North Carolina Housing Finance Agency home improvement funds.
- ▶ Continued protection of both the downtown and waterfront areas.
- ▶ Continue to capitalize on the waterfront as the key to downtown revitalization.
- ▶ Recognize and protect significant natural and aesthetic resources, such as tree canopies and existing park areas.

MAP 16 - PROPOSED THOROUGHFARES AND AADT COUNTS 2025

SECTION III: FUTURE LAND USE PLAN

A. INTRODUCTION

The future land use plan or "map" is an essential tool for implementing land use planning. The map is intended to serve as a guide for the Planning Board and Board of Aldermen when they review private development proposals and make decisions on the location of public facilities.

The land use plan also provides the framework upon which zoning and subdivision regulations and the capital improvements program should be based. In fact, the preparation of a land use plan and map is mandated by legislation as a prerequisite for zoning. North Carolina General Statute 153A-341 states that:

Zoning regulations shall be made in accordance with a comprehensive 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 the jurisdiction.

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

- ▶ To promote economic efficiency by coordinating the size and location of publicly provided future community facilities with the location and intensity of future private residential, commercial, and industrial activity.
- ▶ To optimize resources by allocating land for its most suitable use. For example, a city may want to encourage industrial development on sites accessible to existing water and sewer lines and in areas with suitable soil conditions. Or, a city may choose to arrange land uses in such a way as to protect environmentally sensitive areas.
- ▶ To provide a land use form that reflects the vision of the city's residents, is unified, avoids conflicting land uses, optimizes resources, preserves the city's character and is pleasing: providing open space, vistas and distinguishable districts.

It is important that Southport understands that merely completing the land use plan, illustrating the city's vision for the future, does not ensure that its objectives will be met. The City of

Southport must continuously work at accomplishing plan implementation and maintaining an effective planning program. Changes to Southport's management of growth should occur. In contemporary planning, the most discussed concept is "smart development." In reality, this concept is not a new idea. It is simply the blending of many existing ideas. Smart development adheres to six basic principals which are described as follows:

Principle 1: Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. These benefits result from compact building forms, in-fill development, and moderation in street and parking standards. Compact building patterns preserve land for city and neighborhood parks as well as local woods and wetlands. Furthermore, compact development shortens trips, lessening dependence on the automobile, and therefore reducing levels of energy consumption and air pollution. Finally, a compact development pattern supports more cost-effective infrastructure than does low-density fringe development.

Principle 2: Full Use of Urban Services

The same frugality of land development supports efficient use of public and private infrastructure. Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services, and schools. Inefficient land use, whether within or outside urban areas, places a financial strain on communities trying to provide for the construction and maintenance of infrastructure needs.

Building compactly does not mean that all areas must be densely developed. Rather, the goal is an average density for the area, at a level that makes full use of urban services. Averaging allows for areas to have a mix of low-, medium-, and high-density development. Mixing densities to encourage efficient use of services also means requiring a high level of building and siting compatibility, encouraging neighborhoods to have both character and privacy.

Careful street sizing and the accommodation of some parking on streets reduces impervious surfaces and efficiently uses urban services by saving on land acquisition, construction, and maintenance costs. In short, streets should be sized for their use: lower density areas that have little through traffic are best served by slower, narrower streets, while transportation corridors that move district-wide traffic need wider travelways.

Principle 3: Mix of Uses

Locating stores, offices, residences, schools, and recreation spaces within walking distance of each other in compact neighborhoods with pedestrian-oriented streets promotes:

- ▶ independence of movement, especially for the young and the elderly who can conveniently walk, cycle, or ride transit;

- ▶ safety in commercial areas, through around-the-clock presence of people;
- ▶ reduction in auto use, especially for shorter trips;
- ▶ support for those who work at home, through nearby services and parks; and
- ▶ a variety of housing choices, so that the young and old, singles and families, and those of varying economic ability may find places to live.

Mixed-use examples include a corner store in a residential area, an apartment near or over a shop, and a lunch counter in an industrial zone. Most codes prohibit the co-location of any residential and commercial buildings. This prohibition is based on the functional and architectural incompatibility of the buildings. Using design standards, in tandem with mixed-use zoning, overcomes incompatibility. Additionally, limitations on commercial functions, such as hours of operation and delivery truck access, may be necessary. More fundamentally, to gain the full benefits of a mix of uses, buildings must be conveniently connected by streets and paths. Otherwise, people will still be inclined or required to use cars, even for the shortest trips.

Principle 4: Transportation Options

Transportation must be safe, convenient, and interesting. These performance factors affect sidewalk and street design, placement of parking, and location of building fronts, doors, and windows. Well-designed bike lanes and sidewalks protect people from vehicle accidents. Orienting windows and doorways to the sidewalk increases awareness of street activity and the safety of the streetscape.

Convenience begins with a connected network of streets that provides alternative routes with reasonable walking distances between destinations. A properly designed network also promotes neighborhood safety by routing the heaviest traffic around neighborhoods, without sacrificing street connectivity.

Providing compact, mixed-use development connected by safe, convenient, and interesting networks of streets and paths promotes:

- ▶ walking, cycling, and transit as viable, attractive alternatives to driving;
- ▶ less traffic congestion and air pollution;
- ▶ the convenience, density, and variety of uses necessary to support transit;
- ▶ a variety of alternative routes, thereby dispersing traffic congestion; and
- ▶ lower traffic speeds, making neighborhoods safer.

Principle 5: Detailed, Human-Scale Design

Community acceptance of compact, mixed-use development requires compatibility between buildings to ensure privacy, safety, and visual coherency. Similar massing of buildings, orientation of buildings to the street, the presence of windows, doors, porches, and other architectural elements, and effective use of landscaping all contribute to successful compatibility between diverse building types.

Human-scale design is also critical to the success of streets and paths as preferred routes for pedestrians, cyclists, and motorists alike. In general, smart street design considers the role of pedestrians along with that of vehicular traffic, emphasizing the quality of the walking environment. For instance, parallel parking may be considered a hindrance to vehicle flow, but, for pedestrians and shop owners, on-street parking is a benefit because it reduces speeding traffic and protects the sidewalks.

Designing streets that are balanced for pedestrians, cyclists, and motorists promotes the development of community through the informal meeting of neighbors. Neighborhood safety is improved, since neighbors can more easily come to know one another and watch over each other's homes.

Principle 6: Development Review

Southport's ability to adopt smart development principles will, of necessity, require an examination of its development review process. Primarily, the review should focus on ways that the review process can be streamlined so that developers are encouraged to apply the principles. Frustrating, costly, and time-consuming delays due, in part, to inflexible standards, regulations, and processes will discourage innovative approaches to development and design. Providing for flexibility and certainty in the application of standards, and administrative approval of "minor" variances, can help promote creative development that complies with the principles. Effective use of Planned Residential Developments (PRD's) can also relieve some of the regulatory barriers for developers and lighten the administrative load for planners, as can adopting a flexible process for applying design review standards.

While the smart growth concept may not be suited to every community, it will support Southport's objective of preserving its rural atmosphere and aid in preserving its natural resources.

B. LAND USE CATEGORIES

Southport's Land Use Plan includes eight separate land use categories (see Map 17). Each land use category has associated zoning districts. These zoning districts specify the allowable uses for each of the land use categories. A complete list of the land use categories utilized in the land use plan and the zoning districts that should be included in each category is provided below.

LAND USE CATEGORIES and CORRESPONDING ZONING DISTRICTS:

OPEN SPACE/VERY LOW DENSITY RESIDENTIAL - OS, RA-20, R-3*

COMMERCIAL - C-2 and C-3

OFFICE/INSTITUTIONAL/MULTI-FAMILY - R-2 and PRD

HIGH DENSITY RESIDENTIAL - R-2 and PRD

MEDIUM DENSITY RESIDENTIAL - R-1 and PRD

LOW-MEDIUM DENSITY RESIDENTIAL - RA-20, R-1, and PRD

INDUSTRIAL - I-1 and I-2

CBD MIXED USE - C-1, R-1, and R-2

*In some cases, the R-3 single- and two-family residential (mobile home) district may be an allowable use in the open space/very low density residential land use category..

KEY TO ZONING DISTRICTS:

- R-1 Single-family and two-family residential district
- R-2 Multi-family residential district
- R-3 Single- and two-family residential district
- RA-20 Low density residential and agricultural district
- C-1 Central business district
- C-2 General business district
- C-3 Specialized business district
- I-1 Light industrial district
- I-2 Heavy industrial district
- OS Open space district
- PRD Planned residential development

It should be noted that the city's future land use map covers an area that extends up to one mile outside Southport's extraterritorial jurisdiction (ETJ). It is necessary for the city to have a plan for the area outside of the existing ETJ in case Southport pursues ETJ expansion.

MAP 17 - FUTURE LAND USE MAP

C. LOCATIONAL ASPECTS OF LAND USE

The purpose of this section is to describe the reasoning behind the location of land uses as shown on the land use map. It should be noted that the land use plan depicts a desired or optimum pattern of land uses. For land areas that are already developed, the desired land use may not be consistent with the existing land use. In cases where the planning process resulted in a desired land use that deviated from the existing land use, preferred land use is indicated. The following provides an example of a case in which an existing land use would not be indicated on the map: An industry might locate in an area that was considered "rural" ten years ago. As the years go by, development occurs, urban areas of the city expand, and eventually the industry finds itself in an urbanized setting surrounded by residential development. This situation has resulted in a conflicting land use. In this case the existing land use of the industrial property is industrial but might be shown on the land use map as Office/institutional/Multi-Family, a more suitable and compatible use for a residential area.

Generally, the land use map was drafted with consideration given to key land use issues (identified on page I-35); preservation of the city's existing urban form which is comprised of districts, paths, urban nodes, landmarks, and edges (see pages II-58 through II-61); development constraints, existing zoning patterns, and citizen input. It should be stressed that although the future land use map indicates a desired pattern for future land use, it is not being suggested that the land uses portrayed cannot be deviated from. However, it is recommended that as the need for changes in the land use map become apparent that the map be revised and approved by the Board of Aldermen. A general description of land use by type follows.

1. Commercial

Commercial land uses in Southport's planning jurisdiction are concentrated in the Central Business District, along Howe Street, and at the NC 211/NC 87 intersection. Within the area that extends up to one mile outside the city's ETJ, commercial land uses are located at the intersections of a proposed thoroughfare connecting NC 87/NC133 to NC 211 and along NC 133 from NC 211 south to the Oak Island city limits.

There has been an attempt to locate commercial development in nodes. Nodes are typically placed at the intersections of major thoroughfares. Nodes serve as community focus areas or concentrations of high intensity land use. It should be noted that the location and size of these commercial areas are not intended to be static. As the land around these commercial areas develops, larger node definitions, and possibly even shifts in location from one area to another, may be warranted. As commercial development takes place in the outlying areas of the city's planning jurisdiction, it should be buffered from surrounding areas by office/institutional/multi-family land uses or open space. When development is initiated in the location of one of the nodes, the city should, in cooperation with property owners adjacent to the node, develop a very specific area development plan (ADP) prior to approving any development.

2. Residential

Residential land uses have been divided into four separate land use categories based on associated variable residential densities. These categories include: Open Space/Very Low, Low-Medium, Medium, and High Density Residential. The location of residential land uses by density was based on existing residential development patterns, constraints to development (i.e. floodplains, wetlands, etc.), and the location of infrastructure such as water, sewer, and the transportation network. Generally, the areas that contained few obstacles for development were classified at higher densities than areas that possessed multiple obstacles for development.

Open Space/Very Low Density Residential land uses have been located in areas where there is the potential for flooding (100-year floodplain), the need for buffering, or, in some cases, where AECs exist. Buffering is used to separate areas that may have the potential to become conflicting land uses. It should be noted that the ideal land use for this category is open space as opposed to very low density residential development. Residential development should only be allowed in these areas on a limited basis and the development that does occur should have its finished floor level substantially above the base flood elevation.

It should be noted that the land use plan does not attempt to delineate future park sites for the following reason: If the city were to express interest in acquiring specific sites for public use too far in advance it could drive the cost of real estate up unnecessarily. Open space buffers adjacent to industrial development should be maintained at a width based on the type of industry and its potential to create compatibility problems.

3. Industrial

There are no industrial land uses shown on the future land use map within the incorporated area of Southport. Future industrial land use is concentrated in the north eastern section of the city's ETJ and plus one mile area. Future industrial land uses have been located in this area in the attempt to concentrate new uses near existing industrial land uses. On the Future Land Use Map, the CP&L property (including the discharge canal) is shown as industrial.

All of the industrial areas indicated on the Land Use Plan that are adjacent to residential land uses have been buffered with open space land uses. Buffering has been provided to help prevent land use conflicts between industrial development and neighboring land uses. The width of the buffer should be based on the type of industry and its potential to create compatibility problems. It is not the city's intention to acquire land to be utilized as buffer areas, but rather to encourage industries to incorporate adequate buffers into their development plans.

