

To: Michelle Eitner, Atlantic Beach
From: Chad Meadows, CodeWright
Date: 11.21.19
CC: Cara Isher-Witt, Both& Planning
RE: Task 1 Summary Memo



MESSAGE

This memorandum summarizes the activities undertaken as part of Task 1, Project Initiation, on the update of the Atlantic Beach Land Use Plan update project. Information is organized into the following sections:

1. Feedback from Town Council Meeting
2. Notes from Meeting with Planning Staff
3. Outline of Contents and Responsibilities for Existing Conditions
4. Data Needs from Town Staff
5. Next Steps
6. Appendix

Feedback from Town Council Meeting

On October 31, 2019 members of the consulting team travelled to Atlantic Beach to conduct an introductory work session with the Town Council as part of Task 1, Project Initiation. The purpose of the presentation was to inform the Council members about the project scope and schedule, discuss key elements of the current CAMA Core Land Use Plan, and discuss any policy issues the Council wanted to address as part of the update. Copies of the slides from the presentation are included in the Appendix of this memorandum.

Key aspects of the presentation included:

- The project goals (new vision statement, updated data, increased focus on local concerns, etc.);
- The seemingly large number of policies (70) and implementing actions (92) in the current plan;
- A new plan structure with policy guidance in a main volume and supporting details at the back (or in a technical volume);
- Discussion about the population projections (particularly the forecasted numbers of visitors);
- Discussion about the percentage of housing stock involved in the tourism industry;
- Discussion about the amount of vacant land truly available for new development; and
- A preliminary set of recommendations from the consulting team on the updated land use plan.



The last portion of the presentation was a facilitated discussion of policy issues of importance to the Town Council. Town Council members identified the following topics of importance to the project in no particular order:

Centralized Wastewater

The Town will not be implementing a centralized wastewater treatment system as was contemplated in the current Core Land Use Plan, and the updated plan should be revised to reflect this policy position.

On-Site Wastewater Treatment

Since the Town will not be moving forward with centralized wastewater, it will be important for the Town to pursue ways to improve on-site wastewater treatment systems and package treatment systems as a part of protecting near-shore water quality.

Higher Quality Development; Not Greater Densities

The Town Council consensed on the need to generally maintain existing residential densities – or, to not pursue significant increases in allowable residential density. Instead, the Town Council wants to encourage redevelopment of existing sites and uses at a higher level of quality. The updated land use plan should describe what is meant by “higher development quality”.

Address Impervious Surface and Stormwater Runoff

There is a general recognition that, given existing land values, redevelopment will likely occupy a larger percentage of available lot area. In turn, this may increase the amount of impervious surface on individual lots or development sites. The land use plan should explore ways to accommodate this impervious surface without worsening stormwater runoff concerns, increasing nuisance flooding, and degrading near-shore water quality.

Avoid Problems Created by Fill

In addition to concern about increases in impervious surface, there was considerable discussion about deposition of fill material on existing developed and vacant lots, and the stormwater runoff impacts resulting on adjacent lots and streets. The updated plan should explore ways to encourage redevelopment and infill while avoiding flooding of adjacent lots and streets.

Promote Permanent Residents and Business

The Council expressed a desire to promote the quality of life for permanent residents, including increased options for shopping and recreation. In addition, there is strong interest in finding ways to mitigate the cyclical nature of the tourism industry on local businesses.

The meeting concluded with additional details to the Town Council about the existing conditions report (Task 2) and the Public Engagement portion of the project (Task 3) anticipated to take place in January and February of 2020.

Notes from Meeting with Town Staff

Immediately following the presentation to Town Council, the consulting team met with Town staff about the project. Discussion focused primarily on data needs and tasks associated with Task 2, Existing Conditions Data.

Some of the needs mentioned by the Consulting Team included:

- A Microsoft Word version of the current Core CAMA Land Use Plan;
- Copies of permitting data (preferably since the last data reflected in the current CAMA plan);
- Tourism and economic data (and a contact);
- Details on rental housing and the number of hotel rooms;
- A copy of the recent visitor survey executed by the Town;
- Photographs of the community from the Town's archives; and
- A copy of the most recent CAMA plan Implementation Report.

