CHAPTER 6: PLAN FOR THE FUTURE

INTRODUCTION

This section of the plan focuses on future growth and demand which may have an impact on land use and transportation. Citizen input garnered as a result of the plan is also summarized in this section. Forecasts of growth and demand are, at best, difficult. Constantly changing local, regional, national, and international factors significantly influence the City of Boiling Spring Lakes and the surrounding region.

This section includes a description of public input, future population projections, housing and development opportunities, community facility needs, growth and development pressures, and economic development aspirations. This chapter builds on existing conditions and analysis and will complement chapters seven and eight of the land use plan by providing introductory considerations that are factored into the future land use and goals/policies section of the plan.

COMMUNITY SURVEY RESULTS

A short survey was distributed to Boiling Spring Lakes residents and was available online and in hard copy format. The survey was designed to determine the most significant priorities for Boiling Spring Lakes moving forward. Exactly 400 residents completed the survey. The results are provided on the following pages.

**Question 1: Please best describe your relationship to the City of Boiling Spring Lakes. [Select all that apply]**

The vast majority of survey respondents currently live in Boiling Spring Lakes, with 88% answering “I live here” and 58% of respondents own property in the City.

<table>
<thead>
<tr>
<th>Relationship to Boiling Spring Lakes</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>I live here.</td>
<td>347</td>
</tr>
<tr>
<td>I work here.</td>
<td>31</td>
</tr>
<tr>
<td>I own property here.</td>
<td>228</td>
</tr>
<tr>
<td>I own a business here.</td>
<td>24</td>
</tr>
<tr>
<td>I visit from out of the area.</td>
<td>11</td>
</tr>
<tr>
<td>Other</td>
<td>7</td>
</tr>
</tbody>
</table>
**Question 2: Should Boiling Spring Lakes modify its zoning regulations to allow more residential uses in its undeveloped areas?**

Half of respondents either agree or strongly agree that the City should modify its zoning regulations to allow more residential uses in undeveloped areas. More than 30% of respondents disagree or strongly disagree with this statement. Fewer than 20% had no opinion on the question. The results of this question support additional housing options and residential uses.

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>No opinion</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>54</td>
<td>135</td>
<td>71</td>
<td>75</td>
<td>48</td>
</tr>
</tbody>
</table>

**Question 3: Low density and large lot residential areas should continue to be the development pattern within Boiling Spring Lakes.**

A large majority of respondents agree that Boiling Spring Lakes should continue a low density, large lot residential development pattern, with 71% either agreeing or strongly agreeing with the question. Only 17% disagreed or strongly disagreed. The predominant land use pattern should remain low density single family residential.

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>No opinion</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>89</td>
<td>172</td>
<td>43</td>
<td>41</td>
<td>22</td>
</tr>
</tbody>
</table>

**Question 4: Should the City offer incentives to promote development of business along the 87 corridor, and what type of incentives would you support? [Select all that apply]**

Only 14% of respondents said “No” to this question. Nearly 50% of respondents said “Yes” with no qualifications. Approximately 40% of respondents encourage the City to use tax incentives, and 39% of respondents want the City to expedite permits. The vast majority of respondents support incentives to encourage growth along the NC 87 Corridor.

**Use of Business Incentives Along NC 87 Corridor**

<table>
<thead>
<tr>
<th>Incentive</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes, tax increment financing</td>
<td>75</td>
</tr>
<tr>
<td>Yes, waiver of building permit fees</td>
<td>89</td>
</tr>
<tr>
<td>Yes, expedited permit</td>
<td>148</td>
</tr>
<tr>
<td>Yes, tax incentives</td>
<td>156</td>
</tr>
<tr>
<td>Yes</td>
<td>186</td>
</tr>
<tr>
<td>No</td>
<td>52</td>
</tr>
<tr>
<td>Other</td>
<td>6</td>
</tr>
</tbody>
</table>

**Question 5: Prioritize what kind of new private development you would most like to see in Boiling Spring Lakes.**

The rankings are as follows:

1. Grocery Stores or shopping centers
2. Single Family Subdivisions
3. Restaurants
4. Small businesses
5. Medium-Density Housing
6. Focus on development of vacant parcels
7. Manufacturing/Industrial development
8. Other
**Question 6: Which statement about regulating new development do you agree with more?**

Nearly nine out of ten respondents, 86% total, believe that local officials should regulate the character and location of new development in order to protect nearby property values and broad community interests. Only 14% agreed that officials should lessen regulation to protect property rights. The results of this question support development standards for new growth and zoning regulations that protect established neighborhoods.