4. Office/Institutional/Multi-Family

Future office/institutional/multi-family (OIMF) land uses are located in areas that have already been developed for OIMF use, are along highway corridors, or between commercial and residential land uses. Office/institutional/multi-family uses are located in this manner to help

preserve the carrying capacity of transportation corridors, to serve as a buffer from the roadway, and to minimize land use conflicts between commercial and residential land uses.

5. CBD Mixed Use Districts

The CBD Mixed Use District land use category corresponds with the CBD area depicted on Map 3. This district is designed to provide convenient shopping and service facilities by promoting compact development of commercial, office, and service uses while preserving the historic character of the district. Due to the variety of allowed uses within the CBD District land use category, any new development or redevelopment shall be done with careful consideration given to surrounding land uses. This will help keep potential land use conflicts to a minimum.

6. Areas of Environmental Concern Overlay

The future land use map includes an Areas of Environmental Concern (AECs) Overlay. Development of any areas located within the overlay should be sensitive to protection of the AECs. Development proposals should be reviewed on a case-by-case basis in consideration of the needs of the particular AEC.

D. **SUMMARY OF GENERAL PRINCIPLES USED TO DEVELOP THE LAND USE PLAN**

The City of Southport Land Use Plan was drafted with consideration given to the following:

- ▶ Key land use issues
- ▶ Preservation of existing urban form
- ▶ Existing plans for the development of public facilities
- ▶ Development constraints
- ▶ Existing zoning patterns
- ▶ Desire to concentrate commercial and industrial development
- ▶ Limiting potential land use conflicts
- ▶ Preservation of existing residential neighborhoods
- ▶ Prohibition of industry within the city's planning jurisdiction.

SECTION IV: URBAN FORM POLICIES

A. INTRODUCTION

The Coastal Resources Commission requires all governments to specify stated development policies under each one of five broad topics in their Coastal Area Management Act (CAMA) Land Use Plans. These topics include:

- ▶ Resource Protection
- ▶ Resource Production and Management
- ▶ Economic and Community Development
- ▶ Continuing Public Participation
- ▶ Storm Hazard Mitigation, Post-Disaster Recovery, and Evacuation Plans

The 1997 City of Southport CAMA Land Use Plan includes policy statements which address these five policy areas. The policies included in the 1997 CAMA Land Use Plan will continue to serve as the primary guide for regulating development within the City of Southport's planning jurisdiction. However, the policies included in the 1997 CAMA Land Use Plan do not address urban form. Following are additional growth and development policies which relate to urban form. Through the implementation of these policies, the city may preserve the assets which make Southport a special place to live, while at the same time developing into the city it wishes to become.

B. URBAN FORM GROWTH AND DEVELOPMENT POLICIES

1. Districts

- ▶ Development within each of the city's districts shall be consistent with surrounding land uses.
- ▶ Future development of the city's Central Business and Historic District will be regulated through the City of Southport Unified Development Ordinance.
- ▶ The city's existing residential districts shall be preserved and protected from encroaching development.
- ▶ In-fill development should be encouraged within each of the city's districts to promote the efficient use of land and cost effectiveness.
- ▶ Special attention shall be given to development along the edges of districts to prevent potential land use conflicts with adjacent districts and land uses.
- ▶ Uses generating significant employment shall be concentrated for the cost effective provision of services and to provide opportunities for ride sharing.
- ▶ The City of Southport supports the interconnectivity of subdivisions through the enforcement of street design standards contained in the city's subdivision ordinance.

2. Paths (Natural and Transportation)

Natural:

- ▶ Watercourses, floodways, and undisturbed floodplains shall be preserved as conservation areas.
- ▶ The city shall encourage developers to participate in the reservation/dedication of land for development of a greenway system for the city, which would provide a continuous system of open spaces which provide pedestrian links between districts and nodes.

Transportation:

- ▶ Major thoroughfares shall have an attractive appearance and reflect an overall character or design. The city may pursue the planting of street trees along its gateway transportation paths (NC 211 and NC 133).
- ▶ Where feasible, major thoroughfares shall have wider outside lanes for safe travel of bicycles.
- ▶ Curb-cuts (points of ingress and egress) shall be limited along major traffic arteries to preserve their carrying capacity.
- ▶ Transportation paths which radiate from the center of the city shall be the most intensely developed. New cross-city connecting transportation paths shall link these radial roads to resemble a gridiron street pattern.
- ▶ The City of Southport encourages neighborhood interconnectivity to promote the optimal use of its transportation network.

3. Nodes

- ▶ Commercial development shall be located in nodes usually where two or more paths intersect.
- ▶ Commercial nodes should be buffered from surrounding development with Office/Institutional/Multi-family land uses or Open Space.
- ▶ Pedestrian connections shall be developed between sites within all nodes.
- ▶ Commercial nodes shall be compatible in size and scale with surrounding development.
- ▶ Shared vehicular access between adjacent commercial businesses shall be encouraged.
- ▶ Nodes shall be located no closer than one mile from surrounding commercial nodes.
- ▶ Specific area development plans should be prepared prior to the initiation of development in any node.

4. Landmarks

- ▶ The City of Southport supports the preservation and enhancement of its historically significant landmarks.
- ▶ The city will discourage projects and activities that detract from the character of historic resources.
- ▶ Historic landmarks will be protected through enforcement of the city's Historic District Design Guidelines/Regulations.

5. Edges

- ▶ Edges shall serve as transition areas between varying districts.
- ▶ Edges of commercial and industrial districts shall be buffered by Office/Institutional/Multi-family or Open Space land uses.
- ▶ Edges located along transportation paths shall be developed with Office/Institutional/Multi-family land uses.
- ▶ Public access shall be preserved along the city's most defined edge formed by the Intracoastal Waterway.
- ▶ "Leap-frog" development shall be discouraged and in-fill development encouraged. This will create a more clearly defined edge between urban and rural areas, provide for efficient use of real estate, and be less costly to serve with municipal services.

As previously discussed, the city's primary growth and development policies are included in the 1997 City of Southport CAMA Land Use Plan, Section IV, pages 1-17. These policies have been provided in Appendix III.

SECTION V: IMPLEMENTATION ELEMENTS

A. PLAN DEVELOPMENT

The preparation and implementation of this plan is very important to the City of Southport. Although the population forecasts for the city do not indicate extremely high population growth, non-residential land uses, primarily commercial, have been increasing very rapidly. As previously discussed in this plan, Southport's greatest challenge during the next five years may be providing for quality commercial development, in an appropriate amount and in the right locations. The implementation of this plan is critical to address this challenge.

At the outset of the planning process used to prepare this plan, three separate ad hoc committees were appointed to address: Housing/Parks and Recreation, Major Streets/Public Services, and Central Business District/Historic District (the committee members are identified on page I-1). Each committee met on at least three occasions to discuss a list of questions that was provided to each committee relevant to their subject matter. At the conclusion of each committee's analysis, all committees met jointly to report their findings to each other. The consultant used the work that was completed by each committee in preparing the future land use map and comprehensive plan report. The following provides the questions that each committee addressed followed by their response:

1. Housing/Parks and Recreation Committee

Where should additional housing be located?

- ▶ Low to moderate density housing west of corporate limit line between Robert Ruark Drive and Indigo Plantation.

What types of housing (i.e., single-family, multi-family, patio homes, condominiums, etc.) should be located in Southport?

- ▶ Allow cluster development and flag lots.

What housing needs are not being met?

- ▶ Need multi-family.
- ▶ Need condominiums, rental apartments.
- ▶ First-time homebuyer housing.

What housing is available to newly wed/young people?

- ▶ Very limited entry level housing.

What housing problems/deficiencies exist?

- ▶ Need stringent guidelines for commercial development in residential areas.
- ▶ Require interconnection of subdivision street systems.
- ▶ Subdivisions should:
 1. Protect natural areas

2. Protect open space
 3. Promote grid street systems
- ▶ Support commercial/residential mixed use as follows:
 1. Commercial development into residential areas
 2. Cottage type industries
 3. Limited interior compatible commercial areas
 - 4.
 - ▶ Redevelop Jabbertown Road residential area.

Is Southport's housing affordable?

- ▶ Moderate and LMI income affordability problem.

Is housing available for retirees and senior citizens?

- ▶ Shortage exists for LMI and moderate income.

Is substandard housing a problem?

- ▶ Yes, but improving because of rehabilitation.

What recreational needs are not being met?

- ▶ Provide more open space and protection of fragile areas in residential subdivisions.
- ▶ Provide more parks in residential subdivisions.

What are Southport's future recreational needs?

- ▶ Apply National Parks and Facilities Standards.

What, if any, recreational facilities/services should be provided in residential areas?

- ▶ Apply National Parks and Facilities Standards.

Specifically, where (location) and what recreational facilities should be located in Southport?

- ▶ Park at Walden Creek with boat landing and other facilities.
- ▶ Possibly nature walk along Prices Creek.
- ▶ Apply National Parks and Facilities Standards.

2. Major Streets/Public Services Committee

What are the existing street deficiencies in Southport?

- ▶ Need for minor street resurfacing. Areas identified in the Pavement Condition Survey included in workbook.

Where should street improvements occur?

- ▶ Howe Street. However, the city should investigate alternatives to reconfiguring Howe Street to four lanes. One potential solution was the elimination of on-street parking which would allow for four lanes without widening.
- ▶ The following unpaved roads: Far west side of West 11th Street and West 9th Street, part of St. George Street, and West Leonard Street.
- ▶ Maintenance of private street at corner of Yaupon Avenue and Holly Drive. There is no homeowner's association, it is outside city limits and no one will accept maintenance responsibilities.

Where should major and minor thoroughfare construction occur?

- ▶ Construct a new street where Yaupon Avenue right-of-way has been provided between E. Moore Street and E. Leonard Street.
- ▶ Consistent with adopted Thoroughfare Plan.
- ▶ Should also examine the feasibility of connecting Cottage Lane where Elementary School is to NC 211/133 intersection.

Are there off-street parking needs in Southport?

- ▶ For the most part, there are no off-street parking needs. However, there are a few days during the year when parking is a problem downtown. Concern was expressed over existing parking areas being lost to development. The burden to provide parking should be on the developers and not the city's tax payers.

Are there any areas of Southport which should not be disrupted by the construction of new streets?

- ▶ Extension of E. River Drive should only be allowed if additional connections are made to E. Moore Street.
- ▶ Minimize street construction in fragile areas.
- ▶ Consider storm surge inundation when designing street system.
- ▶ South of Smithville Woods which is primarily a residential area.

What areas of Southport suffer from poor access?

- ▶ Undeveloped area south of Robert Ruark Drive.
- ▶ One way in and one way out of the city.

What are the existing infrastructure deficiencies/problems/needs?

- ▶ Sources of funding for improving public services.
- ▶ Pursue annexation of property to assist in funding infrastructure improvements. Properties receiving city water and/or sewer service should be targeted first.
- ▶ Develop a back-up plan to rehabilitate the waste water treatment plant in case county-wide sewer fails.
- ▶ Encourage pervious surfaces in parking areas to control runoff.
- ▶ Replacement of aging water lines.
- ▶ Traffic.
- ▶ Need to make a decision between aggressive growth and steady growth.

- ▶ Need for a second elevated storage tank.
- ▶ Need for a third groundwater well.
- ▶ Reduce inflow/infiltration into sewer collection system.
- ▶ Improve/update lift stations for sewer.
- ▶ Street resurfacing.
- ▶ Storm drain improvements. The committee specifically discussed the flooding at the corner of Leonard and Jabbertown and on Robert Ruark behind Famous Subs.
- ▶ Require additional right-of-way setbacks for future thoroughfare construction.
- ▶ Eliminate RA-20 zoning between NC 133 and NC 211 south of CP&L Canal.
- ▶ Need to clean out Price's and Bonnet's Creek. Also, the culvert under Moore Street for Bonnet's Creek is collapsing.
- ▶ Review parking requirements in C-1 and C-2 zoning districts.
- ▶ Conduct a parking study downtown.
- ▶ Adopt a stormwater management ordinance.
- ▶ Actively pursue grant funds to assist in infrastructure improvements.
- ▶ In the event buildings are destroyed by a catastrophic storm, Southport would support participation in the FEMA "buy-out" program.

What are the anticipated future infrastructure deficiencies?

- ▶ Need for a regional sewer system.
- ▶ Expand the city's tax base through annexation, increase tax base to improve infrastructure.
- ▶ Need for a regional water system.
- ▶ Expand sewer collection system.
- ▶ Placement of electrical distribution system underground.
- ▶ Additional right-of-way setbacks for new streets or expansion of existing streets.