Another topic for discussion included the existing land use survey being prepared by Town staff as part of the existing conditions task. The existing land use survey will take the form of GIS map of existing land uses based on land use classifications agreed upon by the Town and the Consulting team. In addition to the map, the existing land uses data also needs to include a data table showing the number of parcels and amount of acreage by each land use classification. The Data Needs section of this memo provides some detail about the list of suggested existing land use categories.

There was discussion about the fact that some portions of the existing CAMA Core Land Use Plan are expected to be carried forward without substantive change, such as sections related to natural systems and the land suitability analysis. The existing maps provided as part of these sections will be carried forward despite their somewhat low resolution and illegibility (one of the key problems with these maps is the excessively wide parcel line weight, which obscures map colors). Town staff does not have the original GIS coverages used to make these maps, and the project budget does not support re-creation of these maps.

Town staff and the consulting team also discussed some of the issues staff felt were important to address as part of the updated plan, including:

- The **impacts of fill** on existing, adjacent lots;
- If and how to address the need to **increase existing bulkhead heights**;
- **Stormwater runoff** generally, given the incidence of more intense rain events;
- **Beach nourishment**; and
- Changes to **floodplain maps**, including how to handle development on lots with reduced floodplain requirements as identified on the applicable FIRM panel.

We note that since this meeting, Town staff has uploaded several items on the project's internal website, including:

- The 2018 Citizen & Visitor Survey;
- A Word Version of the CAMA Core Land Use Plan as of 4-4-2019;
- A pdf version of the current Future Land Use Plan; and
- The most recent LUP Implementation Report from 5-14-2019.



Outline of Contents and Responsibilities for Existing Conditions

The preparation of data and analysis of existing conditions is Task 2 in the work program for the update of the Town's CAMA Core Land Use Plan. Section 5 of the existing CAMA plan sets out the details on existing and emerging conditions, and is organized in the following fashion:

A. Population, Housing, and Economy

1. Permanent Population
(+ seasonal population, age composition, educational attainment, racial composition)
2. Housing
(occupancy & tenure, structure age, building permit activity, conditions, # of units in structure, year occupied)
3. Employment & Economy
(per capita income, mean income, unemployment rate, poverty rate, household income, employment by industry, earnings by industry, employment commuting patterns, nonresidential building permit activity, major industries)
4. Population Projections

B. Natural Systems Analysis

1. Mapping & Analysis of Natural Features
(topography/geology, climate, flood zones, man-made hazards/restrictions, soils, water supply, fragile areas & AECs, areas of resource potential)
2. Environmental Composite Map
3. Water Quality

C. Analysis of Land Use and Development

1. Land Use in Relation to Water Quality
2. Existing Land Use
(residential, commercial, other land uses, vacant land)

D. Analysis of Existing Community Facilities/Services

1. Transportation
2. Health Care
3. Law Enforcement
4. Fire/EMS
5. Administration
6. Water Supply
7. Wastewater Disposal
8. Solid Waste Disposal
9. Schools
10. Recreation
11. Electric Service
12. Telephone Service
13. Internet Service
14. Cellular Telephone
15. Cable Television
16. Stormwater Management/Drainage
(erosion & sedimentation, EPA regulations, construction activities, NC shoreline buffering, stormwater management in Atlantic Beach)

E. Current Plans, Policies, and Regulations

F. Land Suitability Analysis



The draft CAMA Core Land Use Plan will incorporate updated data and analysis on these topic areas, though it will likely be organized in a different fashion and included as technical data in support of proposed policies and actions. The current CAMA plan was certified in 2008, and is based largely on data from the early 2000s or before. One of the key elements of the CAMA plan update is to refine this data in accordance with more recent figures.

The project's scope of work anticipates shared effort between the Consulting team and Town staff in the preparation of the existing conditions portion of the plan. The Consulting team will take responsibility for:

1. Updating the data on population, housing, permitting trends, and the economy (Section A above);
2. Providing updated population projections (for permanent and seasonal populations) (Section A above);
3. Interpreting the data on existing land uses based on mapping and data provided by Town staff (Section C above);
4. Updating (as appropriate) the section on current plans, policies, and regulations (Section E above); and
5. Summarizing the information on community facilities (Section D above) based on information provided by Town staff.