![New Development in Boiling Spring Lakes](chart)

**Question 7: Rank which approaches you think should be used to make Boiling Spring Lakes more attractive to new and existing businesses and residents.**

The rankings are as follows:

1. Protect neighborhoods and fishing areas
2. Improve access to and availability of public open spaces and recreational opportunities
3. Enhance the appearance of existing structures and landscaping
4. Improve public safety and the sense of security
5. Improve marketing efforts of the City’s assets
6. Reduce development fees
7. Ease development regulations and restrictions
8. Identify underserved markets
9. Other
**Question 8: Which of the following housing characteristics should be encouraged in the City? [Select as many as three]**

An overwhelming majority of respondents (78%) believe that providing “Owner-Occupied Housing” should be the most important housing characteristic in the City. Just over one third (34%) of respondents believe that “Housing that is clustered together to preserve natural areas” is important, and 28% of respondents believe that housing should be “located within walking distance of community facilities and businesses.” One quarter of respondents want a better mix of housing types, while 28% desire more affordable housing.

**Desired Housing Characteristics in BSL**

<table>
<thead>
<tr>
<th>Housing Characteristic</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owner-occupied housing</td>
<td>291</td>
</tr>
<tr>
<td>Affordable for rent or purchase housing</td>
<td>105</td>
</tr>
<tr>
<td>Better mix of housing types (single-family detached, duplex, apartment)</td>
<td>95</td>
</tr>
<tr>
<td>Housing that is clustered together to preserve natural areas</td>
<td>131</td>
</tr>
<tr>
<td>Housing located within walking distance of community facilities and businesses</td>
<td>105</td>
</tr>
</tbody>
</table>

**Question 9: Rank the following natural and environmental issues in priority order.**

The ranking are as follows:

1. Drinking water quality
2. Water quality of streams, rivers, and marshes and other water bodies
3. Stormwater runoff and flood prevention
4. Air Quality
5. Public forest and natural areas for wildlife
6. Protection of areas for rare and protected species
7. Waste management and recycling
8. Industrial contamination
9. Other
**Question 10: Which transportation issue is more important to you?**

The rankings are as follows:

1. Road Maintenance
2. Adequate street lighting
3. Road Drainage
4. Traffic and congestion on local roads
5. Adequate sidewalks and bike lanes
6. Vehicular safety
7. Proper signage
8. Multi-use paths
9. Public transportation availability
10. Other

**Question 11: Would you like for sewer to be made available to you if the construction costs were paid by the utility? [Tap fees would apply at the time of connection]**

Nearly two thirds of respondents answered yes (63% total), while 37% answered no. Many respondents support the expansion of sewer. However, their support is entirely dependent upon the associated costs.

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**Desire for Sewer Availability if Utility Pays Construction Costs**

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>240</td>
<td>140</td>
</tr>
</tbody>
</table>

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*Draft: 5/10/2016*
**Question 12: Would you like the City of Boiling Spring Lakes to promote an extension to the County sewer system to expand under the following scenarios?**

Half of respondents answered “No, not at any cost to me,” and 28% of respondents answered “Yes, but only if the assessment was less than $6,500.” Only 16% of respondents would agree to expand the system if an assessment fee were assessed to each property owner, 4% are willing to pay up to $9,000 for an assessment, and 0.5% of all respondents are willing to pay up to $15,000. A mere 3% are willing to pay whatever is necessary to bring in sewer service. Again, survey results show that the expansion of sewer is entirely dependent upon associated costs.

**Do You Want Expansion of County Sewer in BSL?**

- No, not at any cost to me: 183
- Yes, cost is not a major concern – we just need sewer: 11
- Yes, but only if the assessment was less than $15,000: 2
- Yes, but only if the assessment was less than $9,000: 13
- Yes, but only if the assessment was less than $6,500: 98
- Sewer could be made available to you only by means of a special assessment that was paid by each property owner, I would want sewer installed: 60
Question 13: Should the City move forward with development of formalized stormwater management regulations to manage stormwater runoff and flood prevention?

The vast majority of respondents answered yes (86% total), with 14% saying no to stormwater regulations.

<table>
<thead>
<tr>
<th>Should BSL Create Stormwater Regulations?</th>
</tr>
</thead>
<tbody>
<tr>
<td>No</td>
</tr>
<tr>
<td>Yes</td>
</tr>
</tbody>
</table>

Question 14: Within the City limits, there are known areas where the federally endangered red-cockaded woodpecker is present. What is your perspective on this species in regards to how you see its presence within the City in relation to your daily life?