What areas (geographic) are deficient in infrastructure services?

- ▶ MF area west of Burrington between W. Owens Street and W. Brown Street may have sewer service deficiencies.

3. Central Business District/Historic District Committee

What development(s) or actions are threatening the Central Business District and/or Historic District?

- ▶ Potential demolition of historically significant structures.
- ▶ Encroachment of private uses on city owned right-of-way.
- ▶ "Big box" retail development.
- ▶ Construction of "out-of-character" buildings within the district that detract from the area.

What are the Central Business District strengths?

- ▶ Waterfront.
- ▶ Oak trees.
- ▶ Atmosphere (small town feel, relaxed and laid back).

- ▶ Walkable.
- ▶ Many of the buildings have some character.
- ▶ Friendliness of shop owners.

What are the Historic District strengths?

- ▶ Waterfront.
- ▶ Oak trees.
- ▶ Atmosphere.
- ▶ National Register status.
- ▶ Majority of structures and properties have character.
- ▶ Style and variety of houses, small lots, and closeness to street.
- ▶ Walkable because of the close proximity of homes, businesses, banks, bakery and other services.

Specifically, what, if any, improvements are needed in the Central Business District?

- ▶ Need for additional lighting.
- ▶ Encourage business owners to extend their operating hours during the summer.
- ▶ Encourage the Visitor's Center to extend its operating hours during the summer.
- ▶ Extend Riverwalk east of the City Pier and adequately maintain it (signage and walkway stripe).
- ▶ Improve the appearance of the pump station that is located downtown and provide public restroom facilities. Special consideration should be given to the location of C-1 zoning and permitted uses.
- ▶ Conduct a complete review and update of the city's land use related ordinances.
- ▶ Consider reducing the extent of the area zoned for Central Business District (C-1).
- ▶ Improve off-street and on-street parking requirements and control the encroachment of private uses (landscaping, gardens, etc.) on city-owned right-of-way.
- ▶ Ensure that mixed uses are allowed in the CBD and encourage alternative uses to help preserve historically significant structures.
- ▶ Examine the potential for the provision of parking on portions of residential lots downtown.
- ▶ Investigate the feasibility of additional boat docking facilities on the city's waterfront.
- ▶ Continue to encourage general public use of the marina.
- ▶ Promotion of the waterfront as an asset of the city.
- ▶ Encourage businesses that promote the waterfront.
- ▶ Examine future need for underground utilities.
- ▶ Need for attractive and consistent signage. Signage should be added indicating the locations of parking.
- ▶ Encourage day-light hour special events (antique shows, plays, etc.).
- ▶ Encourage the planting of flowers. Approach the Downtown Merchants Association, Garden Club, and Beautification Committee for assistance.
- ▶ Encourage the construction of buildings that are compatible with or enhance the charm of the existing buildings in the district.
- ▶ Prohibit the use of more modern or contemporary building styles.

Specifically, what, if any, improvements are needed in the Historic District?

The focus in the Historic District should be more on improvement through preservation. However, the following improvements have been identified:

- ▶ Additional areas for parking.
- ▶ Encourage facade improvements.
- ▶ Need for public restroom facilities.
- ▶ Need to implement recommendations included in the American Institute of Architects study completed for Southport.
- ▶ Need for attractive and consistent signage. Signage should be added indicating the locations of parking.
- ▶ Need for additional lighting.

What, if any, actions (public and/or private sector) are needed to protect the Historic District?

- ▶ Consider the establishment of a Historic Preservation Commission or the viability of alternatives.
- ▶ Consider establishing a Landscape or Tree Ordinance to preserve trees, encourage new planting and preserve vistas. Need to ensure the growth of a tree canopy over the streets in the district.
- ▶ Conduct an inventory of historically significant structures and other significant features.
- ▶ Discourage the demolition of historic structures.
- ▶ Encourage alternative uses to help preserve historically significant structures.
- ▶ Conduct a complete review and update of the city's land use related ordinances.
- ▶ Prohibit the use of more modern or contemporary building styles.

B. RECOMMENDED ACTIONS

It is apparent that all three of the committees that worked on this Comprehensive Plan share the common goal of preserving the city's atmosphere and "small-town" character. In order to achieve the committee's recommendations included in their reports and effectively support this Comprehensive Plan, numerous specific implementing actions must occur. These are specified separately by the categories of Housing/Parks and Recreation, Major Streets/Public Facilities, and Central Business District/Historic District.

1. Housing/Parks and Recreation Committee

Objectives:

- ▶ To encourage low to moderate density housing west of the city's corporate limit line between Robert Ruark Drive and Indigo Plantation.
- ▶ To allow for cluster development and, in some cases, flag lots.

- ▶ To encourage a variety of housing choices including multi-family, first-time homebuyer housing, and housing for low-moderate and moderate incomes.
- ▶ To encourage the interconnection of subdivisions and a grid street system.
- ▶ To encourage the provision of recreational facilities in the city's planning jurisdiction and provide more open space in residential subdivisions.
- ▶ To provide a diversity of recreational experiences to all residents.
- ▶ To discourage land uses which conflict with adjacent residential areas.
- ▶ To encourage in-fill development.
- ▶ To encourage residential development which is compatible with existing development in scale and design.

Action #1: Adopt new zoning and subdivision regulations

Although this action is relevant to all three committee categories, it has been listed under housing because housing will likely have the greatest impact on in-fill development. When the zoning and subdivision regulations are rewritten, they should be incorporated into a Unified Development Ordinance (UDO). The Unified Development Ordinance would incorporate all of the city's land use related ordinances into one document.

The preparation of the UDO shall support the following strategies, reduce obstacles to sound development, and provide attainable solutions as follows:

Strategy	Obstacle	Solution
Efficient Use of Land Resources		
Small-lot in-fill development	Excessive lot area dimensions	Revise setback requirements; minimum lot sizes
In-fill development on large lots	Inflexible subdivision and lot area requirements	Average lot size for whole development, allow flexibility to preserve natural features
Coordinated development	Coordinated development not addressed	Specific development plans; master plans
Better use of deep lots	Excessive frontage and multiple access requirements	Midblock lanes; interior block cluster development, flag lots
Less land for streets	Excessive street design standards	Adopt "skinny" street standards

Strategy	Obstacle	Solution
More efficient use of parking areas	Excessive parking requirements	Reduce minimum parking ratios; set parking ratio maximums; acknowledge on-street parking; encourage shared parking
Full Use of Urban Services		
Achieving planned densities	Underbuilding; no support for density goals	Minimum density standards
Attached units	Lot sizes not in proportion to unit sizes	Reduce lot-size requirements; allow single-family attached in all residential zones
Attached units	Lot-area dimension requirements (excessive side setbacks)	Revise setback requirements
Accessory units	Excessive minimum unit size; density maximums too low	Allow accessory units
Mixed Use		
Mixed-use buildings	Single-use zoning; separation of uses	Allow home occupations and live/work units; density bonus for mixed-use commercial/residential buildings
Mixed-use neighborhoods	Single-use zoning; separation of uses	Limited commercial in residential zones; allow multi-family residential in commercial zones; limited retail in industrial zones
Healthy commercial districts	Separation of uses; proximity	Community shopping centers with street connectivity; main street districts
Transportation Options		
Multi-modal streets	Street design standards over-emphasize autos	Revise street standards; promote "skinny" streets
Transit, bikes, and pedestrian connectivity	Physical barriers or out-of-direction travel	Cul-de-sac and block-length maximums; internal connectivity standards; sidewalk requirements
Transit-supportive development	Transit-supportive development not addressed	Mandate transit-oriented development along transit corridor

Strategy	Obstacle	Solution
Detailed, Human-Scale Design		
Compatibly designed buildings	Too abrupt transitions between zones	Density transitioning; midblock zoning district lines; building height limits
Compatibly designed buildings	No design guidelines for new buildings	Incorporate compatibility guidelines for new in-fill construction
Pedestrian-friendly streetscapes (commercial)	Street standards emphasize cars; design discourages walking	Building orientation; parking lot placement; allow shared access; 50%/80% frontage rule, etc.
Pedestrian-friendly streetscapes (residential)	Street standards emphasize cars; design discourages walking	Require sidewalks; limit setbacks; garage placement; lighting; utility placement; etc.
Quality architectural design	No incentive to provide amenities	Density bonuses for amenities
Implementation		
Examining the development review process	Onerous procedures for variances, conditional uses	Allow administrative approval for minor adjustments
Examining the Planned Unit Development (PUD) process	No PUD requirements	Establish PUD regulations
Flexibility in the design review process	Discretionary design review process; vague standards	Dual-track design review process*

*A dual-track process allows the developer to choose from two options: (1) adherence to prescribed and detailed specific design standards, and (2) a more flexible design review process based on performance guidelines. This approach requires the community to create two sets of development standards. One set of prescriptive standards is defined in terms of distances, heights, density, and other precise and quantifiable standards that can be applied through an administrative process without public notice or hearings. The other set of performance guidelines outlines community objectives and is more flexible and likely to result in exciting and innovative design, but does require public notice and hearings.

The key is providing certainty and flexibility. The developer of a smaller, straightforward project can proceed with administrative review, provided the project meets specific standards. A more elaborate or complex project can go before a design review board to provide the design flexibility that some developers or architects prefer.

The UDO should address the following existing ordinance deficiencies or issues that are known to exist at this time:

- ▶ The permitted uses in all of the city's zoning districts should be revised.
- ▶ Office, historic, and downtown central business districts should be established.

- ▶ The Planned Residential Development (PRD) zoning district regulation should be entirely rewritten.
- ▶ The definition sections of the city's ordinances should be consolidated and updated, and inconsistencies addressed.
- ▶ The city's existing sign ordinance should be reviewed to determine if it has adequately addressed signage in Southport. If necessary, the sign ordinance should be revised.
- ▶ A landscaping section should be included in the ordinance that would address tree protection, tree replanting, vista and open space requirements, and buffering.
- ▶ All zoning and subdivision text amendments that have occurred should be incorporated into the UDO.

It is likely that many more problems with the city's ordinances will be identified during the initial phases of UDO development. The above list identifies only those deficiencies that were identified during the development of this Comprehensive Plan.

The City of Southport submitted a technical assistance grant application to the Division of Coastal Management in April 2001, to assist in the funding of a UDO.

Action #2: Rezoning

Following the adoption of this plan, simultaneous with the preparation of a UDO, the city should examine its existing zoning patterns for potential areas to rezone. It may be necessary for the city to rezone some areas consistent with the future land use map included in this plan to accomplish its goals.

It is recommended that prior to any zoning departures from the future land use map, the Comprehensive Plan should be reviewed to determine if a change in the future land use map should be made. Through this procedure, the impact of a change on the entire map and plan should be considered. This process will reduce land use and zoning decisions which are made in a vacuum and consistency of the plan and zoning ordinance (UDO) will improve.

In addition, the City of Southport Planning Board and Board of Aldermen should consider the following during the deliberation of all zoning requests:

- ▶ All uses which are allowed in a zoning district must be considered. A decision to re-zone or not to re-zone a parcel or parcels of property cannot be based on consideration of only one use or a partial list of the uses allowed within a zoning district.

- ▶ Zoning decisions will not be based on aesthetic considerations.
- ▶ Requests for zoning changes will not be approved if the requested change will result in spot zoning. Spot zoning is a form of discriminatory zoning whose sole purpose is to serve the private interests of one or more landowners instead of furthering the welfare of the entire community as part of an overall zoning plan. Although changing the zoning classification of any parcel of land to permit a more intensive use could possibly constitute spot zoning, the test lies in its relationship to the existing zoning pattern and guidelines of the local land use plan. Spot zoning is based on the arbitrary and inappropriate nature of a re-zoning change rather than, as is commonly believed, in the size of the area being re-zoned.
- ▶ Zoning which will result in strip development will be discouraged. Strip development is a melange of development, usually commercial, extending along both sides of a major street. Strip development is often a mixture of auto-oriented enterprises (e.g., gas stations, motels, and food stands), truck-dependent wholesale and light industrial enterprises along with the once-rural homes and farms that await conversion to commercial use. Strip development may severely reduce traffic-carrying capacity of abutting streets by allowing for excessive and conflicting curb cuts.
- ▶ The concept of uniformity will 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 treatment must be justified by showing different circumstances.
- ▶ Zoning regulations will be made in accordance with the City of Southport 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 Southport's planning jurisdiction.
- ▶ Specifically, the Planning Board and Board of Aldermen should ask the following questions:
 1. Does Southport need more land in the zone class requested?
 2. Is there other property in the city that might be more appropriate for this use?
 3. Is the request in accordance with the City of Southport land use plan?

