



IMAGINE 2040

COMPREHENSIVE PLAN

Charting the Course for Boiling Spring Lakes



CITY OF
BOILING SPRING LAKES

ACKNOWLEDGEMENTS

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CHAPTER 1: INTRODUCTION

BOILING SPRING LAKES COMMUNITY HISTORY



The City of Boiling Spring Lakes, located in southern Brunswick County near the Atlantic Coast, was incorporated in 1961. The City is named for its distinguishing natural feature: a unique "boiling" spring that discharges an estimated 43 million gallons of fresh water daily.

Prior to incorporation, the area began development in the late 1950s as a planned community. The developers subdivided a vast tract of land with over 50 natural and man-made water features. The development was actively marketed as "America's Greatest Real Estate Value."

Following its establishment, the City's growth was modest through the 1960s but accelerated the 1970s and has continued to grow into the present day. The City's residents enjoy access to a growing and diversified regional economy that continues to fuel its expansion as a residential community.

Today, Boiling Spring Lakes is known for its unique natural features, affordability, and proximity to regional amenities. Though the community has faced recent challenges due to the impact of natural disasters on local infrastructure, Boiling Spring Lakes has shown itself to be resilient. As of 2024, the state reports that the city has approximately 7,000 residents, a figure that reflects the ongoing, steady growth of the greater Brunswick County region.

REGIONAL LOCATION

The City of Boiling Spring Lakes is located in growing southeastern Brunswick County, part of thriving coastal Southeastern North Carolina. Its proximity to other growing communities such as Southport and St. James, as well as the nearby larger City of Wilmington, provide access to a sizeable regional population and economic activity.

To the southwest, approximately an hour away, lies the City of Myrtle Beach. This rapidly expanding tourist and retirement destination

provides residents with access to additional economic, transportation, and commercial opportunities beyond those in the immediate Wilmington area.

Beyond these regional connections, Boiling Spring Lakes offers convenient access to the natural and recreational resources of the Carolina coast. The Towns of Oak Island and Holden Beach are a short drive away, providing direct access to the Atlantic Ocean. Ongoing highway improvement projects continue to strengthen the area's transportation network. This accessibility to urban amenities, resort communities, and coastal resources enhances the overall attractiveness and connectivity of the City of Boiling Spring Lakes.



Source: City of Boiling Spring Lakes and Residents

CLIMATE

The South Atlantic states have a subtropical climate that typically experiences mild winters and hot, humid summers. Boiling Spring Lakes has an average annual rainfall is 60.15 inches with most of the precipitation occurring in the summer months. The average yearly temperature in the area is 64 degrees, with an average of 47 degrees in January and 82 degrees in July. The average snowfall is less than 1 inch.



Source: City of Boiling Spring Lakes and Residents

PURPOSE & IMPORTANCE OF LAND USE PLANNING

Land Use Plans provide a blueprint for growth and development over the next 20 to 30 years. When viewed as a guide, the document is intended to present the basic description of the City of Boiling Spring Lakes now and into the next few decades. Preserving the City's unique sense of place while also providing vision for development and growth based on community desires is the primary purpose of this land use plan. Policies and recommendations drafted as part of the process are rooted in the desires of the City's citizenry. Public engagement and input are vital to the planning process as initiatives that cannot be supported by the City's residents will not be successful in implementation.

A land use plan functions as a tool for policy and decision making by analyzing/evaluating important factors of a local area's population, demographics, economy, natural environment, capacity for growth, and development trends. By providing this guidance, a local

government can avoid land use conflicts within their jurisdiction. Additionally, a land use plan can be an indicator of future action based on the information and goals present in the document, allowing staff, developers, elected officials, and citizens to be better informed about the future of their community. Consequently, in accordance with enacted legislation, this land use plan serves as a fundamental requirement for the City of Boiling Spring Lakes to effectively exercise its zoning authority.

COMPLIANCE WITH NORTH CAROLINA COMPREHENSIVE LAND USE AND ZONING REGULATIONS

The comprehensive plan is not a regulatory document – it is a policy document containing non-binding guidance and recommendations. The municipal and county planning and zoning enabling statute (NCGS 160D) requires that local governments adopt a comprehensive plan or land use plan if they have an adopted zoning ordinance. Per the statute, these plans “set goals, policies, and programs intended to guide the present and future physical, social, and economic development of the jurisdiction” and these plans are to be “reasonably maintained” with occasional updates.

This statute also requires that zoning be “in accordance with a comprehensive plan” and that local governments boards make statements of consistency when making zoning decisions on a

development application. If a local government approves a rezoning request that is not consistent with the comprehensive plan, the zoning amendment shall have the effect of also amending the Future Land Use Map in the approved plan and no additional request or application for a plan amendment shall be required per the statute.

WHAT IS CAMA AND HOW DOES IT RELATE TO BOILING SPRING LAKES?



This Land Use Plan is prepared in accordance with the North Carolina Coastal Area Management Act, specifically Subchapter 7B, “CAMA Land Use Planning Requirements” of the North Carolina Administrative Code.



The Coastal Zone Management Act (CZMA) was passed in 1972 by the United States Congress as a tool to encourage coastal land use planning at the local and state levels. In response to the CZMA, North Carolina created the Coastal Area Management Act (CAMA, N.C.G.S. 113A-100) in 1974, establishing a cooperative program between local and state governments. At the state level, CAMA provides a framework for local communities in the 20 coastal counties (including Brunswick County and the City of Boiling Spring Lakes) to plan and regulate development activity.

The Department of Environmental Quality (DEQ) administers CAMA programs and regulations through the Division of Coastal Management (DCM). CAMA established the governing body for regulations on the coast, the Coastal Resources Commission (CRC) within DEQ. The CRC is responsible for approving Coastal Habitat Protection Plans, designating Areas of Environmental Concern (AEC), and providing permits for these areas. The Coastal Resources Commission is also responsible for officially adopting land use plans in accordance with CAMA. The state government acts primarily in a supportive, standard-setting, and review capacity role. (Note: CAMA Land Use Plan guidelines are subject to revision).

THE CAMA PERMIT PROCESS

The Coastal Area Management Act regulates activity in Areas of Environmental Concern (AEC). A CAMA permit is required if all of the following conditions are met for a project:

- It is located within one of the 20 coastal counties of North Carolina
- It is considered “development” under CAMA
- It is within, or it affects, an Area of Environmental Concern established by the CRC; and
- It does not qualify for an exemption.

CAMA (NCGS 113A-103(5)(a)) defines a development project as “any activity in a duly designated area of environmental concern ... involving, requiring or consisting of the construction or enlargement of a structure; excavation; dredging; filling; dumping; removal of clay, silt, sand, gravel or minerals;

bulkheading; driving of pilings; clearing or alteration of land as an adjunct of construction; alteration or removal of sand dunes; alteration of the shore, bank or bottom of the Atlantic Ocean or any sound, bay, river, creek, stream, lake or canal.”

What is an area of environmental concern?

Areas of Environmental Concern are natural areas of ecological importance. These areas are easily disturbed, possibly by erosion or flooding, or they have environmental, social, economic, or aesthetic importance. By classifying areas as AEC’s, the CRC can control development within those areas to prevent irreversible damage. The four categories of AEC’s as defined by the CRC include: the estuarine and ocean system, the ocean hazard system, public water supplies, and natural and cultural resource areas.

A project is likely located in an AEC if:

- It is in or on navigable waters within the 20 CAMA counties;
- It is on a marsh or coastal wetland;
- It is within 75 feet of the mean high water line along an estuarine shoreline;
- It is near the ocean beach;
- It is near an inlet;
- It is within 30 feet of the normal high water level of areas designated as inland fishing waters by the N.C. Marine Fisheries Commission; or
- It is near a public water supply.

There are no identified Areas of Environmental Concern within the City’s planning jurisdiction.



VISION STATEMENT

A vision statement provides a one sentence declaration of the future intentions and general direction of an organization, business entity, or locality. For the City of Boiling Spring Lakes, the vision statement was drafted based upon public input, stakeholder concerns, and future growth. The statement should support future actions and decisions which may impact the quality of life for residents.

The vision statement for the City of Boiling Spring Lakes is a general assertion of the City's preferences for future growth and development and is drafted based on public input and stakeholder feedback.

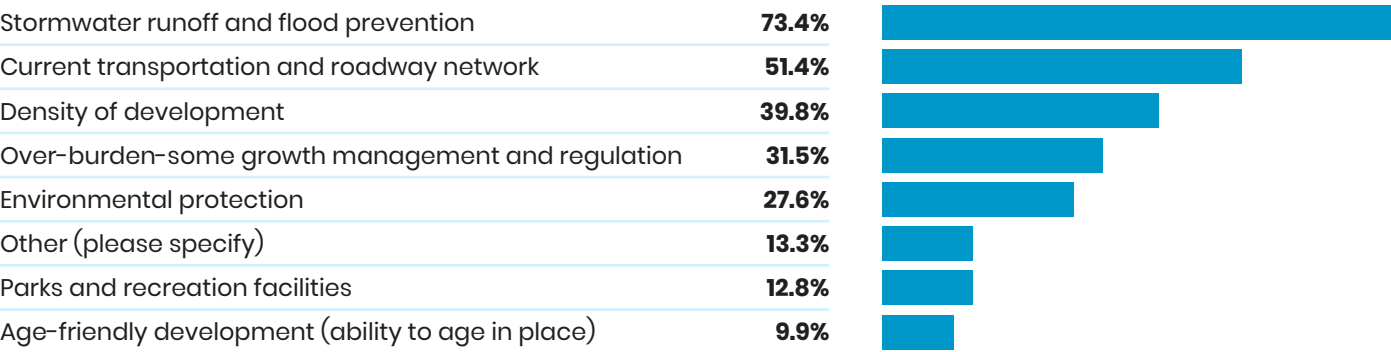


Boiling Spring Lakes envisions a community that preserves its natural beauty, lakes, and peaceful small-town character while making strategic investments in stormwater infrastructure, road maintenance, and environmental protection. Growth will be carefully managed to maintain low-density residential patterns, protect wildlife habitat and water resources, and support targeted commercial development—including neighborhood-scale restaurants, small businesses, and essential retail—that enhances quality of life without compromising the qualities residents value most. Connected trails, greenways, and recreational amenities will strengthen the community's identity as a place where nature and neighborliness define everyday life.

COMMUNITY SURVEY RESULTS

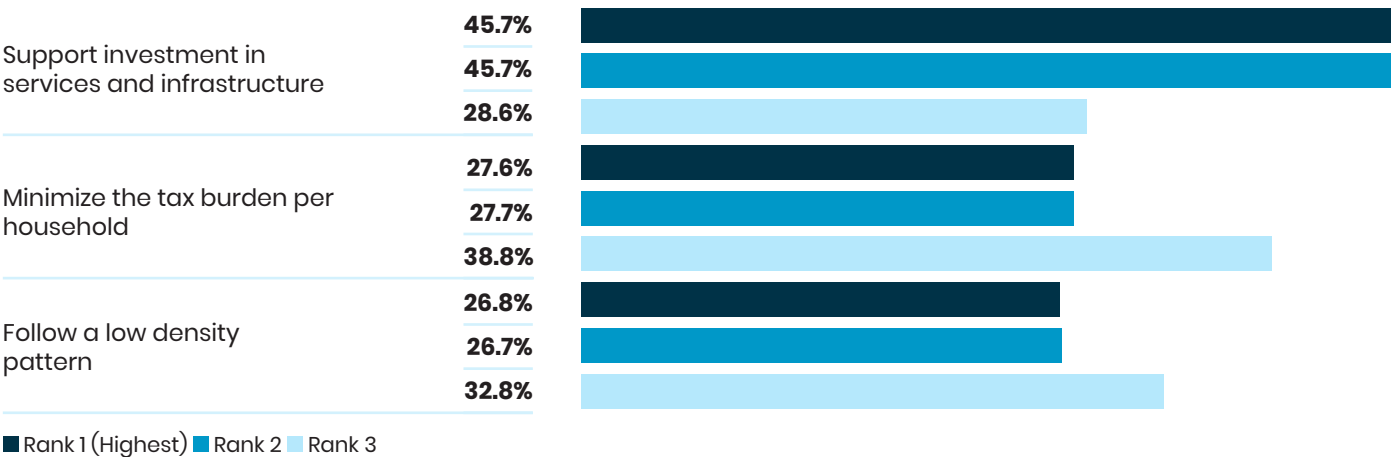
The City of Boiling Spring Lakes provided a community survey to residents and stakeholders as part of the 2025 Comprehensive Land Use Plan update from September through December 2025. A total of 467 residents and stakeholders responded, representing a robust sample of the community. The vast majority of respondents (91.7%) identified as full-time residents and property owners. The survey was available online and was designed to capture key priorities related to growth, development, infrastructure, environment,

Question 1: What do you think are the most important growth and development issues facing the City of Boiling Spring Lakes?



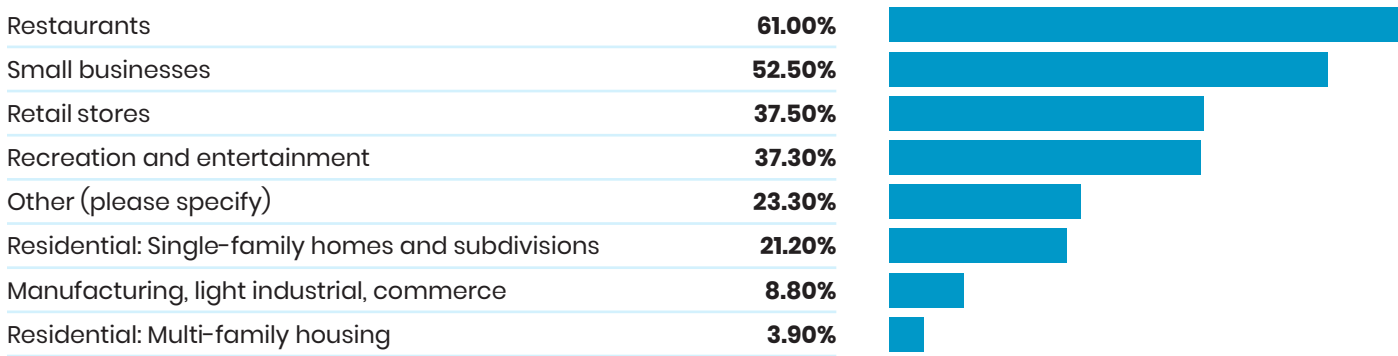
Stormwater runoff and flood prevention was the most frequently selected issue (73.4%, 343 responses), followed by the current transportation and roadway network (51.4%, 240 responses). Density of development (39.8%, 186 responses) and over-burdensome growth management and regulation (31.5%, 147 responses) also ranked highly. Environmental protection was selected by 27.6% (129 responses). Open-ended responses reinforced themes of road deterioration, overdevelopment, clearcutting, and the need for grocery and retail services.

Question 2: Please rank the following statements by how much you agree with them.



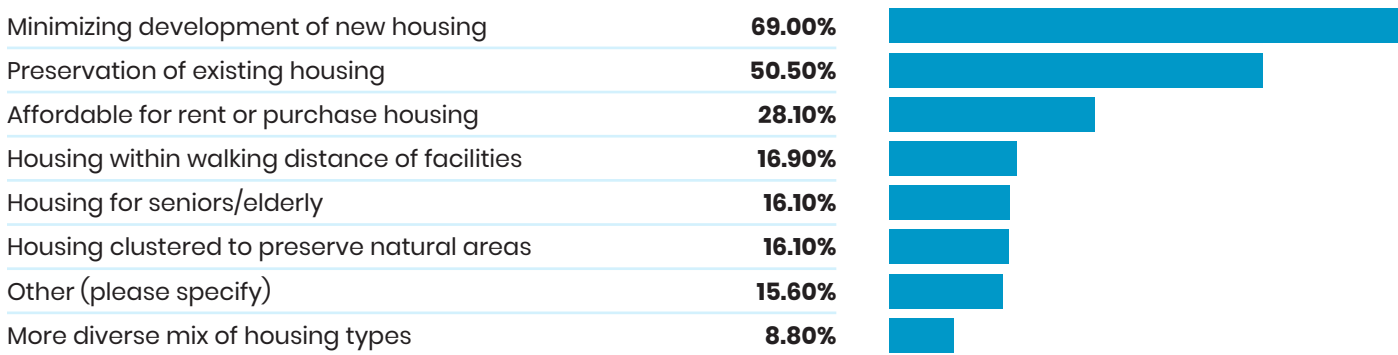
Respondents were asked to rank three statements about future development priorities. The statement receiving the highest first-place ranking (45.6%) was “I want future development in Boiling Spring Lakes to follow a low density pattern.” “I want future development to minimize the tax burden for each household” ranked second (weighted score of 1.94), while “I want future development to support investment in community-wide services and infrastructure” ranked third (weighted score of 1.86). Low-density development is the defining priority for residents, earning both the most first-place votes and the highest weighted score across all ranking positions.

Question 3: If privately-owned undeveloped land is to be built on, what kind of new development would you most like to see?



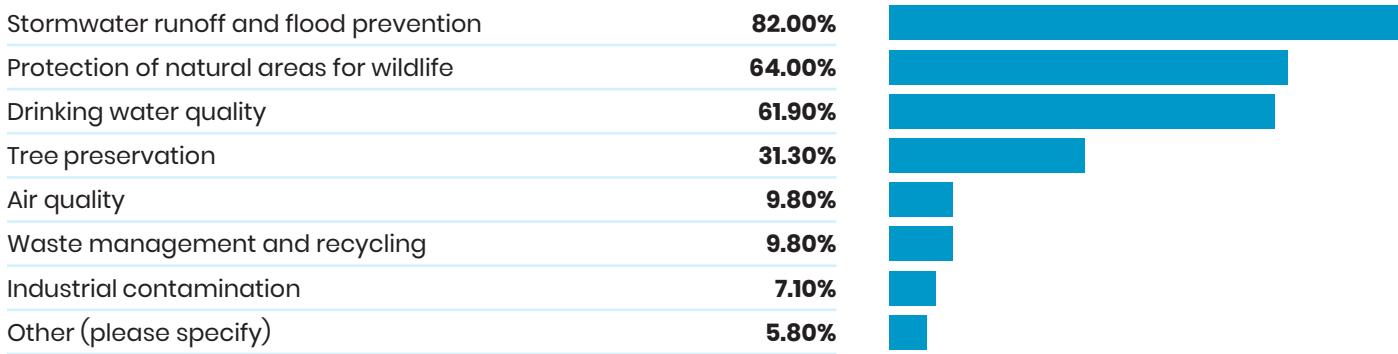
Restaurants were the most frequently selected type of desired development (61.0%, 285 responses), followed by small businesses (52.5%, 245 responses). Recreation and entertainment (37.3%, 174 responses) and retail stores (37.5%, 175 responses) also ranked highly. Single-family homes and subdivisions received moderate support (21.2%, 99 responses), while multi-family housing received very low support (3.9%, 18 responses). Among the “Other” responses, a grocery store was by far the most frequently cited need. Taken together, the responses signal strong demand for restaurants, shops, and small businesses rather than additional residential construction.

Question 4: Which of the following housing characteristics are most important for the City of Boiling Spring Lakes?



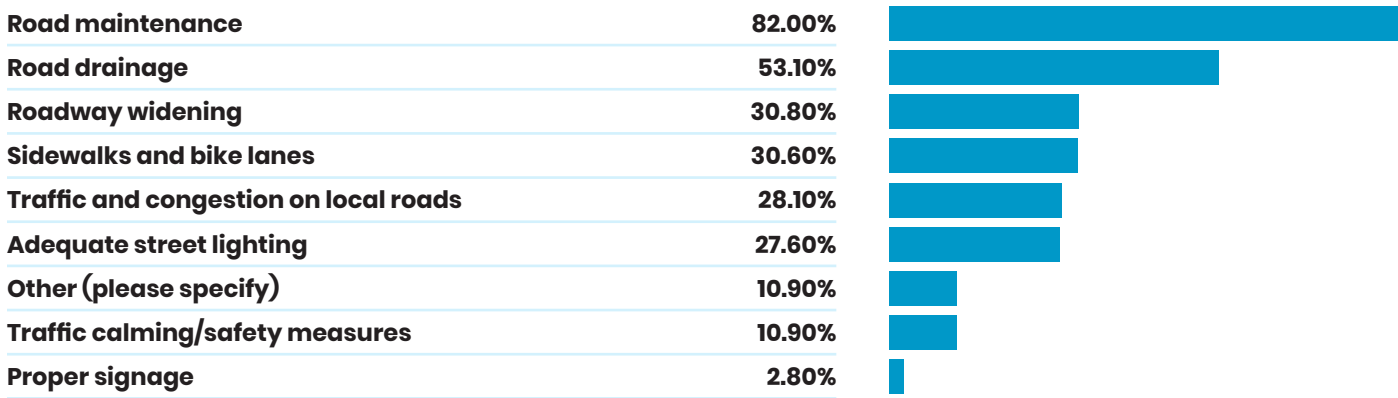
Minimizing development of new housing was the dominant response (69.0%, 322 responses), followed by preservation of existing housing (50.5%, 236 responses). Affordable housing for rent or purchase received 28.1% (131 responses), while housing located within walking distance of community facilities received 16.9% (79 responses). A more diverse mix of housing types received the lowest support (8.8%, 41 responses). The message is consistent: residents want to protect existing neighborhood character and limit the pace of new residential construction.

Question 5: Which of the following environmental issues are most important for the City of Boiling Spring Lakes?



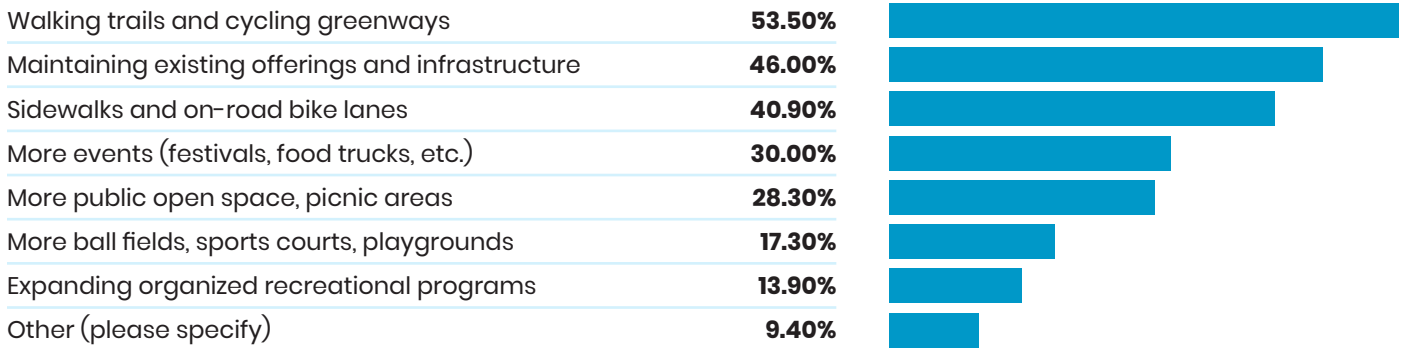
Stormwater runoff and flood prevention was overwhelmingly the top environmental priority (82.0%, 383 responses). Protection of natural areas for wildlife ranked second (64.0%, 299 responses), followed by drinking water quality (61.9%, 289 responses) and tree preservation (31.3%, 146 responses). Air quality and waste management each received 9.8% (46 responses). Flooding and stormwater management stand out as the dominant environmental concern, followed closely by the protection of natural areas and clean drinking water.

Question 6: Which of the following transportation concerns and needs are most important for the City of Boiling Spring Lakes?



Road maintenance was the top transportation priority (82.0%, 383 responses), followed by road drainage (53.1%, 248 responses). Roadway widening (30.8%, 144 responses) and sidewalks and bike lanes (30.6%, 143 responses) received similar levels of support. Adequate street lighting was selected by 27.6% (129 responses), and traffic and congestion on local roads by 28.1% (131 responses). Residents clearly prioritize maintaining and repairing the roads they already have before investing in network expansion, with pedestrian and cycling infrastructure as a meaningful but secondary concern.

Question 7: What do you consider to be the most important in creating recreational opportunities?

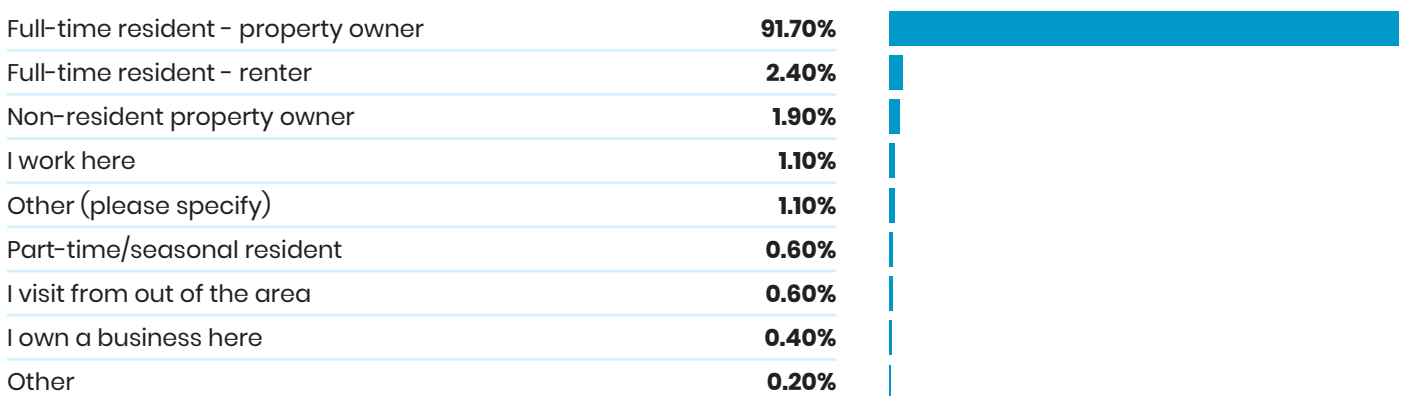


Constructing walking trails and cycling greenways was the top recreational priority (53.5%, 250 responses), followed by maintaining existing offerings and infrastructure (46.0%, 215 responses). Constructing sidewalks and on-road bike lanes received 40.9% (191 responses). Establishing more community events such as festivals and food trucks (30.0%, 140 responses) and more public open space and picnic areas (28.3%, 132 responses) also garnered support. Across all options, walkability and trail connectivity emerged as the recreational investments residents value most.

Question 8: What is your favorite thing about Boiling Spring Lakes?

A total of 376 respondents provided open-ended answers about what they value most about the City. The lakes and water features were the most frequently cited asset (158 mentions), followed by the quiet and peaceful character of the community (81 mentions). Community and neighbors (66 mentions), nature and wildlife (41 mentions), and the small-town feel (40 mentions) were also prominent themes. Location and proximity to regional amenities (33 mentions) and the beauty of the natural scenery (24 mentions) rounded out the most common responses. These results clearly demonstrate that residents treasure the City's natural environment, peaceful atmosphere, and close-knit community character.

Question 9: Which of the below best describes your relationship to the City of Boiling Spring Lakes?



Most respondents (91.7%) are full-time residents who own their homes, indicating that the survey results largely reflect the views of permanent, invested residents. Smaller portions included renters (2.4%), non-resident property owners (1.9%), and individuals who work in the City, visit, or have other connections. This distribution emphasizes that community feedback is dominated by year-round homeowners rather than seasonal or visitor voices.

Question 10: What else would you like us to know?

A total of 262 respondents provided additional open-ended comments. The most common themes included roads and infrastructure (91 mentions), development concerns including overdevelopment and builder quality (68 mentions), stormwater and flooding (54 mentions), and commercial and retail needs including a grocery store (50 mentions). Walkability and trails (22 mentions) and tree preservation and clearcutting (17 mentions) were also frequently cited. The open-ended comments closely mirror the structured survey findings, with particular urgency around road conditions, overdevelopment, and the desire for a grocery store.

Summary and Key Takeaways

The survey results show that Boiling Spring Lakes residents want carefully managed growth that preserves the City's natural character while addressing critical infrastructure needs. The strongest priorities include stormwater and flood management, road maintenance, environmental protection, and strategic commercial development. Residents overwhelmingly favor limiting new residential development, preserving natural areas and wildlife habitat, and investing in pedestrian and cycling infrastructure. The community's feedback underscores the need for careful planning that protects the identity and environmental assets of Boiling Spring Lakes while making targeted investments in infrastructure and quality of life improvements.

PUBLIC MEETING RESULTS

A Public Input Meeting was held on January 28, 2026 with approximately 40 citizens in attendance. The meeting was held to gather input about the public's concerns and aspirations for the future of Boiling Spring Lakes. The participants were asked to identify relevant topics within three categories: assets, issues, and desires. These concepts were listed on posters which were posted on the walls around the meeting space. Next, participants received three stickers that were to be used to identify the most important topics within each category.

The results of the facilitated discussion and prioritization process are provided below. The responses are sorted by the vote tally each received, starting with the responses receiving the highest number of votes.

Assets

Lakes / Green Space	7
Protection of Nature and Wildlife	5
City Staff and Community Citizens / Volunteers	4
Small Town Feel	4
Natural Resources	3
Community Center / Recreation Area	2
Location and Proximity to things	2
Rural Character	1
Rural and Informal	1
Golf Course	0

Issues

Lack of Retail and Commercial	8
Lack of Developer Control / Mismatch	7
Clearcutting	6
Walkability	4
Traffic	2
Better Communication / Strategic Plan Need	2
Detour	
Stormwater	1
Tree Preservation	1
Traffic Congestion on Evacuation Route	1
Unequal Application of Rules / Ordinances	1
Roads, Potholes, Ditches	0
Infrastructure Need	0
More Transparency	0
Emphasis for Community Traffic Planning	0
Road Conditions	0

Desires

Strategic Economic Development (grocery, restaurant)	7
Infrastructure to Support Development	4
Walking Path and Pedestrian Path	4
Conservation and Preservation of Natural Areas	4
Stronger Enforcement of Rules for Wildlife and Nature	3
Pro-active Stormwater Management (prevention)	3
Oversight and Enforcement of Ordinances	2
City Center	2
Develop and Maintain Commercial Guidelines	2
Library	1
Affordable Housing for Elderly	1
More Community Involvement	1
System-wide Parks Throughout City Including Recreation	1
Stop Light at 50 Lakes	0
Commercial Development	0
Gym Instructor and Community Center	0
Economic Development with Managed Commercial Development and Growth	0
Street Lighting	0
Drinking Water Quality	0

COMMUNITY CONCERNS AND ASPIRATIONS

In compliance with the 15A NCAC 7B requirements, the community concerns and aspirations are outlined below. Based on survey results, the top five 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.