Nearly two thirds of respondents (63%) answered that the “species has not impacted me positively or negatively.” Only 16% have been negatively impacted and 12% have benefited from the presence of the woodpecker.

<table>
<thead>
<tr>
<th>Impact of Red Cockcaded Woodpecker</th>
</tr>
</thead>
<tbody>
<tr>
<td>Did not know this species was present in our City</td>
</tr>
<tr>
<td>Species has not impacted me positively or negatively</td>
</tr>
<tr>
<td>Species being present within the City has benefited me personally</td>
</tr>
<tr>
<td>Species being present within the City has negatively impacted me personally</td>
</tr>
<tr>
<td>Other</td>
</tr>
</tbody>
</table>
Question 15: If a City-wide Habitat Conservation Plan was implemented to both protect the red-cockaded woodpecker and to make building and development processes less burdensome for the individual property owner, would you be willing to pay a fee to move this plan forward? This plan would decrease federal agency involvement on an individual property level and give the City more autonomy over development and tree removal in areas with the federally endangered red-cockaded woodpecker.

Only 17% of respondents stated that they would support a conservation plan without reservations. More than eight out of ten respondents at least have reservations about a conservation plan, with 43% of respondents answering “It would depend on how much it cost me” and 41% answering “No.” Support for implementation of a City-wide Habitat Conservation Plan is mixed. Associated costs must be provided prior to the decision to support such a plan.

![Support for City-wide Habitat Conservation Plan](image)

<table>
<thead>
<tr>
<th>Support for City-wide Habitat Conservation Plan</th>
<th>164</th>
</tr>
</thead>
<tbody>
<tr>
<td>It would depend on how much it cost me</td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>158</td>
</tr>
<tr>
<td>Yes</td>
<td>63</td>
</tr>
</tbody>
</table>
Top 10 Public Input Priorities

The survey results and comments provided by respondents indicate significant issues that are of importance residents of Boiling Spring Lakes. Based on survey results, the top ten public input priorities were developed. It should be noted that these priorities are goals and intentions of the survey respondents and are to serve merely as a resource. These priorities are by no means a mandate for future funding or policy change. The priorities are listed in order of significance.

1. Expand commercial and retail opportunities such as a grocery store and/or drug store.

2. Enhance stormwater management and flood control measures in the City.

3. Expand the repaving program to ensure more City streets are paved.

4. Increase code enforcement efforts to address dilapidated, derelict, and unkempt residential areas.

5. Determine feasibility of sewer expansion and respective costs associated with the expansion. The survey indicated mixed opinions regarding sewer expansion.

6. Maintain the City's small-town character in light of increasing growth pressures.

7. Provide sidewalks along major roads.

8. Provide more walking paths, multi-use trails (greenways), bike routes, and pedestrian-scaled lighting.

9. Encourage the reestablishment of a City of Boiling Spring Lakes Post Office.

10. Make a final decision regarding implementation of a City-wide Habitat Conservation Plan. Determine costs to be placed on property owners and the City and survey all residents to gauge public opinion prior to a final decision.
POPULATION PROJECTIONS

According to projections that were calculated in Chapter 2 of the plan, it is anticipated that the City will experience significant population growth over the next thirty years. Estimated population projections anticipate the City adding more than 5,000 people over the next thirty years or more than 160 new residents a year (more than three each week) for the next thirty years. It should be noted that the population projection used to estimate this increase in population is closely tied to growth in the County as a whole. Nonetheless, the City will undoubtedly experience growth in the future, and while determining an exact figure for this increased growth is impossible, it is important to plan accordingly.

The recent installation of sewer lines on NC 87 will also have an impact on the growth potential in the City. Where lands were previously unsuitable for more dense residential development, they are now viable for such due to the availability of sewer.