4. Will the request have a serious impact on traffic circulation, parking space, sewer and water services, and other utilities?
5. Is there a good possibility that the request, as proposed, will result in lessening the enjoyment or use of adjacent properties?
6. Will the request, as proposed, cause serious noise, odors, light, activity, or unusual disturbances?
7. Does the request raise serious legal questions such as spot zoning, hardship, violation of precedents, or need for this type of use?

Action #3: In-fill Development

Southport shall develop an "incentives" plan of action to encourage in-fill development. It is a more frugal use of resources to have developers locate adjacent to existing infrastructure as opposed to extending utilities and other infrastructure. Incentives and the incentives plan shall be constructed by a committee composed of city staff, planning board members, and representatives of the development community. Possible incentives may include but not be limited to the following:

- ▶ Reductions in water and sewer tap fees.
- ▶ Local government participation in infrastructure cost.
- ▶ Increased density allowances.
- ▶ Deferred annexation action plans.

Action #4: Street Interconnection

The City of Southport Subdivision Ordinance states the following in regard to street interconnectivity:

"The arrangement of streets in proposed subdivisions shall make provisions for the continuation of existing streets in adjoining areas or their proper projection where adjoining land is not subdivided and where they may be deemed necessary for public requirements. The street arrangement shall be such as not to cause a hardship to owners of adjoining property when developed and when they seek to provide for convenient access thereto. The use of residual strips of land in order to prevent the extension of proposed or existing streets or access thereto is prohibited."

It is important for the Planning Board and Board of Aldermen to continue the strict enforcement of the above-stated subdivision regulation to achieve adequate street interconnectivity.

Action #5: Prepare a Parks and Recreation Master Plan

The City of Southport should prepare a Parks and Recreation Master Plan to study in depth the existing and future demand for recreational facilities. Specifically, the plan should address:

- ▶ Identification of existing facilities and programs.
- ▶ Facility usage.
- ▶ Comparative analysis of existing facilities to other communities, national and state standards.
- ▶ Future recreational facility needs.
- ▶ General delineation of properties for acquisition/development.
- ▶ Priorities for facilities development.
- ▶ Funding sources.

Following the funding and completion of the city's UDO, the city could apply again to the Division of Coastal Management for funding assistance to prepare a Parks and Recreation Master Plan.

Following the preparation of a Recreation Plan, the city should apply to the Parks and Recreation Trust Fund (PARTF) to assist in the funding of improvements. The PARTF provides dollar-for-dollar matching grants to local governments for local park and recreation purposes.

2. Central Business District(CBD)/Historic District

Objectives:

- ▶ Encourage and promote a pedestrian friendly environment.
- ▶ Ensure that mixed uses are allowed in the CBD and encourage alternative uses to help preserve historically significant structures.
- ▶ Discourage the demolition of historic structures.
- ▶ Need for attractive and consistent signage. Signage should be added indicating the locations of parking.
- ▶ Encourage businesses that promote the waterfront.
- ▶ Encourage the construction of buildings that are compatible with or enhance the charm of the existing buildings in the district.

Action #1: Coordinate with the North Carolina Main Street Center and pursue monies that are available from the Main Street Financial Incentive Fund for improvements downtown

In 1991, the City of Southport joined the North Carolina Main Street Program. The City of Southport and the Downtown Merchants Association should continue to use the services of the North Carolina Main Street Center for assistance in achieving its objectives downtown.

The North Carolina Main Street Center provides the following services:

- Program Guidance** The NCMSC assists communities in developing a local program to manage the process of revitalization, and helps them to develop a vision for action. This includes organizational development and board training as well as assistance in the development of goals, objectives and work plans.
- Technical Assistance** The NCMSC provides technical assistance in the areas of organizational development, real estate development, marketing, business recruitment, promotions, and design, among others. The Main Street designer provides consultation and renderings to property owners to encourage facade renovation.
- Training** The NCMSC offers training workshops in the following areas: the Main Street approach, real estate and business development, design, and organizational development. Courses are held around the state and are offered to Main Street and non-Main Street communities alike.
- Network** Through participation in the North Carolina Main Street program, communities have access not only to other in-state programs, but also to over 800 communities across the country that are participating in Main Street. By sharing the lessons learned, communities can avoid many of the pitfalls and invest their resources more wisely. The NCMSC functions as a clearinghouse for ideas and success stories from which all can benefit.

Any North Carolina city affiliated with the North Carolina Main Street Center Program may apply for moneys from the Main Street Financial Incentive Fund by submitting an application to the Main Street Center in the Division of Community Assistance, Department of Commerce. Moneys in the Main Street Financial Incentive Fund shall be used for the following eligible activities:

- (1) The acquisition or rehabilitation of properties in connection with private investment in a designated downtown area;
- (2) The establishment of revolving loan programs for private investment in a designated downtown area;
- (3) The subsidization of interest rates for these revolving loan programs;
- (4) The establishment of facade incentive grants in connection with private investment in a designated downtown area;
- (5) Market studies, design studies, design assistance, or strategic planning efforts, provided the activity can be shown to lead directly to private investment in a designated downtown area;
- (6) Any approved project that provides construction or rehabilitation in a designated downtown area and can be shown to lead directly to private investment in the designated downtown area; and

- (7) Public improvements and public infrastructure within a designated downtown area, provided these improvements are necessary to create or stimulate private investment in the designated downtown area.

Action #2: Implement the recommendations included in the Development Plan for the City of Southport

This plan was completed by the Urban Design Assistance Team, North Carolina Chapter of the American Institute of Architects in 1991 for the city's CBD and historic district. The recommendations of this plan are as follows:

- ▶ The owners of downtown buildings and lots need to be made aware of the original architectural character of the block on which they are located, so future construction, including renovations, can be more sensitive to the character of the area.
- ▶ In-fill construction on the vacant lots should be encouraged in the downtown area to increase the number of rental properties. In the interim, those lots that are used for parking should be screened from the street with landscaping using architectural elements like fences to provide visual continuity along the street.
- ▶ Parking should be provided either on the streets or behind the buildings using leftover spaces and existing alleys for access.
- ▶ All new buildings should maintain the same setback from the street as adjacent structures to maintain the street edge. Heights of new buildings should not exceed three stories.
- ▶ Display windows on the first floor should be encouraged to promote the image of shopping downtown.
- ▶ A sign ordinance should be established for the downtown area to encourage quality and clarity.
- ▶ Storefront awnings should be installed to provide shade for pedestrian traffic until new shade trees grow to fulfill that need. Canvas awnings should be appropriate for downtown, perhaps using a roll-up style to avoid potential wind damage.
- ▶ As economic conditions allow, the city should encourage a general upgrading of downtown buildings perhaps by establishing a revolving loan fund for renovations.
- ▶ Judicious planting should be undertaken in areas where it is not anticipated that a building or lot will soon be developed.

- ▶ Zoning within the historic area should reinforce a distinction between commercial and residential areas. Retail and professional activities should not "bleed out" into residential areas.
- ▶ The city should promote the development of hotels, bed and breakfast inns through appropriate zoning and using any other available incentives. Southport 2000 could actively recruit high quality development projects and assemble parcels of land in desirable locations for resale to prospective developers.
- ▶ A signage program should be developed and implemented in conjunction with NCDOT and to quickly inform and orient visitors. At its most basic level, roadway signage needs to have concise information, properly sized and located to ensure a smooth traffic flow. It should convey an image of Southport's heritage and waterfront activities, inform the curious and spark the interest of the casual observer.
- ▶ All signage should be consistent with other graphic and printed material, both in terms of quality of information and visual style. It should also be consistent with the best architectural character of Southport - its waterfront and streetscape development and its institutions.

Action #3: Amendment of the City's Zoning Ordinance

As discussed throughout this plan, the city's land use related ordinances are in need of a major overhaul. As a result, the city will pursue the development of a Unified Development Ordinance (UDO). When the UDO is drafted, two additional zoning districts should be added. These districts include a downtown central business district and historic district.

In the absence of a Historic Preservation Commission and adopted design guidelines, the only avenue the city has to protect its historic district is through zoning. Although limited in the amount of protection this can afford, regulations specific to the downtown central business district and historic district should be developed.

Action #4: Capital Improvements Projects in CBD/HD

The following provides a list of capital improvements projects which are needed in the Central Business District/Historic District:

- ▶ Extend Riverwalk east of the City Pier and adequately maintain it (signage and walkway stripe).
- ▶ Improve the appearance of the pump station that is located downtown and provide public restroom facilities.
- ▶ Need for additional lighting.
- ▶ Investigate the feasibility of additional boat docking facilities at the city's waterfront.

- ▶ Examine the future need for underground utilities.
- ▶ Need for attractive and consistent signage. Signage should be added that indicates the locations of available parking.

Some of these capital improvements are addressed in other sections of this plan. For example, the Parks and Recreation Master Plan will also address the extension of Riverwalk east of the City Pier. In addition, these improvements should be included in a capital improvements plan when one is prepared for the City of Southport.

Action #5: Funding Options

Securing funding is one of the most important steps to be taken to ensure implementation of this comprehensive plan. Federal funding of extensive, multi-faceted, complex CBD projects no longer exists. CBD efforts are forced to increasingly look at local government and private resources as the primary sources of funding. This section will discuss the funding resources available to Southport and its CBD businesses and residences. Some of the sources may not be realistic options, but are an effort to define the full range of options that may be available.

NORTH CAROLINA DEPARTMENT OF TRANSPORTATION

The North Carolina Department of Transportation (NCDOT) is responsible for maintaining some roads within the city's planning jurisdiction. In addition, NCDOT maintains a five-year Transportation Improvement Program (TIP) which prioritizes needed highway improvements. Long-term CBD revitalization will be supported by improvement of the CBD's pedestrian environment.

Beautification projects are also funded by the DOT. The Intermodal Surface Transportation Efficiency Act of 1991, which reauthorized federal aid for highways and public transit for fiscal years 1992 through 1997, provided funding for "transportation enhancements." Enhancements include the following activities:

- ▶ Scenic easements, scenic sites, scenic highway programs, landscaping and other scenic beautification.
- ▶ Preservation of abandoned railway corridors (including conversion and use for pedestrian or bicycle trails).
- ▶ Historic preservation; historic sites; historic highways program; rehabilitation and operation of historic transportation buildings, structures or facilities (including historic railroad facilities and canals).
- ▶ Pedestrian and bicycle facilities.
- ▶ Control and removal of outdoor advertising.
- ▶ Archaeological planning and research.
- ▶ Mitigation of water pollution due to highway runoff.

Enhancements in North Carolina are handled through the state's TIP process. The city will contact the DOT and/or its DOT board member to discuss specific projects.

NORTH CAROLINA RURAL ECONOMIC DEVELOPMENT CENTER

The North Carolina Rural Economic Development Center has funds available for supplemental grants and capacity grants. The available grant funds fluctuate annually. The maximum per grant amounts are \$100,000 for the supplemental program and \$40,000 for the capacity grant.

The Rural Economic Development Center, as directed by the North Carolina General Assembly, will provide supplemental grants to local governments and nonprofit corporations in economically depressed areas of North Carolina. The center will make funds available to match federal and other grants that support necessary economic development projects and activities in these areas. All projects will be evaluated relative to these guidelines, and selections will be based on need.

Applicants that address local economic development concerns will be considered for funding by the Rural Center. Projects should have identified their primary funding sources, and address one of the following program areas:

Community Development - which includes infrastructure facilities, industrial site development, commercial revitalization, and housing;

Human Resources Development - which includes workforce training and education; or

Business Development - which includes research, technical assistance, and enterprise sites.

Projects that improve water and sewer systems, upgrade training of the workforce, or aid in job creation efforts will be given priority.

The purpose of the capacity grants is to enable local governments to acquire short-term capacity for the planning and writing of federal grants that address immediate economic development needs. Applicants will be evaluated relative to the established guidelines, and selections will be based on need.

Applicants that have identified immediate economic development needs and can establish a need for financial assistance will be considered for funding. In general, established economic development needs will relate to one of the following program areas:

Community Development - which includes infrastructure facilities, industrial site development, commercial revitalization, and housing;

Human Resources Development - which includes workforce training and education; or

Business Development - which includes research, technical assistance, and enterprise sites.

Applicants that target an immediate need to improve water or sewer systems, upgrade the training of the workforce, or aid in job creation efforts will be given priority.

PRIVATE FUNDS

The City of Southport needs to stimulate the investment of private funds in the CBD/HD. A low interest loan pool may be established by the local banks to provide a source of loan funds available at the prime interest rate. The following provides a general description of a possible low interest loan program. The specific details would have to be resolved with the participating banks.

Available Funds

The banks, if participating, will have to define the amount of available funds.

Loan Amounts

It is recommended that the maximum loan amount for any one loan be the amount of money in the pool. In addition, it is recommended that the minimum loan amount be set at \$15,000.