Top 5 Public Input Priorities

1

Stormwater Management and Flood Prevention.

Stormwater runoff and flood prevention is the single highest-ranked community concern, reflecting widespread demand for proactive stormwater engineering and drainage infrastructure.

2

Road Maintenance and Transportation Infrastructure.

Road maintenance and road drainage are the dominant transportation concerns, with residents emphasizing deteriorating road conditions and the need for infrastructure investment before additional development occurs.

3

Environmental Protection and Conservation.

Protection of natural areas for wildlife, drinking water quality, and tree preservation are top environmental priorities. Lakes, green space, and wildlife habitat are considered the City's greatest assets.

4

Managed Growth and Development Controls.

Low-density residential character and preservation of existing housing are the top housing priorities, with lack of developer control identified as a key community concern.

5

Strategic Commercial and Economic Development.

Restaurants, small businesses, and retail are the most desired types of new development. A grocery store is overwhelmingly the most frequently requested community amenity.

CHAPTER 2:

COMMUNITY PROFILE

The following analysis provides information on the population characteristics of the City of Boiling Spring Lakes. Such information is intended to allow City officials to make growth management decisions based on an understanding and knowledge of where the City has come from, where it is, and where it may be heading.

The current population and projected growth for the City are important to consider when estimating how the area will be impacted by future development. Information on the population, housing availability, and economic characteristics of Boiling Spring Lakes will enhance the City's ability to make growth management decisions using knowledge of the community's history, the characteristics of today, and what it may be like in the future. Demands placed on local infrastructure, such as roads, sewer, stormwater, and community services are directly related to population growth and the need for planned development is critical to accommodate for the projected population increase in the area. The demographic statistics and data on the existing housing stock establishes a foundation for understanding the future demands of housing.

Note: Data and statistics in the following section come from several sources. Figures from beyond 2024 are estimations and projections. Statistics from 2024 and prior are sourced from the US Census Bureau/American Community Survey or the North Carolina Office of State Budget and Management (NCOSBM). The NCOSBM provides annual population figures for each municipality in the state. This number can often differ from those identified from the American Community Survey. Other statistics, facts, and figures related to age, housing, income, and employment will be sourced from the US Census Bureau American Community Survey. Additional information will be obtained from the City of Boiling Spring Lakes where necessary.



Spring Lake Park

Source: City of Boiling Spring Lakes and Residents

POPULATION CHARACTERISTICS

According to the North Carolina State Demographer, the City of Boiling Spring Lakes had an estimated population of 6,984 in 2024. This marks a

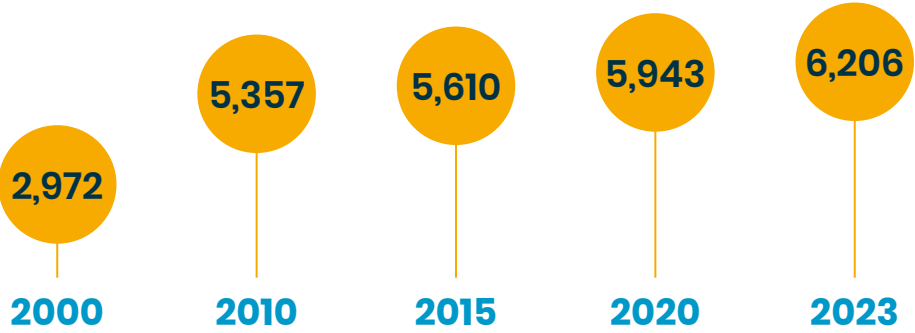
17.5%

increase since the 2020 Census, when the population was recorded at 5,943 residents.

To plan for the future, it is essential to consider the past, present, and projected population trends. Over the course of the current century, the City of Boiling Spring Lakes has experienced steady growth. The 2000 Census recorded 2,972 residents. By 2010, that number had nearly doubled to 4,982, marking the city’s steepest period of growth in the recent past. That growth continued through 2015 when the population reached 5,610 and increased again to 6,156 by 2020 (Figure 2.1). The addition of 263 new residents between 2020 and 2023 reflects the city’s continued attractiveness as a place to live within the region.

As growth is expected to continue in the years ahead, understanding the city’s population trajectory will be critical for guiding future land use and development decisions. Boiling Spring Lakes is not growing in isolation. Between 2020 and 2023, Brunswick County saw a 17.4% increase in its population at large, making it the fastest growing county in the state of North Carolina, outpacing the second fastest by 5.5%. As the city continues to grow within this rapidly expanding region, thoughtful planning will be essential to support sustainable development and preserve community character.

FIGURE 2.1:
City of Boiling Spring Lakes: Historical Population Trends (2000–2023)
Source: U.S. Census Bureau ACS 2023 5–Year Estimates



The median age of residents in the City of Boiling Spring Lakes is 46.8 years old, which is slightly higher when compared to the state’s median age of 39.1. Nearly a quarter of the city population, 22.2% or 1,385 residents, are age 65 or older (Figure 2.2). Generationally, Generation X makes up

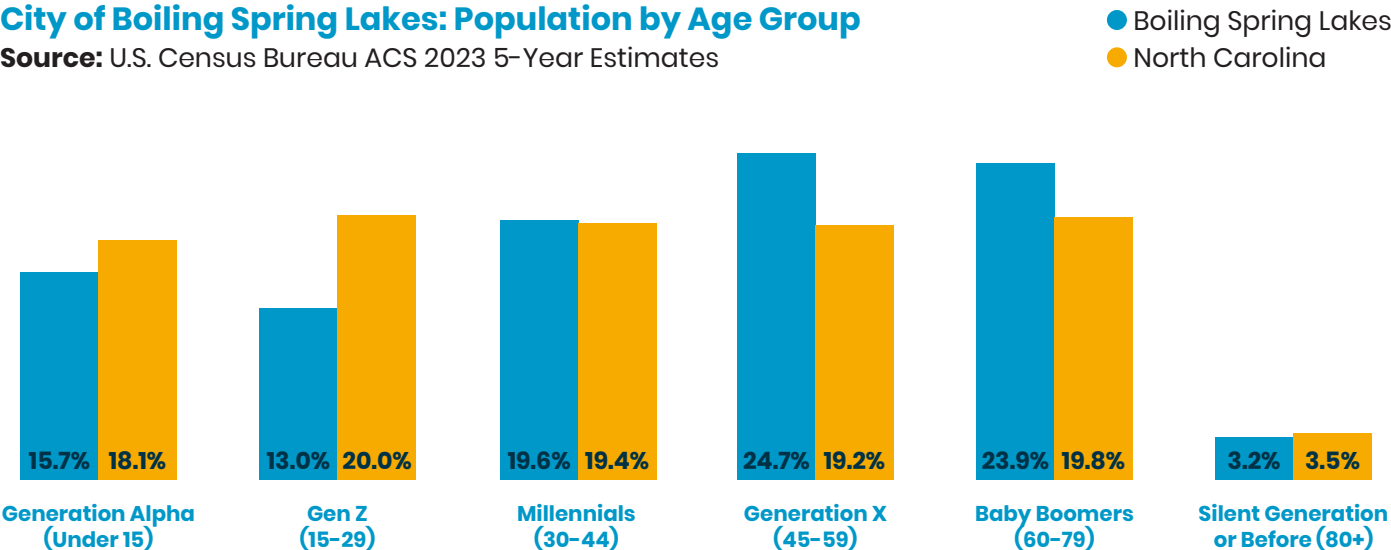
the largest share of the population at 24.7%, followed by the Baby Boomers at 23.9%. Conversely, those under 30 – Gen Z and Generation Alpha – account for less than 30% of the population, reflecting a community that skews slightly toward retirees. This aligns with Brunswick County’s reputation

as a nationally recognized retirement destination while continuing to see growth in its school-age population. The City’s age demographic profile underscores its position as a community that has attributes that residents of all ages find attractive.

FIGURE 2.2:

City of Boiling Spring Lakes: Population by Age Group

Source: U.S. Census Bureau ACS 2023 5-Year Estimates



Understanding the historical and cultural context of the generational cohorts that make up a community is highly beneficial to effective planning. While generational labels are often used casually in public discourse, these cohorts represent distinct groups whose worldviews, behaviors, and economic decisions are informed by the shared contexts that have shaped their life experience.

The **Silent Generation** also known as the **Greatest Generation** grew up during the dual crises of the Great Depression and World War II and came of age under the shadow of the early Cold War during the “silent” movie era.

Baby Boomers are a large, post-World War II generation that grew up amid unprecedented economic prosperity and widespread suburbanization, in addition to experiencing an era of rapid social change.

Generation X grew up during a rise in dual-income and divorced households, while also witnessing the end of the Cold War and the birth of the personal computer.

Millennials came of age as the first true “digital integrators,” maturing alongside modern consumer electronics. This generation entered adulthood to face the shock of the September 11th attacks and the economic devastation of the Great Recession.

Generation Z were the first “digital natives,” growing up with near-constant internet access, smartphones, and social media.

Generation Alpha were born entirely in the 21st century, with their formative years shaped by AI-driven technology, streaming media, and the long-term impacts of the COVID-19 pandemic.

These generational contexts offer a useful starting point to understanding the mindset of a community at large when it comes to topics as broad as attitudes towards spending and saving, values, and preferred communication methods. With a relatively balanced range of residents from various generations, the City of Boiling Spring Lakes has the benefit of a wide range of perspectives as it charts its future.

POPULATION PROJECTIONS

Population projections can vary widely due to intervening factors such as the strength of the economy, availability of jobs, and housing prices. However, projections are useful for identifying potential challenges and needs that may confront the community in the near future. The location of the City of Boiling Spring Lakes, between Wilmington and Myrtle Beach and a short drive from the coast, provides proximity to regional coastal destinations that continues to make the City and surrounding communities attractive to regional families, retirees, and other new residents alike.

County population projections are provided by the North Carolina State Demographer; however, municipal population projections are not, thus requiring a third-party estimate. The State Demographer’s growth estimate for Brunswick County indicates that growth will occur primarily due to in-migration, led by out-of-state residents and followed by in-state migration. This trend

aligns with the area’s strong appeal as a retirement destination.

The Division of Coastal Management (DCM) recommends the use of the ratio approach to develop population projections for municipalities. By utilizing the NC Office of State Budget and Management (NCOSBM) population projections for Brunswick County, the population projections for Boiling Spring Lakes can be determined. In 2023, the city accounted for 4.12% of Brunswick County’s population. Comparatively, in 2014, the city accounted for approximately 5% of the County’s total population. The Division of Coastal Management requires that population projections be calculated for a 30-year horizon. However, for infrastructure planning and other calculations based upon these projections, it is wise to use only a twenty-year projection. Estimates through 2055 were made by Anchorpoint Planning. These additional estimates assumed linear growth.

TABLE 2.1: 30-Year Population Projection: Boiling Spring Lakes
Source: NCOSBM and Anchorpoint Planning

Year	2024	2025	2030	2035	2040	2045	2050	2053	2055
Boiling Spring Lakes Growth Projection	6,984	7,212	8,300	9,133	9,883	10,606	11,320	11,769	12,069
Brunswick County	169,448	175,047	201,455	221,669	239,871	257,422	274,760	285,662	292,931
Brunswick Share	4.12%	4.12%	4.12%	4.12%	4.12%	4.12%	4.12%	4.12%	4.12%

Utilizing the ratio approach, in 2045, the population of Boiling Spring Lakes is projected to be 10,606 people based on current population projections for Brunswick County. This reflects an increase of approximately 3,622 people, or about 52%, from the 2024 population of 6,984. In 2055, the population would be expected to reach 12,069, representing a total increase of 5,085 people, or approximately 73%, over the 30-year period.

Yet, if the population projection were based on residential building permits issued in Boiling Spring

Lakes, the estimates would be somewhat higher. Between Fiscal Year 2020–2021 and Fiscal Year 2024–2025, the City issued approximately 626 building permits for homes, averaging about 125 permits per year. Assuming a household size of 1.8 people per unit as the Census currently estimates for the City, this equates to roughly 225 new residents annually. Using this figure, and presuming space remains available for such growth, the population of Boiling Spring Lakes could rise to approximately 13,959 by 2055.

HOUSING

Analyzing the City’s housing stock helps the community, elected officials, and staff understand the range of available housing opportunities and the demand for future housing. Table 2.2 presents the City’s housing occupancy and tenure in 2023. Approximately 85% of the City’s total housing units are occupied, while just over 15% are vacant. Owner-occupied units account for around 65% of the total housing stock, while renter-occupied

units represent a little under 20%. Compared to the statewide renter-occupancy rate of 34% in North Carolina, Boiling Spring Lakes has a meaningfully lower proportion of renter-occupied units. A little over 15% of homes are considered vacant which is common in Brunswick County. Second homes are classified as “vacant” based on Census data. These homes do not have a full-time resident occupying them.

TABLE 2.2: City of Boiling Spring Lakes: Housing Units by Occupancy
Source: U.S. Census Bureau ACS 2023 5-Year Estimates

Housing Units	Number of Housing Units	Percentage of Housing Units
Total Housing Units	3,454	(x)
Percent Owner-Occupied Housing Units	1,908	65.0%
Percent Renter-Occupied Housing Units	584	19.9%
Occupied Housing Units	2,932	84.9%
Vacant Housing Units	522	15.1%

The City’s housing stock consists predominantly of single-family houses, which make up 75.6% of homes. Another 22.5% reside in a mobile home or some other type of single-unit housing such as a boat or RV. Compared to the state’s housing stock, Boiling Spring Lakes has a significantly higher percentage of single-family homes and mobile homes, with fewer multi-family housing units.

According to 2023 Census data for North Carolina, approximately 10.8% of all housing units are mobile homes or similar, while 18.2% are multi-family units. The data presented in Figure 2.3 is sourced from the American Community Survey 2023 5-Year Estimates, and the total housing units reflect the number of structures built, as shown in Table 2.3.

FIGURE 2.3:
City of Boiling Spring Lakes: Types of Housing Units
Source: U.S. Census Bureau ACS 2017 5-Year Estimates

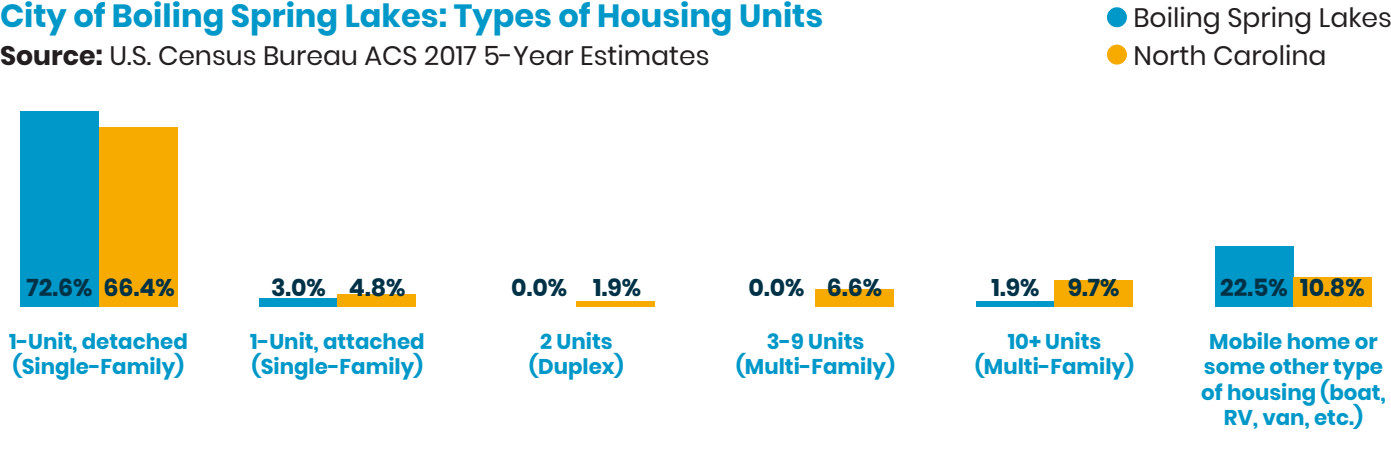


Table 2.3 presents data on the construction years of housing units within the city. The largest percentage of structures were built between 2000 and 2009, with nearly half of the community’s housing stock constructed since the turn of the century. According to ACS data, 160 homes have been built since 2020, presenting approximately 4.6% of the total housing stock as of 2023. It is important to

note that census data does not provide a real-time estimate of total structures built due to delays in permitting, construction, and reporting. However, building permit records from the City indicate that 626 permits for new homes have been approved between the start of the 2020–2021 fiscal year and the end of the 2024–2025 fiscal year, an average of 125 per year.

TABLE 2.3: City of Boiling Spring Lakes: Year House Built

Source: U.S. Census Bureau ACS 2023 5-Year Estimates

Year House Built	Number of Homes Built	Percentage of Homes Built
2020 to 2023	160	4.6%
2010 to 2019	336	9.7%
2000 to 2009	1112	32.2%
1990 to 1999	895	25.9%
1980 to 1989	337	9.8%
1970 to 1979	515	14.9%
1960 to 1969	65	1.9%
1950 to 1959	34	1.0%
1940 to 1949	0	0.0%
1939 and earlier	0	0.0%
Total Structures Built	3,454	100.0%



EDUCATION

The educational attainment of a community is the highest level of education completed and can signal the population’s health, employment, and income levels. A community that possesses higher education levels tends to increase workforce productivity and involvement in society.

TABLE 2.4: City of Boiling Spring Lakes: Educational Attainment
Source: U.S. Census Bureau ACS 2023 5-Year Estimates

Educational Attainment	Number	Percent
Population 25 years and over	4,838	(X)
Less than 9th grade	11	0.2%
9th to 12th grade, no diploma	254	5.3%
High school graduate (includes equivalency)	1,161	24.0%
Some college, no degree	1,564	32.3%
Associate degree	888	18.4%
Bachelor’s degree	690	14.3%
Graduate or professional degree	270	5.6%
High school graduate or higher	4,573	94.5%
Bachelor’s degree or higher	960	19.8%

Among residents aged 25 and older, educational attainment ranges from less than a 9th-grade education to graduate and professional degrees. Approximately 94.5% of the City’s population has earned at least a high school diploma, while nearly 20% have obtained a bachelor’s degree or higher. The percentage of residents with a bachelor’s degree or higher has increased by approximately 2 percentage points since 2013, indicating that individuals have continued to progress in their own education or that more educated individuals have migrated into the community over the past decade.

ECONOMY

Local economic statistics are important for future employers, business owners, and economic development initiatives. Household income is the combined gross income of all members of a household who are 15 years or older. Household income serves as a useful indicator of the City’s standard of living and is often used by lenders to assess financial risk. The median household

income in Boiling Spring Lakes in 2023 was \$59,750, a notable increase of 37.3% from \$43,504 a decade earlier in 2013. This figure is slightly below the state median household income of \$69,904, and the Brunswick County median of \$74,034. The data in Table 2.5 shows a range of incomes, adjusted for 2023-dollar values, suggesting that the City has attracted residents with a range of lifestyles.

TABLE 2.5: City of Boiling Spring Lakes: Household Income
Source: U.S. Census Bureau ACS 2023 5-Year Estimates

Income (inflation adjusted 2023 dollars)	Number of Households	Percentage of Households
Less than \$10,000	305	10.4%
\$10,000 to \$14,999	91	3.1%
\$15,000 to \$24,999	275	9.4%
\$25,000 to \$34,999	135	4.6%
\$35,000 to \$49,999	472	16.1%
\$50,000 to \$74,999	449	15.3%
\$75,000 to \$99,999	381	13.0%
\$100,000 to \$149,999	531	18.1%
\$150,000 to \$199,999	170	5.8%
\$200,000 or more	123	4.2%
Households (estimated)	2,932	100.0%
Median household income (dollars)	\$59,750	--

Housing affordability is an important factor in understanding the City’s economic and residential situation. Table 2.6 presents housing costs as a percentage of household income, specifically examining the burden on homeowners with a mortgage and renters. In Boiling Spring Lakes, there are 1,442 owner-occupied housing units with a mortgage, and 289 of those households, about 20%, spend more than 35% of their income on housing costs. Renters in the City face greater

affordability challenges. Of the 430 renter-occupied units, 162 households, or approximately 37.7%, spend more than 35% of their income on rent. These figures suggest that while a portion of homeowners experience cost burdens, renters are disproportionately affected by housing affordability issues. This disparity may influence future housing needs and development priorities in the City.

TABLE 2.6: City of Boiling Spring Lakes: Housing Costs as a Percentage of Household Income**Source:** U.S. Census Bureau ACS 2023 5-Year Estimates

Industry	Number	Percentage
Owned Units with a Mortgage	1,442	--
Over 35 Percent	289	20.0%
Rented Units	430	--
Over 35 Percent	162	37.7%

Table 2.7 shows the number and percentage of people employed in different industries within Boiling Spring Lakes. The City has approximately 2,941 residents aged 16 and older who participate in the workforce. As of 2023 the largest industry employing residents of the City was transportation, and warehousing, and utilities, which employs 15.2% of the working population. Construction followed at 15.1%, and educational, health and

social services ranked third at 12.5%. Ten years prior, in 2013, educational services, and health care and social assistance held the largest share of the workforce at 19.6%, while educational, health, and transportation and warehousing, and utilities was ninth at 4.6%. This data identifies the City as having a diversified and dynamic job market, which is benefitting from the region's development boom through increased career opportunities.

TABLE 2.7: City of Boiling Spring Lakes: Employment by Industry**Source:** U.S. Census Bureau ACS 2023 5-Year Estimates

Industry	Number	Percentage
Agriculture, forestry, fishing and hunting, and mining	32	1.1%
Construction	443	15.1%
Manufacturing	256	8.7%
Wholesale trade	95	3.2%
Retail trade	311	10.6%
Transportation and warehousing, and utilities	446	15.2%
Information	133	4.5%
Finance, insurance, real estate, rental and leasing	107	3.6%
Professional, scientific, management, administrative, and waste management services	336	11.4%
Educational, health and social services	367	12.5%
Arts, entertainment, recreation, accommodation and food services	231	7.9%
Other services (except public administration)	65	2.2%
Public administration	119	4.0%
Civilian employed population 16 years and over	2,941	--

Brunswick County’s continued regional growth is expected to keep the City’s key employment sectors strong. The demand for local labor remains high for both development and the infrastructure that supports that growth. Furthermore, as more people move to the area, the need for healthcare

and education workers increases to meet their daily needs. Boiling Spring Lakes is positioned to capitalize on this trend; by maintaining its quality of life while staying affordable, it can remain an attractive community for the regional workers who fill these essential roles.

SUMMARY



From 2020 to 2023,
the city’s
population grew by

17.5%

The city’s
median age is

46.8

years, somewhat
older than the state
median of 39.1

Brunswick County, where
Boiling Spring Lakes is
located, is the fastest
growing county in North
Carolina, growing

17.4%

between 2020 and 2023

Population projections
for Boiling Spring
Lakes range from
approximately

12,000 to 14,000

by 2055, depending on
growth assumptions



More than
THREE QUARTERS
of the city’s housing
units are single-
family homes

Median household
income in Boiling
Spring Lakes was

\$59,750

in 2023, slightly
lower than the North
Carolina median



The largest
employment sectors
include transportation,
and warehousing, and
utilities, construction,
and educational, health
and social services.



Source: City of Boiling Spring Lakes and Residents

CHAPTER 3:

NATURAL SYSTEMS ANALYSIS

The Natural Systems Analysis defines, describes, and analyzes the natural features and environmental conditions found in the City of Boiling Spring Lakes. There are several features identified that contribute to quality of life and property values for residents and could impact development suitability for certain types of new development or potential redevelopment.

This chapter contains a series of maps and inventories to visually display the condition, location, and extent of the natural environment within the City. All referenced maps are located at the end of the chapter.

AREAS OF ENVIRONMENTAL CONCERN

The State Guidelines for Areas of Environmental Concern (15A NCAC 7H, or regulations governing development for AECs) require that local land use plans give special attention to the protection of appropriate AECs. CAMA charges the Coastal Resources Commission (CRC) with identifying water and land areas where uncontrolled or incompatible development could result in irreversible damage. CAMA further instructs the CRC to determine what development activities are appropriate in such areas – local governments are required to give special attention to these areas when developing land use plans. An AEC is an area of natural importance designated by the CRC. An AEC may be easily destroyed by erosion or flooding. It may also have environmental, social, economic, or aesthetic values worthy of

protection. AECs have also been designated for protection from uncontrolled development that causes irreversible damage to property, public health, or the environment.

To limit detrimental impacts on AECs, CAMA established a permitting program. The intent of the permitting program is not to stop development, but rather to ensure the compatibility of development with continued productivity and value of critical land, waters, and natural resources. Responsibility for the permitting program is shared between the CRC and local governments. Within the City of Boiling Spring Lakes, CAMA permits would be issued by a Division of Coastal Management Representative if necessary.

Though within a location subject to 15A NCAC 7H guidelines, there are no readily identifiable AECs applicable to the City of Boiling Spring Lakes.



Community Center

Source: Anchorpoint Planning

WATER QUALITY

The Water Pollution Control Act Amendments (Clean Water Act) of 1972, and the revised Act of 1977, marked an important step in regulating water pollution. First, it increased the funding levels available through the construction grants program for assistance in the building of water treatment plants. Second, it instituted technology-based effluent standards rather than stream-based standards. Third, it established a national permit system for regulating point source discharges. Most importantly, the Act established a national policy and specific goals for restoring and maintaining the chemical, physical, and biological properties of the nation's fishable and swimmable waters.

Several sections instituted programs under the Clean Water Act that significantly affect development projects today, including Section 401, which requires water quality certification for activities that may cause a discharge into navigable waters or wetlands; Section 402, which established the National Pollution Discharge Elimination System (NPDES) for wastewater discharge permits; and Section 404, which regulates the discharge of dredge and fill material into navigable waters or wetlands. The evolution of the implementation of the Clean Water Act was the shift in the enforcement and day-to-day administration of the programs from the U.S. Environmental Protection Agency to the states.

Surface Water Quality Classifications

Class C

Waters protected for uses such as aquatic life propagation, survival and maintenance of biological integrity (including fishing and fish), wildlife, secondary contact recreation, and agriculture. Secondary contact recreation means wading, boating, other uses not involving human body contact with water, and activities involving human body contact with water where such activities take place on an infrequent, unorganized, or incidental basis.

Class B

Waters protected for all Class C uses in addition to primary contact recreation. Primary contact recreation means swimming, diving, water skiing, and similar uses involving human body contact with water where such activities take place in an organized manner or on a frequent basis.

Swamp Waters (Sw)

Supplemental classification intended to recognize those waters which have low velocities and other natural characteristics which are different from adjacent streams. A water labeled as a swamp water classification are those waters which have

low velocities and dissolved oxygen levels. These waters are naturally more acidic.

In Boiling Spring Lakes, Clear Pond and Allen Creek from its source to Boiling Spring Lakes Dam are Class B waters. Allen Creek from the Sanford Dam to the McKinzie Pond Dam, Lake Drain, Moore Creek, and Swain Branch are Class C waters.



Source: Anchorpoint Planning

Wetlands

Wetlands are important ecological features throughout much of the southeastern United States. As a protected ecosystem, wetlands must be delineated by the Army Corps of Engineers if development is proposed within a wetland system or close by. This ensures the wetland is either protected or mitigated through land banking programs that replace removed systems. Wetlands enhance water quality by removing excess nutrients and chemicals and generally function as filters.

The Sackett v. EPA decision by the U.S. Supreme Court in May 2023 significantly narrowed the scope of federal wetland protections under the Clean Water Act (CWA), limiting jurisdiction to wetlands with a continuous surface connection to navigable waters. As a result, many previously regulated wetlands, including geographically isolated types such as Carolina bays and pocosins, no longer fall under federal oversight.

In response, North Carolina enacted Senate Bill 582 (Session Law 2023-63), aligning state regulatory definitions with the revised federal standard. This legislative change effectively removes protections for wetlands that are no longer covered under the CWA, curbing the state's ability to regulate isolated wetlands for water quality and flood control purposes.

The change has raised concerns about increased development pressure in ecologically sensitive areas, reduced flood resilience, and potential degradation of water quality. Unlike several other states that have moved to reinforce wetland protections post-Sackett, North Carolina's response has been to scale back its own regulatory authority, further limiting oversight in the wake of reduced federal involvement. These concerns are particularly relevant to inland wetland systems like those within Boiling Spring Lakes. As of 2025, modifications to administrative procedures are still ongoing to reflect these new changes in the law.

Wetlands are scattered throughout the City's Corporate Limits. Within these areas there are approximately 11,600 acres of wetlands. See below for descriptions of the types of wetlands and see Map 3.1 for locations. Based on the recent Supreme Court ruling, it is unlikely or unclear whether any of these wetland types except headwater swamps would be considered jurisdictional wetlands for the purposes of protection and regulation.

A significant portion of the City's wetlands — whether or not subject to federal jurisdiction — are located within conservation easements or on state-owned lands, providing an additional layer of protection independent of regulatory status. Moreover, even where wetlands are not considered jurisdictional, the physical condition of these lands presents substantial barriers to development. Wetland soils are typically saturated and organic, often requiring drainage, removal of mucky material, and importation of structural fill before any construction can occur. Conventional septic systems are generally not feasible in these areas due to poor soil percolation and high water tables, further limiting development potential.

Bottomland Hardwood/Riverine Swamp Forest

Riverine forested or occasionally scrub/shrub communities usually occurring in floodplains that are semi-permanently to seasonally flooded. In bottomland hardwood systems, typical species include oaks (overcup, water, laurel, and swamp chestnut), sweet gum, green ash, cottonwoods, willows, river birch, and occasionally pines. In swamp forest systems, typical species include cypress, black gum, water tupelo, green ash, and red maple.

Depressional Swamp Forest

Very poorly drained non-riverine forested or occasionally scrub/shrub communities that are semi-permanently or temporarily flooded. Typical species include cypress, black gum, water tupelo, green ash, and red maple.

Freshwater Marsh

Herbaceous areas that are flooded for extended periods during the growing season.