Table 6.1: Population Projection, 2010-2045

<table>
<thead>
<tr>
<th>Year</th>
<th>Brunswick County</th>
<th>Boiling Spring Lakes</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>108,085</td>
<td>5,372</td>
</tr>
<tr>
<td>2015</td>
<td>121,581</td>
<td>6,043</td>
</tr>
<tr>
<td>2020</td>
<td>137,036</td>
<td>6,811</td>
</tr>
<tr>
<td>2025</td>
<td>152,492</td>
<td>7,579</td>
</tr>
<tr>
<td>2030</td>
<td>167,951</td>
<td>8,347</td>
</tr>
<tr>
<td>2035</td>
<td>183,410</td>
<td>9,116</td>
</tr>
<tr>
<td>2040</td>
<td>198,212</td>
<td>9,851</td>
</tr>
<tr>
<td>2045</td>
<td>213,887</td>
<td>10,631</td>
</tr>
</tbody>
</table>

HOUSING

In Boiling Spring Lakes, detached single-family housing is the predominant residential land use. Limited duplex housing units exist and minimal rental housing is available. Recent changes to the City’s Unified Development Ordinance (UDO) will allow more housing choices within the City in the future. Multi-family residential development is now permitted as a use in the City’s development ordinance. This change in development regulations supports housing options that may be more suited to seniors or those in search of affordable housing. Additionally, minimum living area requirements in the UDO may deter housing development in the City. The R-1 zoning district, in particular, has a minimum living area requirement of 1,500 square feet. This requirement is 300 and 500 feet more than the other single-family residential districts in the City.

Over the next thirty years, many new housing units will need to be constructed to accommodate the estimated population increase. Based on data from the 2010 Census, the average household size is 2.53 persons. Using this statistic, it is anticipated that more than 1,800 housing units will be necessary to accommodate the population increase of more than 5,000 new residents by 2045. Should the average household size decline due to the
areas aging population, then the City should anticipate a demand for even more housing units. For example, if the City’s average household size were to decline to only 2.0 persons per household then 2,500 new housing units would be needed. Analysis done as part of Chapter 4 notes that approximately 5,200 acres of vacant residentially zoned land is available for future development. This is more than enough land to accommodate the anticipated demand for housing over the next thirty years.

The addition of new rooftops will further support the public’s desire for more commercial and retail development. More dense housing in close proximity to the commercial core may make the area more attractive to future business establishments.

**FUTURE FACILITY DESIRES**

Additional community facilities and services may be necessary to accommodate the future population of Boiling Spring Lakes. The most significant impact on future development is the extent to which sewer service will be made available to residents and developers. Currently, County sewer service is available along NC 87. Any decision regarding sewer expansion and service must be made in concert with Brunswick County as they are the entity that provides the service. As stated in the survey results, there are mixed feelings regarding the expansion of sewer. According to survey results, the assessment fee for expansion is the most important variable when deciding upon sewer expansion.

Other community facility needs that must be addressed in the future include the stormwater system, transportation system, parks and recreation, police, and the potential for a new library. A more detailed description of the existing conditions and future desires is provided in Chapter 5 of the Land Use Plan. A summary of the most significant facility needs is provided below:

**Stormwater System**
- Complete a Stormwater Master Plan and develop a corresponding Management Ordinance
- Address localized drainage issues

**Transportation System**
- Connect Antenna Farm Road to Midway Road via West Boiling Springs Road
- Continue to pave roads based upon prioritization process and available funding
- Identify locations for bicycle and pedestrian facilities by completing a NCDOT funded Comprehensive Bicycle and/or Pedestrian Transportation Plan

**Parks and Recreation**
- Construct a new multi-purpose recreation center on the east side of NC 87
- Provide more options for bicycle and pedestrian transportation and recreation

**Police**
- Identify the most prudent option for the construction/renovation of the City police department based upon the 2016 feasibility study.
Library

- Analyze and identify future opportunities for expanding the existing library

**GROWTH AND DEVELOPMENT PRESSURES**

Boiling Spring Lakes is a residential community with limited industry or large employers. Many of the City’s residents commute to their places of employment outside of the City, but return to the area to live in a place that offers a small-town feel and a natural setting. As a result, the City should strive to maintain its quality of life and small-town character in order to retain its current residents and to attract others. Protection of existing single-family neighborhoods should be an important goal of the City throughout the next thirty years. However, the City should strive to further diversify its residential land use patterns in locations that will not impact existing neighborhoods.

Over the next thirty years, the City will be faced with significant growth and development pressures. In order to maintain the existing quality of life, the City must be prudent in its administering of development regulations. Care should be taken to protect established single-family neighborhoods and encourage high-quality non-residential development. Where opportunities for growth are suitable, such as along the NC 87 Corridor, the City should be amenable to the development of more substantial commercial, office, mixed use, and/or multi-family residential projects. By diversifying the land use base the City will provide more options for economic development and also increase the tax base.

**ECONOMIC DEVELOPMENT ASPIRATIONS**

The survey results indicate a strong desire for increased commercial and retail development in the City. A grocery store, in particular, was highlighted as the most desired commercial establishment of survey respondents (Note: some respondents reported their strong distaste for increased commercial development).