Interest Rate

The interest rate on each loan shall be the prime rate as reported in the Wall Street Journal, as that rate may change from time to time, adjusted on the date of each such change, and calculated on the outstanding principal balance on the basis of the actual number of days elapsed over a 360-day year.

Applications must include:

- complete description of work to be paid for with loan proceeds
- cost estimates
- plans and specifications in form and detail sufficient for building permit review, prepared by a qualified builder or design professional
- an appraisal estimating value of property when improved according to project description, plans and specifications
- financial statements and credit information normally required to obtain a commercial real estate mortgage loan
- copies of any existing mortgages, deeds of trust or other documents evidencing a financial lien or encumbrance on the property, together with a statement of outstanding balances of such encumbrances.

Initial review of all applications will be made by the City of Southport to assure that the project is in the Southport CBD/HD, and that it complies with the City of Southport zoning ordinance and all other local, state and federal statutes. After these determinations have been made, the City of Southport shall certify to the lead bank that the applicant is eligible to apply for a loan from the pool.

Origination Fee

The borrower will pay an origination fee of ___% (to be set by the banks) and other customary and normal charges of securing a commercial loan. The fee will be paid to _____, which has agreed to be the lead bank and servicing agent for the loan pool.

Loan Term

The principal amount of each loan shall be payable to the servicing agent in equal monthly installments calculated pursuant to an amortization schedule of 15 years or less, as deemed appropriate by the loan committee.

Applying for a Loan

Any of the participating banks will accept applications. All applications will be processed by the servicing agent.

Loan Committee

All decisions with respect to loans shall be made by the loan committee composed of one representative from each participating lender. All actions of the loan committee require a unanimous vote of all loan committee members. If the loan committee approves a loan, the servicing agency shall issue a commitment to the borrower stating the terms and conditions of the loan. The commitment will be open for 30 days.

Use of Loan Proceeds

Permitted expenditures are costs properly incurred by the borrower *after* the issuance of a formal commitment for a loan for the acquisition, construction, repair, enlargement, reconstruction, reconditioning or rehabilitation of a "qualifying property" meeting loan commitment criteria and located in the Southport CBD/HD. Specific permitted expenditures will include land, existing buildings, labor and materials; architectural, engineering and legal services, including surveys, estimates, plans and specifications, and supervision; bonds, permits and closing costs; interest incurred and paid during the period of construction or rehabilitation; landscaping.

CITY OF SOUTHPORT LOCAL TAX REVENUES

The City of Southport may utilize local tax revenues for a wide range of CBD/HD improvements, including grants to individuals for the improvement of private properties. Some communities have established facade incentive grant programs which provide local tax revenues as an incentive to encourage property owners to undertake building improvements. The following provides the details of an example facade improvement program.

Purpose: Provide an economic incentive to:

1. Renovate store facades in Southport's CBD.
2. Encourage appropriate design projects which capitalize on the rehabilitation of existing properties paired with the introduction of compatible new design.
3. Preserve unique historic character.

Eligibility:

1. Any owner or tenant of a building, excluding those occupying tax exempt properties, located within the City of Southport CBD/HD.
2. Owners and tenants may request incentive grants separately; however, any tenant must have the owner's written permission attached to the application.
3. The City of Southport may award a second facade incentive grant if:
 - (a) at least five years have elapsed since the first grant was awarded and the facade is in need of further improvement (i.e., repaint, new awning);
 - (b) the existing business undergoes significant expansion which requires improvement to the facade (i.e., window replacement on upper stories); or
 - (c) a new business moves in and requires changes in the building's facade (i.e., new sign, new awning).

Guidelines:

1. The Secretary of the Interior's standards for rehabilitation will be used as guidelines in making improvements to the facade of the structure. Southport will furnish these guidelines to all qualified recipients.
2. Rehabilitation of qualified structures will be considered a contemporary solution which respects the architectural integrity of the entire building front, retaining those elements that enhance the aesthetic quality of the building.
3. All rehabilitation design proposals will meet all applicable building codes.
4. Any exterior renovation proposal, from an entire facade rehabilitation to replacement of an inappropriate sign, is eligible for funding, but top priority will be given to projects which will make a highly visible contribution to the commercial district.

Criteria: Grants are given on a matching basis with a maximum participation of (to be determined) per facade project as determined by the city.

Source of Funds: The Southport CBD/HD matching incentive grants are made possible through an appropriation by the Southport Board of Aldermen.

Process for Receiving Grant:

1. A conference between the recipient and the City of Southport is required during which the recipient shall present a project proposal to the city. The city will distribute grant application forms at the conclusion of this initial conference if the recipient's proposal is within program guidelines.
2. The owner/tenant must complete application, including design plans or sketches and owner's permission if necessary, and return to the City of Southport.
3. Design plans and sketches must be approved by the City of Southport.
4. Within thirty (30) days after submission of an application, a notification letter will be sent to each applicant indicating whether the project has been accepted as described in the application, accepted with conditions, or rejected.
5. A facade agreement must be signed by the recipient prior to commencement of work on the project. Parties to the agreement will be the applicant and the city.
6. Upon project cancellation, copies of paid invoices and/or canceled checks must be sent to the City of Southport.
7. The City of Southport shall inspect completed work and issue a grant check upon completion of all work.
8. The project must be completed within six months after applicant has been notified of the grant approval.

Because of limited fiscal resources, the City of Southport will have to prioritize its commitment of local tax dollars to CBD improvements. This prioritization shall be accomplished in close coordination with both CBD/HD businesses and property owners. A five-year program of CBD/HD improvement will be adopted. This funding schedule will be updated each year with a new fifth year added. Even if funding is limited, some improvements will be made each year. Progress, albeit slow, will be accomplished each year.

RURAL TOURISM DEVELOPMENT GRANTS

Rural Tourism Development grants are available through the North Carolina Department of Commerce. Funding varies from year to year depending upon the state budget allocation. In addition, specific program guidelines are subject to change annually. The following provides a summary of the fiscal year 1994-95 program:

- 1) Description of the Program - The Rural Tourism Development Grant Program was created by the North Carolina General Assembly to enhance economic growth through tourism development in the rural areas

of the state. The program for fiscal year 1994-95 consisted of a \$400,000 fund intended "... to encourage the development of new tourism projects and activities in rural areas of the state." For the purpose of this program, the Travel and Tourism Division has adopted the definition of "Rural" established by North Carolina's Rural Economic Development Center, specifically those counties having population densities of less than 200 persons per square mile. This includes 85 North Carolina counties, but specifically does not include Cumberland, Gaston, Davidson, New Hanover, Guilford, Buncombe, Alamance, Rowan, Cabarrus, Catawba, Forsyth, Mecklenburg, Durham, Orange, and Wake. Additional consideration is given to more economically distressed rural counties. Proposed projects shall be of a durable and lasting nature, visible in the community to inspire others to succeed, and capable of generating measurable, verifiable, long-term economic growth through increased tourism.

2) Purpose - The Rural Tourism Development Grant Program is designed to:

- ▶ Encourage the initiation and implementation of creative new tourism-related projects and activities having the capacity to enhance long-term economic growth in North Carolina's rural areas through increased travel activity;
- ▶ Encourage the implementation of cooperative regional tourism development projects and activities, not exclusive of efforts within individual communities or among communities within a given rural county;
- ▶ Provide funds through grants to destination marketing and non-profit organizations for the development and recruitment of tourism businesses and attractions;
- ▶ Foster the development and growth of regional tourism marketing and development organizations in rural areas of the state;
- ▶ Leverage funds from non-state sources for tourism development projects and activities.

3) Eligibility - Any statutorily empowered tourism marketing/development agency, or legally chartered non-profit North Carolina organization in a designated rural county that includes tourism marketing and/or development among its major activities, may apply for funds under this program. Documentation of legal status, tax exemption, and a federal identification number is required with the application.

4) Maximum Grant Amount - No recipient or new tourism project received a total of more than \$25,000 of these grant funds for the 1994-95 fiscal year.

5) Matching Formulae - The matching formulae favors economic growth in the less affluent areas of our state. Ranked on the basis of lowest per capita income, slowest population growth, and highest unemployment, organizations in counties 1 through 20 will be required to provide one non-state dollar for every four state dollars awarded. Those in counties 21-50 must provide one non-state dollar for every three state dollars, and in counties 51-85, one non-state dollar will be required for each dollar received from the state.

6) Appropriate Uses of Grant Funds - Appropriate projects for which grant funds might be used include:

- ▶ Research - marketing and other types of necessary research or studies upon which to base a long-range, tourism-based economic development plan;
- ▶ Planning - needs assessment and implementation of a long-range, tourism-based economic development plan;
- ▶ Capital Projects - equipment purchase, renovation or construction of facilities. Capital uses are only permitted in support of program development, and expenditures for office equipment may not exceed 25% of the total grant awarded;
- ▶ Training - development and presentation of hospitality, management, marketing, and/or other types of tourism training programs to enhance long-term economic growth by improving a community's competitive position;

- ▶ Technical Assistance/Contractual Services - services provided by outside vendors under contract that will result in enhanced long-term economic growth and the creation of new jobs.

LAND AND WATER CONSERVATION FUND

The Land and Water Conservation Fund is administered for the U.S. Department of Interior through the N.C. Department of Environment and Natural Resources, Division of Parks and Recreation. This program makes funds available to local governments on a matching basis for land acquisition and recreation facility improvements. This program has provided numerous grants over the past years, but the amount of funds available is limited and thus grant applications are very competitive. Grants have normally ranged from \$35,000 to \$75,000.

CLEAN WATER MANAGEMENT TRUST FUND (CWMTF)

Any of the following are eligible to receive a grant from CWMTF for the purpose of protecting or enhancing water quality:

1. A State agency.
2. A local government or other political subdivision of the state or a combination of such entities.
3. A non-profit corporation whose primary purpose is the conservation, preservation, and restoration of our State's environmental and natural resources.

No match is required; however, Trustees may choose to fund projects at less than 100% of the application request.

Grant monies from CWMTF may be used for any of the following purposes:

1. Acquire land for riparian buffers for environmental protection of surface waters or urban drinking water supplies, or for establishing a network of greenways for environmental, education, or recreational uses.
2. Acquire easements in order to protect surface waters or urban drinking water supplies.
3. Coordinate with other public programs involved with lands adjoining water bodies to gain the most public benefit while protecting and improving water quality.
4. Restore degraded lands for their ability to protect water quality.
5. Repair failing waste treatment systems: if (a) an application to the Clean Water Revolving Loan and Grant Fund has been submitted and denied in the latest review cycle; (b) repair is for a reasonable remedy to an existing waste treatment problem; and (c) the repair is not for the purpose of expanding the system to accommodate future anticipated growth of a community. Priority shall be given to economically distressed units of local government.
6. Repair/eliminate failing septic tank systems, to eliminate illegal drainage connections, and to expand waste treatment systems if the system is being expanded as a remedy to eliminate failing septic tank systems or illegal drainage connections. Priority shall be given to economically distressed units of local government.
7. Improve stormwater controls and management.

8. Facilitate planning that targets reductions in surface water pollution.

PARKS AND RECREATION TRUST FUND (PARTF)

In 1993, the General Assembly established PARTF to provide funding for the state parks system, local park and recreation projects, and coastal beach/estuarine access projects. The Parks and Recreation Authority directs expenditure of the funds.

Thirty percent of the trust fund is used for matching grants to local governments for public park and recreation development, renovation, and/or land acquisition. Counties and incorporated municipalities are the only eligible applicants and must possess long-term control of the subject property. School administrative units may jointly apply with either an incorporated city or county.

Approximately \$6 million will be available for local projects during fiscal year 1998-1999, with \$250,000 maximum on individual grants. Applicants must make a dollar-for-dollar commitment of local revenue to match state funds received under the program.

3. Major Streets/Public Services

Objectives:

- ▶ To ensure safe, livable neighborhoods.
- ▶ To plan, provide, and maintain facilities adequate for continuing growth.
- ▶ To reduce existing traffic congestion and safety problems.
- ▶ To ensure that new development enhances, not worsens, the city's transportation system.
- ▶ To provide adequate roads to service future development.
- ▶ To provide a pedestrian friendly environment.
- ▶ To provide infrastructure which will support economic growth and development.

Action #1: Capital Improvements Plan

The City of Southport will secure funding for development of a detailed capital improvements plan. Capital improvements planning or programming is the multi-year scheduling of public physical improvements. The scheduling is based on studies of fiscal resources available and the choice of specific improvements to be constructed for a period of five years into the future. The capital improvements budget refers to those facilities that are programmed for the next fiscal year. A capital improvements plan/program refers to the improvements that are scheduled in the succeeding four- or five-year period. An important distinction between the capital budget and the capital improvements plan/program is that the one-year budget may become a part of the legally adopted annual operating budget, whereas the longer-term program does not necessarily have legal significance, nor does it necessarily commit a government to a particular expenditure in a particular year.