Portions of the current CAMA plan related to natural systems (Section B above) and the land suitability analysis (Section F above) will be carried forward as written unless Town staff provides additional revisions as part of Task 2.

Once the existing conditions portion for the updated CAMA plan has been completed, a draft will be forwarded to Town staff for review and comment. Once complete, the existing conditions information will be provided to the public during Task 3, Public Engagement.

Data Needs from Town Staff

The Consulting team has begun preparing the data updates as part of the existing conditions portion of the plan, and needs to collect the following additional information from Town staff:

1. Permitting and demolition data, including the year, type of development, and # of units or sq. footage (as appropriate) for all development permitted since 2000.
2. Any details the Town may have available about residential structures used as seasonal residences or solely for the purposes of tourist/visitor occupation.
3. A primary point of contact and assistance with follow-up on tourism-related data, including visitation, occupancy tax receipts, or other details that would assist the existing conditions portion of the plan in properly characterizing the size and impact of the tourism industry on the Town and how its impact has changed over the years.
4. A primary point of contact and assistance with follow up on data or information on local businesses or businesses that cater primarily to permanent residents.

In addition to data, we need to collect a series of GIS shapefiles or layers as part the preparation of a future land use map in Task 4:

- Town boundaries;
- Streets - centerlines OK, curbs/street edges even better;
- Shorelines;
- Riparian features;
- Sidewalks and paths;
- Parcel lines;



- Addresses (may be included on the parcel layer);
- Building footprints;
- Paved areas;
- Parks/libraries/schools/any available public facilities layers;
- Water lines; and
- Town-owned or County-owned properties; any other properties that are tax exempt.

This information can be uploaded to the internal project website when its convenient for Town staff.

As Town staff commences with preparation of data on existing land uses, we would like to propose the following land use classifications for the Town's use in collecting details on existing uses:

1. Residential, divided into single-family, multi-family, manufactured;
2. Institutional, including utilities;
3. Commercial (including offices), possibly divided into low-intensity/high-intensity to mirror the zoning map;
4. Mixed-Use (including whether primarily residential or non-residential);
5. Industrial;
6. Conservation, including unbuildable land regardless of its zoning district designation; and
7. Vacant, but buildable.

We are happy to discuss questions or further suggestions about this proposed structure.

Next Steps

The project scope of work calls for completion of the existing conditions portion of the plan by the end of December. We anticipate that it will likely take a week for Town staff to review and comment on the draft version of the document, so we have about a month to complete this portion of the project.

We would like to schedule a follow up call in the next two or three days to discuss points of contact for tourism-related data and follow-up on the proposed designations for the existing land use analysis.

We are especially excited about the prospects of better quantifying the size, shape, and impact of the tourism industry on the Town's operations and future plans, and look forward to working with Town staff on ways to better quantify this information.



Appendix

This appendix includes the following sub-sections:

1. 10-31-19 Task 1 Presentation slides to Town Council
2. The current Future Land Use Map (as revised based on ZMA-18-01)

11/21/2019

Overview

- ▶ Project Goals
- ▶ Scope & Schedule
- ▶ Current Plan
- ▶ Recommendations
- ▶ Policy Discussion
- ▶ Next Steps

Project Goals

- ▶ Update Vision Statement
- ▶ Update Plan Data
- ▶ Identify Priorities
- ▶ Update Plan Goals and Objectives
- ▶ Revise Future Land Use Map
- ▶ Increase Focus on Local Concerns

Project Scope & Schedule

Task	Oct 2019	Nov	Dec	Jan 2020	Feb	Mar	April	May	Jun	July	Aug	Sept 2020
Task 1: Project Initiation												
Task 2: Existing Conditions Data												
Task 3: Public Engagement												
Task 4: Staff Review Draft												
Task 5: Public Review Draft												
Task 6: CRC Initial Review												
Task 7: Adoption												