Strategies for attracting a large retail entity, such as a grocery store, can include increased marketing, incentives, or the completion of research and market analysis. Partnership with Brunswick County Economic Development Department should be pursued in the desire to increase retail establishments in the City. In 2014, Retail Strategies was hired to complete a Retail Market Research and Strategic Plan for Brunswick County. The plan provided recommendations for retail recruitment and summarized several opportunities for retail growth in the county. The complete report can be found on the Brunswick County Economic Development website. See the following for more information:

Retail Recruitment

- In today’s retail environment, retailers have choices. Retailers and restaurant chains with aggressive expansion plans have many more potential locations than planned new stores. We believe it is important that communities have a pro-active retail recruitment plan in place and the infrastructure to implement the plan. The “infrastructure” includes, but is not limited to:
  - Research that goes significantly beyond demographics and maps
Staff or an outside consultant focused entirely on Retail Recruitment
- Retail Property Database
- Marketing and Retail Conference Attendance

Retail Opportunities

- New retail and restaurant chains will identify sites for expansion to accommodate the growing population.
- Both Southport and Shallotte have strong seasonal population impacts. The economic impact of tourist shopping patterns should be proven by a credible source and used in aggressively marketing the potential consumer expenditure dollars available to new retailers considering the market.
- The employment base, residential density and strong retail market in Wilmington offers advantages for Leland to capitalize on the close proximity to the City. Existing regional and local chains can consider opening in Leland.
- Retail Leakage in each of the retail trade areas indicates the opportunity to recruit new retail and restaurants to Shallotte, Supply, Southport and Leland. Additionally, these retail GAPs could also be filled with new franchise opportunities or by assisting the current retailers in each market with the expansion of their product and service offerings. Retirees and Veterans qualify as strong franchise owners.
- The retirees’ strong buying power yields opportunities for higher-end stores, pet stores, and hobby/craft stores to enter and be sustainable in the market. It also provides opportunities for retailers looking to capture the spending on adult age children and grandchildren by the age 55+ segment. Several of the national retail chains that service retiree’s consumer shopping needs are not currently located in Brunswick County.
- Brunswick County falls within the distribution route of supply trucks providing goods to existing retail stores in Wilmington (NC) and Myrtle Beach (SC).
- Although Supply is not currently incorporated and has limited retail development, the location offers enough separation from Wilmington (NC) and Myrtle Beach (SC), to support additional retail expansion with limited cannibalization on existing stores located in those two markets. The fifth highest traffic count in the county is at the intersection of Highway 17 & Southport-Supply Road.
- A regional destination shopping center in Central Brunswick County that provides a unique experience for retirees and tourists would create the draw for a successful shopping hub.

Based on the report, it is unlikely that a large retail entity will locate in the City within the next five years. However, this is entirely contingent on the market demand and support for such. Over time, the City’s increasing population will make the area more attractive to retailers. In the meantime, the City should strive to attract local business establishments, office parks, restaurants, drug stores, and similar establishments that will provide a resource for residents.
Chapter 6: Plan for the Future

City of Boiling Spring Lakes 2016 Land Use Plan

SUMMARY

Survey Results

- According to survey results, the respondents generally support an expanded commercial development area and a more diversified land use base.
- Opinions regarding future expansion of sewer, from the perspective of survey respondents, is based entirely on the associated costs of expansion and the property owners’ willingness to pay the assessment fee.
- Stormwater management and flood control is a significant issue identified by many survey respondents.

Population Projections

- Estimated population projections anticipate the City adding more than 5,000 people over the next thirty years. Based on this projection, it is estimated that the City will add more than 160 new residents a year or more than three each week for the next thirty years.

Housing

- Over the next thirty years, many new housing units will need to be constructed to accommodate the estimated population increase. Based on data from the 2010 Census, the average household size is 2.53 persons. Using this statistic, it is anticipated that more than 1,800 housing units will be necessary to accommodate the population increase of more than 5,000 new residents by 2045.

Growth and Development Pressures

- Where opportunities for growth are suitable, such as along the NC 87 Corridor, the City should be amenable to the development of more substantial commercial, office, mixed use, and/or multi-family residential projects. By diversifying the land use base the City will provide more options for economic development and also increase the tax base.

Economic Development Aspirations

- Strategies for attracting a large retail entity, such as a grocery store, can include increased marketing, incentives, or the completion of research and market analysis. Partnership with the Brunswick County Economic Development Commission should be pursued in the desire to increase retail establishments in the City.