Thus, the plan shall, at a minimum, address the following Major Streets/Public Services Committee recommendations for priorities one and two.

Priority #1: What are the existing infrastructure deficiencies/problems/needs?

- ▶ Develop a plan to incorporate Southport's wastewater collection system with the proposed regional county treatment collection system and treatment plant.
- ▶ Replacement of aging water lines.
- ▶ Need for a second elevated storage tank.
- ▶ Need for long-term water supply, independent of local wells, i.e., county interconnection.
- ▶ Reduce inflow/infiltration into sewer collection system, and rehabilitate collection system to get it in the best possible condition for connection to the regional system. This includes pump and line rehabilitation, and some re-routing.
- ▶ Street resurfacing.
- ▶ Storm drain improvements, specifically on Fodale Avenue. Problem areas on Stuart Avenue and Robert Ruark are being addressed (Stuart Avenue by the City and Robert Ruark by NCDOT).
- ▶ Need to clean out Price's and Bonnet's Creek. Attention must be paid to the culvert under Moore Street for Bonnet's Creek runs.
- ▶ Conduct a parking study downtown.

Priority #2: What are the anticipated future infrastructure deficiencies?

- ▶ Need for a regional sewer system.
- ▶ Need for a regional water system.
- ▶ Expand sewer collection system.
- ▶ Placement of electrical distribution system underground.

Action #2: Implementation of Thoroughfare Plan

In 2000, the City of Southport adopted a thoroughfare plan that was prepared for the city by the North Carolina Department of Transportation. The primary objective of the Thoroughfare Plan is to guide the development of the urban street system in a manner consistent with changing traffic patterns. The following provides a summary of recommended improvements included in the Thoroughfare Plan:

- ▶ NC 211 from Beach Road to Fodale Avenue: Widen roadway to a 4-lane median divided facility.
- ▶ North Connector: Construct a 2-lane road on new location from Leonard Street to NC 87.
- ▶ Yaupon Avenue: Construct a 2-lane road on new location utilizing existing donated right-of-way.
- ▶ NC 211 (Howe Street): Widen existing roadway to four lanes.
- ▶ NC 87/NC 133: Widen existing roadway to a 5-lane divided facility.
- ▶ Doshier Cut-Off Road: Continue to support TIP project R-3324 providing a new connector from NC 87/NC 133 directly to Beach Road.

Map 16 provides the location of proposed thoroughfares in the Southport area. The City of Southport should work towards the implementation of its thoroughfare plan. In addition, now that the city has prepared a Comprehensive Plan, the city should revisit its adopted thoroughfare plan and consider revising it to include the following improvements that were identified by the Major Streets/Public Services Committee:

Priority #3: What are the existing street deficiencies and where should major and minor thoroughfare improvements occur?

- ▶ Need for minor street resurfacing (see Map 14 for an identification of streets that require resurfacing).
- ▶ Howe Street. However, the city should investigate alternatives to reconfiguring Howe Street to four lanes. One potential solution was the elimination of on-street parking which would allow for four lanes without widening.
- ▶ Paving of the following unpaved roads: Far west side of West 11th Street and West 9th Street, part of St. George Street, and West Leonard Street.
- ▶ Construct a new street where Yaupon Avenue right-of-way has been provided between E. Moore Street and E. Leonard Street.
- ▶ Should also examine the feasibility of connecting Cottage Lane where Elementary School is to NC 211/133 intersection.

Action #3: Annexation

The Major Streets/Public Services Committee identified and recommended annexation as a means by which to fund public facility improvements. Following completion of the annexation study that is being conducted by the North Carolina Division of Community Assistance, the city should examine the cost/revenue of annexation. Annexation that is cost effective will be aggressively pursued.

Action #4: Need for Sidewalks

Prior to any consideration for funding of sidewalks by the North Carolina Department of Transportation, it is required that a municipality has a comprehensive plan which addresses the desirability of and need for sidewalks. The comprehensive plan does address the need for sidewalks. However, additional study is required to determine the specific locations where sidewalks are needed.

Following the determination of specific sidewalk locations, an application for sidewalk funding shall be prepared and submitted to the North Carolina Department of Transportation. However, the reader is cautioned that state funds vary from fiscal year and are limited. Heavy public/private funding for sidewalks may be required.

SECTION VI: CONCLUSION

Simply planning for the future of Southport is not enough to achieve the city's goals and visions that it has for itself. However, the completion of this plan is the first step towards this end. The city's staff, Planning Board, and Board of Aldermen must now work towards plan implementation. It should also be noted that a Comprehensive Plan is not intended to be a static document. It should remain a work in progress and be reviewed at least once every five years and amended as necessary.

APPENDIX I

CITY OF SOUTHPORT CITIZEN PARTICIPATION PLAN

PREPARATION OF A COMPREHENSIVE PLAN

The City of Southport has received a Division of Coastal Management Technical Assistance Grant for the preparation of a Comprehensive Plan. Adequate citizen participation in the development of the plan is essential to the preparation of a document responsive to the needs of the citizens of Southport. To ensure such input, the following citizen participation program will be utilized by the city:

The Southport Planning Board will work with the city's planning consultant to ensure that the final product identifies present demographic, economic, and housing conditions, existing land use, development constraints/stimulants, future land use, land use policies, and implementing strategies. Specifically, the planning consultant and the Planning Board will be responsible for ensuring accomplishment of the following:

- Provision of adequate opportunities for citizen participation: 1 start-up public information meeting (planning board), 2 public forums, a minimum of 8 Planning Board meetings, and 1 public hearing.
- Evaluation of current and projected (15-year) demographic and sociological factors pertinent to the city, including (but not limited to) composition of the population, population growth projections/trends, economic factors, and community growth patterns.
- Evaluation of current and projected physical factors, including (but not limited to) land use, zoning, topography, highways and roads, physical barriers, environmental, sensitive areas, water resources, and stimulants.
- Discussion of development variables including stimulants and obstacles for development.
- Inventory and evaluation of all existing uses, including (but not limited to) publicly owned lands, residential types, flood structures, flood areas, etc.
- Conduct a reconnaissance of existing land use conflicts.
- A list of policies and ordinances identified in the land use plan that have or have not been implemented, noting the impact of the implementation or absence of the implementation.
- Recommendations concerning methods of adopting policies and ordinances.
- Recommendations for a good working relationship among the Planning Department, the Planning Board, the public, and other governmental agencies for the implementation of the plan.

- High quality supporting maps, graphs, and charts to illustrate data as needed in the land use plan document and at public meetings.
- Preparation of a Comprehensive Plan that is representative of the citizens of Southport, the Planning Board, city staff, and the Board of Aldermen.
- Provision of final original maps and supporting text in reproducible form.

The following schedule will be utilized:

- August, 2000 - Board of Aldermen adopt the Citizen Participation Plan, conduct initial meeting with the Planning Board, and review the Citizen Participation Plan. The Planning Board will conduct a public information meeting. The process by which the City of Southport will solicit the views of a wide cross-section of citizens in the development of the plan will be explained.
- August - October, 2000 - Complete background studies.
- August, 2000 - February, 2001 - Draft Land Use Plan text and present to the Planning Board as sections are completed.
- October, 2000 - Conduct first public forum.
- January, 2001 - Conduct second public forum.
- February, 2001 - Complete draft Comprehensive Plan and present to the Planning Board.
- March, 2001 - Present complete, revised plan to the Planning Board.
- March, 2001 - Present complete Comprehensive Plan to the Planning Board.
- March, 2001 - Conduct open house.
- May, 2001 - Review draft Comprehensive Plan with the Board of Aldermen.
- June, 2001 - Present the proposed plan to the Board of Aldermen for adoption and conduct a public hearing.

All meetings of the Planning Board and Board of Aldermen at which the Comprehensive Plan will be discussed will be advertised in a local newspaper. The public information meeting, public forums, and public hearing, referenced herein, will also be advertised in a local newspaper. In addition, public service announcements will be mailed to local radio stations and posted in the municipal building. All meetings will be open to the public. The city will encourage and consider all economic, social, ethnic and cultural viewpoints. No major non-English speaking groups are known to exist in Southport.

9/6/00

APPENDIX II

CITY OF SOUTHPORT
RANKING - PUBLIC FORUM 1/16/01

RANK	ISSUE	SCORE
1	Preserve city's character	130
2	Careful gateway plan	147
3	Re-write zoning ordinance	158
4	Preservation of fragile areas	164
5	Affordable quality of life	198
6	Establish historic commission	200
7	Preserve trees on city property	208
8	Preserve residential areas	216
9	Establish landscape ordinance	244
10	Alternative truck route	248
11	Keep thoroughfare plan in mind	258
12	Funding infrastructure	264
13	Preserve human scale	284
14	Control commercial development on NC 133	293
15	Prohibit boat parking on city right-of-way	375

1/17/01

APPENDIX III
CITY OF SOUTHPORT
1997 CAMA LAND USE PLAN POLICY STATEMENTS

A. INTRODUCTION TO POLICY STATEMENTS

The previous sections of this plan identify a number of areas of concern dealing with growth, development, and the environment. The plan also discusses many opportunities and assets that exist within the City of Southport. This section provides policies designed to address growth management and protect the city's assets. The policy statements should address the desires and objectives of the citizens of the City of Southport, and respond to the policy statement requirements of the Coastal Resources Commission as defined by 15A NCAC 7B.

The policy statements are extremely important and have a day-to-day impact on businesses and individual citizens within the city. The statements have an impact in three areas:

- CAMA minor and major permitting as required by NCGS 113A-118 prior to undertaking any development in any area of environmental concern.
- Establishment of local planning policy.
- Review of proposed projects requiring state or federal assistance or approval to determine consistency with local policies.

For the issuance of CAMA permits within areas of environmental concern, the state's minimum acceptable use standards are defined by 15A NCAC 7H. A local unit of government must adopt policies which are, at a minimum, equal to and consistent with the state's minimum use standards. A local unit of government may adopt policies which are more stringent than the minimum use standards. For example, the state standards allow marinas to be located within primary nursery areas if some minimum conditions are met. A local government may adopt a policy stating that marinas will not be permitted within primary nursery areas. If this were to occur, a CAMA permit for marina construction in a primary nursery area would not be issued. IT IS CRUCIAL THAT A LOCAL GOVERNMENT UNDERSTAND THE IMPACT OF ITS POLICIES WITHIN AREAS OF ENVIRONMENTAL CONCERN.

The second area of land use plan application is that of establishing policies to guide the town and the county's local planning. This may apply both within areas of environmental concern where CAMA regulations apply and in non-CAMA regulated areas of the city. Under North Carolina legislation, land use plans are not regulatory controls. Non-CAMA related recommendations must be implemented with local land use ordinances such as zoning or subdivision ordinances. If a land use plan recommends that the average residential density should be three dwelling units per acre within a particular area, then that density must be achieved through local zoning ordinance or other regulatory control. (This should not be confused with the interaction of the land use plan with the CAMA regulations and 15A NCAC 7H use standards.)

The final area of application is that of "Consistency Review." Proposals and applications for state and federal assistance or requests for agency approval of projects are normally reviewed against a jurisdiction's land use plan to determine if the project is consistent with local policies. Inconsistencies of a project with local policies could serve as grounds for denial or revision of a project. For example, an individual or agency may request state or federal funding to construct a 30-unit low-to-moderate income housing project. If the proposed location of the project is within an area in which the land use plan states that the residential density should not exceed two dwelling units per acre, the project may be judged to be inconsistent with the local land use plan.

The Coastal Resources Commission requires all governments to specify stated development policies under each one of five broad topics. These topics include:

- Resource Protection
- Resource Production and Management
- Economic and Community Development
- Continuing Public Participation
- Storm Hazard Mitigation, Post-Disaster Recovery, and Evacuation Plans

During 1995 and 1996, the 15A NCAC 7B CAMA planning guidelines were revised. The revised guidelines included new requirements for the development of policy statements. These changes included the following policy statement additions:

- A general vision policy statement describing the type of community that the local government would like to become within the next ten years.
- A basic statement as to the community attitude toward resource protection.
- A policy addressing the protection of wetlands identified as being of the highest functional significance on maps supplied by the Division of Coastal Management.
- A policy addressing moorings and mooring fields.
- A policy addressing water quality problems and management measures designed to reduce or eliminate local sources of surface water quality problems.
- A statement as to the community attitude toward resource production and management.
- A policy addressing commitment to state and federal programs, including housing rehabilitation, community development block grants, housing for low and moderate income level citizens, water and sewer installation, and rural water systems.
- A policy addressing assistance to interstate waterways.