Hardwood Flat

Poorly drained interstream flats not associated with rivers or estuaries. Seasonally saturated by a high water table or poor drainage. Species vary greatly but often include sweet gum and red maple.

Headwater Swamp

Wooded, riverine systems along first order streams. These include hardwood dominated communities with moist soil most of the year. Channels receive their water from overland flow and rarely overflow their own banks.

Human Impacted Wetlands

Areas of human impact have physically disturbed the wetland, but the area is still a wetland. Impoundments and some cutovers are included in this category, as well as other disturbed areas such as power lines.

Managed Pineland

Seasonally saturated, managed pine forests occurring on hydric soils. This wetland category may also contain non-managed pine forests occurring on hydric soils. Generally these are areas that were not shown on National Wetland Inventory maps. These areas may or may not be jurisdictional wetlands.

Pine Flat

Palustrine (non-tidal), seasonally saturated pine habitats on hydric (saturated) soils that may become dry for part of the year, generally on flat or nearly flat areas that are not associated with a river or stream system. This category does not include managed pine systems.

Pocosin

Palustrine (non-tidal) scrub/shrub communities (i.e. non-Estuarine Scrub/Shrub) dominated by evergreen shrubs, often mixed with pond or loblolly pines. Typically occur on saturated, acid, nutrient poor, sandy or peaty soils; usually removed from large streams; and subject to periodic burning.

Example Pocosin Ecosystem



TABLE 3.1: Types of Wetlands in Boiling Spring Lakes

Source: North Carolina Division of Coastal Management Wetland Mapping

Types	Acres	Percentage of Total
Wetland Acres	199.49	0.82%
Depressional Swamp Forest	315.68	2.72%
Freshwater Marsh	13.33	0.11%
Hardwood Flat	206.95	1.78%
Headwater Swamp	0.06	0.00%
Human Impacted	81.91	0.71%
Managed Pineland	3,085.35	26.61%
Pine Flat	1,219.15	10.51%
Pocosin	6,473.87	55.83%
Total	11,595.79	100.00%

Soil Characteristics

In 1982, major fieldwork was completed for the Brunswick County Soil Survey. The soil survey provides a detailed explanation of limitations for the various soil series that exist in the county. In Boiling Spring Lakes, there are approximately 17 different soil series, as seen in Table 3.2. The most predominant soil series in the City are the Murville mucky fine sand and the Leon fine sand. Both soil series present significant limitations for residential construction and septic system drainage. Map 3.2 displays areas of varying suitability for dwellings based upon soil composition.

All soil series that exist within the City are “Very Limited” in their ability to absorb septic tank effluent. It should be noted, however, that the majority of soils in Brunswick County are limited in their ability

to absorb septic tank effluent. Portions of the City are currently served by centralized wastewater (sewer). Expansion of centralized wastewater infrastructure presents both opportunities and challenges for the City. The most significant benefit of a centralized wastewater system is its ability to support higher-density development and a broader range of land uses that would otherwise be limited by soil constraints. Additionally, there are many lots that are currently platted within the City that do not support development due to soil limitations. Connection to centralized wastewater systems would allow these lots to be built on. The majority are zoned for single-family residential dwellings. More discussion regarding water and sewer service is provided in Chapter 4.



Lakes Golf Club, Boiling Spring Lakes

Source: Anchorpoint Planning

TABLE 3.2: Boiling Spring Lakes Soil Characteristics**Source:** National Resource Conservation Service

Soil Series Name	Suitability for Dwellings	Septic Tank Absorption Suitability	Acres	Percent of Total
Baymeade fine sand, 1 to 6 percent slopes	Somewhat Limited	Very Limited	150.00	1.00%
Baymeade and Marvyn soils, 6 to 12 percent slopes	Not Limited	Very Limited	22.10	0.10%
Croatan muck, ponded, 0 to 2 percent slopes	Very Limited	Very Limited	1,921.00	12.30%
Dorovan muck	Very Limited	Very Limited	65.40	0.40%
Foreston loamy fine sand	Somewhat Limited	Very Limited	47.20	0.30%
Goldsboro fine sandy loam, 0 to 2 percent slopes	Somewhat Limited	Very Limited	14.00	0.10%
Kureb fine sand, 1 to 8 percent slopes	Not Limited	Very Limited	1,714.90	11.00%
Leon fine sand	Very Limited	Very Limited	3,924.50	25.20%
Lynchburg fine sandy loam, 0 to 2 percent slopes, Atlantic Coast Flatwoods	Very Limited	Very Limited	43.30	0.30%
Mandarin fine sand	Somewhat Limited	Very Limited	1,245.50	8.00%
Muckalee loam	Very Limited	Very Limited	50.50	0.30%
Murville mucky fine sand	Very Limited	Very Limited	5,661.00	36.30%
Pantego mucky loam	Very Limited	Very Limited	114.20	0.70%
Rains fine sandy loam, 0 to 2 percent slopes, Atlantic Coast Flatwoods	Very Limited	Very Limited	25.40	0.20%
Torhunta mucky fine sandy loam	Very Limited	Very Limited	66.20	0.40%
Wando fine sand, 0 to 6 percent slopes	Not Limited	Very Limited	513.30	3.30%
Water	Not Rated	Not Rated	0.10	0.00%
Woodington fine sandy loam	Very Limited	Very Limited	5.50	0.00%
Total	--	--	15,584.10	100.00%

Note: Soil suitability ratings are assigned by the Natural Resource Conservation Service (NRCS) based on soil properties that affect the construction and performance of dwellings and septic systems. "Very Limited" indicates that the soil has one or more features that are unfavorable for the specified use, and the limitations generally cannot be overcome without major soil reclamation, special design, or costly installation procedures. "Somewhat Limited" indicates that the soil has features moderately unfavorable for the specified use; limitations can typically be overcome through careful planning, design, or installation but may increase cost. "Not Limited" indicates that soil conditions are generally favorable, with minor or no limitations expected. "Not Rated" indicates that the soil was not evaluated for that use, typically because the map unit is classified as water or a miscellaneous area.

NATURAL HAZARDS

Flood Hazard

In support of the National Flood Insurance Program (NFIP), FEMA has undertaken a nationwide effort of flood hazard identification and mapping to produce Flood Hazard Boundary Maps (FHBMs), Flood Insurance Rate Maps (FIRMs), and Flood Boundary and Floodway Maps (FBFMs). Several areas of flood hazards are commonly identified on these maps. One of these areas is the Special Flood Hazard Area (SFHA), which is defined as an area of land that would be inundated by a flood having a 1-percent chance of occurring in any given year (also referred to as the base flood or 100-year flood). The 1-percent-annual chance standard was chosen after considering various alternatives. The standard, in the opinion of the agency, constitutes a reasonable compromise between the need for building restrictions to minimize potential loss of life and property and the

economic benefits to be derived from floodplain development. Development may take place within the SFHA, provided that development complies with local floodplain management ordinances. Flood insurance is required for structures with a federally-backed mortgage that are located within the SFHA. There are approximately 830 acres of Special Flood Hazard Areas (SFHA) found within the City's corporate limits, generally nearby the water features that make up the center of the community and associated smaller waterways. See Map 3.3 for more information. A broader discussion of stormwater management can be found in Chapter 4. Additional flood mapping data is available from the North Carolina Floodplain Mapping Program (NCFMP) via their Advisory Flood Data Website. The site provides non-regulatory flood hazard mapping for previously unmapped portions of the state.



Sanford Dam

Source: Anchorpoint Planning

BIODIVERSITY AND WILDLIFE HABITAT

Biodiversity describes the variation of life forms within a given ecosystem and is used to measure the health of the ecosystem. Both terrestrial and aquatic ecosystems are made up of co-dependent communities of organisms and environments that provide important ecosystem and economic services to the City of Boiling Spring Lakes. Some key ecosystem functions include supporting the hydrologic cycle, the cycling of nutrients, filtering pollutants, fixing carbon, producing oxygen, supporting plants, animals, and fungal species, pollination and gene dispersal, and generating soils.

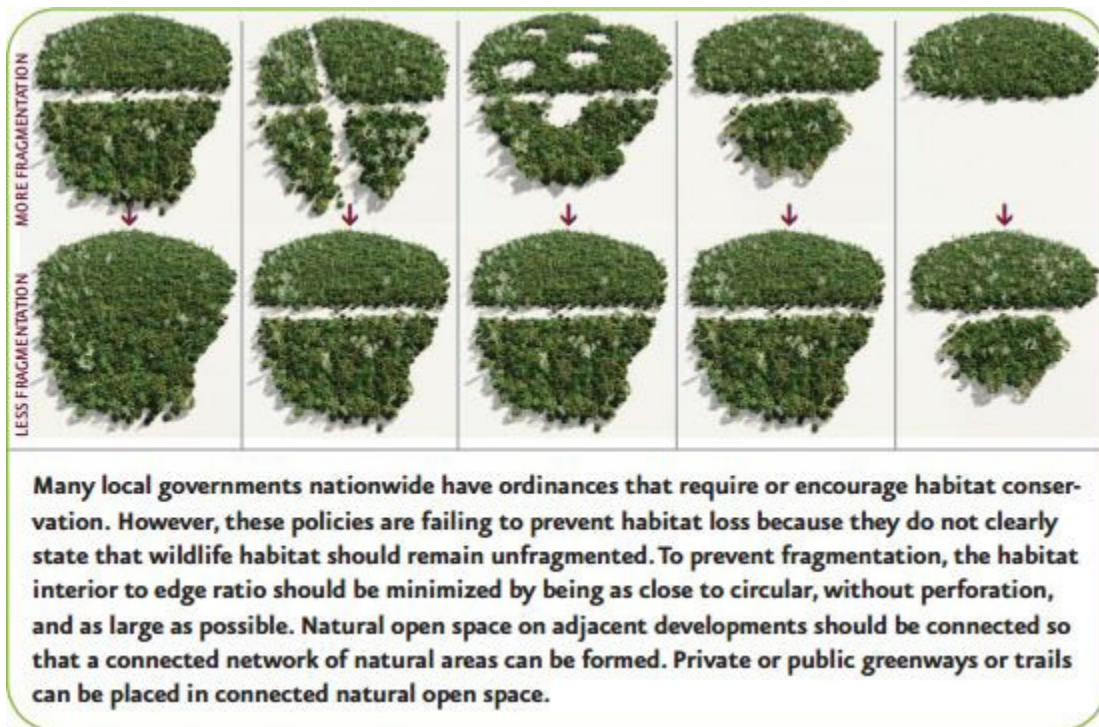
The main focus areas for biodiversity and wildlife habitat are terrestrial and aquatic habitats, landscape function, habitat connectivity, wetlands, and stream buffers. Habitat connectivity is

decreasing across the region due to habitat fragmentation, which occurs when connected natural areas are disjointed by habitat removal, land use changes and development, and increased infrastructure. When any of these processes occur, the landscape is bisected into smaller, more isolated habitat resulting in population level changes to native species. For areas where more development is desired near sensitive habitat areas, built areas should be placed outside of and at least 350 feet from habitats. Figure 3.1 depicts examples of habitat fragmentation and describes habitat fragmentation in greater detail. Connectivity of open space set asides can be a key factor in helping to reduce habitat fragmentation. In addition, preserved open space areas can also serve as a natural stormwater retention source.

FIGURE 3.1:

Depiction and Description of Habitat Fragmentation

Source: 1000 Friends of Florida, Benjamin Pennington and the NC Wildlife Commission Green Growth Toolbox



Managed Areas

Although an aerial view of the City suggests a significant amount of vacant land remains, much of this vacant acreage is owned by the State of North Carolina and is managed for conservation purposes or are located in conservation easements and are thus unlikely to be developed.

For more information on the location of these managed areas, please see Map 3.4. A discussion on the impact of these managed areas from the perspective of future community development can be found in Chapter 5 of this plan.

Natural Heritage Natural Areas

The North Carolina Natural Heritage Program inventories, catalogues, and facilitates protection of the rarest and most outstanding elements of the natural diversity of our state. This includes plants and animals that are rare, or natural communities that merit special consideration as land use decisions are made. The information generated by this program supports informed evaluations of the trade-offs between biological diversity and development projects before plans are finalized. The information also facilitates the establishment

of priorities for protecting North Carolina’s most significant natural areas.

There are seven identified Natural Heritage Natural Areas (NHNAs) which overlap with Boiling Spring Lakes city limits, located throughout and around the community. All told, these natural areas constitute more than 45,450 acres of high-quality environments in and around the City. See Map 3.4 and Table 3.3 for more information.

TABLE 3.3: Natural Heritage Natural Areas

Source: North Carolina Natural Heritage Program

Site Name	Acres	Rating
Blue Pond/Allen Creek	8,445.36	Exceptional
Boiling Spring Lakes Limesink Complex	2,055.55	Exceptional
Boiling Spring Lakes Wetland Complex	27,508.98	Exceptional
Funston Bays	1,768.82	Very High
Hog Branch Ponds	295.39	Exceptional
Orton Sandhills and Limesinks	5,063.44	Exceptional
Pretty Pond Limesink Complex	318.36	Exceptional

Note: Natural Heritage Natural Areas include both public and privately owned properties.

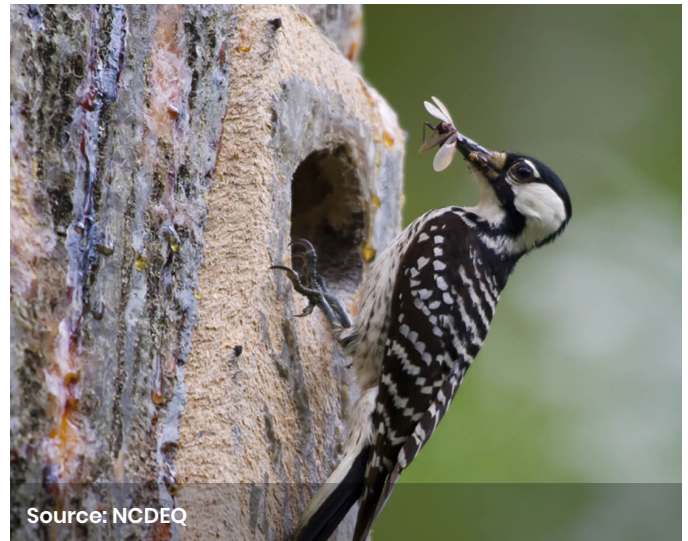
Red Cockaded Woodpeckers

The City of Boiling Spring Lakes contains several ecologically important natural communities and species. The most notable is the red-cockaded woodpecker (RCW), a small bird that inhabits mature longleaf pine forests. The RCW is federally listed as a Threatened species under the Endangered Species Act (ESA) following a 2024 reclassification by the U.S. Fish and Wildlife Service (USFWS). The downlisting from Endangered to Threatened reflects decades of successful conservation efforts and gradual population recovery, but the species remains protected and continues to face risks from habitat loss, fragmentation, and storm events.

Under the ESA, Threatened status means the species is likely to become endangered in the foreseeable future. As part of the reclassification, USFWS adopted a special rule under Section 4(d) that maintains most of the protections that previously applied, while allowing certain beneficial forest management activities—such as prescribed burning and longleaf pine restoration—that support RCW habitat.

In specific high-cluster areas, or in areas with an active pine cavity tree on the property—or where a known active cavity is located within 200 feet of that property—coordination with the U.S. Fish and Wildlife Service must occur prior to any development activity. Certain areas of Boiling Spring Lakes may require a more intensive environmental review process and could necessitate the preparation of a Habitat Conservation Plan (HCP) by the property owner. This requirement applies regardless of property size; for example, a 0.25-acre parcel is subject to the same level of review as a 50-acre tract if active cavity trees or known clusters are present.

Properties within or adjacent to known RCW clusters typically require a tree survey to identify cavity trees and suitable pine habitat, as well as surveys of adjacent parcels to ensure full compliance. However, property owners and developers should always consult with the City and USFWS prior to site disturbance to confirm current habitat boundaries



Source: NCDEQ

and any management or mitigation requirements.

Continued conservation of the red-cockaded woodpecker and its longleaf pine ecosystem supports both biodiversity and the City's broader environmental resilience goals. Proactive land management—such as maintaining mature pines, controlled burning, and strategic open-space preservation—can help sustain RCW habitat while accommodating compatible development.



Source: NCDEQ

SUMMARY

Listed below is a summary of findings regarding natural systems in the City of Boiling Spring Lakes.



NO AREAS OF ENVIRONMENTAL CONCERN (AECS)
as defined by the North Carolina Division of Coastal Management are readily identifiable within the City.



All surface waters in Boiling Spring Lakes are **Class B and C** swamp waters.



Federal soil classifications identify significant portions of Boiling Spring Lakes as having **LIMITATIONS FOR SEPTIC USE.**



There are approximately **830 ACRES** of Special Flood Hazard Areas (SFHA) identified within Boiling Spring Lakes.



NC 87, Boiling Spring Lakes

Source: Anchorpoint Planning

NATURAL SYSTEMS GOALS, OBJECTIVES, AND POLICIES

The City has established a set of land use and development-related policies to act as guidelines during any official decision making process. These policies and goals provide citizens, property owners, and developers with a predictability of official actions. City policies in this chapter relate to natural systems. Two CAMA management topics are covered in the policy section herein: Water Quality and Natural Hazard Areas. Refer to Appendix A for Definitions of action words contained within the policy section.

Water Quality and Natural Environment

- Goal 3.1:** Maintain, protect, and, where possible, enhance the natural environment and water quality in all wetlands, rivers, streams, and estuaries.
- Objective 3.1:** The City shall take actions designed to protect and where possible enhance and restore the sensitive natural resources located in and adjacent to Boiling Spring Lakes.
- Policy 3.1.A:** **Land Use and Water Quality:** Where consistent with state law, the City shall utilize its land use and development regulations to support, maintain, and enhance water quality.
- Policy 3.1.B:** **Stormwater Management:** The City shall continue a stormwater management program that controls the amount and quality of stormwater in an effort to maintain and enhance water quality, and shall take the potential for advanced stormwater management standards into consideration when making relevant quasi-judicial and legislative decisions. See additional policies and recommended actions in Chapter 4.
- Recommended Action 3.1.B.1:**
Consider opportunities to encourage or require Low Impact Development (LID) practices in new development projects. Such LID practices required may include retaining/ infiltrating most of the runoff on-site, maximizing the use of permeable pavements, reducing the amount of impervious coverage, and clustering housing to allow a profitable development density while maximizing open space.
- Policy 3.1.C:** **Erosion and Sediment Control:** The City shall continue, at a minimum, to require the Erosion and Sedimentation Control standards for construction activities found in the North Carolina Sedimentation Pollution Control Act.
- Policy 3.1.D:** **Prime Wildlife Habitat Areas:** The City may continue to partner with the US Fish and Wildlife Service (USFWS) in permitting tree removal and development within Cockaded Woodpecker (RCW) cluster zones. The prime wildlife habitat areas in the Boiling Spring Lakes planning area are often home to Red Cockaded Woodpeckers, which may require coordination with the USFWS prior to development and tree removal.
- Policy 3.1.E:** **Open Space:** The City shall continue to require the designation of Open Space in accordance with the subdivision of land.
- Recommended Action 3.1.E.1:**
Consider including a minimum active open space requirement for things like playgrounds or sports courts.

Recommended Action 3.1.E.2:

Consider providing specific standards for the provision of open space to include such things as habitat connectivity and tree preservation. Habitat connectivity should encourage the dedication of large contiguous tracts of land, typically 10 acres at a minimum, with a minimum average width of 500 feet and separation from building activity of at least 350 feet and conservation of natural open space that is at least 300 feet wide between environmental features will be encouraged to better ensure that wildlife can travel between core wildlife habitats.

Policy 3.1.F: **Tree Preservation:** The City shall continue to require tree preservation for significant trees.

Recommended Action 3.1.F.1:

Review and evaluate tree removal permit procedures where USFWS is involved. Explore options to expedite this procedure or require entirely separate permitting process subject only to USFWS authorization. Potential legislation requiring zoning approval within a short time period may conflict with USFWS permitting timelines.

Recommended Action 3.1.F.2:

Consider evaluating the tree preservation requirements for lots with existing single-family homes.

Recommended Action 3.1.F.3:

Consider a provision that allows for trees planted within the street yard, parking lots, and any applicable buffers to count towards mitigation requirements. In addition, consider an allowance for preservation of certain tree types to offset a portion of mitigation requirements to incentivize tree retention.

For example, if a developer proposes a commercial site plan on a 5-acre parcel containing 80 regulated trees requiring removal and mitigation. Under this provision, the developer receives credit for trees planted in required bufferyards and street yards — areas that would be landscaped regardless — reducing the obligation by 25 trees. The developer also preserves a cluster of mature live oaks within the bufferyard; because these specimens meet a size threshold (e.g., 24-inch DBH or greater), each preserved tree offsets mitigation at an enhanced ratio of 3:1. This approach recognizes that a single mature tree provides far greater ecological and aesthetic value than newly planted replacements — including superior stormwater absorption, established canopy coverage, and habitat that would take decades to replicate. The combined credits reduce the mitigation obligation from 80 to approximately 40, incentivizing developers to design around existing trees rather than clear and replant.

Recommended Action 3.1.F.4:

Conduct a comprehensive tree inventory and assessment to identify historically significant, champion, and heritage trees within the City's corporate limits. The study should catalog notable specimens based on criteria such as species, size, age, condition, and historical or cultural significance. Findings should be used to establish a heritage tree registry and inform future policy decisions regarding enhanced protections, mitigation incentives, and potential designation as local landmarks.

Natural Hazard Areas

Goal 3.2: Conserve and maintain flood plains, wetlands, and other environmental resource features for their natural storm protection functions and their natural resources giving recognition to public health, safety, and welfare issues.

Objective 3.2: The City shall be proactive in its efforts to minimize damage and threats to public health and safety associated with hurricanes, severe weather, and other hazards and work to implement the Southeastern North Carolina Regional Hazard Mitigation Plan.

Policy 3.2.A: **Hazard Mitigation:** The City shall continue to participate in updates to the Southeastern NC Regional Hazard Mitigation Plan, which addresses the community's natural hazards and meets the requirements of the NC Division of Emergency Management and the Federal Emergency Management Agency for certain grant funds.

Recommended Action 3.2.A.1:

Consider opportunities to implement and integrate the regional hazard mitigation plan to better protect life and property in the City.

Policy 3.2.B: **Minimize Potential Fire Damage:** The City supports controlled burn operations to reduce the risk of damage from wildfires.

Policy 3.2.C: **Public Education:** The City supports efforts to ensure the public is aware of the risks of different types of natural hazards in order to reduce their personal exposure to natural hazards.

Recommended Action 3.2.C.1:

Consider implementing a public education program designed to help inform the public about their exposure to natural hazards and actions they can take to mitigate potential damage to public health, safety, and property from natural disasters. This includes, but is not limited to:

- Ensure City Hall maintains documents about flood insurance, flood protection, floodplain management, and natural and beneficial functions of floodplains. Many documents are available free of charge from the Federal Emergency Management Agency (FEMA);
- Encourage builders, developers and architects to become familiar with the NFIP's land use and building standards;
- Provide local real estate agents with handouts advising potential buyers to investigate potential flood hazards for the property they are considering purchasing;
- Advertise the availability of flood insurance on an annual basis; and
- Place hazard-related information on the City's website and distribute appropriate educational materials.

Policy 3.2.D: **Acquisition of Hazardous Areas:** The City of Boiling Spring Lakes encourages the State of North Carolina and other relevant entities to engage in the acquisition of parcels with identified natural hazards, or those rendered unbuildable, for the purpose of conserving open space.

Policy 3.2.E: **Flood Prone Areas:** The City shall permit development in the 100-year flood zones, provided that all new construction and substantial improvements comply strictly to the City's Flood Damage Prevention Ordinance, which has been adopted in conjunction with City's participation in the National Flood Insurance Program.

Policy 3.2.F: **Participation in the National Flood Insurance Program:** The City shall continue to be a member in good standing of the National Flood Insurance Program, making Federal Flood Insurance available to residents.

Recommended Action 3.2.F.1:

Consider complimentary strategies to address opportunities for decreasing the community's vulnerability to flooding, such as supplementing existing structure elevation requirements or participation in the Community Rating System (CRS).

Policy 3.2.G: **Jurisdictional Wetlands:** The City supports the preservation of wetlands through the enforcement of Federal 404 regulations under the Army Corps of Engineers. Wetlands are present throughout the City's planning jurisdiction which may require potential developers to establish jurisdictional delineation by the US Army Corps of Engineers. If wetlands are found on site, then it will require an Army Corps permit and NC Division of Water Resources permit for work done within the delineated wetland.

City of Boiling Spring Lakes

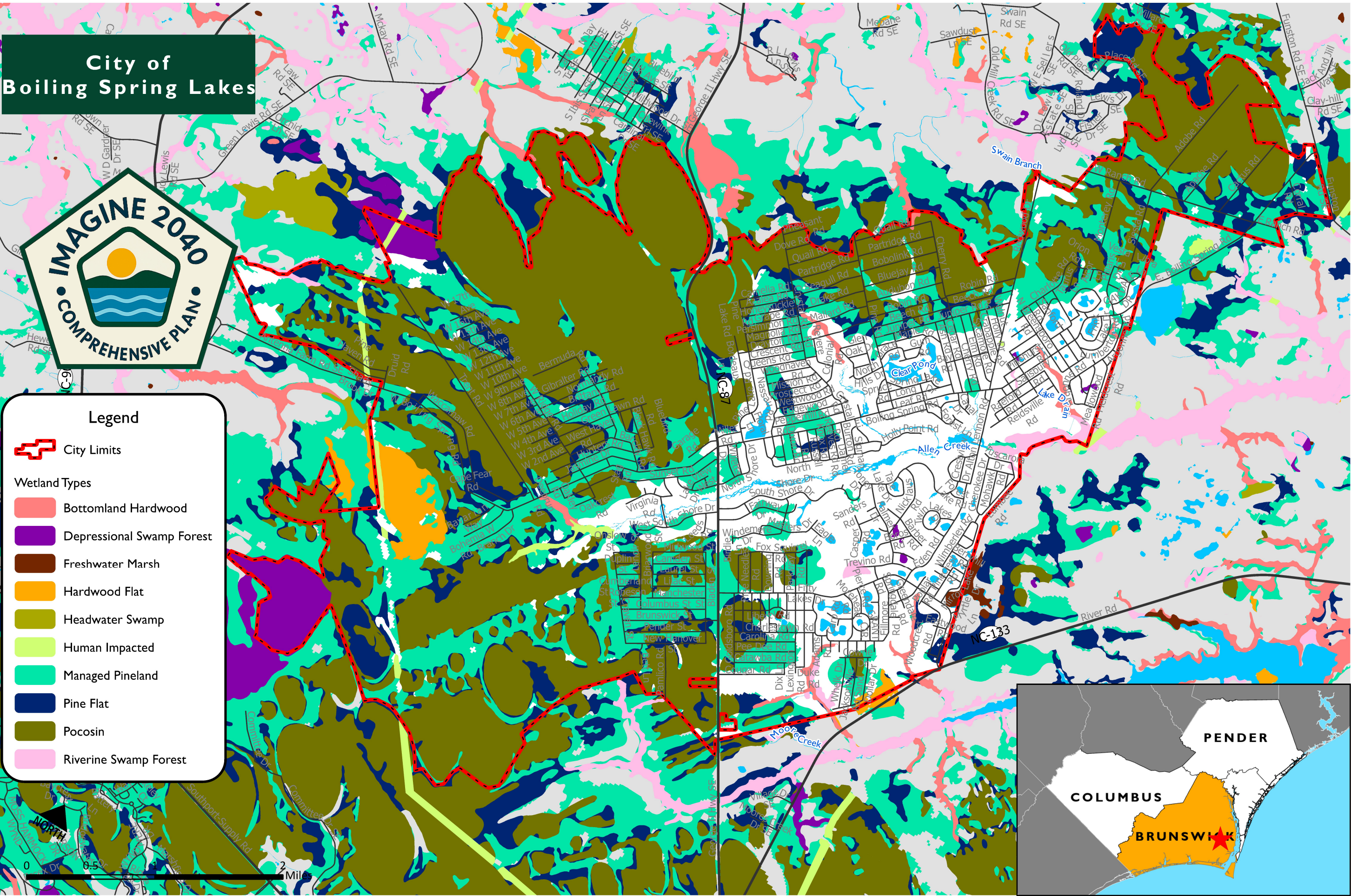


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City Limits

Wetland Types

- Bottomland Hardwood
- Depressional Swamp Forest
- Freshwater Marsh
- Hardwood Flat
- Headwater Swamp
- Human Impacted
- Managed Pineland
- Pine Flat
- Pocosin
- Riverine Swamp Forest