Current Plan Review

- ▶ Core Land Use Plan (major updates in 1993, 2008)
- ▶ Prepared in accordance with pre-2016 State CAMA Land Use Planning Guidelines
- ▶ Includes 70 policies and 92 implementing actions

Current Plan Review

Table 20: Town of Atlantic Beach, NC Permanent, Seasonal, and Total Peak Population Projections, 2000 - 2030

Year	Permanent Population Estimate	% Pop. Growth Previous 5 Years	Peak Seasonal Overnight Visitors	Peak Daytime Daily Visitors	Total Peak Day Population
2000	1,770	N/A	12,448	9,000	23,218
2005	2,074	17.16%	12,913	9,369	24,335
2010	2,373	14.45%	13,240	9,753	25,367
2015	2,606	9.80%	13,143	10,153	25,902
2020	2,839	8.93%	13,015	10,570	26,423
2025	3,071	8.20%	12,887	11,003	26,962
2030	3,304	7.58%	12,759	11,454	27,517

Source: Holland Consulting Planners, Inc.

2018 Permanent Population Estimate: 1,499 *ACCOM*



Current Plan Review

Table 7: Town of Atlantic Beach and Carteret County Housing Occupancy and Tenure, 1990 and 2000

	Town of Atlantic Beach		Carteret Co.	
	1990	2000	1990	2000
	Total	% of Total	Total	% of Total
Total Housing Units	4,599		4,744	
Vacant:	3,864	79.2%	3,736	79.2%
For rent*	259	7.1%	101	2.7%
For sale only*	61	23.6%	38	1.0%
Rented or sold, not occupied*	0	0.0%	61	1.6%
For Seasonal, recreational or occasional use*	3,288	89.7%	3,490	92.9%

Current Plan Review

Table 33: Town of Atlantic Beach Existing Land Use, February, 2005

Land Use Category	Parcels	Acres	% of Total Acres
Commercial	176	129,315	7.83%
Mobile Home	124	21,760	1.32%
Mobile Home Park	118	88,835	5.38%
Multi-Family	1,974	180,188	10.92%
Office and Institutional	8	7,128	0.43%
Recreation	5	1,315	0.08%
Single-Family Residential	1,589	351,800	21.31%
Utilities	10	79,286	4.81%
Vacant	426	466,321	28.25%
Right-of-way	N/A	178,322	10.81%
Water	N/A	146,310	8.86%
TOTAL	4,430	1,650,580	100.00%

Source: Holland Consulting Planners, Inc., and the Town of Atlantic Beach Planning Department.

State Land Use Plan Requirements

- ▶ **Community Concerns & Aspirations**
 - Key land use topics, community vision
- ▶ **Existing & Emerging Conditions**
 - Population, housing, economy, natural systems, existing land use, community facilities
- ▶ **Future Land Use**
 - 5 management topics, future land use map
- ▶ **Tools for Managing Development**
 - Action plan for implementation

Recommendations

- ▶ **Revise focus to issues of local concern**
- ▶ **Reorganize document with policies/actions up front**
- ▶ **Make it EASIER TO USE!**
- ▶ **Establish a manageable set of policies**
- ▶ **Prioritize and 'right-size' implementation actions**
- ▶ **Better understand visitor/seasonal impacts**
- ▶ **Clarify desired land use mix and densities**

Policy Discussion

- ▶ **Public Wastewater**
- ▶ **Increased Residential Densities**
- ▶ **Goals for Mixed Use in Light of Tourism-Based Economy**
- ▶ **Housing Units & Resiliency**
- ▶ **Response to Changes in Sea Level**
- ▶ **Beach Erosion**
- ▶ **Others?**



Next Steps

- ▶ **Meetings with Staff to Review Current Policy Guidance**
- ▶ **Preparation of Existing Conditions Data**
- ▶ **Public Engagement**
 - 2 Public Forums & Resident Survey

Task	Oct 2019	Nov	Dec 2019	Jan 2020	Feb	Mar	April	May	Jun	Jul	Aug	Sept 2020
Task 1: Project Initiation												
Task 2: Existing Conditions Data												
Task 3: Public Engagement												

2. The current Future Land Use Map (as revised based on ZMA-18-01)