Based on the analysis of existing conditions and trends, suggestions from the city's citizens, and substantial input and guidance from both the City of Southport Planning Board, the policies in the following sections have been formulated to provide a guide for regulating growth, development, and resource management throughout the planning period. In developing these policies, many alternatives were considered by the Planning Board. The alternatives that were not adopted are included as Appendix I in the 1997 CAMA Land Use Plan.

B. VISION STATEMENT

Southport desires to maintain its quiet residential atmosphere and to protect the city's historic assets. Population growth should continue at a moderate rate. Historically, growth has occurred at an average of 1.3% per year. Southport desires low impact, environmentally safe, light industry. Specifically, Southport will endeavor to accomplish the following:

- Preservation of the city's historic district.
- Protection of the city's shoreline vista.
- Redevelopment of the Central Business District.
- Preservation of the city's residential areas.
- Protection of the city's Areas of Environmental Concern consistent with 15A NCAC 7H.

C. RESOURCE PROTECTION POLICY STATEMENTS

Community Attitude Toward Resource Protection

Southport will implement resource protection policies which meet the state's 15A NCAC 7H minimum use standards for the protection of areas of environmental concern. The city is sensitive to the protection of its shoreline areas. However, it does not desire to impose regulations which unnecessarily restrict responsible development. Southport's natural resources play a major role in the city's rich history and aesthetic appeal. Damage to the estuarine system would result in significant economic loss for the city.

Southport's overall policy and management objective for the estuarine system is "to give the highest priority to the protection and coordinated management of these areas, so as to safeguard and perpetuate their biological, social, economic, and aesthetic values and to ensure that development occurring within these AEC's is compatible with natural characteristics so as to minimize the likelihood of significant loss of private property and public resources." (15A NCAC 7H.0203)

Physical Limitations

Soils

POLICIES:

- (a) In areas with central sewer service, Southport does not consider soil conditions to be an obstacle to development.
- (b) In areas without utilities, Southport will act to mitigate septic tank problems and other restrictions on development posed by soil limitations.
- (c) Southport supports regulation of 404 wetlands by the U.S. Army Corps of Engineers. The city does not want industrial development as defined by the city's zoning ordinance to result in any net loss of wetlands.

IMPLEMENTATION:

- (a) Southport will enforce all current regulations of the N.C. State Building Code and North Carolina Division of Health Services relating to building construction and septic tank installation/replacement in areas with soils restrictions for septic tank construction.
- (b) Southport will coordinate all development activity with appropriate county and state regulatory personnel, and in particular with the Brunswick County Building Inspector and Sanitarian.
- (c) Southport will cooperate with the U.S. Army Corps of Engineers in the regulation/enforcement of the 404 wetlands permit process. Except for industrial development, the city understands this may result in some net wetland loss.
- (d) Southport will support the development of a central sewer system to serve areas of Southport's extraterritorial planning jurisdiction.

SCHEDULE (a) - (d): Continuing Activities, FY1997-2007

Flood Hazard Areas

POLICY: The City of Southport desires to minimize the hazards to life, health, public safety, and development within flood hazard areas.

IMPLEMENTATION:

- (a) Southport will coordinate all development within the special flood hazard area with the city's Inspections Department, North Carolina Division of Coastal Management, FEMA, and the U.S. Corps of Engineers.
- (b) Southport will continue to enforce its existing zoning and flood damage prevention ordinances and follow the storm hazard mitigation plan contained herein.

SCHEDULE (a) - (b): Continuing Activities, FY1997-2007

Groundwater/Protection of Potable Water Supplies

POLICY: The City of Southport desires to conserve its surficial^{***} groundwater resources.

IMPLEMENTATION: The City of Southport will conserve its surficial groundwater resources by enforcing CAMA and NC Division of Water Quality stormwater run-off regulations, and by coordinating local development activities involving chemical storage or underground storage tank installation/abandonment with Brunswick County Emergency Management personnel and the North Carolina Division of Water Quality. During the planning period, the city shall review and amend the local zoning ordinance with regard to underground chemical and gasoline storage regulations to ensure a minimum of risk to local groundwater resources.

SCHEDULE: Continuing Activity, FY1997-2007

Manmade Hazards

POLICIES:

- (a) Southport supports regulation of underground storage tanks in order to protect its groundwater resources.
- (b) Southport supports the use of the river channel for shipment of materials to the North Carolina State Port Terminal at Wilmington.
- (c) The City of Southport opposes the disposal of any toxic wastes including industrial by-products, as defined by the U.S. Environmental Protection Agency's Listing of Hazardous Substances and Priority Pollutants (developed pursuant to the Clean Water Act of 1977) within its planning jurisdiction.

IMPLEMENTATION:

- (a) The City of Southport 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, FY1997-2007

- (b) Southport will revise its zoning ordinance to incorporate provisions regulating the storage of toxic wastes within its planning jurisdiction.

SCHEDULE: FY1998-1999

^{***}Groundwaters which are at or just below the surface.

Stormwater Runoff

POLICY: The City of Southport supports water quality maintenance in order to protect fragile areas and to provide clean water for recreational purposes.

IMPLEMENTATION:

- (a) The city will support state regulations relating to stormwater runoff resulting from development (Stormwater Disposal Policy 15NCAC2H.001-.1003).
- (b) The City of Southport will support and implement the recommendations of the 1984 Master Drainage Plan.

SCHEDULE (a) - (b): Continuing Activities, FY1997-2007

Cultural/Historic Resources

POLICIES:

- (a) Southport will protect its historic resources as a valuable cultural and economic asset.
- (b) Through its zoning ordinance, Southport will continue to protect its historic district.

IMPLEMENTATION:

- (a) Southport shall coordinate all housing code enforcement/redevelopment projects with the NC Division of Archives and History, to ensure that any significant architectural details or buildings are identified and preserved.
- (b) Southport will coordinate all public works projects with the NC Division of Archives and History, to ensure the identification and preservation of significant archaeological sites.
- (c) Southport shall consider the establishment of a historic district commission.

SCHEDULE (a) - (b): Continuing Activities, FY1997-2007

Industrial Impacts on Fragile Areas

POLICIES:

- (a) The City of Southport does not want industrial development to result in any net loss of wetlands.
- (b) The city will not allow industrial development within its historic district.
- (c) The City of Southport will allow industrial development which is consistent with the City of Southport Zoning Ordinance and within areas of environmental concern, as defined by 15A NCAC 7H.

IMPLEMENTATION:

- (a) The City of Southport will work with the U.S. Army Corps of Engineers to coordinate local approval of industrial projects with the "404" permitting process.

SCHEDULE (a): Continuing Activity, FY1997-2000

- (b) The City of Southport will rely on its zoning ordinance to prohibit industrial development within its historic district.
- (c) Industrial development which can comply with the use standards specified by 15A NCAC 7H and the City of Southport zoning ordinance may be located within conservation classified areas.

SCHEDULE (b) - (c): Continuing Activities, FY1997-2007

Miscellaneous Resource Protection

Marina and Floating Home Development

POLICIES:

- (a) Southport will allow the construction of both open water and upland marinas which comply with the City of Southport Zoning Ordinance.
- (b) Southport will permit the construction of drystack storage facilities which comply with the City of Southport Zoning Ordinance.
- (c) Southport opposes the location of floating homes within its jurisdiction.

IMPLEMENTATION:

- (a) The city will rely on its zoning ordinance and 15A NCAC 7H to control the location of open water marinas, upland marinas, and drystack storage facilities. The city will amend its zoning ordinance to address these issues.

SCHEDULE (a): Continuing Activity, FY1997-2007 and zoning ordinance revision, FY1999-2000

- (b) The City of Southport will adopt an ordinance to regulate the location of floating homes within its jurisdiction.

SCHEDULE (b): FY1999-2000

Development of Sound and Estuarine Islands

There are no sound or estuarine islands within the planning jurisdiction.

Bulkhead Construction

POLICY: The City of Southport will permit bulkhead construction.

IMPLEMENTATION: The city will allow all bulkhead construction which complies with 15A NCAC 7H and the city's zoning ordinance. The city recognizes that this could result in some marsh damage.

SCHEDULE: Continuing Activity, FY1997-2007

Sea Level Rise

Southport recognizes the uncertainties associated with sea level rise. The rate of rise is difficult to predict. Those factors combine to make it difficult, if not impossible, to establish specific policies to deal with the effects of sea level rise. While a policy is not provided, the city will implement the following:

IMPLEMENTATION:

- (a) In response to Sea level rise, Southport will review all local building and land use related ordinances to establish setback standards, long-term land use plans, density controls, bulkhead restrictions, buffer vegetation protection requirements, and building designs which will facilitate the movement of structures.

SCHEDULE: FY2003-2007

- (b) Southport will support bulkheading to protect its shoreline areas from intruding water resulting from rising sea level.

SCHEDULE: Continuing Activity, FY1997-2007

Package Treatment Plant Use

POLICY:

- (a) Southport opposes the construction of package treatment plants within its city limits.
- (b) Southport will not oppose package treatment plant construction within its ETJ. If any package plants are approved by the state, the city supports the requirement of a specific contingency plan specifying how ongoing private operation and maintenance of the plant will be provided, and detailing provisions for assumption of the plant into a public system should the private operation fail. Operational plans should also address elimination of package treatment plants when the system owner elects to connect to a central sewer system.

IMPLEMENTATION: The City of Southport will rely upon the North Carolina Division of Water Quality to implement this policy.

SCHEDULE: Continuing Activity, FY1997-2007

Maritime Forests

Based on the Maritime Forest Protection Initiative, May 24, 1990, there are no major maritime forest sites that are under Southport's planning jurisdiction.

Mooring Fields

POLICY: The City of Southport will allow the establishment of mooring fields within its planning jurisdiction.

IMPLEMENTATION: The City of Southport will develop a local ordinance and a waterfront development plan to regulate the development of mooring fields.

SCHEDULE: FY1999-2000

Water Quality Management

POLICY: The City of Southport supports the North Carolina Division of Water Quality Management's goals for water quality management as stated on page I-32 of the 1997 CAMA Land Use Plan.

IMPLEMENTATION: The City of Southport will review all local ordinances to determine what, if any, revisions should be made to reduce the potential for impairment of water quality. Such revisions may include but not necessarily be limited to:

- Reduction of the construction of impervious surfaces.
- Provision of vegetative buffers along estuarine shorelines.
- Allowing or requiring strip paving.
- Requiring retention and/or detention pond facilities.

SCHEDULE: FY1999-2007

D. RESOURCE PRODUCTION AND MANAGEMENT POLICIES

Community Attitude Toward Resource Production and Management

Southport desires to accomplish resource production and management which is consistent with 15A NCAC 7H. The city believes that the state's minimum use standards, utilized in concert with local ordinances, provide ample protection for the areas of environmental concern located within the city's planning jurisdiction.

Recreation Resources

POLICIES:

- (a) The City of Southport supports a comprehensive program of both active and passive recreational opportunities.
- (b) The City of Southport supports redevelopment of the old yacht basin, Southport Marina, and the city pier areas. This should be a cooperative public-private sector venture. Any

plans for redevelopment should be closely coordinated with plans for redevelopment of Southport's Central Business District.

- (c) The city supports continued development of shoreline access facilities and preservation of the city's shoreline areas.

IMPLEMENTATION:

- (a) The City of Southport will apply for all available grant funds to aide in the development of the Old Yacht Basin.

- (b) The City of Southport will support and implement its shoreline access plan.

SCHEDULE (a) - (b): Continuing Activities, FY1997-2007

- (c) The city will refine existing zoning and related ordinances to provide a more unified waterfront development character, preserve and make maximum use of existing natural areas and green spaces, minimize impacts of natural hazards, and preserve public access to the Cape Fear River.

SCHEDULE (c): FY1998-2000

- (d) Southport will amend the December, 1990 Shoreline Access Plan to accommodate the provisions of Senate Bill 1059^{****} and prepare a specific waterfront development plan.

SCHEDULE (d): FY2000-2001

- (e) The City of Southport will prepare a city-wide comprehensive recreation plan to address both active and passive recreation needs.

SCHEDULE (e): FY1998-1999

^{****}Senate Bill 1059 is discussed on page I-33 of the 1997 CAMA Land Use Plan.

Productive Agricultural Lands

There are no significant agriculturally productive lands located within Southport's planning jurisdiction. Therefore, a policy is not required.

Productive Forestlands

There are no significant commercially productive forestlands located within Southport's planning jurisdiction. Therefore, a policy is not required.

Residential, Commercial, and Industrial Development Impacts on Resources

POLICY: The City of Southport will allow development within areas of environmental concern.

IMPLEMENTATION: The city will rely on 15A NCAC 7H, and its subdivision and zoning ordinances to regulate development within areas of environmental concern. In all other areas, development will be allowed which is consistent with the city's subdivision and zoning ordinances.

SCHEDULE: Continuing Activity, FY1997-2007

Marine Resource Areas

POLICY: The City of Southport supports responsible usage and development in marine resource areas.