Map 3.1 Wetlands

City of
Boiling Spring Lakes



Legend

 City Limits

Soils by Building Suitability

 Not Limited

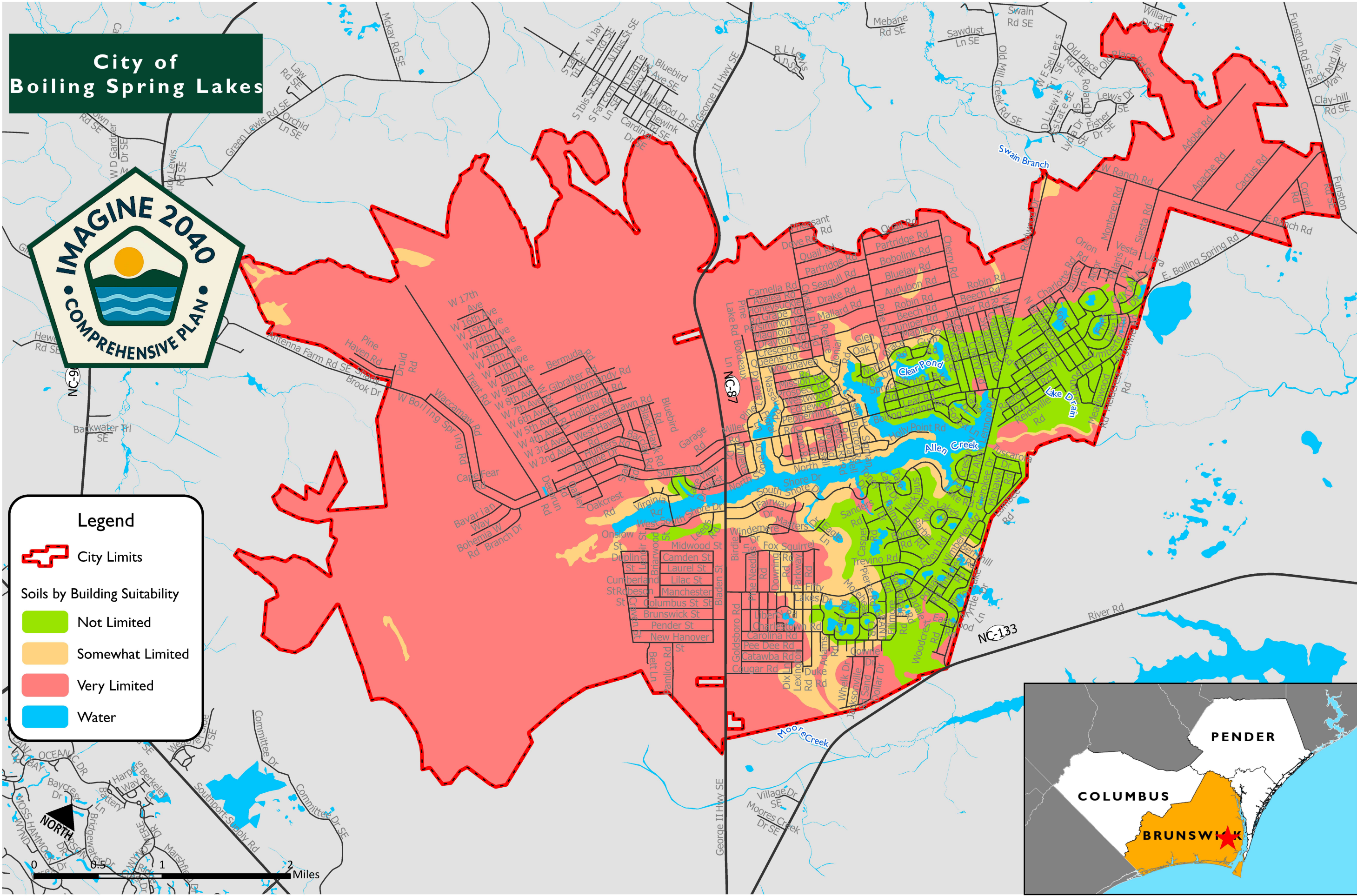
 Somewhat Limited

 Very Limited

 Water

 NORTH

0 0.5 1 2 Miles



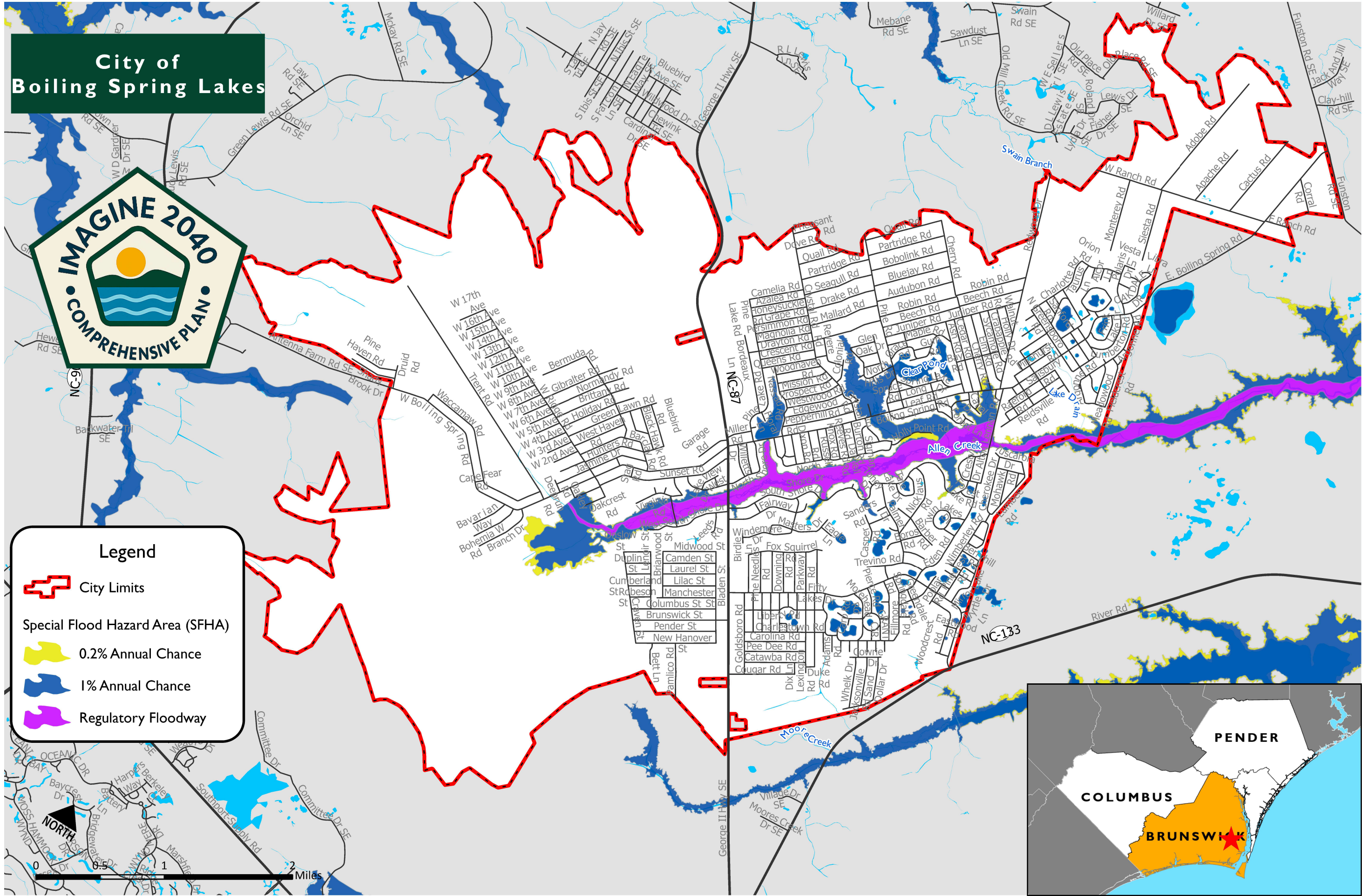
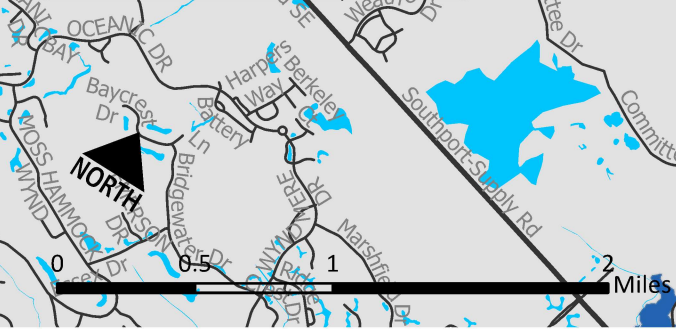
Map 3.2 Soils

City of Boiling Spring Lakes



Legend

-  City Limits
- Special Flood Hazard Area (SFHA)**
 -  0.2% Annual Chance
 -  1% Annual Chance
 -  Regulatory Floodway



Map 3.3 Special Flood Hazard Areas (SFHA)

City of Boiling Spring Lakes



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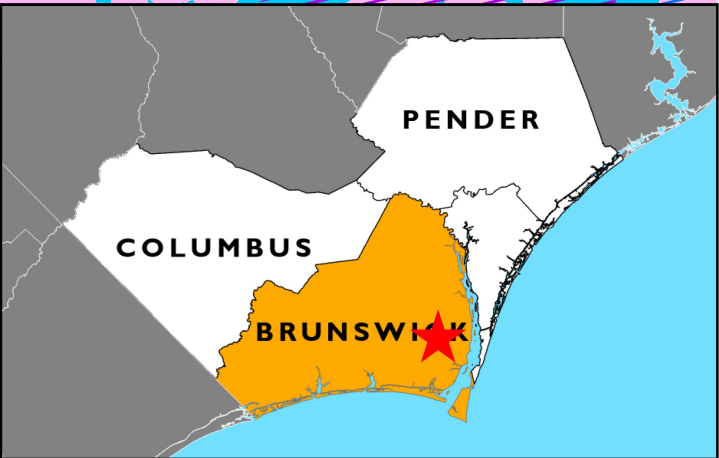
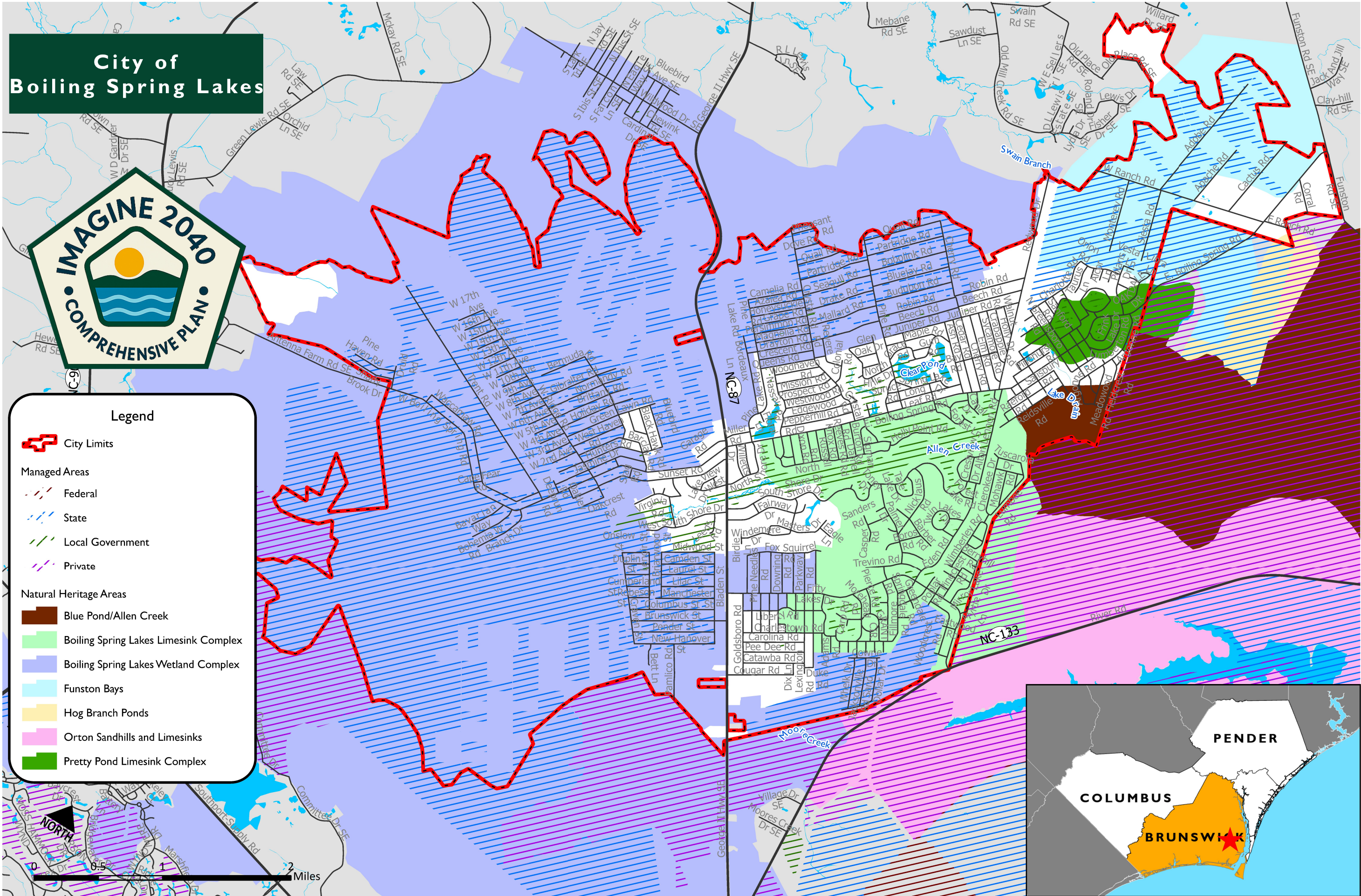
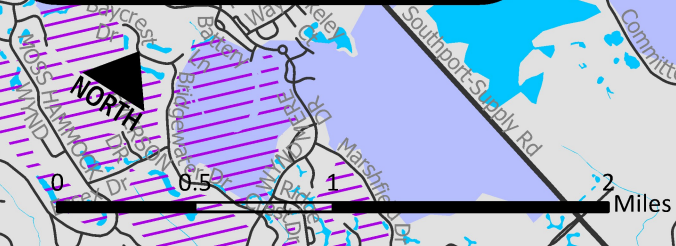
City Limits

Managed Areas

- Federal
- State
- Local Government
- Private

Natural Heritage Areas

- Blue Pond/Allen Creek
- Boiling Spring Lakes Limesink Complex
- Boiling Spring Lakes Wetland Complex
- Funston Bays
- Hog Branch Ponds
- Orton Sandhills and Limesinks
- Pretty Pond Limesink Complex



Map 3.4 Conservation/Managed Areas

CHAPTER 4:

COMMUNITY FACILITIES

The CAMA planning guidelines encourage communities to evaluate the location and adequacy of community facilities that protect important environmental factors and that attract land development to the area. This chapter provides analysis and information pertaining to each item listed below.

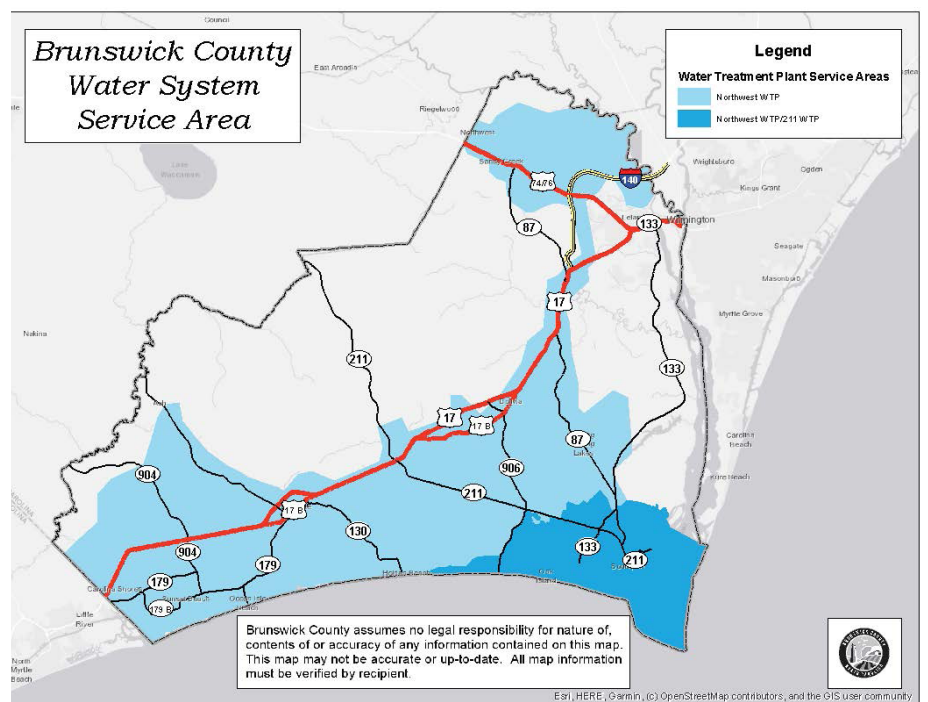
- water supply and wastewater systems;
- stormwater systems;
- transportation systems;
- emergency services; and
- parks and recreation facilities.

WATER SUPPLY SYSTEM STATUS AND TRENDS

In North Carolina, every governmental, regional, or private agency that provides water service to the public is responsible for preparing an annual Local Water Supply Plan (LWSP). The Water Supply Plan is reviewed by the North Carolina Division of Water Resources to ensure adequate supplies are provided to avoid shortages and to be available during emergencies (e.g. fires). Information in this section is sourced from the Brunswick County 2024 LWSP unless otherwise stated.

Water Supply System

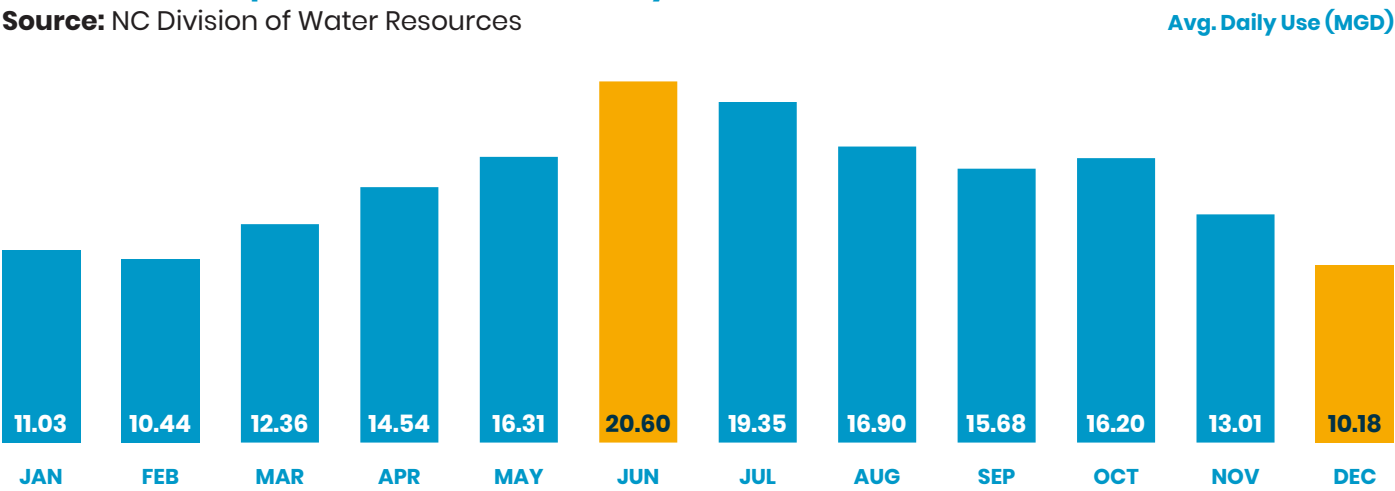
Community water systems need to provide an adequate and reliable source of treated water for consumption and commercial use. In addition, water has to be made available for structural fire suppression and for other emergencies. Brunswick County Public Utilities supplies the City of Boiling Spring Lakes with water service. As a result, the City is not directly responsible for maintaining or providing water service to its residents.



Brunswick County Public Utilities is a function of county government that provides water and sewer services to unincorporated and many incorporated areas of Brunswick County. Additionally, the system provides regular bulk water sales to water systems in Bald Head Island, Holden Beach, Oak Island, and Ocean Isle Beach. The County also maintains an emergency connection with Little River Water Company in South Carolina. During the 2024 calendar year, the water systems in Shallotte and Southport were incorporated into the County’s consolidated water network.

Brunswick County Public Utilities has more than 64,000 individual customers throughout its service area and pumps just under 5.4 billion gallons of water annually – an average of 14.7 million gallons per day (MGD). In total, the system has more than 1,300 miles of water lines serving Brunswick County. Drinking water for Brunswick County Public Utilities is sourced from the Cape Fear River via an agreement with the Lower Cape Fear Water and Sewer Authority, in addition to the County’s own ground water wells which access the Castle Hayne Aquifer.

FIGURE 4.1:
Water Consumption – Brunswick County Utilities (2024)
Source: NC Division of Water Resources



Typical of a coastal County, maximum water consumption often occurs during the summer months when the greatest number of seasonal visitors and residents are in the area. As shown in Figure 4.1, the highest daily consumption for Brunswick County Utilities occurred in June and July of 2024. Water flow and usage are likely more stable throughout the year in the City itself. However, nearby coastal areas with strong tourism economies see an influx of day-trip and overnight visitors in the summer, increasing communities to multiples of their year-round population. In turn, this seasonal population increase translates into greater water usage for daily activities.

According to the Local Water Supply Plan, by 2070, Brunswick County Utilities water consumption may require additional water capacity to meet anticipated demand, though supply monitoring and identification of projects to meet future needs are ongoing.

Over the past decade, communities across southeastern North Carolina have sought to address health concerns regarding per- and polyfluoroalkyl substances (PFAS) in local drinking water. According to the United States Environmental Protection Agency, PFAS are long lasting chemicals and studies have linked them to health impacts

such as developmental effects in children and increased risk of some cancers. In the near future, Brunswick County Utilities will be supplying its water customers, including residents of Boiling Spring Lakes, with water treated by reverse osmosis (RO)

filters. These filters, currently being installed at the County’s Northwest Water Treatment Plant, are among the most effective technologies available to remove PFAS from water.

Wastewater System

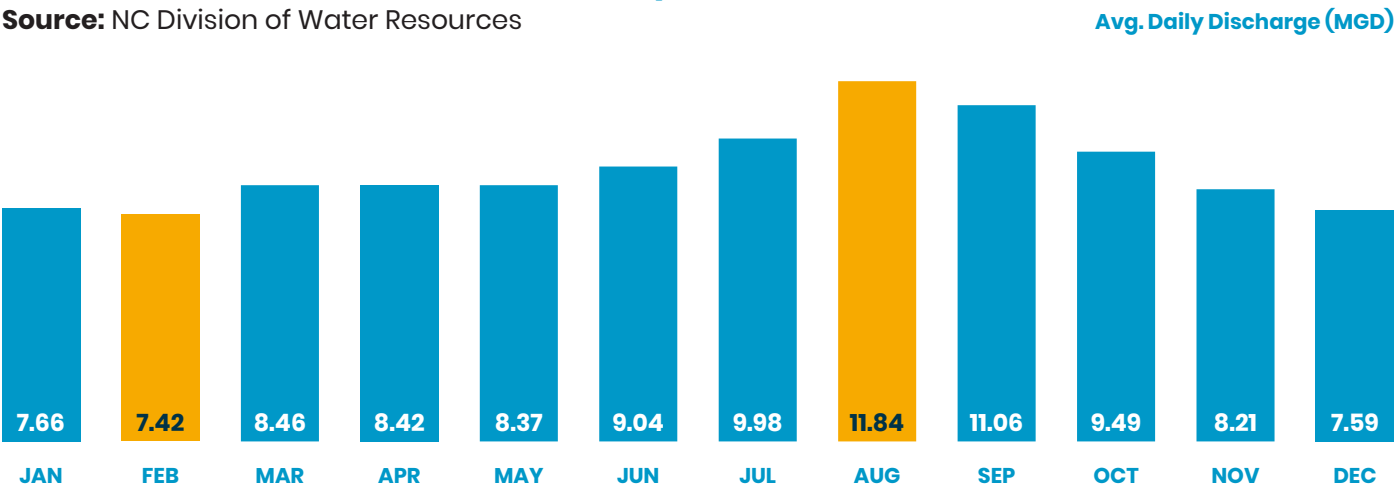
Wastewater in Boiling Spring Lakes is also treated by Brunswick County Utilities. According to the 2024 LWSP, the County is permitted to treat 13.36 MGD and in 2024 treated an average annual daily discharge of 8.97 MGD. The wastewater system has a total of 33,508 connections. Note that this is lower than the number of water connections in part due to the number of water customers in the county with septic tanks. Figure 4.2 displays monthly

wastewater volumes for 2024.

Infrastructure projects are currently underway or planned to expand wastewater treatment capabilities in Brunswick County which will, in total, add the ability to process 12.5 MGD in wastewater discharge. These improvements will nearly double current wastewater infrastructure capacity.

FIGURE 4.2:
Wastewater Volume – Brunswick County Utilities (2024)

Source: NC Division of Water Resources



The Brunswick County Public Utilities wastewater collection and treatment system currently only extends to portions along George II Highway (NW 87) in addition to nearby portions of Boiling Spring Road, Fifty Lakes Drive, Cougar Road, and several smaller roads in the immediate vicinity. The City and County have explored the feasibility of extending wastewater collection infrastructure to unserved

residents and undeveloped parcels through a master plan completed in 2020, which explored a system of low pressure force mains, a new regional pump station, transmission force main, and improvements to existing infrastructure. The plan identified more than 4,600 residential parcels in the City which could be more easily developed through the establishment of a more comprehensive

wastewater system in Boiling Spring Lakes. Technical and financial challenges remain and no decisions have been made regarding future infrastructure improvements. As the document is now five years old, its cost estimates, system loads, and development assumptions may no longer reflect current conditions; however, it remains a valuable planning reference for understanding long-term sewer capacity, environmental constraints on development, and the infrastructure required to support future growth.

If sanitary sewer were extended to all parcels within Boiling Spring Lakes, the City would experience a significant increase in development potential and residential growth. Thousands of platted but undeveloped parcels—many currently limited by soils or septic feasibility—would become buildable, accelerating population growth and shifting development patterns toward higher densities. This would substantially increase demand for public infrastructure, including roads, stormwater systems, public safety, and recreation facilities. At the same time, expanded sewer availability could intensify commercial activity and support more walkable, mixed-use development in designated growth areas. To manage these effects, sewer expansion would need to be accompanied by careful land-use planning, development code updates, and coordinated capital improvement strategies.

There are no areas within Boiling Spring Lakes which are experiencing chronic wastewater treatment system malfunctions. There are no systems failures known to be affecting the quality of the water within the vicinity of the City.

However, there are many lots that will not permit on site septic systems due to the soil conditions and there are occurrences of existing failing septic systems throughout the City.



New Reverse Osmosis Filter Building NW Treatment Plant
Source: Anchorpoint Planning

The prospect of sewer extension to Boiling Spring Lakes is further complicated by recent changes to state wastewater capacity regulations. Session Law 2023-55 (Senate Bill 673), enacted in 2023 and enforced in Brunswick County beginning in November 2025, changed how the NC Department of Environmental Quality (DEQ) calculates available wastewater treatment capacity. DEQ now counts sewer allocations from approved but not-yet-constructed developments against a system's existing capacity — a departure from the previous 80/90 rule, which was based on actual flows. Under this new methodology, DEQ has determined that Brunswick County's Northeast Wastewater Treatment Plant and West Brunswick Regional Plant have exceeded their allocated capacity, pausing the processing of new sewer line extension permits for areas served by these systems. While expansions are underway at both facilities, county officials have indicated that even completed expansions may only restore allocated capacity to approximately 100% under the new calculation rather than accommodating additional growth. Until these capacity issues are resolved at the county and state level, the timeline for any future sewer extension into Boiling Spring Lakes remains uncertain. The City should continue to coordinate with Brunswick County on the status of system expansions and DEQ's application of SB 673, as these factors will directly influence the feasibility and timing of sewer availability within the corporate limits.

STORMWATER SYSTEM

Managing stormwater and drainage are ongoing challenges in Boiling Spring Lakes and across the region due to its low-lying geography in a hurricane- and storm-prone coast. Further complicating matters, stormwater infrastructure is maintained by a patchwork of stakeholders including private entities, state agencies such as the North Carolina Department of Transportation (NCDOT), and local governments including the City. Additionally, older development may not be engineered in accordance with current stormwater management best practices. This is particularly challenging in neighborhoods throughout City, where a significant number of currently-vacant parcels may be developed under property rights granted decades in the past prior to modern stormwater rules. While it is challenging to strengthen local regulations on development in North Carolina due to state law, such rules could be implemented on a per-lot basis to mitigate some

stormwater impacts through strategies such as capping the amount of impervious surface allowed on a lot, requiring the installation of stormwater infrastructure as part of development, or better protecting new construction through elevating the first finished floor of new residential construction.

To improve system function and resilience, the Plan recommends several overarching strategies: (1) establishing a formal Ditch Maintenance Program with routine inspection and cleanout; (2) acquiring permanent drainage easements where key ditches run across private property; (3) replacing aging or undersized pipes with properly sized cross-pipes designed to convey at least the 25-year storm event; and (4) coordinating with NCDOT where improvements intersect state rights-of-way. In addition to citywide measures, the report provides site-specific recommendations for more than 150 locations across Phases 1–7, ranked by severity.

Boiling Spring Lakes Dams

In 2018, during Hurricane Florence, southeastern North Carolina experienced severe flooding resulting from three consecutive days of heavy rain. The dams that maintained the City's namesake lakes failed, washing away several roads in the process. Local, state, and federal stakeholders have spent the intervening years working to rebuild this key infrastructure. The scale of the dam reconstruction project is significant, representing a financial obligation several times larger than the City's overall budget. However, significant state and federal financial resources have assisted with addressing these costs.

The reconstructed dams are being designed to meet current North Carolina dam safety standards, which require high hazard dams to safely pass floods resulting from the Probable Maximum Precipitation (PMP), which is the theoretically greatest amount of rainfall that could physically occur over a specific area and duration at a given location. Unlike recurrence interval storms such as the 100-year or



Dam reconstruction remains an ongoing project for the City.

500-year event, PMP represents the upper physical limit of precipitation and does not carry a statistical probability of occurrence. Meeting this standard requires substantially larger spillway capacity than the original dam infrastructure was designed to accommodate, contributing to the scale and cost of the reconstruction effort. Once complete, the rebuilt dams will provide a significantly higher level of flood protection for downstream areas, roads, and property than existed prior to Hurricane Florence.

TRANSPORTATION SYSTEMS

The City's location between the urbanizing areas of Wilmington and Myrtle Beach has resulted in increasing impacts from traffic due to substantial population growth. Some of the impacts can be viewed positively as certain commercial entities require heavy traffic volumes for their business model and strategically locate in areas that have larger traffic flows. Alternatively, these impacts are often viewed unfavorably by area residents due to increases in travel times. Some of the largest traffic volumes occur during the summer months when seasonal visitors and day-trip travelers find their way to nearby beaches.

The City of Boiling Spring Lakes is a member of the Cape Fear Rural Planning Organization (RPO) which includes portions of Brunswick, Columbus, and Pender Counties. RPOs are responsible for coordinating transportation efforts in non-urban areas. The RPO works with the NC Department of Transportation (NCDOT) in making transportation-related decisions for the region. With citizen input, the RPO is responsible for developing a transportation priority list to promote projects and programs with NCDOT and the Federal Highway Administration (FHWA). In North Carolina, the State assumes the major responsibility for financing and constructing highways and other primary roads that serve as major transportation corridors. Currently, the most significant transportation improvement project in the vicinity of Boiling Spring Lakes is the widening of NC Highway 211 from two to four lanes from NC Highway 87 to Midway Road. This project is projected to be completed in the summer of 2027. Additionally, safety improvements in the form of turning lanes at the intersection of N.C. Highway 87 and Fifty Lakes Drive have been completed to address safety concerns.

The City receives annual financial assistance from an NCDOT administered state aid program (the Powell Bill). Powell Bill funds

must be used for resurfacing streets within City limits or for maintaining, repairing, constructing, reconstructing or widening any street. The funds may also be used for planning, construction, and maintenance of bikeways, greenways, or sidewalks. These funds are divided among municipalities on the basis of population and eligible locally-owned road mileage. In 2025, Boiling Spring Lakes received \$407,721.95 in Powell Bill funds from the state based on its population size and 115.58 miles of locally maintained roadways.

The Cape Fear Memorial Bridge provides the main point of vehicular access between Brunswick County and the region's economic hub in Wilmington. The bridge is approaching its functional end of life, with periodic maintenance causing traffic bottlenecks and time-consuming detours. The State of North Carolina and regional entities continue to explore the best course of action to replace the bridge, with funding being a key sticking point. While proposals to institute tolling on the bridge have been brought forward to address budgetary needs, they remain unpopular with many within the region.



Source: Boiling Spring Lakes

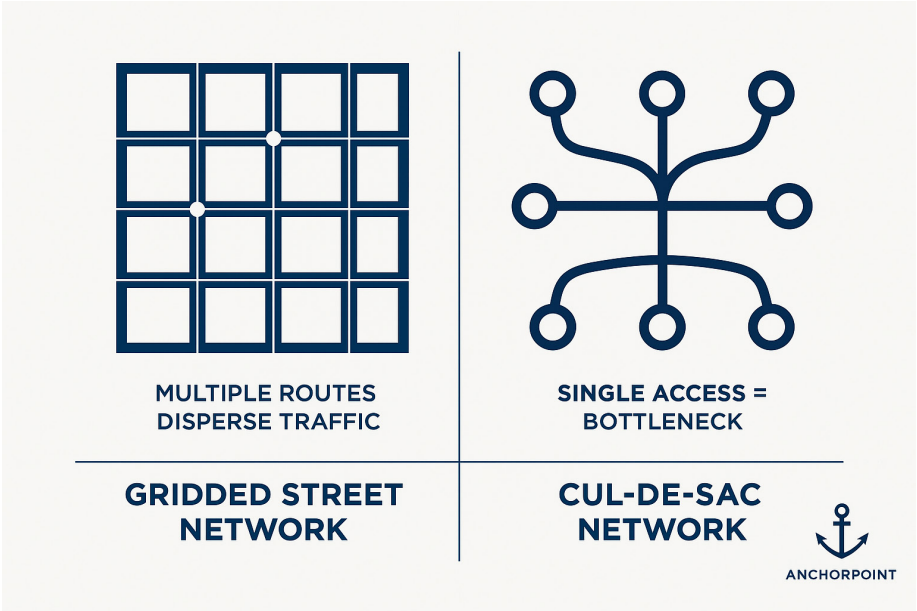
Traffic Counts

The annual traffic count used for planning purposes is called the Annual Average Daily Traffic Count (AADT). The AADT is the number of vehicles passing in both directions over a single point on a roadway over the course of a year divided by 365 days in a year. For example, if 50,000 vehicles pass a single point on the road in a year, the AADT is 137 vehicles per day ($50,000 / 365 = 137$). It must be noted that these annual traffic counts are averages, and certain peak season days produce traffic counts well in excess of the AADT count.

Seasonal traffic counts are of particular concern in the vicinity of Boiling Spring Lakes due to traffic to and from nearby beaches. However, in 2008, the NCDOT Traffic Survey Group suspended standalone seasonal traffic counts. As a result, only AADT counts are available. Peak volumes are included in the AADT, but are not available separately for comparison purposes.

Within Boiling Spring Lakes, the highest AADT counts are found on the segment of George II Highway (NC Highway 87) between East Boiling Spring Road and River Road (NC Highway 133), which had an AADT of 15,500 in 2024. The next highest counts are found on the segment of George II Highway between E. Boiling Spring Road and Wildwood Drive, which the NCDOT reports has an AADT of 12,000. Over the past several years, these two main segments have continued to see increases in traffic volumes. AADTs have 20% on the southern segment and 10% on the northern segment of George II Highway on the average day from counts taken in 2014. See Map 4.1 for more information.

Boiling Spring Lakes benefits from a well-connected, gridded street network that is uncommon among newer communities in southeastern North Carolina.



While many modern subdivisions rely heavily on cul-de-sacs and single-access entrances—design patterns that concentrate traffic, limit route choices, and create bottleneck conditions—the City’s historic grid provides multiple pathways for movement, disperses traffic naturally, and enhances overall system resilience. This traditional layout supports more efficient travel for residents, service providers, and emergency vehicles, while also reinforcing a sense of community cohesion across neighborhoods.

The City’s network also provides a valuable foundation for the future. As unpaved or unimproved roadway segments are upgraded over time, overall connectivity will continue to strengthen—making it easier to walk, bike, and drive between neighborhoods, parks, lakes, and civic destinations. A well-connected street system also supports better infrastructure planning, including stormwater routing, utility placement, and emergency response access. By maintaining and strategically improving this grid-based framework, Boiling Spring Lakes can continue to grow in a way that supports mobility, reduces congestion, and enhances quality of life for current and future residents.

Pavement Assessment

The City's 2020 Pavement Assessment and Management Plan provides a comprehensive evaluation of approximately 113 miles of municipal roadway, including paved, rocked, and unimproved streets. The assessment—based on NCDOT Pavement Management Unit criteria—assigned each roadway a Pavement Condition Index (PCI), revealing that 14% of roads were in “A” condition, 25% in “B,” 8% in “C,” and 53% in “D” (unpaved) at the time of the study. The document outlines key pavement distresses such as alligator cracking, rutting, raveling, and edge failures, and emphasizes the importance of preventive maintenance to extend pavement life and reduce long-term rehabilitation costs. Because the report dates to April 2020, it should be viewed as an aging baseline that illustrates historical needs and long-term maintenance philosophies rather than a current-condition inventory.

Although the plan was never formally adopted, it serves as a guidance document for assistance in determining paving schedules.

The Plan presents both 5-year and 25-year roadway management strategies, each designed to balance safety, asset preservation, and available funding. The 5-year plan prioritizes bringing the worst-performing Grade C roads to a manageable condition through targeted patching, crack sealing, and micro-surfacing, delaying more costly reconstruction. The 25-year plan proposes a sustainable, cyclical approach to resurfacing and preventive maintenance for all paved streets while acknowledging that full rehabilitation costs rise sharply as pavement deteriorates. The plan also identifies a sequence for paving rocked roads based on housing density, outlines annual Powell Bill and vehicle tax revenue assumptions, and provides corresponding cost estimates (all in 2020 dollars). While the City's transportation network has evolved since the report was completed, the Plan remains relevant for understanding typical pavement lifecycles, prioritization methods, and the relationship between road condition, budget limitations, and long-term infrastructure planning.

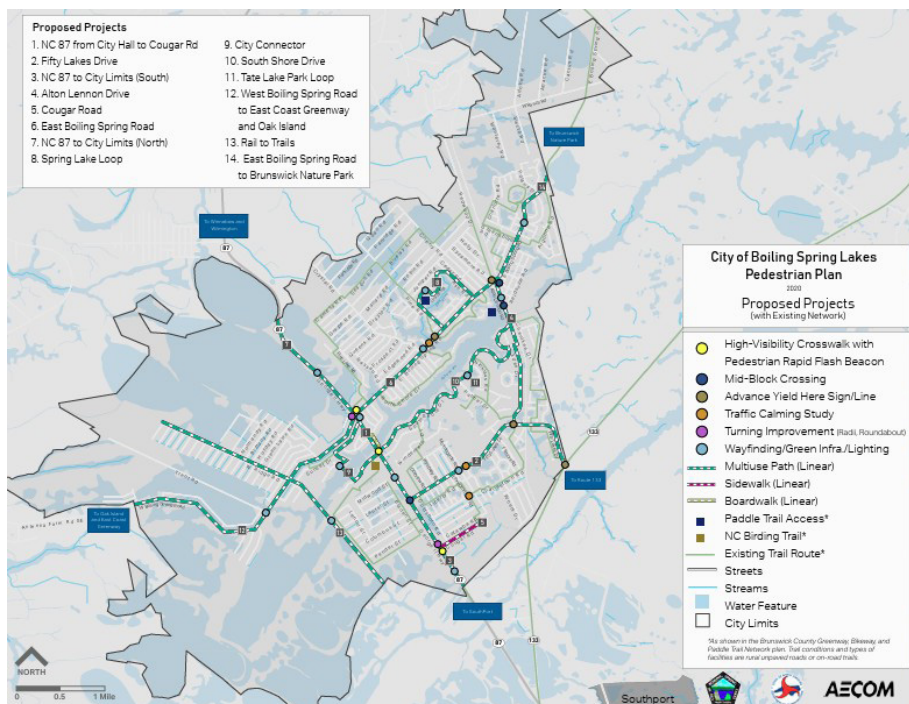
Bicycle And Pedestrian Facilities

Non-motorized transportation is increasingly important nationwide. Non-motorized transportation refers to alternative travel choices such as cycling or walking. While non-motorized transportation is often considered a leisure travel mode, it can also be utilized to travel from point A to B for utilitarian purposes. Residents have continued to express interest in expanding options for cycling and pedestrian travel in the City.

In 2020, the City adopted a Comprehensive Pedestrian Plan. The plan contained recommendations and action items for enhancing pedestrian facilities in key locations. The plan provides a comprehensive evaluation of existing pedestrian conditions and offers a long-range blueprint for improving multimodal safety, connectivity, resiliency, and quality of life throughout the community. Developed in partnership with NCDOT's Integrated Mobility Division, the Cape Fear RPO, and a local steering committee, the plan incorporates public input, existing conditions analysis, and a prioritized set of infrastructure and policy recommendations.

The Plan establishes a community vision centered on creating safe, attractive, and connected walking environments. Recurring themes throughout the planning process emphasized:

- Linking parks, lakes, civic facilities, and neighborhoods
- Providing safer crossings along NC 87
- Using multimodal transportation to reinforce the City's identity as a recreational and nature-oriented community
- Supporting the City Center area as a pedestrian-friendly activity node



The Plan proposes a phased, citywide pedestrian network composed of sidewalks, multiuse paths, improved crossings, wayfinding, and green infrastructure. Improvements are prioritized in three tiers based on safety, connectivity, feasibility, and public input. The highest priority items are provided below.

1. NC 87 from City Hall to Cougar Road – Multiuse path, crosswalks, boardwalk segments, lighting, and traffic-calming features
2. Fifty Lakes Drive – Multiuse path, signage, lighting, and traffic-calming study
3. NC 87 to City Limits (South) – Linear multiuse facility and wayfinding
4. Alton Lennon Drive – Multiuse path, crossings, and lighting improvements
5. Cougar Road – Sidewalks, improved crosswalks, and reduced turning radii

Overall, the Pedestrian Plan serves as a strategic companion to the Comprehensive Land Use Plan, providing guidance for future development decisions, infrastructure planning, and community programming. Its implementation—whether through policy updates, capital planning, or incremental projects—will help ensure that Boiling Spring Lakes continues to evolve as a safe, connected, and resilient community.

For more information on the plan, please find the full copy on the City's website.

EMERGENCY SERVICES

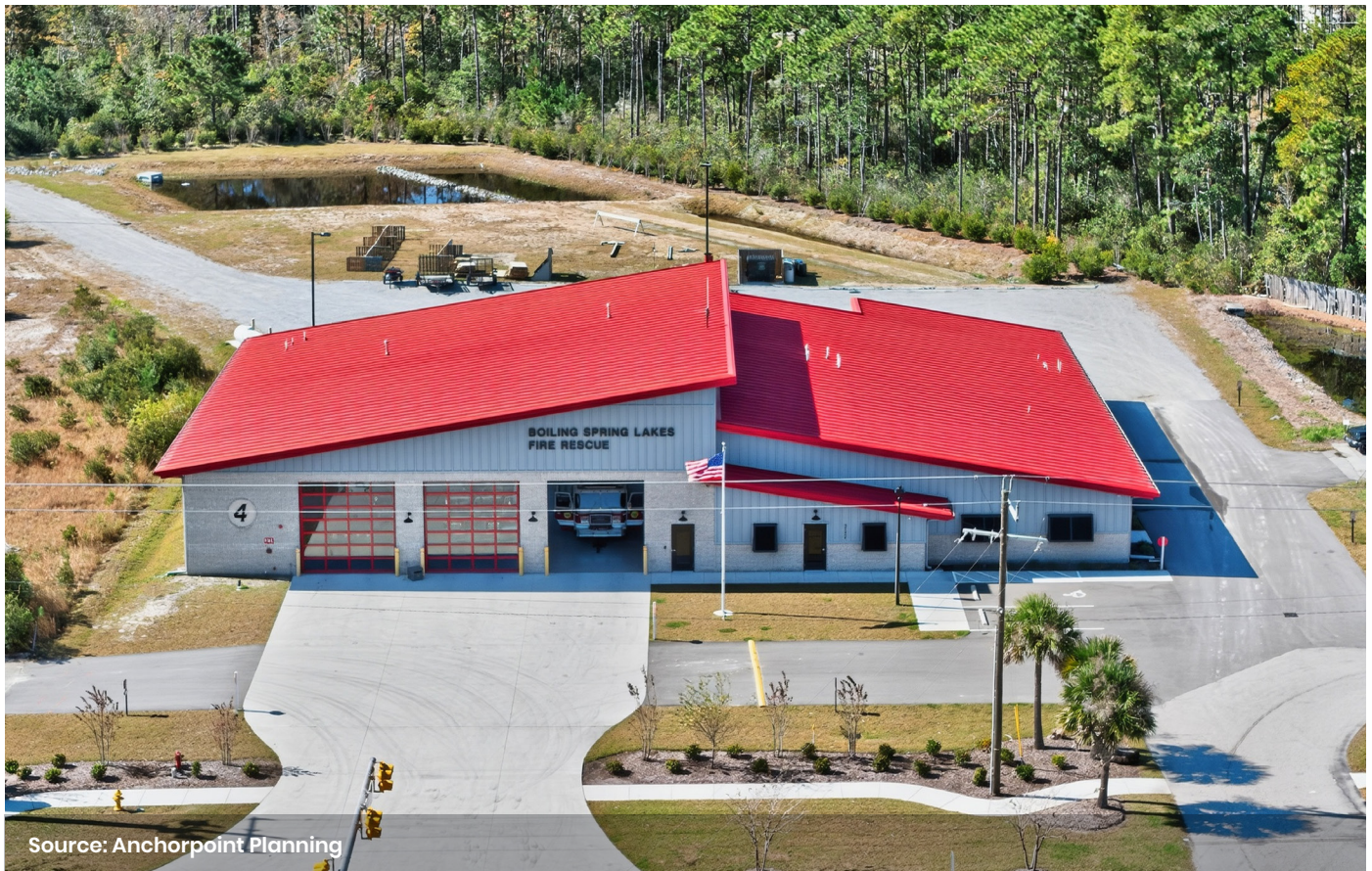
Emergency services for citizens of Boiling Spring Lakes are provided by a variety of different agencies:

- The private nonprofit Boiling Spring Lakes Fire Rescue provides firefighting services to the City and has three stations throughout the community.
- Emergency Medical Services (EMS) are provided by county government through Brunswick County EMS, which provides service across Brunswick County. EMS services in Boiling Spring Lakes are based out of EMS Base 5 in the City.
- Law enforcement services within the City are provided by the Boiling Spring Lakes Police Department, a function of municipal government.



Source: Anchorpoint Planning

Collectively, this cooperative framework of stakeholders is responsible for providing a responsive and well-coordinated network of emergency services that maintain community health and safety.



Source: Anchorpoint Planning

PARKS AND RECREATION FACILITIES

The City of Boiling Spring Lakes has seven public parks available to residents. Further, the City maintains a community center with fitness facilities as well as classes and recreational programs in addition to a nature trail, playground, and disc golf course on the community center grounds. See Map 4.2 for additional information.

Alton Lennon Park

This facility provides a picnic shelter with seating, bench swings, and restroom facilities. Previously-available aquatic amenities are currently unavailable as the City continues its recovery from Hurricane Florence.

Charles Schneiders Park

Recently renovated, this park includes a playground and swings in addition to a picnic shelter and a half-court basketball court.

Mirror Lake Park

Mirror Lake Park includes a bench swing, picnic table, swimming beach, and seasonally-available restroom facilities.

North Lake Park

In addition to water-based recreation that is still pending recovery from Hurricane Florence, the park includes bench swings and year-round restroom facilities.

Robert Muse Memorial Park

Redeveloped with help from a state grant, this facility includes a playground, pickleball and basketball courts, picnic shelters, a walking track, gaga ball pit, and foosball table.

Kinney Library and Senior Center

Located next to City Hall, residents can find the newly



renovated library and Senior Center. The center has programming such as yoga and other community events.

Seminole Lake Park

Seminole Lake Park includes a swing bench, swimming beach, and seasonally-available restrooms.

Spring Lake Park

In addition to swimming, this park includes picnic shelters, bench swings, picnic tables, and



restrooms. Additionally, the City hosts a number of programs at this location.

Community Center

The community center includes a fitness room with equipment, a variety of classes, instruction and serves as home base for many City recreational programs for youth, adult & senior adults. In addition, there is a playground and the Cougar Country Disc Golf Course.

The City continues to monitor the community's recreational needs and seek opportunities to respond with new and improved offerings. Additionally, Boiling Spring Lakes benefits from close proximity to nearby natural recreational opportunities along the coast.

CITY DEPARTMENTS – FUTURE NEEDS SUMMARY

The following departmental summaries are provided for informational and planning purposes only. They are intended to help identify trends, future service demands, and facility considerations as the City of Boiling Spring Lakes continues to grow. All decisions related to staffing levels, capital improvements, equipment purchases, and budget allocations fall solely under the authority and discretion of the Board of Commissioners. These summaries are not directives, but tools to help ensure the Comprehensive Land Use Plan reflects long-term needs across City services.

The information contained in these summaries was gathered directly from each department as part of the planning process. Department heads were asked to provide input on current operations, existing challenges, and anticipated needs based on projected growth. Understanding the capacity and limitations of existing services is essential to forecasting infrastructure demands and making informed land use decisions. The inclusion of departmental input does not constitute a commitment, recommendation, or obligation to fund any specific request. It is included so that the plan may account for potential service delivery considerations as the City's population and development patterns evolve.

Planning & Zoning Department

The Planning & Zoning Department oversees long-range planning, zoning administration, development review, permitting support, and code enforcement. It also prepares agendas, staff reports, and recommendations for the Planning Board, Board of Commissioners, and Board of Adjustment.

The Development Services Director currently oversees the department. Modernizing permitting and GIS systems is a high priority. Over the next 5–10 years, the department anticipates the need for additional positions—including Planner I & II, Planning Technician, and Zoning Technician—and a fully integrated software platform to support planning,

permitting, and code enforcement.

As growth continues, demand for development review, community engagement, and interagency coordination will increase. Particular attention is needed for coordination with NCDOT and the U.S. Fish & Wildlife Service, especially in areas impacted by endangered species regulations. The department has identified potential needs for updates to commercial zoning districts and completion of a City Center Master Plan.

Building Inspections & Permitting Department

The Building Inspections and Permitting Department plays a key role in maintaining building safety throughout the City through permit administration and timely inspections. The department is currently meeting its workload demands and has an experienced inspector with Level I certifications on staff.

As the City continues to grow, the department has identified opportunities to strengthen its capacity, including bringing on an additional inspector with Level II certifications and pursuing ongoing staff training. Anticipated commercial development may also call for Level III certifications and

expanded plan review capabilities. Updating the current permit software system has been identified as an opportunity to further improve efficiency and service delivery.

From a land use perspective, projected growth is expected to bring increased inspection volume and technical complexity, presenting an opportunity for the department to grow alongside the community. The department also notes growing interest in a wider range of housing options, such as apartments and duplexes, which may shape future permitting activity.



Parks & Recreation Department

The Parks & Recreation Department provides programs for seniors, youth, teens and families, manages community events, maintains parks, and operates fitness facilities. As the population grows, so will demand for recreation services, facilities, and staff.

Key challenges include limited public awareness of

programs and facility space constraints—even with the addition of a new building. Short-term priorities focus on staffing the senior center and expanding program offerings for working adults. Over the next decade, major recreational investments may be needed, including a community pool, indoor gymnasium, event space, stage for outdoor concerts, and waterfront amenities on the former golf course property.



Public Works Department

Public Works maintains City streets and rights-of-way, performs driveway evaluations and installations, supports parks maintenance, oversees buildings and grounds, and services the full fleet of City vehicles and equipment.

The department's administrative and operational facilities are overcrowded. Staffing levels have remained unchanged for more than two decades despite substantial growth, and the mechanic's workload is well beyond typical capacity. Equipment limitations—such as aging work trucks

and the need for an additional backhoe—also strain operations.

Short-term needs include additional equipment, replacement trucks, and office space. Long-term needs center on completing the proposed Public Works site expansion to support modern operations. As the City continues to expand its roadway network and facilities footprint, Public Works will require additional personnel and updated infrastructure to maintain service levels.



Stormwater Department

The Stormwater Department manages drainage infrastructure, flooding concerns, system maintenance, and stormwater-related engineering solutions. Its overarching goal is to improve the existing conveyance system so that it can reliably move water through the City and reduce flooding impacts.

The most significant current challenge is the condition of the citywide stormwater system, which requires extensive rehabilitation to meet modern standards. Over the next decade, additional

staffing and equipment will be necessary to support system upgrades, maintenance, and ongoing inspection needs.

As development increases impervious surfaces and stormwater runoff, timely upgrades to conveyance infrastructure will be essential. The department emphasizes that stormwater improvements will require strategic planning and sustained financial investment.

Police Department

The Police Department provides 24-hour law enforcement, crime prevention, emergency response, ordinance enforcement, and community engagement. Its mission is to protect life and property, maintain public order, and ensure constitutional policing.

The department recently relocated to a new facility, representing a significant investment in the City's public safety infrastructure. The facility also functions as a secondary Emergency Operations Center, underscoring its importance to the City's overall emergency preparedness. Based on population growth trends, the City should anticipate the potential need for additional sworn personnel to maintain recommended service

levels as the community expands.

The department has identified several near-term opportunities to strengthen operations, including competitive compensation to improve recruitment and retention, and upgraded technology such as communications systems, body cameras, in-car cameras, and data management tools. Over the next decade, continued growth may support expanded training opportunities, specialized units, and accreditation efforts. The department also notes the importance of a long-term capital improvement strategy to ensure facilities, equipment, and technology infrastructure keep pace with the City's growth and evolving public safety demands.

PROJECTED NEEDS ACROSS CITY DEPARTMENTS

AS BOILING SPRING LAKES GROWS



Planning & Zoning

Hire Administrator, Planner, Technicians



Building Inspections & Permitting

Add Inspector with Level II Certifications



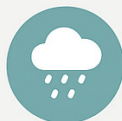
Parks & Recreation

Community Pool, Event Center, Indoor Gym



Public Works

Additional Backhoe and Work Trucks



Stormwater

System Rehabilitation and Upgrades

COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES

City policies in this chapter relate to community facilities and services. Two CAMA management topics are covered in the policy section herein: Infrastructure Carrying Capacity and Public Access. It should be noted that these topic areas are developed as part of the Division of Coastal Management's 7B Land Use Planning Guidelines. In addition, transportation and recreation goals and policies are provided.

Refer to Appendix A for Definitions of action words contained within the policy section.

Infrastructure Carrying Capacity

Goal 4.1: Ensure that public infrastructure systems are sized, located, and managed to provide service to residents and businesses and so the quality and productivity of Areas of Environmental Concern (AECs) and other fragile areas are protected or restored.

Objective 4.1: Ensure that the location and capacity of public infrastructure systems are consistent with the City's growth and development goals.

Policy 4.1.A: **Water and Wastewater System Planning:** The City supports efforts by Brunswick County Public Utilities to monitor population growth, development patterns, and system capacity to ensure utility service continues to meet City needs.

Policy 4.1.B: **Mandatory Utility Connections:** New development along existing water or wastewater lines at the time of development shall be required to connect to public utilities.

Policy 4.1.C: **Stormwater Regulations:** The City shall minimize stormwater runoff from new development as practical by continued enforcement of its stormwater control regulations, and through coordination with other relevant stakeholders.

Recommended Action 4.1.C.1:

Continue considering opportunities to amend the City's regulations to ensure proper stormwater management in new development, including regulations addressing the stormwater impact of single lots (e.g., impervious surface maximums, first finished floor minimums).

Recommended Action 4.1.C.2:

Continue monitoring development of existing parcels for opportunities to minimize stormwater impacts from new ground disturbance and impervious surfaces.

Policy 4.1.D: **Dam Reconstruction:** The City shall continue to utilize all available and reasonable avenues to finalize the reconstruction of the community's dams and recoup costs where possible.

Policy 4.1.E: **Collaboration with Neighboring Communities:** In times of emergency, the City shall assist neighboring jurisdictions when possible.

Policy 4.1.F: Capital Improvement Planning: The City shall continue to utilize capital improvement planning as a tool to identify and prepare for needed capital expenditures.

Recommended Action 4.1.F.1:

Continue to monitor and respond to municipal staffing and technological needs that may fluctuate in parallel with capital needs.

Policy 4.1.G: Environmental Preservation: All City efforts to improve infrastructure carrying capacity shall be carried out in a manner that minimizes impacts to fragile areas to the extent practical.

Transportation

Goal 4.2: Coordinate transportation improvements in accordance with development to ensure roadways are safe for all users, while providing an appropriate level of service.

Objective 4.2: Support activities that reduce traffic congestion and safety problems while enhancing facilities for non-motorized users.

Policy 4.2.A: Driveway Management: The City encourages the NC Department of Transportation and developers to alleviate traffic congestion on primary roadway thoroughfares by managing the number, design standard, and location of driveway access points for commercial, multi-family, or other large developments.

Policy 4.2.B: Street Design: The City encourages planned developments to consider street design best practices that maximize usability for all modes, safety, aesthetics, connectivity, and stormwater management.

Policy 4.2.C: Regional Coordination: Ensure the City's transportation needs are adequately addressed through the Cape Fear RPO. In addition, the City supports coordination with area local governments to construct facilities that have a positive local and regional impact on the transportation network's functionality and safety.

Recommended Action 4.2.C.1:

Consider opportunities to partner with the Cape Fear RPO to develop seasonal traffic counts at one or more key locations to better estimate peak season traffic impacts on the City.

Policy 4.2.D: Alternative Transportation for Recreation: The City encourages alternative means of transportation to reduce traffic and provide recreational opportunities for residents and visitors.

Policy 4.2.E: Bicycle and Pedestrian Transportation: The City encourages all projects to consider pedestrians and cyclists for inclusion in all road construction, reconstruction, or maintenance projects.

Recommended Action 4.2.E.1:

Consider opportunities to implement and update existing City mobility plans.

Policy 4.2.F: Pavement Asset Management: The City supports the implementation of a long-term pavement management approach that prioritizes preventive maintenance, preserves roadway quality, and reduces lifecycle rehabilitation costs.

Recommended Action 4.F.1:

Utilize pavement condition data and updated field assessments to guide annual road maintenance programming and capital improvement planning.

Recommended Action 4.F.2:

Consider periodic re-evaluation of pavement conditions (every 4–5 years) to ensure maintenance decisions are based on current roadway performance.

Policy 4.2.G: Prioritization of Critical Road Segments: The City supports a prioritization framework for resurfacing and rehabilitation that considers traffic volume, connectivity to public facilities, emergency access, and neighborhood function.

Recommended Action 4.2.G.1:

Continue prioritizing improvements to roadways serving schools, parks, emergency routes, and major community facilities.

Recommended Action 4.2.G.2:

Evaluate rocky and unpaved roads for paving priority based on housing density, land use patterns, and long-term network value.

Policy 4.2.H: Developer Responsibility for Road Improvements: When development occurs on lots adjacent to an unpaved or unimproved public right-of-way, the City supports requiring the developer to construct or upgrade the roadway to City standards when such improvements are necessary to provide safe, reliable access and to ensure adequate emergency service, public safety, and infrastructure function.

Recommended Action 4.2.H.1:

Consider amendments to the City's UDO or develop street specifications to clearly require that developers construct, pave, or otherwise improve unimproved public rights-of-way that are needed to serve their development.

Public Access

- Goal 4.3:** Maximize public access to the public trust waters of the coastal region for residents and visitors.
- Objective 4.3:** Implement policies and recommendations that assure satisfactory access to public trust waters for all City residents, businesses, and visitors.
- Policy 4.3.A:** **Support for State and Federal Access Programs:** The City supports the use of state and federal resources, in addition to local funds, to develop additional public access.
- Policy 4.3.B:** **Public Water Access Amenities:** The City shall monitor opportunities to reestablish public water access within the community as dam reconstruction projects are completed.
- Policy 4.3.C:** **Preservation of Existing Public Access:** The City should not approve any development activity that would cause an existing public access site to become permanently unusable without adequate and immediate replacement with an equal and similarly located public access site.

Parks And Recreation

- Goal 4.4:** Maximize the City's capability to provide recreational facilities and opportunities to serve current and future City residents and visitors.
- Objective 4.4:** Ensure adequate, appropriately located parks, recreation, and open spaces are available to serve the needs of City residents.
- Policy 4.4.A:** **City Recreational Amenities:** The City shall continue to monitor the use of its park facilities to identify ongoing needs and maximize their utility for recreation and building community.
- Recommended Action 4.4.A.1:**
Consider opportunities to work with the State of North Carolina to utilize state-owned natural areas for recreational purposes.
- Recommended Action 4.4.A.2:**
Consider opportunities to acquire land adjacent to existing recreational facilities to expand their footprint while leveraging existing assets.
- Policy 4.4.B:** **Parks and Recreation Master Plan:** The City shall consider opportunities to implement, and possibly update, its 2018-2023 Parks, Recreation & Open Space Master Plan.
- Policy 4.4.C:** **Recreational Programming:** The City supports the continued expansion of recreational programming for residents.

Recommended Action 4.4.C.1:

Consider opportunities to collaborate with nearby jurisdictions and agencies to jointly provide recreational programming for the benefit of City residents.