IMPLEMENTATION:

- (a) Southport will rely on 15A NCAC 7H.0207 to regulate use and development within estuarine and public trust areas.
- (b) In structures that extend into or over estuarine and public trust waters, replacement of structures and/or change of use will be allowed so long as the structure is consistent with or allowed by the CRC.
- (c) The City of Southport reserves the right to comment on the individual policies and requirements of the North Carolina Division of Marine Fisheries. The city understands that this position does not constitute a policy statement and that Marine Fisheries is not obligated to respond to any future comments offered by the city.

SCHEDULE (a) - (c): Continuing Activities, FY1997-2007

- (d) Southport will amend the December, 1990 Shoreline Access Plan to accommodate the provisions of Senate Bill 1059 and prepare a specific waterfront development plan, and will support development over estuarine and public trust waters as allowed by North Carolina Senate Bill 1059.

SCHEDULE (d): Revise plan FY2000-2001, Support for development is a Continuing Activity, FY1997-2007

Aquaculture Activities

POLICIES:

- (a) Southport encourages all aquaculture activities which meet applicable federal, state, and local policies and permit requirements. However, Southport reserves the right to comment on all aquaculture activities which require Division of Water Quality permitting.
- (b) Southport objects to any discharge of water from aquaculture activities that will degrade in any way the receiving waters. Southport 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.
- (c) Southport will support only aquaculture activities which do not alter significantly and negatively the natural environment of coastal wetlands, estuarine waters, and public trust areas as shown on the Land Classification Map.

IMPLEMENTATION: Southport will rely on the appropriate state and federal agencies to implement its aquaculture policies.

SCHEDULE: Continuing Activity, FY1997-2007

Off-Road Vehicles

Off-road vehicles are not an issue within Southport's planning jurisdiction and a policy is not required.

Peat or Phosphate Mining

Peat or phosphate mining is not an issue in Southport's planning jurisdiction and a policy is not required. However, Southport objects to any mining outside of its planning jurisdiction that may endanger water quality of the town's water supply from its aquifers or surface waters.

E. ECONOMIC AND COMMUNITY DEVELOPMENT

Community Attitude Toward Economic and Community Development

Southport desires to control its economic base, including tourism, commercial fishing, retail and wholesale trade, real estate and construction, and industrial development. However, Southport does not want to jeopardize Conservation areas. Southport will allow growth and development at the densities specified in the land classification definitions. These densities are consistent with existing City of Southport zoning. The desired pattern of development is shown on the Land Classification Map 11 and identified on Page III-3 of the 1997 CAMA Land Use Plan.

Water Supply

POLICIES:

- (a) The City of Southport supports extension of the water supply system throughout its planning jurisdiction.
- (b) The City of Southport supports protection of the ground water supply.

IMPLEMENTATION:

- (a) By local ordinance, the city requires that all existing and new residential and commercial development be connected to both the city water and sewer systems.
- (b) By local ordinance, the city will allow the installation of private wells for irrigation only through the NCDEM permit process.
- (c) The city is aware that inappropriate land uses near well fields increase the possibility of well contamination. Land uses near groundwater sources are regulated by the NC Division of Water Quality through NCAC Subchapters 2L and 2C. Southport recognizes the importance of protecting potable water supplies, and therefore supports the enforcement of these regulations by the State of North Carolina. The city will pursue all available state and federal funding for expansion of the water system.

SCHEDULE (a) - (c): Continuing Activities, FY1997-2007

Sewer System

POLICY:

- (a) The City of Southport supports extension of its sewage collection system throughout its planning jurisdiction.

IMPLEMENTATION:

- (a) The city subdivision ordinance requires all subdivisions within its corporate limits to have city sewer service.
- (b) The city will pursue all available state and federal funding for expansion of its sewer system.

SCHEDULE (a) - (b): Continuing Activities, FY1997-2007

Stormwater

POLICIES:

- (a) The City of Southport will support projects and local land use development controls to eliminate stormwater drainage problems throughout its planning jurisdiction, especially in those areas discussed in Section II, 9. Drainage, page II-17 of the 1997 CAMA Land Use Plan.
- (b) The city will support mitigation of negative impacts of stormwater runoff on all conservation classified areas.
- (c) It is Southport's policy that all North Carolina Department of Transportation projects should be designed to limit to the extent possible stormwater runoff into estuarine/public trust waters.

IMPLEMENTATION:

- (a) Southport will cooperate with the NCDOT, the North Carolina Division of Water Quality, and other state agencies in mitigating the impact of stormwater runoff on all conservation classified areas. The city will support the Division of Water Quality stormwater runoff retention permitting process through its zoning permit system and subdivision approval process.
- (b) The city will apply for all available state and federal grant funds, and utilize Powell Bill funds, to improve stormwater drainage systems associated with existing rights-of-way.
- (c) The city will continue to implement its master drainage plan.

SCHEDULE (a) - (c): Continuing Activities, FY1997-2007

Solid Waste

POLICIES:

- (a) The City of Southport supports regional multi-county approach to solid waste disposal.
- (b) Southport supports efforts to recycle and reduce waste.

IMPLEMENTATION:

- (a) The city will cooperate with any efforts to educate people and businesses on waste reduction and recycling. Southport vigorously supports recycling by its residents and businesses and supports setting up practical collection methods and education efforts to achieve a high degree of city-wide recycling.
- (b) Southport will implement the recommendation of the regional composting study when complete.

SCHEDULE (a) - (b): Continuing Activities, FY1997-2007

- (c) Southport supports the siting of recycling centers which are located consistent with the city's zoning ordinance. The city's zoning ordinance will be revised to address this issue.

SCHEDULE (c): Amend ordinance FY1999-2000

Energy Facility Siting and Development

POLICY:

- (a) Southport supports responsible and environmentally safe expansion of public and private energy production and distribution facilities.

IMPLEMENTATION:

- (a) The Cogentrix steam-generating plant is the only energy generating facilities located within the city's extraterritorial jurisdiction. The CP&L Nuclear Power Plant is located immediately north of the city's ETJ. Some of the CP&L property is located within the city's ETJ. The city will consider the need for expansion of the Cogentrix and other energy facilities on a case-by-case basis, judging the need for expansion against all identified possible adverse impacts. The location of energy production facilities will be regulated by the city's zoning ordinance.
- (b) Southport will not encourage off-shore drilling operations but will not oppose onshore support facilities for which an environmental impact statement has been prepared with a finding of no significant impact on the environment. The location of on-shore support facilities located within the city's planning jurisdiction will be regulated by the city's zoning ordinance.

SCHEDULE (a) - (b): Continuing Activities, FY1997-2007

Redevelopment of Developed Areas

POLICIES:

- (a) Southport supports redevelopment of substandard deteriorated areas of the city including both residential and commercial areas.
- (b) Following a hurricane or other natural disaster, Southport supports redevelopment which complies with applicable federal, state, and local policies.

IMPLEMENTATION:

- (a) Southport will attempt to correct its worst substandard housing conditions by:
- enforcing the city's Minimum Housing Code;
 - applying for Community Development Block Grant Community Revitalization funds;
 - coordinating redevelopment efforts with the Southport Building Inspections Department.

SCHEDULE (a): Continuing Activities, FY1997-2007

- (b) Following a natural disaster, the city will allow the reconstruction of any structures demolished by natural disaster when the reconstruction complies with all applicable local, state, and federal regulations. However, reconstruction cannot be more intense than that which previously existed. This is governed by the city's zoning ordinance.
- (c) The city will prepare a city-wide housing strategy to increase the quantity and quality of affordable housing.

SCHEDULE (b) - (c): FY1998-1999

Types and Locations of Desired Industry

POLICY: The city desires to achieve responsible industrial development which will not adversely affect the natural environment or the quality of established residential areas.

IMPLEMENTATION: The following will be enforced through the city's zoning ordinance:

- Industrial sites should be accessible to municipal/central water and sewer services.
- Industries which are noxious by reason of the emission of smoke, dust, glare, noise, and vibrations, and those which deal primarily in hazardous products such as explosives, should not be located in Southport.
- Industrial development and/or industrial zoning should not infringe on established residential development.
- Industrial development should be located in industrial park areas of the extraterritorial jurisdiction and not in areas classified as conservation.

SCHEDULE: Continuing Activity, FY1997-2007

Estuarine Access

POLICY: The City of Southport supports continued development of shoreline access facilities.

IMPLEMENTATION:

- (a) Southport supports the state's shoreline access policies as set forth in Chapter 15A, Subchapter 7M of the North Carolina Administrative Code. The city will conform to CAMA and other state and federal environmental regulations affecting the development of estuarine access areas. The city has a Shoreline Access Plan that was adopted in December, 1990. That plan is considered a functional extension of this land use plan, and its policies/recommendations will be supported by the City of Southport. The city will continue participating in state/local sponsored access projects.

SCHEDULE (a): Continuing Activity, FY1997-2007

- (b) Southport will support the implementation of the provisions of Senate Bill 1059.

SCHEDULE (b): Continuing Activity, FY1997-2007

- (c) Southport will amend the December, 1990 Shoreline Access Plan to accommodate the provisions of Senate Bill 1059 and prepare a specific waterfront development plan.

SCHEDULE (c): FY1998-1999

Commitment to State and Federal Programs

POLICY: Southport will be receptive to and support all state and federal funding programs which are beneficial to the city.

IMPLEMENTATION: The City of Southport Board of Aldermen will pursue funding and project development through the following state and federal programs: North Carolina Department of Transportation road and bridge improvement programs; drainage planning and erosion control activities carried out by the Natural Resources Conservation Service, which is valuable to farmers; dredging and channel maintenance by the U.S. Army Corps of Engineers; federal and state projects which provide efficient and safe boat access for sport fishing; and community development block grants, low-to-moderate income housing, housing rehabilitation, housing for the elderly, and North Carolina Housing Finance Agency housing improvement programs.

SCHEDULE: Continuing Activity, FY1997-2007

Assistance in Channel Maintenance

POLICY: Proper maintenance of channels is very important to Southport because of the substantial economic impact of commercial fisheries and successful operation of the State Port at Wilmington. If silt or other deposits fill in the channels, safe and efficient movement of commercial fishing and transport vessels could be impeded.

IMPLEMENTATION: Southport will consider on a case-by-case basis the provision of assistance to the U.S. Army Corps of Engineers and/or state officials to obtain spoil sites, provide financial aid, and assist in securing or providing easements for work.

SCHEDULE: Continuing Activity, FY1997-2007

Transportation

POLICY: The City of Southport supports transportation improvements which will improve highway safety, regional accessibility, and traffic flow within the city's planning jurisdiction.

IMPLEMENTATION:

- (a) Southport supports construction of the following state transportation improvement projects:

NC 133	Town Creek, Replace Bridge No. 61	Year 2000
NC 133	Allen Creek, Replace Bridge No. 56	Year 2000
NC 87, NC 133, and Access Road	Intersection of NC 87, NC 133, and Sunny Point Access Road. Realign NC 87 to allow through movement of traffic and install traffic signal	Identified Future Need
New Route	NC 211/NC 133 to NC 87 at SR 1525, Construct a two lane connector on new location	Right-of-Way Acquisition 2003
NC 211	Widen NC 211 from near the intersection with NC 87 to St. James Plantation	No schedule
NC 211	Install a stop light at NC 211 and Stuart Avenue	No schedule
New Route	Construct a new "east side connector" to allow better traffic flow from the East Moore Street area to north of the city due to anticipated residential development on the east side of the city	No schedule
Leonard Street	Make drainage and general improvements to Leonard Street	No schedule

- (b) Southport supports construction of a second bridge to Oak Island and an arterial to improve accessibility from NC 211/NC 87 to Moore Street.
- (c) The City of Southport supports the recommendations contained in the Pedestrian Safety Study.
- (d) Southport will periodically review local ordinances relating to speed limits and traffic flow with the goal of reducing congestion and risk in severely-congested or unsafe areas.

SCHEDULE (a) - (c): Continuing Activities, FY1997-2007

Assistance in Interstate Waterways

POLICY: Southport supports continued maintenance and protection of the interstate waterway. The city considers the interstate waterway to be a valuable economic asset.

IMPLEMENTATION: Southport will provide assistance in maintaining the waterway by helping to obtain or providing dredge spoil sites, if surplus city property is available and, when possible, providing easements across city-owned property for work.

SCHEDULE: Continuing Activity, FY1997-2007

Tourism

POLICY: Southport views tourism as a significant contributor to the local economy and supports continued development of the tourist industry.

IMPLEMENTATION:

- (a) Southport will support North Carolina Department of Transportation projects to improve access to the city.
- (b) Southport will support projects that will increase public access to shoreline areas.
- (c) Southport 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 Activities, FY1997-2007