Policy 4.4.D: Recreation Facility Expansion and Long-Term Planning: The City supports long-term evaluation of major recreation needs, including multi-use facilities, aquatic amenities, and development of the former golf course property.

Recommended Action 4.D.1:

Assess community demand for large-scale recreational amenities such as pools, indoor gymnasiums, or event spaces as population growth continues.

Municipal Operations & Community Services

Goal 4.5: Ensure that municipal departments, public facilities, and community services can effectively meet the needs of a growing population while supporting high-quality development, public safety, and overall quality of life.

Objective 4.5: Coordinate land use decisions, growth management strategies, and capital planning efforts with the operational needs of City departments to support efficient, responsive service delivery.

Policy 4.5.A: Planning & Development Services Capacity: The City supports efforts to modernize and improve planning, zoning, permitting, and GIS systems to enhance development review, public transparency, and long-range planning effectiveness.

Recommended Action 4.5.A.1:

Evaluate opportunities to implement integrated permitting and planning software to improve coordination among Planning, Inspections, and Code Enforcement.

Recommended Action 4.5.A.2:

Periodically review staffing needs in development-related departments to ensure timely customer service and regulatory compliance.

Policy 4.5.B: Building Safety and Inspection Services: The City supports maintaining a safe built environment through timely inspections, adequate certification levels, and a permitting process capable of addressing increasingly complex development.

Recommended Action 4.5.B.1:

Monitor inspection volumes annually to determine whether additional inspector certifications or plan review capabilities are warranted.

Recommended Action 4.5.B.2:

Continue exploring upgrades to permitting software to improve efficiency and transparency for residents and contractors.

Policy 4.5.C: **Public Works Operational Readiness:** The City supports long-range planning for Public Works facilities, equipment, and staffing to ensure streets, rights-of-way, buildings, parks, fleet, and public grounds are maintained effectively as the community grows.

Recommended Action 4.5.C.1:

Periodically evaluate Public Works facility needs, including office space, equipment storage, and fleet capacity, to ensure long-term operational efficiency.

Recommended Action 4.5.C.2:

Coordinate development review with Public Works to ensure new projects consider access needs, maintenance impacts, and life-cycle service demands.

Policy 4.5.D: **Stormwater System Resilience & Management:** The City supports strategic, long-term improvements to its stormwater system to mitigate flooding, maintain conveyance capacity, and support resilient development practices.

Recommended Action 4.5.D.1:

Identify priority areas for stormwater infrastructure upgrades based on flooding trends, public concerns, and system condition assessments.

Recommended Action 4.5.D.2:

Support continued training opportunities for stormwater staff to maintain best practices in drainage management, erosion control, and conveyance system maintenance.

Policy 4.5.E: **Public Safety Facilities and Technology:** The City supports efforts to maintain and improve police facilities, technology, and operational capacity to ensure effective public safety services as the population grows.

Recommended Action 4.5.E.1:

Periodically evaluate facility needs—including Emergency Operations Center functions—to ensure adequate space, security, and operational readiness.

Recommended Action 4.5.E.2:

Monitor advancements in public safety technology, including communications systems, body-worn cameras, and data management tools, and consider opportunities to incorporate new systems as needed.

Policy 4.5.F: **Interdepartmental Coordination:** The City supports improved coordination among all departments to ensure efficient service delivery, especially for development review, capital planning, and emergency response.

Recommended Action 4.5.F.1:

Encourage regular cross-department communication on development proposals, large projects, and emerging service needs.

Recommended Action 4.5.F.2:

Explore opportunities for shared digital platforms to enhance communication and project tracking among City departments.

Policy 4.5.G: **Community Outreach and Program Awareness:** The City supports efforts to expand public awareness of municipal programs, services, and recreational opportunities to better serve residents of all ages and backgrounds.

Recommended Action 4.5.G.1:

Evaluate opportunities to diversify outreach tools—including non-digital formats—to inform residents about programs, permitting processes, and recreational offerings.

Recommended Action 4.5.G.2:

Continue seeking opportunities to expand evening and alternative-hour programming to meet the needs of working families.

City of Boiling Spring Lakes



Legend

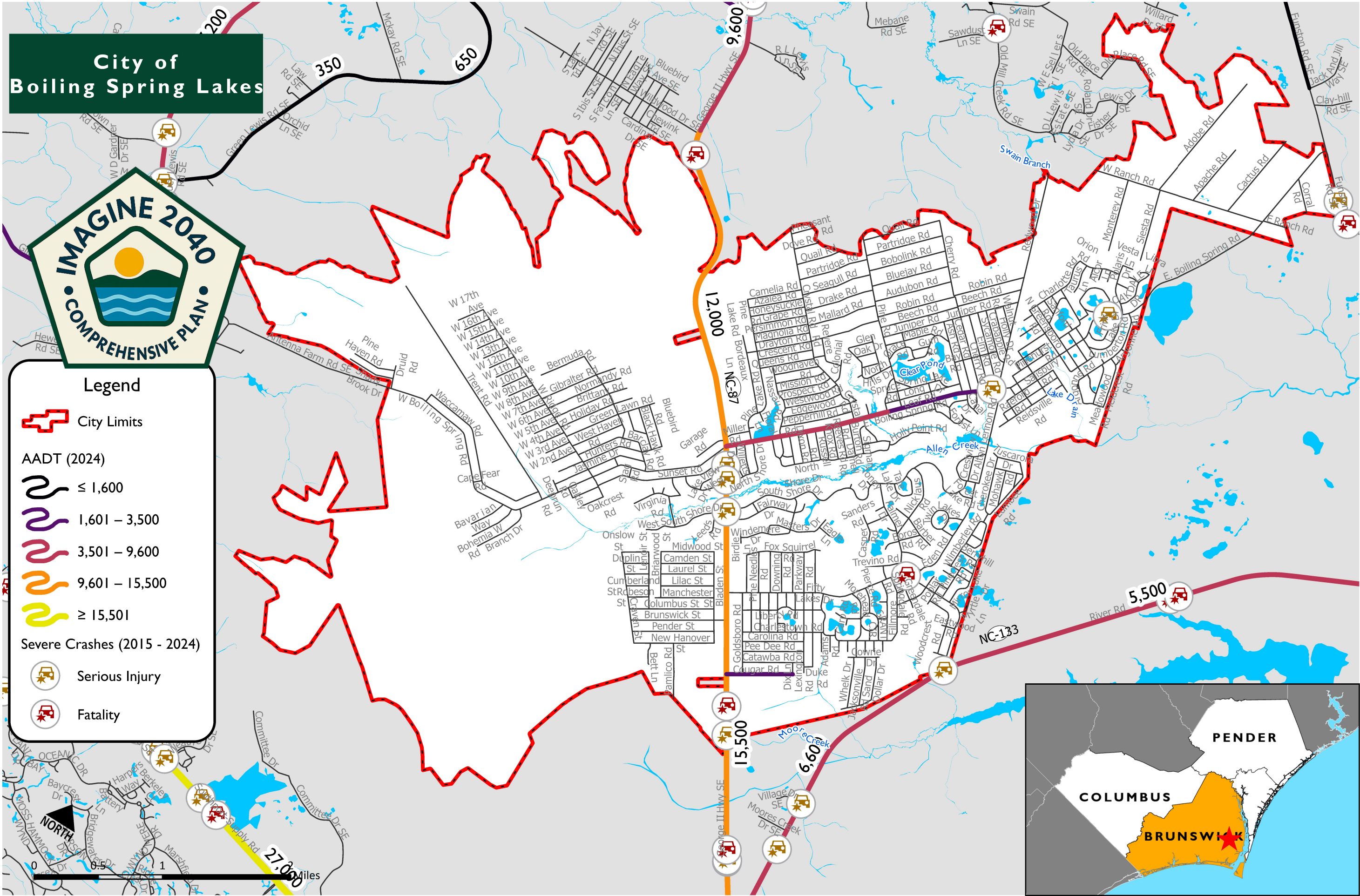
City Limits

AADT (2024)

- ≤ 1,600
- 1,601 – 3,500
- 3,501 – 9,600
- 9,601 – 15,500
- ≥ 15,501

Severe Crashes (2015 - 2024)

- Serious Injury
- Fatality



Map 4.1 Traffic Counts & Crashes

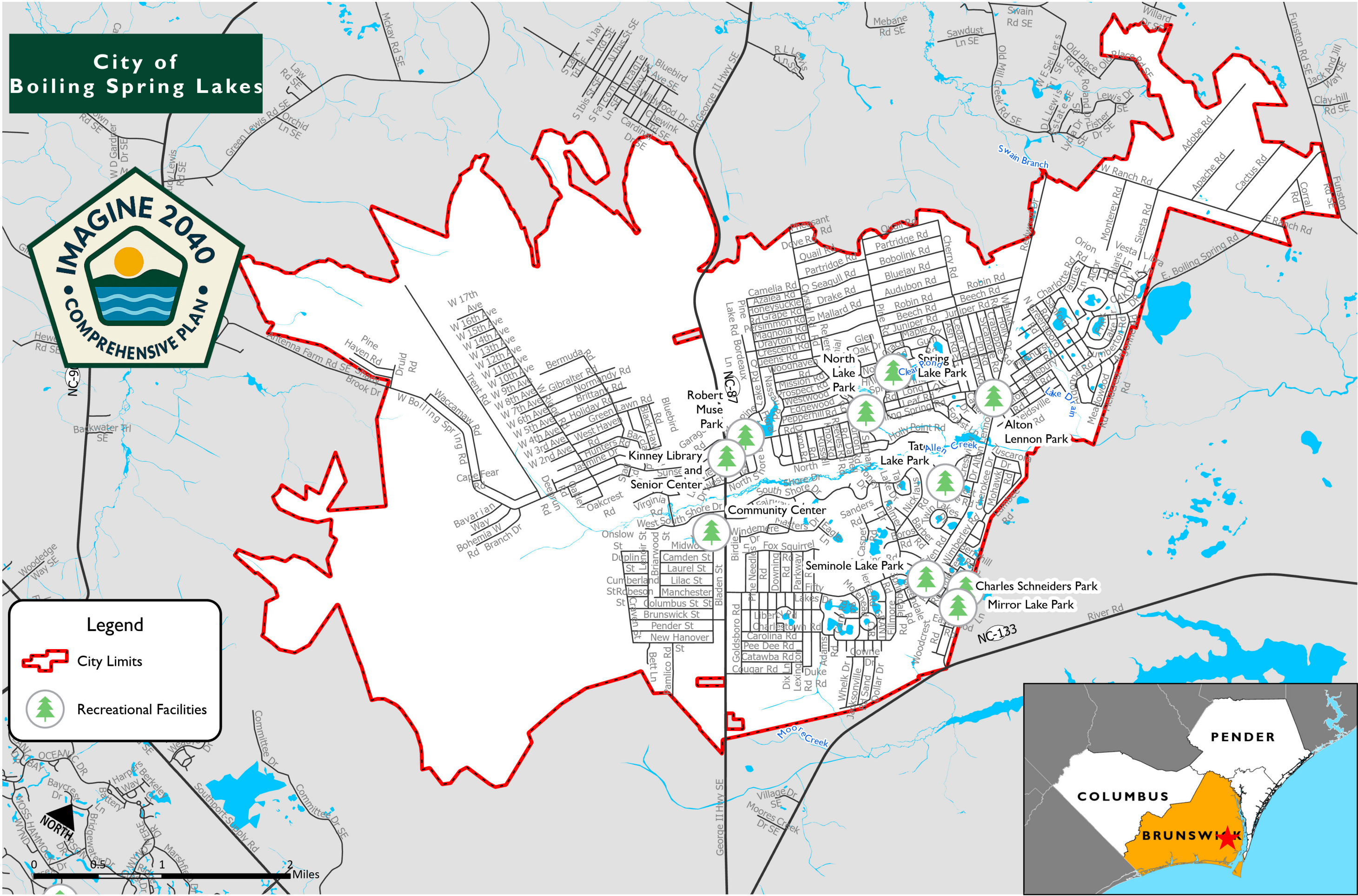
City of
Boiling Spring Lakes



Legend

City Limits

Recreational Facilities



Map 4.2 Recreational Facilities

CHAPTER 5:

LAND USE AND GROWTH MANAGEMENT

This chapter outlines existing development patterns in the City of Boiling Spring Lakes planning jurisdiction and further classifies what is on the ground today. In addition, the chapter provides a brief build-out analysis and delineation of available vacant land in the planning jurisdiction. To conclude, the future land use map and narrative outline desired growth patterns and guidance for land use decisions over the next ten to twenty years. Goals, policies, and recommended actions are provided relating to land use and development at the end of the chapter.

EXISTING LAND USE ANALYSIS

This section provides the local elected officials, appointed boards, citizens and local staff with an overview of existing land use patterns in the planning jurisdiction. An assessment of these patterns, and the identification of available areas for development, can help forecasting where, what type, and how much development may occur in the future.

This section will also assist in identifying current and potential land use conflicts, such as residential uses in close proximity to environmentally sensitive areas or intense commercial areas. In addition, vacant land where new development is expected and areas where in-fill or redevelopment is feasible and/or desirable will be identified. The information in this section will also assist in establishing the City's Future Land Use Map.

Source of Existing Land Use Analysis and Map

The Existing Land Use Map (Map 5.1) and table were created using Brunswick County Tax Records and aerial photography.

Land Uses Identified in the Planning Jurisdiction

The existing land uses in the planning jurisdiction include:

- Residential – residential dwellings, including manufactured housing.
- Commercial – nonresidential uses such as service stations and storage facilities.
- Office & Institutional – general office buildings and institutional uses, including government buildings.
- Recreation & Open Space – parks, playgrounds, public areas and land subject to conservation easements.
- Vacant – unimproved lands.

EXISTING LAND USE IN THE PLANNING JURISDICTION

The Existing Land Use Table (Table 5.1) provides a breakdown of the planning jurisdiction by each particular land use category. The land use classifications are summarized by the acreage in each respective use class within City limits.

TABLE 5.1: Existing Land Use in the Planning Jurisdiction
Source: Brunswick County GIS, Brunswick County Tax Records

Existing Land Use (ELU) by Type	Planning Jurisdiction	
	Acres	Percent Acreage
Residential	1,634.54	11.45%
Commercial	60.72	0.43%
Office & Institutional	93.77	0.66%
Recreation & Open Space	7,042.77	49.31%
Vacant	5,448.85	38.15%
Total	14,280.65	100.00%

The City’s existing land use pattern provides a snapshot of how land within the planning jurisdiction is currently occupied. This analysis serves as a critical foundation for understanding development trends and informing future land use decisions. Table 5.1 reflects the updated allocation of land uses across the City’s corporate limits.

Residential housing such as traditionally-built single family homes, modular homes, and manufactured housing occupies approximately 11.5% of all land within the jurisdiction, reflecting a residential base that utilizes approximately ten times as much land as the commercial establishments that serve it. While other communities in the region may have a larger proportion of their land already developed into residential uses, Boiling Spring Lakes has unique challenges limiting the rate of development as discussed in this plan.

The commercial and office/institutional land use categories, representing retail and commercial development in addition to institutional uses such as schools, comprise just over 1% of property within the community. This figure represents the City’s

proximity to other nearby commercial services while also providing an opportunity for future growth on undeveloped commercially zoned property within the City’s jurisdiction.

Nearly half of the community’s land use can be classified as recreation and open space, while almost 40% is identified as vacant in county tax records. The high proportion of land in one of these two classifications is reflective of the natural amenities and hazards in the community, such as waters and wetlands, soils that are unsuitable for septic tanks, and endangered species. The 2020 Sewer Master Plan identified 4,621 developable parcels that could be served by a planned low-pressure sewer collection system; the availability of centralized wastewater service will be a primary factor in determining how much of this vacant land transitions to active use over the planning horizon.

When compared with other similarly-sized jurisdictions in North Carolina and the broader southern U.S., the land use distribution in Boiling Spring Lakes reflects the geographic realities of the City, namely the unique environmental features

that have impacted the amount and type of development that has occurred in the community.

As the City’s needs evolve, maintaining a balanced land use pattern will be essential to preserving the City’s character while considering development or redevelopment proposals. This includes ensuring

compatibility between land uses, preserving open space, and strategically focusing more intensive uses—such as multi-family and commercial development—near existing infrastructure and away from lower density single-family residential uses or sensitive habitats.

BUILD-OUT ANALYSIS

Based on a schematic analysis of vacant land by zoning district, it is possible that within the corporate limits of Boiling Spring Lakes, an additional 5,816 dwelling units could be constructed within the residential zoning districts at build-out based on the City’s current regulations. To establish the estimate, the total available vacant acreage was reduced by 30% to accommodate roads and infrastructure that would not be occupied by dwelling units. Map 5.3 displays vacant land by zoning district.

TABLE 5.2: Vacant Land by Residential Zoning District
Source: Anchorpoint Planning, Brunswick County Tax Records

Residential Zoning District	Acres	Potential Housing Units
R-1 single-family residential district	477.55	1,111
R-2 single-family residential district	827.75	2,119
R-3 single-family residential district	350.50	763
R-3A single-family residential district	19.01	51
R-4 single-family/duplex residential district	7.05	25
R-5 single-family residential district	346.12	851
R-6 rural residential district	2,492.45	296
PRD planned residential development district	107.75	600
Total	4,628.18	5,816

The significant amount of developable vacant land can be attributed in large part to lots that were platted prior to modern development regulations. Many of these lots have soils unsuitable for septic systems, making them effectively undevelopable without access to centralized wastewater service. The 2020 Boiling Spring Lakes Sewer Master Plan identifies 4,621 remaining developable parcels that could be served by the planned low-pressure collection system. However, the existing transmission system can accommodate

only approximately 555 additional residential connections without upgrades. With Phase 1 transmission improvements, including pump station upgrades and a new northern regional pump station, capacity would increase to approximately 2,538 additional connections. Full transmission buildout would support up to 4,247 additional dwelling units. Accordingly, the pace and pattern of residential growth in Boiling Spring Lakes will be shaped significantly by the timing and phasing of sewer infrastructure investment.

Assuming an average household size of 1.8 persons per household (based on recent U.S. Census data for the City), this translates to a potential population increase of approximately 10,500 people at full residential build-out.

- City Build-Out:
 - o Potential Housing Units: 5,816
 - o Estimated Population: 5,816 units × 1.8 persons = 10,469 people

This projected growth represents the theoretical capacity of the City's jurisdiction based on current zoning. It should be noted that this analysis does not account for any increases in density above those permitted within the current zoning districts.

Given proposals in the North Carolina General Assembly to modify zoning authority to encourage additional housing units, coupled with the ability of a developer to propose more dense projects, the total number of housing units constructed at build-out may be much higher. For perspective, to keep pace with the construction boom during the COVID-19 era (see data discussed in Chapter 2), approximately 3,750 total new housing units would be built over the next 30 years. Notably, not all property may be fully built out as currently zoned due to infrastructure or environmental constraints, the 175 parcels excluded from the sewer service area for wetlands and threatened species habitat being one such example.

FUTURE LAND USE

The Future Land Use Classification Map is created to provide guidance for zoning and land use decisions. In the City of Boiling Spring Lakes, the Future Land Use Classification Map (Map 5.4) largely resembles the Official Zoning Map and the existing land use pattern in the City's planning jurisdiction. The map visually depicts the City's long range land use and development goals to be implemented by the City. The map is intended to show the community's planned future growth patterns in distinct areas (i.e. the "future land use classification areas") within the City's planning jurisdiction. The map also shows the planned future boundaries of those respective areas to ensure that incompatible uses or types of development do not encroach.

The Future Land Use Classification Guidelines provide the desired land uses and development characteristics for each respective area, as well as the intensity and density goals for each area. While the Future Land Use Classification Map and Guidelines establish goals and policy direction for various areas in the City's planning jurisdiction, it is the City's Official Zoning Map and Unified Development Ordinance that codify the actual regulations within the planning jurisdiction.

Future Land Use Classification Guidelines

This section defines the future land use classification guidelines for the City. The future land use classification includes nine (9) land use categories. North Carolina General Statutes require that all rezoning decisions and ordinance amendments be reviewed for consistency with the City's Land Use Plan, including a statement by the Planning Board and Board of Commissioners as to whether the amendment is or is not consistent with the Land Use Plan.

Each future land use category includes a description, desired uses, and desired residential density. The following narrative outlines the key desired development guidelines for each individual future land use classification area depicted on the Future Land Use Classification Map.

Implementation

To implement the guidelines outlined in this chapter, ordinance amendments should be considered where the future land use classification description differs from the requirements of the Unified Development Ordinance. It is important to remember that the Future Land Use Map and category descriptions are not regulatory in nature

and are to be used as a tool for revising existing development standards and guiding zoning-related decisions. The Land Use Plan does not require that these changes be made, but rather offers guidance in the event that there is a desire to revise development regulations.

How to Use the Future Land Use Map and Guidelines

Upon adoption of this plan, the Planning Board, Board of Commissioners, and citizens of the City should reference this chapter in reviewing land use and development related decisions and policy implementation. The Future Land Use Classification Map should be amended if significant changes occur or are proposed to occur. This will aid in consistency with changes to the City's Official Zoning Map.

Each future land use classification (note: "classification" and "category" are used interchangeably throughout this chapter) contained in this chapter is described with a short narrative and supporting development guidelines. The color that identifies that future land use category on the Future Land Use Classification Map is also provided on the page containing the narrative and development guidelines.



Pocosin Landscape

Source: Anchorpoint Planning

Conservation

This land use category includes: state-owned conservation lands, flood hazard areas, and significant concentrations of wetlands. These lands serve as resources for the public at large through environmental education opportunities,

natural aesthetic qualities, and as important cultural resources. Development is strongly discouraged within this future land use category, with a maximum residential density of 0.2 dwelling units per acre.



Conservation

Appropriate Uses:

- Low-impact outdoor recreation
- Preserved open space
- Forestry and agriculture

Inappropriate Uses:

- Non-residential development
- Multi-family development
- Dense single-family development

Density: A maximum of 0.2 dwelling units per acre (one unit per five acres).

Recreation

The Recreation future land use category is intended to preserve future public and private recreation/open space lands. Recreation lands such as golf course fairways and the City parks and recreation facilities should be preserved for use by future generations. In order to protect property values and enhance quality of life, these lands should be protected from future development. If private

recreational facilities such as golf courses are no longer commercially viable, then a transition to public open space and/or preservation of these lands should be pursued. Options should be explored through a public/private partnership with the City. Pervious or unpaved surface parking should be encouraged in this future land use category to limit stormwater runoff.



Source: Anchorpoint Planning



Source: Anchorpoint Planning



Source: Anchorpoint Planning

Recreation

Appropriate Uses:

- Preserved open space
- Active and passive recreation facilities

Inappropriate Uses:

- Non-residential development
- Residential development

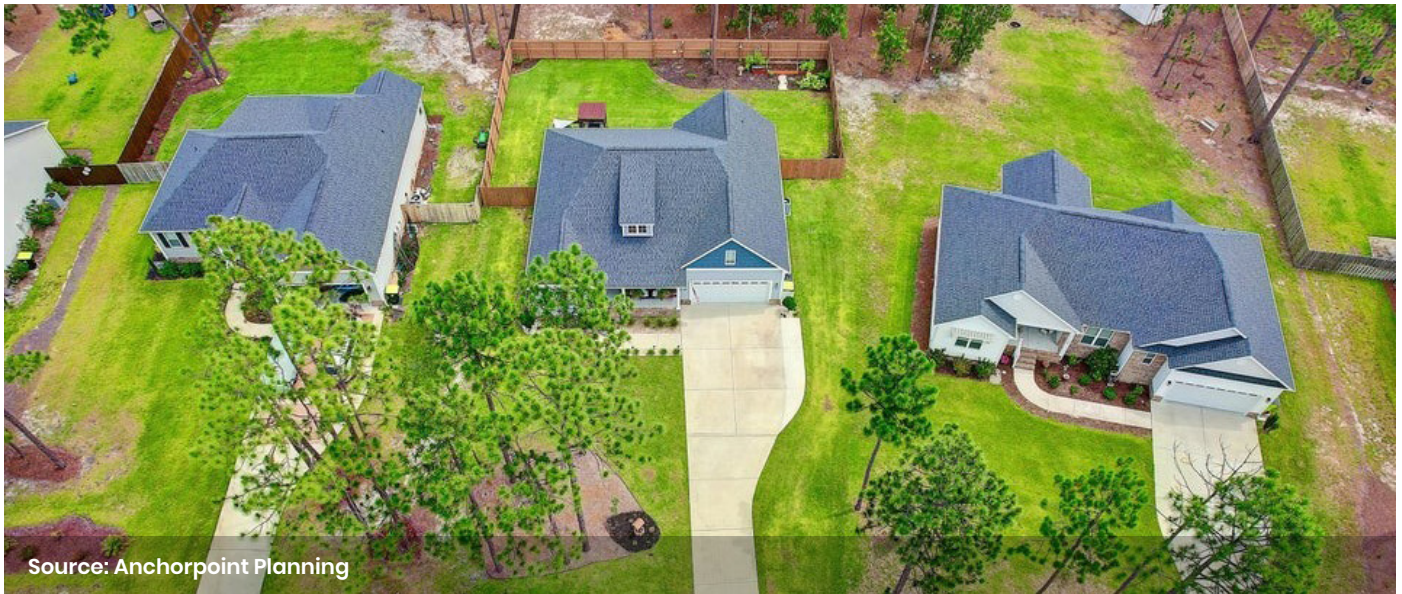
Density: N/A

Residential

The Residential future land use category generally reflects the existing pattern of single-family development within the City. Future parks and recreation areas may be located in areas with this classification, in addition to educational institutions, with residential densities determined by zoning. Constraints to development, such as septic suitability, the presence of endangered species, wetlands, and floodplains, may impact the development potential of specific parcels. In the future, additional wastewater capacity may also impact the ability of certain sites to be developed.

Duplexes and other flexible residential use types, such as townhomes or cottage-style housing,

may be considered when included as part of a planned development with a minimum collective site area of 25 acres. Planned developments incorporating higher-density residential uses shall provide appropriate transitions and buffers between the development and adjacent lower-density single-family areas, which may include landscaped setbacks, natural vegetation, open space, or graduated building heights. Planned developments of this nature shall also address traffic mitigation such as turn lanes, internal street connectivity, and access management; and incorporate stormwater enhancements beyond minimum regulatory requirements to offset the impacts of increased impervious surface.



Residential

Appropriate Uses:

- Single-family residential
- Recreation, parks, and open space
- Institutional & education uses with limited traffic generation
- Duplexes and other flexible residential types when part of a planned development (minimum 25 acres)

Inappropriate Uses:

- Commercial
- Retail
- Standalone duplex and multi-family residential outside of a planned development

Density: 2.8 dwelling units per acre or less for single-family development. Planned developments incorporating duplexes or other flexible housing types may propose densities above 2.8 dwelling units per acre with appropriate supplemental standards, buffers, and conditions not to exceed 4.0 units an acre.

Mixed Residential

The Mixed Residential future land use category is intended to accommodate a range of housing types with flexible lot sizes and site design. While primarily single-family in character, this classification allows for creative subdivision layouts, clustered development, and a variety of housing forms including smaller lot single-family homes, cottage courts, duplexes, and multi-family dwellings. Development within this category should be designed to preserve natural features and open space while providing housing options at a range of price points. Developments should incorporate connected street patterns, sidewalks, and common open space. Compatibility with adjoining residential neighborhoods is a priority, and transitions in density and building scale should be provided where this classification borders lower-density residential areas.



Source: Anchorpoint Planning



Source: Anchorpoint Planning

Mixed Residential

Appropriate Uses:

- Single-family residential with flexible lot sizes
- Duplexes and cottage-style housing
- Clustered residential development with preserved open space
- Recreation, parks, and institutional uses with limited traffic generation

Inappropriate Uses:

- Commercial or retail uses
- Industrial or warehouse uses
- Manufactured housing

Density: Up to 4.0 dwelling units per acre, though developers may propose higher density projects through a planned development process alongside appropriate supplemental standards and conditions.



Source: Anchorpoint Planning

Commercial

The Commercial future land use category identifies commercially-zoned portions of Boiling Spring Lakes close to the edges of the City's jurisdiction where auto-oriented strip development may be more appropriate than in areas closer to the City Center. More intense commercial uses requiring larger parking areas and stormwater infrastructure are permitted in this land use category.

Lower intensity commercial uses such as small offices and boutiques are also appropriate. Manufacturing operations, detached single-family residences, and residential subdivisions are not appropriate. Upper story residential uses above ground-floor commercial may be considered in this district, though the primary character and use of this category should be reserved for commercial purposes.



Commercial

Appropriate Uses:

- High intensity commercial, office, and institutional establishments
- Big box retail, such as grocery stores and building supply stores
- Upper story residential above ground-floor commercial

Inappropriate Uses:

- Industrial uses
- Standalone residential uses & duplexes
- Standalone multi-family residential developments

Density: Upper story residential only; 20 dwelling units per acre or less where residential is incorporated above commercial uses.

Commercial Service

The Commercial Service future land use category is intended to provide areas for service-oriented commercial uses that support the needs of residents and the building trades. Typical uses include contractor offices, building trade shops, equipment rental and sales, self-storage facilities, flex space, and similar establishments. Development within this category should be designed to minimize visual impacts on adjacent properties through landscaping, screening, and appropriate building materials.

Outdoor storage of materials and equipment should be screened from public rights-of-way and neighboring properties. Water and sewer service should be required for development within this land use category. Access management and internal

circulation should be designed to accommodate larger vehicles and equipment commonly associated with these uses.



Source: Anchorpoint Planning



Source: Anchorpoint Planning



Source: Anchorpoint Planning

Commercial Service

Appropriate Uses:

- Contractor offices and building trade shops
- Self-storage facilities
- Flex space and light assembly
- Equipment rental and sales

Inappropriate Uses:

- Residential uses
- Heavy manufacturing or processing
- Big box retail

Density: N/A. Residential uses are not appropriate in this land use category.

Commerce and Industry

The Commerce and Industry future land use category is intended to accommodate larger-scale commercial operations, warehousing, distribution, and light industrial uses that require significant building footprints, outdoor storage, and heavy vehicle access. These uses generate employment opportunities and contribute to the local tax base. Development within this category should be located with convenient access to major transportation corridors and should be buffered from residential neighborhoods through landscaping, setbacks, and transitional land uses. Water and sewer service shall be required. Site design should address stormwater management, noise attenuation, and visual screening. Building design should incorporate quality materials on facades visible from public rights-of-way.

Commerce and Industry

Appropriate Uses:

- Warehousing and distribution facilities
- Light manufacturing and assembly
- Large-format commercial and wholesale establishments
- Contractor yards and heavy equipment storage

Inappropriate Uses:

- Residential uses
- Retail establishments under 10,000 square feet
- Schools, daycares, and similar sensitive uses

Density: N/A. Residential uses are not appropriate in this land use category.



Commercial Mixed Use

This future land use category provides access to retail, office, and multi-family residential uses. These land uses are primarily accessed by the automobile. Street trees, internal circulation patterns, sidewalks, and bicycle facilities should be provided for this land use category. The preferred land use mix is primarily commercial/retail and office with multifamily residential uses and vertical and horizontal mixed use development. Development within this category should provide ample landscaping and street trees to present an inviting environment to travelers passing through the City. The most important component of this land use category is the range of uses permitted. More intense commercial uses requiring larger lots sizes, parking area, and stormwater infrastructure are permitted in this land use category.

Big box buildings, such as department stores, variety stores, warehouse retail centers, grocery stores, furniture outlets, and similar buildings shall be designed such that the exterior façade has the appearance of several smaller, human scale, buildings through the use of vertical treatments and elements that break up the horizontal wall.

Internal circulation patterns should create street-like spaces lined with on-street angled or parallel parking and parking areas should connect to adjoining sites. Sidewalks should connect all buildings within the site and to adjoining sites. Sidewalks should have street trees and pedestrian lighting.



Commercial Mixed Use

Appropriate Uses:

- Most commercial, retail, office, & institutional uses
- Multi-family residential
- Planned unit developments

Inappropriate Uses:

- Single-family residential uses & duplexes
- Industrial uses

Density: 20 dwelling units per acre or less, though developers may propose higher density projects alongside appropriate supplemental standards and conditions.

City Center

This future land use category should provide a concentration of commercial, service, institutional, and residential uses that will serve both residents of Boiling Spring Lakes and the county. The land use category should contain a mix of high intensity, pedestrian oriented uses compatibly designed and arranged around development nodes on each side of NC 87. The future land use classification is intended to promote social activity and the cultural value of the City Center. Commercial, retail, and a vertical mixture of uses is preferred. Shared and reduced parking standards should be encouraged in this future land use category. Standalone multi-family residential development should be discouraged from fronting on NC 87 in this land use category.

Development within this land use category should be designed according to an integrated land use pattern with a focus on human scale architectural design features. Buildings should be constructed from a limited range of high-quality materials that create a cohesive design. Building facades should be composed of windows and doors that provide maximum transparency for the pedestrian. Blank walls should be discouraged. Surface parking lots should be heavily shaded and landscaped. Stormwater infrastructure should be located behind buildings or incorporated into the design of the development as an amenity. Brick, stone, stucco, and tinted, textured, or polished masonry units are the preferred building materials.





City Center

Appropriate Uses:

- Light impact commercial/retail uses that encourage pedestrian activity.
- Office & institutional
- Upper story residential

Inappropriate Uses:

- Standalone residential development
- Multi-family residential development with frontage on NC 87
- Industrial uses

Density: 14 to 20 dwelling units per acre, though developers may propose higher density projects alongside appropriate supplemental standards and conditions.

GOALS, OBJECTIVES, AND POLICIES

Introduction

The City has established a set of land use and development related policies to act as guidelines during any official decision making process. These policies and goals provide citizens, property owners, and developers with a predictability of official actions. City policies in this chapter relate to land use and growth management. One CAMA management topic is covered in the policy section herein: Land Use Compatibility.

It should be noted that these topic areas are developed as part of the Division of Coastal Management's 7B Land Use Planning Guidelines.

Refer to Appendix A for Definitions of action words contained within the policy section.

Land Use Compatibility

Goal 5.1: Ensure that development and use of resources or preservation of land balances protection of natural resources with economic development and growth management, avoids risks to public health, safety, and welfare.

Objective 5.1: To provide policies with clear direction to assist local decision making and consistency findings for zoning, divisions of land, and public and private projects. The City desires to balance the protection of natural resources and fragile areas while actively supporting and managing desired development opportunities.

Policy 5.1.A: **Development Compliance:** All development shall adhere to the City's development regulations set forth in the Unified Development Ordinance.

Recommended Action 5.1.A.1:

Continue to monitor changes in state enabling legislation and professional best practices to ensure local regulations comply with applicable statutes and development trends.

Policy 5.1.B: **Land Use Plan Consistency:** The City generally requires that any official land use and development related actions (e.g. re-zonings, text amendments, and special use permits) remain consistent with the policies adopted in this plan and any other applicable plan. Any actions that are inconsistent with such plans shall require a statement from the Planning Board and Board of Commissioners approving such decisions, as to the conditions taken into account in amending the development ordinances to meet the development needs of the community, and why the action was reasonable and in the public interest.

- Policy 5.1.C:** **Land Use Plan Review:** The City should initiate review of the goals, policies, and contents of this plan when warranted based on significant changes in development patterns.
- Recommended Action 5.1.C.1:**
Update the Land Use Plan every 5–7 years to address changing dynamics, population growth, economic development, and housing needs.
- Policy 5.1.D:** **Compatible Development:** The City supports new commercial and mixed-use development that does not conflict with surrounding neighborhoods and limit traffic, noise, and light impacts on existing residential uses.
- Policy 5.1.E:** **Residential Development:** The City shall review proposals for additional residential development based on community needs. Due consideration shall be given to environmental impacts, infrastructure, and consistency with City policies and existing development.
- Recommended Action 5.1.E.1:**
On an ongoing basis, continue to consider trends in residential development to ensure local regulations are maintaining the desired balance of high-quality housing and a diversity of housing types to meet local needs.
- Policy 5.1.F:** **Multifamily Development:** The City shall cautiously consider proposals for multifamily development in designated and appropriate areas to ensure compatibility with surrounding land uses, environmental features, and infrastructure capacity.
- Policy 5.1.G:** **Manufactured Housing:** The City shall provide areas for manufactured housing development where such uses are already established. Manufactured housing serves as an important component of the City’s affordable housing supply, providing attainable homeownership opportunities for a range of income levels.
- Policy 5.1.H:** **Industrial Development:** The City generally encourages light industry where minimal impacts of noise, light, dust, and debris will impact neighboring property owners. For future industrial uses, water and sewer service shall be required.
- Policy 5.1.I:** **Commercial Development:** The City supports growth of commercial services which reinforces the community’s residential character and protects the environment, while enhancing growth opportunities along the NC 87 corridor.
- Policy 5.1.J:** **Flexible Development Review:** The City supports the use of tools such as conditional zoning and planned unit developments to review development proposals, which allow for flexibility in design and remove limits to minimum living area requirements and lot sizes, while encouraging clustering and preservation of natural areas.
- Policy 5.1.K:** **Environmental Resources:** The City discourages development which encroaches on natural heritage and/or conservation areas.

Policy 5.1.L: **Development Constraints:** The City supports efforts to educate property owners and real estate interests regarding constraints to development on specific parcels, including soils that are unsuitable for septic tanks and the strict standards of development in Special Flood Hazard Areas.

Policy 5.1.M: **Coordinating Development with Infrastructure:** The City supports coordinating proposed development with infrastructure improvements to ensure they complement and enhance each other.

Policy 5.1.N: **Targeted Commercial Development:** The City shall actively pursue and potentially incentivize commercial development that provides essential goods and services to residents, reduces the need for out-of-town travel, and strengthens the local tax base. Priority should be given to attracting neighborhood-serving retail, professional services, and employment-generating businesses along the NC 87 corridor and within designated commercial and mixed-use future land use areas.

Recommended Action 5.1.N.1:

Develop an economic development strategic plan that identifies target industries and businesses suited to the City's market area, including an analysis of retail leakage and unmet consumer demand.

Recommended Action 5.1.N.2:

Coordinate with Brunswick County Economic Development, the NC Department of Commerce, and regional partners to market available commercial sites within the City and pursue state and federal grant programs that support business recruitment and retention.

Policy 5.1.O: **City Center Development:** The City shall support the establishment and growth of a central activity district that provides a walkable mix of civic, commercial, and residential uses consistent with the City Center future land use classification. The City Center should serve as the primary gathering place and identity anchor for Boiling Spring Lakes, offering a concentration of community services, public spaces, and locally-oriented businesses.

Recommended Action 5.1.O.1:

Commission a City Center Master Plan that includes conceptual site plans, urban design guidelines, streetscape standards, and a phased implementation strategy with cost estimates for public improvements.

Recommended Action 5.1.O.2:

Explore the establishment of a Municipal Service District or Tax Increment Financing district within the City Center area to fund public improvements such as streetscaping, sidewalks, public parking, and utility extensions that support private investment.

Recommended Action 5.1.O.3:

Adopt City Center zoning standards that establish appropriate building setbacks, height allowances, parking requirements, and architectural guidelines to create a pedestrian-friendly environment that encourages private investment while maintaining community character.

Policy 5.1.P: **Grocery and Neighborhood Retail:** The City recognizes that convenient access to grocery and fresh food options is a desired community amenity that would enhance quality of life for residents. The City supports efforts to attract grocery and neighborhood retail to the community, including identifying suitable sites, engaging potential operators, and considering incentives or partnerships that may help bring these services to Boiling Spring Lakes.

Recommended Action 5.1.P.1:

Prepare a grocery feasibility and market study to quantify local demand, identify potential sites, and develop a recruitment package for grocery operators that includes demographic data, traffic counts, and growth projections.

Recommended Action 5.1.P.2:

Consider offering site-specific incentives for grocery development, including infrastructure improvements, land assembly assistance, utility connection cost-sharing, or property tax abatement within the framework authorized by North Carolina law.

Policy 5.1.Q: **Business and Economic Development:** The City recognizes that a healthy commercial tax base is essential to funding public services, reducing the property tax burden on residential property owners, and providing local employment opportunities. To that end, the City supports making economic development a core function of local government and taking deliberate steps to create an environment that is attractive to business investment and job creation.

Recommended Action 5.1.Q.1:

Designate a staff position or contract for economic development services to serve as a point of contact for prospective businesses and to coordinate business recruitment, retention, and expansion efforts.

Recommended Action 5.1.Q.2:

Evaluate the City's Unified Development Ordinance for barriers to commercial development, and amend standards where appropriate to encourage desired commercial uses while maintaining community character.

Recommended Action 5.1.Q.3:

Develop and maintain an inventory of available commercial and industrial properties, including site characteristics, utility availability, and zoning status, and make this information readily accessible to prospective businesses and site selectors.

Policy 5.1.R: **Sewer Extension and Induced Growth Management:** The City supports planning and phasing sewer extensions consistent with the 2020 Sewer Master Plan’s two-phase approach, directing service to areas designated for higher-intensity development on the Future Land Use Classification Map while protecting environmentally sensitive areas and ensuring that induced growth does not exceed the capacity of public facilities and services. Sewer extension priorities and phasing should be evaluated on an annual basis to reflect current infrastructure capacity, development trends, and evolving regulatory requirements.

Recommended Action 5.1.R.1:

Implement the phased collection and transmission improvements outlined in the 2020 Sewer Master Plan, prioritizing service to commercial, mixed-use, and higher-density residential areas. Use the Master Plan’s cost framework to guide capital improvement programming and evaluate funding mechanisms such as special assessment districts. The City should actively pursue grant funding and low-interest financing opportunities to offset infrastructure costs, including programs administered through the NC Department of Environmental Quality, the Clean Water State Revolving Fund, and USDA Rural Development funding programs. A dedicated strategy for identifying, applying for, and managing grant opportunities should be developed to ensure the City is competitively positioned as funding cycles become available.

Recommended Action 5.1.R.2:

Prior to approving sewer extensions beyond areas identified in the Master Plan, require an induced growth analysis evaluating impacts on traffic, stormwater, environmental resources, and public service capacity. Monitor development approvals against the Master Plan’s capacity thresholds.

Recommended Action 5.1.R.3:

Establish a sewer allocation policy that prioritizes capacity for commercial, institutional, and employment-generating uses within designated growth areas, and encourage connection to the public sewer system for new development where feasible to reduce reliance on septic systems.

Recommended Action 5.1.R.4:

Coordinate sewer extension planning with Brunswick County’s regional wastewater system, particularly regarding the NC 211 force main corridor and the West Brunswick Regional Water Reclamation Facility, and pursue interlocal agreements to address shared infrastructure costs and capacity allocations.

City of
Boiling Spring Lakes

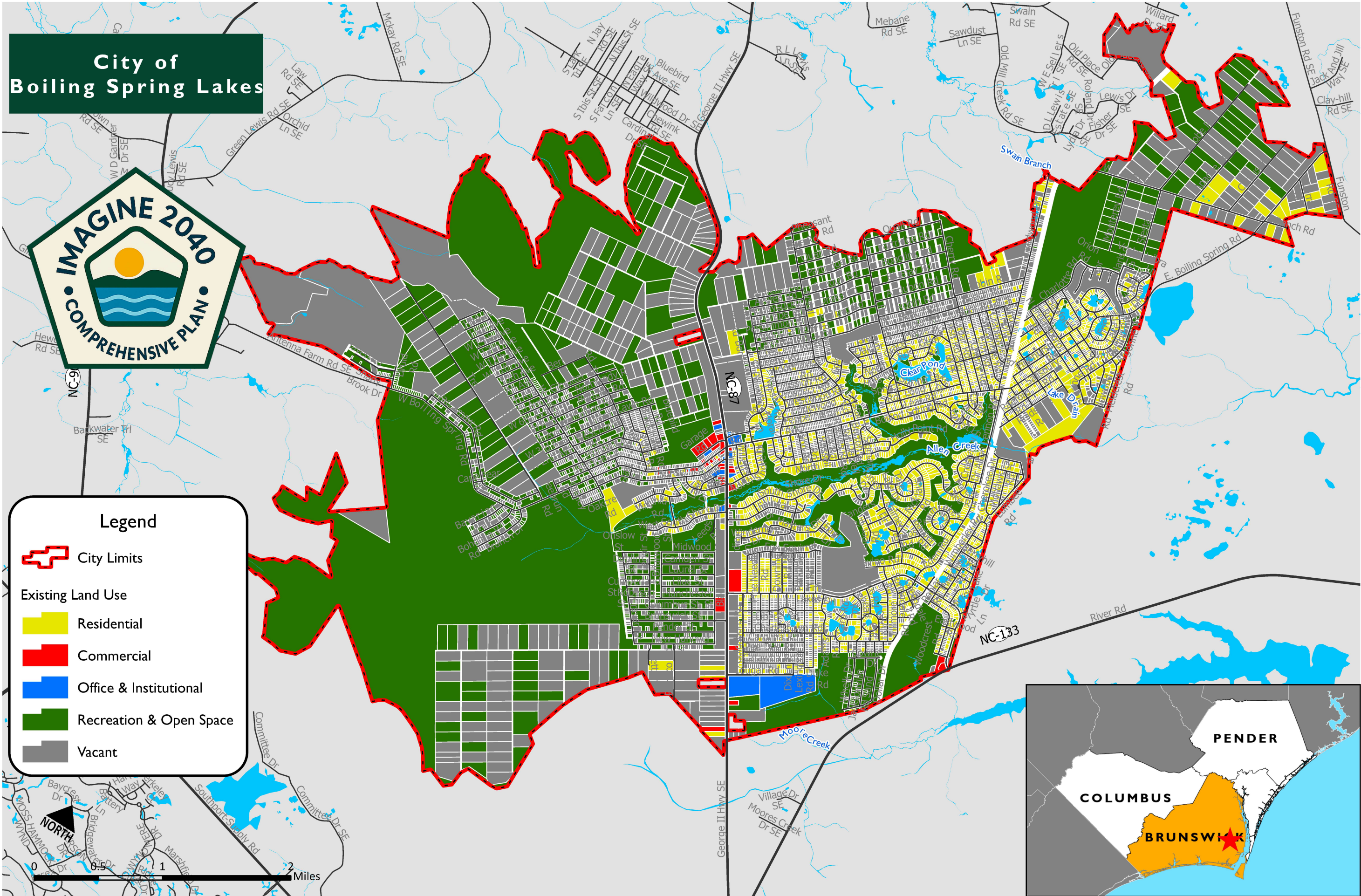


Legend

 City Limits

Existing Land Use

-  Residential
-  Commercial
-  Office & Institutional
-  Recreation & Open Space
-  Vacant



Map 5.1 Existing Land Use

City of
Boiling Spring Lakes



Legend

City Limits

Zoning Districts

R-1

R-2

R-3

R-3A

R-4

R-6

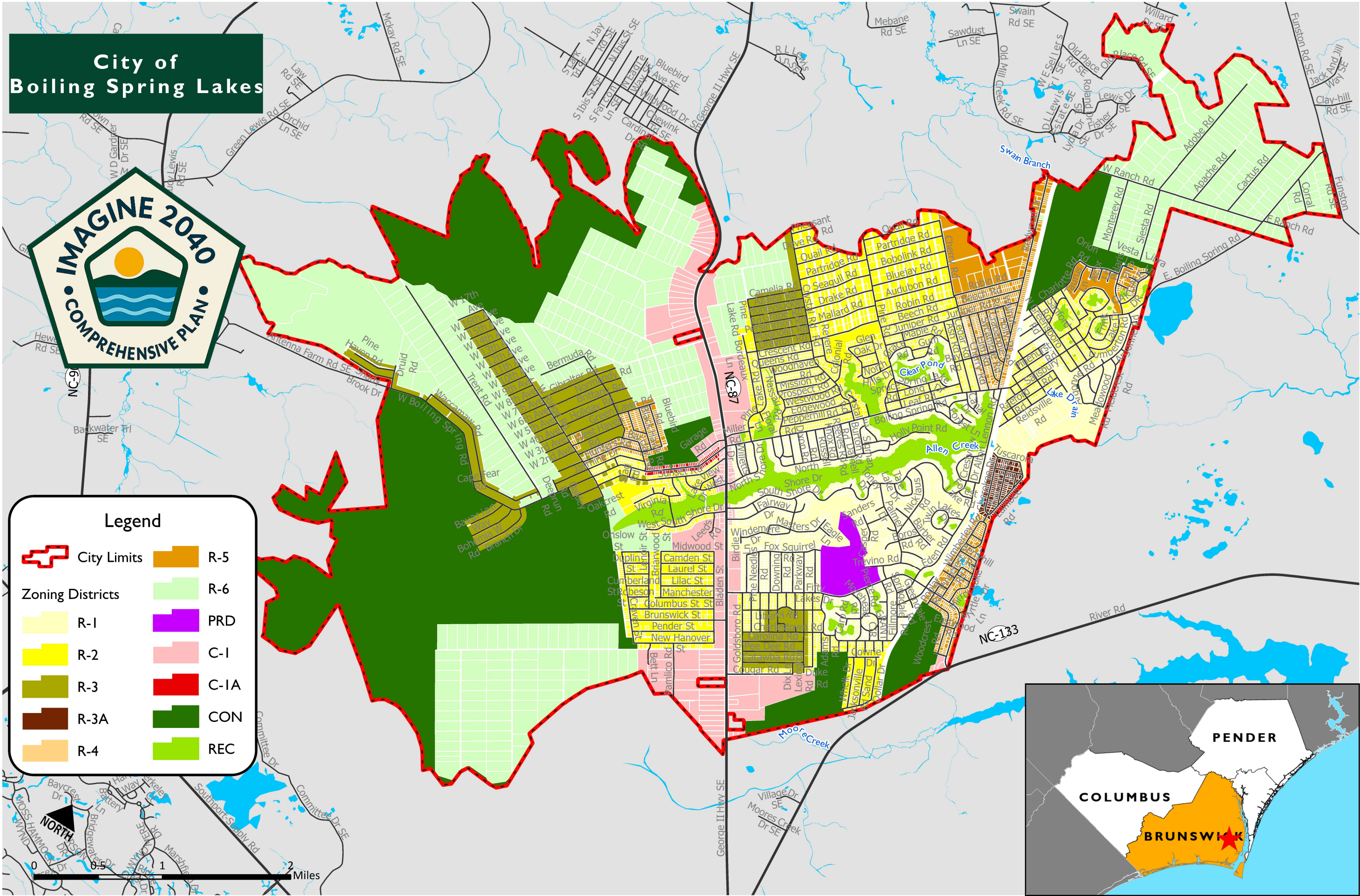
PRD

C-1

C-1A

CON

REC



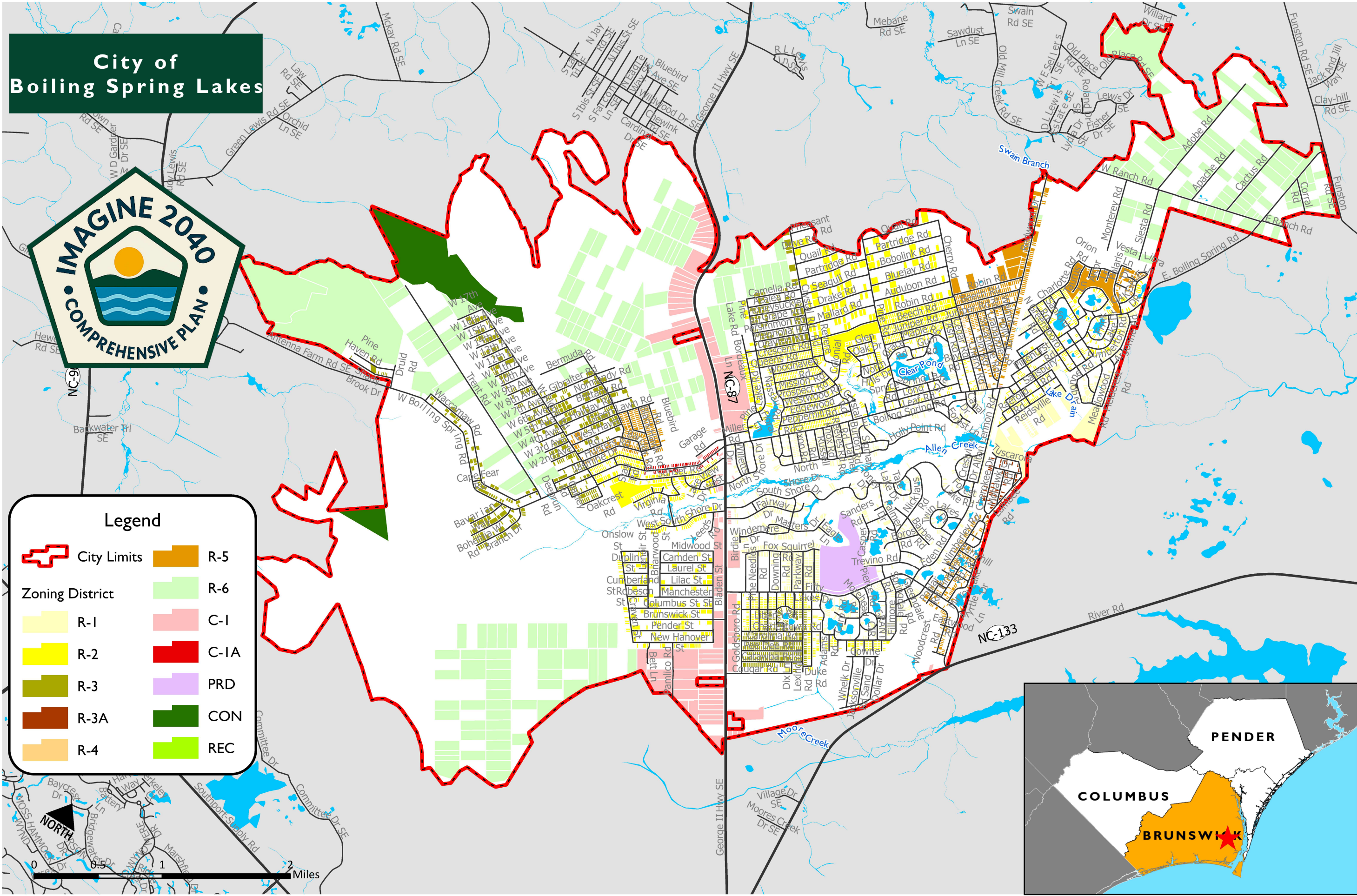
Map 5.2 Zoning Map

City of
Boiling Spring Lakes



Legend

City Limits	R-5
Zoning District	R-6
R-1	C-1
R-2	C-1A
R-3	PRD
R-3A	CON
R-4	REC



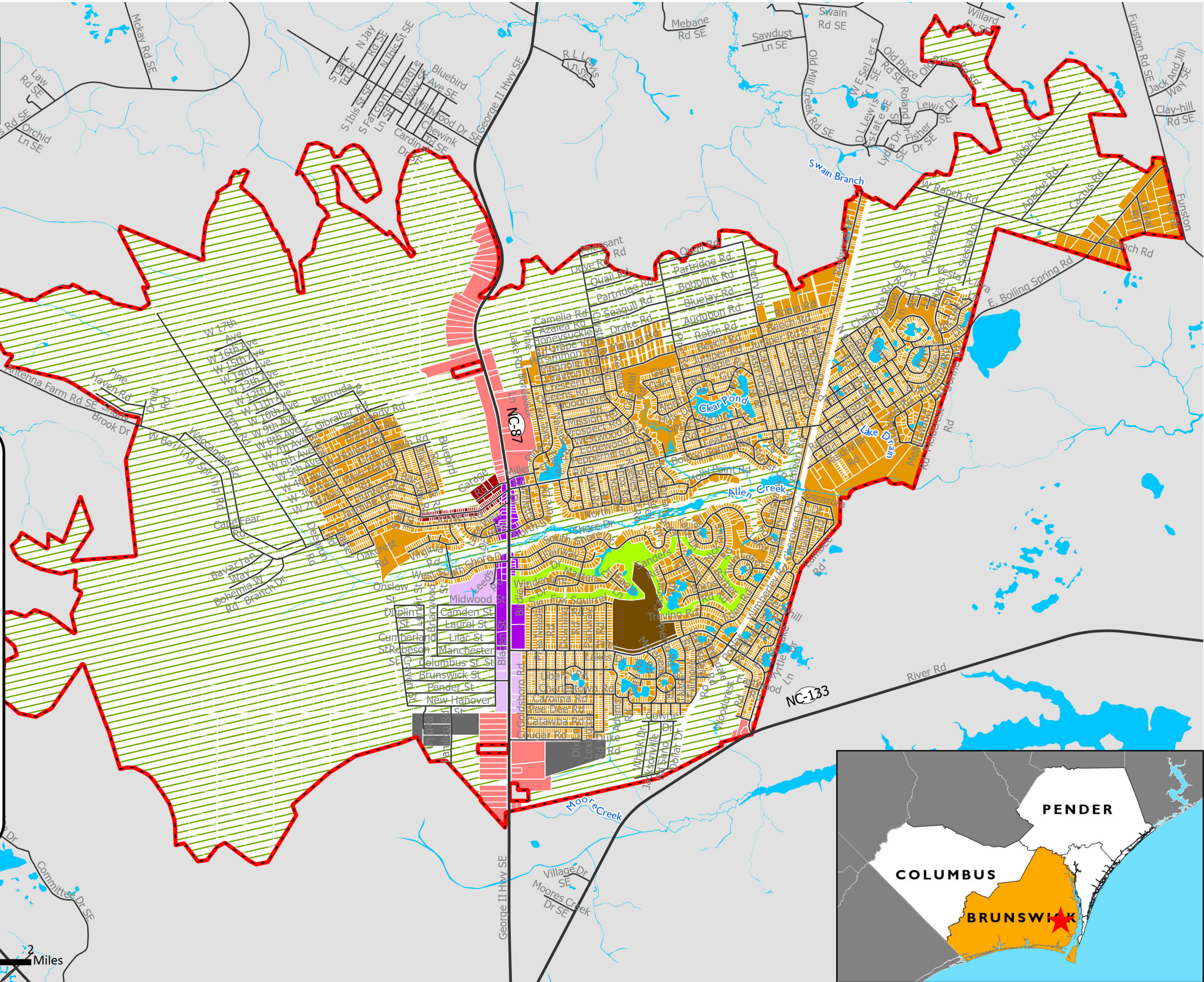
Map 5.3 Vacant Land Analysis

City of Boiling Spring Lakes



Legend

- City Limits
- Future Land Use Category**
 - Residential
 - Mixed Residential
 - Commercial
 - Commercial Service
 - Commerce and Industry
 - Commercial Mixed Use
 - City Center
 - Recreation
 - Conservation
- Unincorporated Brunswick County



Map 5.4 Future Land Use

CHAPTER 6:

TOOLS FOR MANAGING DEVELOPMENT

This section of the Land Use Plan describes the City's procedures for administering land development regulations and also provides a schedule for implementation of recommended actions. This section has three major parts that describe the:

- **Guide for land use decision-making:** It is intended that this document be an integral part of the City of Boiling Spring Lakes decision making process concerning future land use. This document should be consulted prior to any decision being made by City staff, Planning Board, and/or Board of Commissioners concerning land use and development.
- **Existing development management program:** The existing development management program includes the City of Boiling Spring Lakes Code of Ordinances and North Carolina Building Code.
- **Action plan and implementation schedule:** The priority policies and recommended actions that will be taken to implement the plan.

Collectively, these sections describe how the City's Comprehensive Land Use Plan will manage future land use and development.

ROLE OF THE GUIDE FOR LAND USE DECISION-MAKING

The City of Boiling Spring Lakes Comprehensive Land Use Plan serves a variety of functions and the plan for the future contains a broad range of:

- **Goals:** Desired ends toward which policies and programs of the Land Use Plan are directed. Many of the goals reflect requirements set forth in the NC Division of Coastal Management's (DCM's) Coastal Resource Commission (CRC) guidelines.
- **Objectives:** More specific and measurable than the general goals and in some cases a goal has multiple objectives.
- **Policies:** A consistent set of principles or guidelines for making a variety of local decisions designed to accomplish the goals and objectives. These policies guide decisions by the Board of Commissioners, its appointed boards, and staff.
- **Recommended Actions:** Specific actions that can be taken to implement and advance the plan's policies. Many of these recommended actions are non-regulatory in nature and will be addressed through subsequent planning efforts.

The goals, objectives, policies, and recommended actions provide a long range planning function but they also help guide day-to-day operations. The daily functions relate primarily to the decisions of actions of elected and appointed officials and the City's administrative staff.

For the Board of Commissioners, the CAMA Land Use Plan contains City policies and provides a guide when making decisions regarding future land use and development, public access, protecting the environment, mitigating natural and manmade hazards, or ensuring that the City's infrastructure and services are adequate to serve its year round population and the influx of seasonal visitors. While the CAMA Land Use Plan's policies do not have the same status as a local zoning ordinance, except in matters related to development or land uses within Areas of Environmental Concern (AECs), the policies and recommended actions and the Future Land Use Map contained in the plan help guide decisions on future ordinances and zoning decisions. Moreover, general statutes require statements of consistency with comprehensive plans or any other locally adopted plan(s) before adopting or rejecting any development ordinance amendments and zoning map changes. Amendments to this plan will be initiated and approved by the Board of Commissioners and will occur in accordance with the guidelines for land use plan amendments under Subchapter 7B of the North Carolina Administrative Code. The Land Use Plan can be amended as whole by a single resolution or in parts by successive resolutions and is subject to special state notice and advertising requirements for land use plan amendments.

In addition to guiding development decisions, the Board of Commissioners will also review the implementation strategy and make periodic adjustments based on budgetary considerations, emerging issues, problems or community needs, or to coordinate with future planning efforts and ongoing projects. All changes to the CAMA Land Use Plan's policies and recommended actions and this implementation strategy will be forwarded to the NC Department of Environmental Quality's (DEQ) Division of Coastal Management (DCM) for its subsequent approval.

The City's Planning Board will use the plan and its policies to determine the consistency of project

plans and development proposals with community goals and objectives. The City's administrative staff uses the plan's policies and recommendations in a variety of ways. Staff will use the policies and recommendations when reviewing certain types of development proposals. Various City departments will use the policies and recommended actions to guide proposals for development projects and plans for public services and facilities. Accordingly, City staff will use the implementation strategy to guide budget preparation and make reference to the plan when applying for various sources of federal, state, and county grant funds.

The City's CAMA Land Use Plan will be used by other federal and state officials, in particular NC DEQ's DCM. An important use of the City's Comprehensive Land Use Plan is for consistency determinations by the NC DCM for any major permits issued pursuant to CAMA regulations. It should be noted that no policies in this plan or future land use designations or descriptions are more restrictive than those contained in the North Carolina Administrative Code (NCAC) for the Coastal Area Management Act (CAMA). Lastly, there are no known Areas of Environmental Concern within the City's jurisdiction that would be subject to the CAMA permitting process.

The CAMA Land Use Plan will be of use to a variety of community members. The plan is a useful tool for developers and property owners because it provides guidance on the types of land use and development that are desired within the community. The plan's policies and recommendations will also help developers to craft proposals that are consistent with the City's goals and objectives, thereby increasing the likelihood that these projects will be approved. The plan also provides information that will help owners and developers to better understand the capabilities and limitations of their property. The plan also provides community members with information to reference when supporting or opposing projects within the community.

EXISTING DEVELOPMENT MANAGEMENT PROGRAM

The City of Boiling Spring Lakes operates under the authority of a Mayor-Council form of government. There are five Commissioners and the Mayor for a total of six members on the City's Governing Board. The City Planning Board oversees zoning and development-related issues within the planning jurisdiction. The City's Inspections Department oversees construction inspections. The City has a five member Planning Board, with five regular members in addition to two alternates, that reviews and comments on certain proposed developments. There is a five member Board of Adjustment that reviews appeals, special use permits, and variances.

The following provides a summary of the City's land use-related codes and regulations:

City of Boiling Spring Lakes Land Development Regulations

The City of Boiling Spring Lakes Code of Ordinances contains several chapters relevant to development as provided below. These locally-adopted development regulations are supplements to the North Carolina State Building Code.

Chapter 2 – Administration:

This article defines the role, makeup, and rules governing the Board of Commissioners and several committees.

Chapter 4 – Building and Building Regulations:

This article outlines the responsibilities of the City's Building Inspection Officer, as well as local building requirements in addition to the North Carolina State Building Code.

Appendix – Unified Development Ordinance:

This article provides details about the City's zoning districts, permitted uses, related approval processes, and other associated regulatory language.

North Carolina State Building Code:

The North Carolina State Building Code is used to oversee the erection of all structures. The City provides its own inspection services. The minimum use standards, provisions, and requirements for safe and stable design, methods of construction, and usage of materials in buildings and structures erected, enlarged, altered, repaired, moved, converted to other uses, or demolished, and the equipment, maintenance, use, and occupancy of all buildings and structures in the City are regulated in accordance with the terms of the North Carolina State Building Code.

ACTION PLAN AND IMPLEMENTATION MATRIX

The following table outlines a schedule to assist the City in implementing the recommended actions of this land use plan. The implementation schedule is to be used as a resource for City staff and officials. The matrix is not a mandate for the allocation of funding nor does it require such.

TABLE 6.1: Matrix for Implementing Recommended Actions

Water Quality and Natural Environment		
Action Item	To be done in Fiscal Year	Department Responsibility
Recommended Action 3.1.B.1: Consider opportunities to encourage or require Low Impact Development (LID) practices in new development projects. Such LID practices required may include retaining/infiltrating most of the runoff on-site, maximizing the use of permeable pavements, reducing the amount of impervious coverage, and clustering housing to allow a profitable development density while maximizing open space.	Ongoing	Planning and Zoning
Recommended Action 3.1.E.1: Consider including a minimum active open space requirement for things like playgrounds or sports courts.	Ongoing	Planning and Zoning
Recommended Action 3.1.E.2: Consider providing specific standards for the provision of open space to include such things as habitat connectivity and tree preservation. Habitat connectivity should encourage the dedication of large contiguous tracts of land, typically 10 acres at a minimum, with a minimum average width of 500 feet and separation from building activity of at least 350 feet and conservation of natural open space that is at least 300 feet wide between environmental features will be encouraged to better ensure that wildlife can travel between core wildlife habitats.	Ongoing	Planning and Zoning
Recommended Action 3.1.F.1: Review and evaluate tree removal permit procedures where USFWS is involved. Explore options to expedite this procedure or require entirely separate permitting process subject only to USFWS authorization. Potential legislation requiring zoning approval within a short time period may conflict with USFWS permitting timelines.	Ongoing	Planning and Zoning
Recommended Action 3.1.F.2: Consider evaluating the tree preservation requirements for lots with existing single-family homes.	Ongoing	Planning and Zoning
Recommended Action 3.1.F.3: Consider a provision that allows for trees planted within the street yard, parking lots, and any applicable buffers to count towards mitigation requirements. In addition, consider an allowance for preservation of certain tree types to offset a portion of mitigation requirements to incentivize tree retention.	Ongoing	Planning and Zoning
Recommended Action 3.1.F.4: Conduct a comprehensive tree inventory and assessment to identify historically significant, champion, and heritage trees within the City's corporate limits. The study should catalog notable specimens based on criteria such as species, size, age, condition, and historical or cultural significance. Findings should be used to establish a heritage tree registry and inform future policy decisions regarding enhanced protections, mitigation incentives, and potential designation as local landmarks.	Ongoing	Planning and Zoning

Natural Hazard Areas

Action Item	To be done in Fiscal Year	Department Responsibility
Recommended Action 3.2.A.1: Consider opportunities to implement and integrate the regional hazard mitigation plan to better protect life and property in the City.	Ongoing	Planning and Zoning
Recommended Action 3.2.C.1: Consider implementing a public education program designed to help inform the public about their exposure to natural hazards and actions they can take to mitigate potential damage to public health, safety, and property from natural disasters. This includes, but is not limited to: • Ensure City Hall maintains documents about flood insurance, flood protection, floodplain management, and natural and beneficial functions of floodplains. Many documents are available free of charge from the Federal Emergency Management Agency (FEMA); • Encourage builders, developers and architects to become familiar with the NFIP's land use and building standards; • Provide local real estate agents with handouts advising potential buyers to investigate potential flood hazards for the property they are considering purchasing; • Advertise the availability of flood insurance on an annual basis; and • Place hazard-related information on the City's website and distribute appropriate educational materials.	Ongoing	Planning and Zoning
Recommended Action 3.2.F.1: Consider complimentary strategies to address opportunities for decreasing the community's vulnerability to flooding, such as supplementing existing structure elevation requirements or participation in the Community Rating System (CRS).	Ongoing	Planning and Zoning

Infrastructure Carrying Capacity

Action Item	To be done in Fiscal Year	Department Responsibility
Recommended Action 4.1.B.1: Continue considering opportunities to amend the City's regulations to ensure proper stormwater management in new development, including regulations addressing the stormwater impact of single lots (e.g., impervious surface maximums, first finished floor minimums).	Ongoing	Planning and Zoning, Public Works
Recommended Action 4.1.C.2: Continue monitoring development of existing parcels for opportunities to minimize stormwater impacts from new ground disturbance and impervious surfaces.	Ongoing	Planning and Zoning, Public Works
Recommended Action 4.1.F.1: Continue to monitor and respond to municipal staffing and technological needs that may fluctuate in parallel with capital needs.	Ongoing	Administration, Planning and Zoning, Public Works

Transportation

Action Item	To be done in Fiscal Year	Department Responsibility
Recommended Action 4.2.C.1: Consider opportunities to partner with the Cape Fear RPO to develop seasonal traffic counts at one or more key locations to better estimate peak season traffic impacts on the City.	Ongoing	Planning and Zoning, Public Works
Recommended Action 4.2.E.1: Consider opportunities to implement and update existing City mobility plans.	Ongoing	Planning and Zoning, Public Works
Recommended Action 4.F.1: Utilize pavement condition data and updated field assessments to guide annual road maintenance programming and capital improvement planning.	Ongoing	Administration, Public Works
Recommended Action 4.F.2: Consider periodic re-evaluation of pavement conditions (every 4–5 years) to ensure maintenance decisions are based on current roadway performance.	Ongoing	Administration, Public Works
Recommended Action 4.2.G.1: Continue prioritizing improvements to roadways serving schools, parks, emergency routes, and major community facilities.	Ongoing	Administration, Planning and Zoning, Public Works
Recommended Action 4.2.G.2: Evaluate rocked and unpaved roads for paving priority based on housing density, land use patterns, and long-term network value.	Ongoing	Administration, Public Works
Recommended Action 4.2.H.1: Consider amendments to the City's UDO or develop street specifications to clearly require that developers construct, pave, or otherwise improve unimproved public rights-of-way that are needed to serve their development.	Ongoing	Planning and Zoning, Public Works

Parks and Recreation

Action Item	To be done in Fiscal Year	Department Responsibility
Recommended Action 4.4.A.1: Consider opportunities to work with the State of North Carolina to utilize state-owned natural areas for recreational purposes.	Ongoing	Parks and Recreation
Recommended Action 4.4.A.2: Consider opportunities to acquire land adjacent to existing recreational facilities to expand their footprint while leveraging existing assets.	Ongoing	Administration, Parks and Recreation
Recommended Action 4.4.C.1: Consider opportunities to collaborate with nearby jurisdictions and agencies to jointly provide recreational programming for the benefit of City residents.	Ongoing	Administration, Parks and Recreation
Recommended Action 4.D.1: Assess community demand for large-scale recreational amenities such as pools, indoor gymnasiums, or event spaces as population growth continues.	Ongoing	Administration, Planning and Zoning, Parks and Recreation

Municipal Operations & Community Services

Action Item	To be done in Fiscal Year	Department Responsibility
Recommended Action 4.5.A.1: Evaluate opportunities to implement integrated permitting and planning software to improve coordination among Planning, Inspections, and Code Enforcement.	Ongoing	Administration, Planning and Zoning
Recommended Action 4.5.A.2: Periodically review staffing needs in development-related departments to ensure timely customer service and regulatory compliance.	Ongoing	Administration, Planning and Zoning, Building Permits and Inspections
Recommended Action 4.5.B.1: Monitor inspection volumes annually to determine whether additional inspector certifications or plan review capabilities are warranted.	Ongoing	Administration, Planning and Zoning, Building Permits and Inspections
Recommended Action 4.5.B.2: Continue exploring upgrades to permitting software to improve efficiency and transparency for residents and contractors.	Ongoing	Administration, Planning and Zoning, Building Permits and Inspections
Recommended Action 4.5.C.1: Periodically evaluate Public Works facility needs, including office space, equipment storage, and fleet capacity, to ensure long-term operational efficiency.	Ongoing	Administration, Public Works
Recommended Action 4.5.C.2: Coordinate development review with Public Works to ensure new projects consider access needs, maintenance impacts, and life-cycle service demands.	Ongoing	Administration, Public Works
Recommended Action 4.5.D.1: Identify priority areas for stormwater infrastructure upgrades based on flooding trends, public concerns, and system condition assessments.	Ongoing	Planning and Zoning, Public Works
Recommended Action 4.5.D.2: Support continued training opportunities for stormwater staff to maintain best practices in drainage management, erosion control, and conveyance system maintenance.	Ongoing	Administration, Public Works
Recommended Action 4.5.E.2.1: Periodically evaluate facility needs—including Emergency Operations Center functions—to ensure adequate space, security, and operational readiness.	Ongoing	Administration
Recommended Action 4.5.E.2: Monitor advancements in public safety technology, including communications systems, body-worn cameras, and data management tools, and consider opportunities to incorporate new systems as needed.	Ongoing	Police Department
Recommended Action 4.5.F.1: Encourage regular cross-department communication on development proposals, large projects, and emerging service needs.	Ongoing	Planning and Zoning, All Departments
Recommended Action 4.5.F.2: Explore opportunities for shared digital platforms to enhance communication and project tracking among City departments.	Ongoing	Administration
Recommended Action 4.5.G.1: Evaluate opportunities to diversify outreach tools—including non-digital formats—to inform residents about programs, permitting processes, and recreational offerings.	Ongoing	Parks and Recreation

Land Use Compatibility

Action Item	To be done in Fiscal Year	Department Responsibility
Recommended Action 5.1.A.1: Continue to monitor changes in state enabling legislation and professional best practices to ensure local regulations comply with applicable statutes and development trends.	Ongoing	Planning and Zoning
Recommended Action 5.1.C.1: Update the Land Use Plan every 5–7 years to address changing dynamics, population growth, economic development, and housing needs.	Ongoing	Planning and Zoning
Recommended Action 5.1.E.1: On an ongoing basis, continue to consider trends in residential development to ensure local regulations are maintaining the desired balance of high-quality housing and a diversity of housing types to meet local needs.	Ongoing	Planning and Zoning
Recommended Action 5.1.N.1: Develop an economic development strategic plan that identifies target industries and businesses suited to the City's market area, including an analysis of retail leakage and unmet consumer demand.	Ongoing	Administration, Planning and Zoning
Recommended Action 5.1.N.2: Coordinate with Brunswick County Economic Development, the NC Department of Commerce, and regional partners to market available commercial sites within the City and pursue state and federal grant programs that support business recruitment and retention.	Ongoing	Administration, Planning and Zoning
Recommended Action 5.1.O.1: Commission a City Center Master Plan that includes conceptual site plans, urban design guidelines, streetscape standards, and a phased implementation strategy with cost estimates for public improvements.	Ongoing	Administration, Planning and Zoning
Recommended Action 5.1.O.2: Explore the establishment of a Municipal Service District or Tax Increment Financing district within the City Center area to fund public improvements such as streetscaping, sidewalks, public parking, and utility extensions that support private investment.	Ongoing	Administration, Planning and Zoning
Recommended Action 5.1.O.3: Adopt City Center zoning standards that establish appropriate building setbacks, height allowances, parking requirements, and architectural guidelines to create a pedestrian friendly environment that encourages private investment while maintaining community character.	Ongoing	Planning and Zoning
Recommended Action 5.1.P.1: Prepare a grocery feasibility and market study to quantify local demand, identify potential sites, and develop a recruitment package for grocery operators that includes demographic data, traffic counts, and growth projections.	Ongoing	Administration, Planning and Zoning
Recommended Action 5.1.P.2: Consider offering site-specific incentives for grocery development, including infrastructure improvements, land assembly assistance, utility connection cost-sharing, or property tax abatement within the framework authorized by North Carolina law.	Ongoing	Administration, Planning and Zoning
Recommended Action 5.1.Q.1: Designate a staff position or contract for economic development services to serve as a point of contact for prospective businesses and to coordinate business recruitment, retention, and expansion efforts.	Ongoing	Administration, Planning and Zoning
Recommended Action 5.1.Q.2: Evaluate the City's Unified Development Ordinance for barriers to commercial development that may discourage investment, and amend standards where appropriate to encourage desired commercial uses while maintaining community character.	Ongoing	Planning and Zoning
Recommended Action 5.1.Q.3: Develop and maintain an inventory of available commercial and industrial properties, including site characteristics, utility availability, and zoning status, and make this information readily accessible to prospective businesses and site selectors.	Ongoing	Planning and Zoning

APPENDIX A:

DEFINITIONS AND ACRONYMS

Definitions of Action and Descriptive Words Used in Policies

The following is a list of definitions for the ‘action-words’ used in the City’s policy statements. This list is used to help in clarifying a policy’s meaning and intent.

Consider:

Implies permission to pursue a course of action or implies that a course of action is probable and likely.

Continue:

Follow past and present procedures to maintain desired goal, usually with City staff involved at all levels from planning to implementation.

Create:

Bring about the desired goal, usually with City staff and Planning Board involved at all levels from planning to implementation. This could include financial support by the City.

Discourage:

Inhibit an undesired course or action through City regulation, staff recommendation and decisions.

Encourage:

Foster the desired goal through City regulation, staff recommendation and decisions.

Enhance:

Improve current regulations and decisions towards a desired state through the use of policies and City staff at all levels of planning. This could include financial support by the City.

Ensure:

To make certain or sure an action is implemented, usually with City staff involvement. Financial support by the City should be provided if needed.

Establish:

To introduce through the creation thereof. Financial support by the City may be provided if needed.

Identify:

Catalog and confirm resource or desired item(s) through the use of City staff and actions.

Implement: Actions to guide the accomplishment of the Plan recommendations.

Maintain:

Keep in good condition the desired state of affairs through the use of City regulations and practices by staff. Financial support by the City should be provided if needed.

May:

Implies permission to pursue a course of action or implies that a course of action is probable and likely. While “may” leaves room for flexibility for a range of choices, it does not imply a “may” or “may not” status as used in policy statements.

Prevent:

Stop described event through the use of appropriate City regulations, staff actions, Planning Board actions, and City finances, if needed.

Promote:

Advance the desired state through the use of City policies and codes and Planning Board and staff activity at all levels of planning. This could include financial support by the City.

Protect:

Guard against a deterioration of the desired state through the use of City policies and regulations, staff, and, if needed, financial support by the City.

Provide:

Take the lead role in supplying the needed financial and staff support to achieve the desired goal. The City is typically involved in all aspects from planning to implementation to maintenance.

Recommended Action:

A statement outlining a specific course of action the City may pursue to implement goals and policies. Recommended actions are not used in review of development proposals, text amendments, and/or rezoning requests.

Shall:

An obligation to carry out a course of action.

Should:

An officially adopted course or method of action intended to be followed to implement the community Goals. Though not as mandatory as “shall”, it is still an obligatory course of action unless clear reasons can be identified that an exception is warranted.

Support:

Supply the needed staff support, policies, and financial assistance at all levels to achieve the desired goal.

Sustain:

Uphold the current state through City policies, decisions, financial resources, and staff action.

Work:

Cooperate and act in a manner through the use of City staff actions, and policies to create the desired

Acronyms Used in the Report

ACS	American Community Survey	MG	Million Gallons
AEC	Areas of Environmental Concern	MGD	Millions of Gallons per Day
CAMA	Coastal Area Management Act	MHWL	Mean High Water Line
COE	Corps of Engineers, United States	MLWL	Mean Low Water Line
CRAC	Coastal Resource Advisory Committee	MS4	Municipal Separate Storm Sewer System
CRC	Coastal Resource Commission	N.A.	Not Applicable
CRS	Community Rating System	NC	North Carolina
CZMA	Coastal Zone Management Act	NCAC	North Carolina Administrative Code
DCM	Division of Coastal Management	NCDOT	North Carolina Department of Transportation
NC DEQ	Department of Environmental Quality	NCOSBM	North Carolina Office of State Budget & Management
DWR	Division of Water Resources	NFIP	National Flood Insurance Program
DWQ	Division of Water Quality	NPDES	National Pollutant Discharge Elimination System
EMS	Emergency Medical Service	NPS	Nonpoint Source
EMT	Emergency Medical Technician	NSW	Nutrient Sensitive Waters
ETJ	Extra-territorial Jurisdiction	ORW	Outstanding Resource Water
FAR	Floor Area Ratio	OSBM	Office of State Budget & Management
FEMA	Federal Emergency Management Agency	OSDS	Onsite Sewage Disposal System
GIS	Geographic Information System	PL	Public Law
HQW	High Quality Waters	SW	Swamp Waters
ICWW	Intracoastal Waterway	U.S.	United States
LPO	Local Permit Officer		
LUP	Land Use Plan		
LUPSC	Land Use Plan Steering Committee		

APPENDIX B:

MATRIX OF REQUIRED ELEMENTS

Matrix of Required Elements	Page
(A) Organization of the Plan: Include a matrix in the land use plan or comprehensive plan that shows the location of the required elements.	Appendix
(B) Community Concerns and Aspirations. The purpose of this element is to provide an understanding of the underlying planning needs and desires of the community.	10-17
(1) Significant existing and emerging conditions: Describe the dominant growth-related conditions that influence land use, development, water quality, and other environmental concerns in the planning area.	64-66
(2) Key issues: Describe the land use and development topics most important to the future of the planning area. At a minimum, this description shall include public access, land use compatibility, infrastructure carrying capacity, natural hazard areas, water quality, and may also include local areas of concern as described in Subparagraph (D)(2) (Land Use Plan Management Topics) of the Rule.	28-42; 43-63; 64-84
(3) A community vision: Describe the general physical appearance and form that represents the local governments plan for the future. Include objectives to be achieved by the plan and identify changes that may be needed to achieve the planning vision.	10
(C) Existing and Emerging Conditions. The purpose of this element is to provide a sound factual base necessary to support the land use and development policies included in the plan. Describe the following:	64-66
(1) Population, Housing and Economy. Include discussion of the following data and trends:	18-27
(a) Population:	19-21
(i) Permanent population growth trends using data from the two most recent decennial Censuses;	19-20
(ii) Current Permanent and Seasonal Estimates;	21
(iii) Key population characteristics;	20
(iv) Age;	20
(v) Income; and	25
(vi) Thirty Year Projections of Permanent and Seasonal Population in five years increments.	21
(B) Housing stock: Estimate current housing stock, including permanent and seasonal units, tenure, and types of units (single-family, multifamily, and manufactured).	22-23
(C) Local economy: Describe employment by major sectors and community economic activity.	25-27

(2) Natural Systems. Describe the natural features and discuss the environmental conditions of the planning jurisdiction to include:	28-42
(a) Natural features	28-38
(i) Areas of Environmental Concern (AECs);	28
(ii) Soil characteristics, including limitations for septic tanks, erodibility, and other factors related to development;	32-33
(iii) Environmental Management Commission (EMC) water quality classifications (SC, SB, SA, HQW, and ORW) and related use support designations, and Division of Marine Fisheries (DMF) shellfish growing areas and water quality conditions;	29-31
(iv) Flood and other natural hazards;	34
(v) Storm surge areas;	NA
(vi) Non-coastal wetlands including forested wetlands, shrub-scrub wetlands and freshwater marshes;	31-33
(vii) Water supply watersheds or wellhead protection areas;	NA
(viii) Primary nursery areas;	30
(ix) Environmentally fragile areas, such as, but not limited to wetlands, natural heritage areas, areas containing endangered species, prime wildlife habitats, or maritime forests; and	28-42
(x) Additional natural features or conditions identified by the local government.	35-37
(b) Environmental Conditions	28-42
(i) Water quality:	29
(I) Status and changes of surface water quality, including impaired streams from the most recent N.C. Division of Water Resources Basin Planning Branch Reports, Clean Water Act 303 (d) List and other comparable data;	29-31
(II) Current situation and trends on permanent and temporary closures of shellfishing waters as determined by the Report on Sanitary Survey by the Shellfish Sanitation and Recreational Water Quality Section of the N.C. Division of Marine Fisheries;	NA
(III) Areas experiencing chronic wastewater treatment system malfunctions; and	44-46
(IV) Areas with water quality or public health problems related to non-point source pollution.	29-31
(ii) Natural hazards:	34
(I) Areas subject to recurrent flooding, storm surges and high winds; and	34
(II) Areas experiencing significant shoreline erosion as evidenced by the presence of threatened structures or public facilities.	NA
(iii) Natural resources:	28-42
(I) Environmentally fragile areas or areas where resource functions are being impacted as a result of development; and	35-37
(II) Valuable natural resource areas that are being impacted or lost as a result of incompatible development. These may include, but are not limited to the following: coastal wetlands, protected open space, and agricultural land.	35-37; 64-66

(3) Existing Land Use and Development. Include a map and descriptions of the following:	64; End of Chapter 5
(a) Existing land use patterns, which may include the following categories: Residential, commercial, industrial, institutional, public, dedicated open space, vacant, agricultural, and forestry. Land use descriptions shall include estimates of the land area allocated to each land use and characteristics of each land use category.	65
(b) Historic, cultural, and scenic areas designated by a state or federal agency or by local government.	05
(4) Community Facilities. Evaluate existing and planned capacity, location, and adequacy of community facilities that serve the community's existing and planned population and economic base; that protect important environmental factors such as water quality; and that guide land development in the coastal area. These shall include:	43-63
(a) Public and private water supply and wastewater systems. Describe existing public and private systems, including existing condition and capacity. Describe any documented overflows, bypasses, or other problems that may degrade water quality or constitute a threat to public health. Indicate future needs based on population projections. Map existing and planned service areas.	43-47; End of Chapter 4
(b) Transportation systems. Map the existing and planned multimodal systems and port and airport facilities. Describe any highway segments deemed by the North Carolina Department of Transportation (NCDOT) as having unacceptable service levels. Describe highway facilities on the current thoroughfare plan or facilities on the current transportation improvement plan. Describe the impact of existing facilities on land use patterns.	48-51
(c) Stormwater systems. Describe the existing public stormwater management system. Identify existing drainage problems and water quality issues related to point-source discharges of stormwater runoff.	47
(d) Future Land Use. This element of the plan is intended to guide the development and use of land in a manner that achieves the goals of the CAMA through local government land use and development policies, including a future land use map.	67; End of Chapter 5
(1) Policies	80-84
(a) Community Concerns and Aspirations and Existing and Emerging Conditions shall be considered in the development of local government land use plan policies as required in 7B .0702 (b) and (c).	17
(b) Policies shall be consistent with the goals of the CAMA, shall address the CRC management topics for land use plans, and comply with all state and federal rules.	80-84
(c) Policies that exceed use standards and permitting requirements found in Subchapter 7H, State Guidelines for Areas of Environmental Concern, shall be identified in the plan.	86
(2) Land Use Plan Management Topics. The purposes of the CRC management topics are to ensure that land use plans support the goals of the CAMA, define the CRC's expectations for land use policies, and provide a basis for land use plan review and certification. In addition to the management topics outlined below, plans may also include policies to address local areas of concern. Each management topic includes two components: a management goal and planning objectives.	Chapter 5
(a) Public Access:	60
(i) Management Goal: Maximize public access to the beaches and public trust waters of the City and maximize recreational opportunities for residents and visitors.	60
(ii) Planning Objectives: Policies that address access needs and opportunities with strategies to develop public access and provisions for all segments of the community, including persons with disabilities. Policies that address the reduction of user conflicts in the public trust waters of the City. Policies that prevent uses that would directly or indirectly impair or block existing navigation channels. Provide a quality recreation experience to both residents and visitors.	60

(b) Land Use Compatibility:	80
(i) Management Goal: Ensure that development and use of resources or preservation of land balance protection of natural resources and fragile areas with economic development, avoids risks to public health, safety and welfare, and are consistent with the capability of the land.	80
(ii) Planning Objectives: Policies that maintain the small town, family friendly atmosphere of the City by encouraging architecture in keeping with the City's character, traditional family homes, neighborhood, and locally oriented businesses, parks, and natural areas.	80-84
(c) Infrastructure Carrying Capacity:	57
(i) Management Goal: To ensure that public infrastructure systems are appropriately sized, located, and managed so that quality and productivity of AECs and other fragile areas are protected or restored.	57
(ii) Planning Objectives: Policies that ensure that the location and capacity of public infrastructure is consistent with the City's growth and development goals.	57
(d) Natural Hazard Areas:	41
(i) Management Goal: Conserve and maintain barrier dunes, beaches, flood plains, and other coastal features for their natural storm protection functions and their natural resources giving recognition to public health, safety, and welfare issues.	41
(ii) Planning Objectives: Policies that minimize damage and threats to public health and safety associated with hurricanes, severe weather, and other hazards. Following a hurricane, severe weather event, or other disaster, the City will work as quickly as possible to restore essential services related to public health, safety, and welfare	41
(e) Water Quality:	39
(i) Management Goals: Maintain, protect and where possible enhance water quality in all coastal wetlands, rivers, streams, and estuaries.	39
(ii) Planning Objectives: Policies that establish mitigation strategies designed to protect and where possible enhance and restore the sensitive natural resources located in and adjacent to the City.	39
(3) Future land use map. Depict the policies for growth and development, and the desired future patterns of land use and land development with consideration given to natural system constraints and infrastructure. Include designations with descriptions of land uses and development.	End of Chapter 5
(E) Tools for Managing Development. The purpose of this element is to describe the management tools and actions the local government will use to implement the land use plan.	85-92
(1) Guide for land use decision-making. Describe the role of the land use plan policies, including the future land use map, in local decisions regarding land use and development.	85-86
(2) Existing development program. Describe the community's existing development management program, including local ordinances, codes, plans, and policies.	87
(3) Action plan and implementation schedule. Describe the actions that will be taken by the local government to implement policies that meet the CRC's Management Topic goals and objectives. Specify the fiscal year(s) in which each action is anticipated to start and finish. Describe the specific steps the local government plans to take to implement the policies, including the adoption and amendment of local ordinances, plans, and special projects. The action plan shall be used to prepare the implementation status report for the land use plan.	88-92



IMAGINE 2040

COMPREHENSIVE PLAN

Charting the Course for Boiling Spring Lakes

CITY OF
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