

The City of Havelock Comprehensive Plan serves as the official adopted statement of the Board of Commissioners and a blueprint for long-term, sustainable growth in the community. It is the culmination of a comprehensive and collaborative planning process that included local residents, business owners, property owners, and representatives from state agencies, City staff, and the Marine Corps Air Station – Cherry Point. Central to the Comprehensive Plan is its ability to guide both public and private interests as changes are considered that will impact the natural and built environments as well as residents' overall quality of life.

The Comprehensive Plan includes seven components:

1. An introduction to the Comprehensive Plan including planning context, history, community concerns and aspirations, and future vision (see **Chapter 1**).
2. A community profile that estimates population, housing, and employment characteristics for the planning jurisdiction and forecasts new growth for the 25-year planning horizon (see **Chapter 2**).
3. A comprehensive inventory and assessment of conditions and community features noted within the planning jurisdiction (see **Chapter 3**).
4. An assessment of available land most suitable for accommodating anticipated growth projections (see **Chapter 4**).
5. Enumeration of future year impacts to community facilities and services supportive of the magnitude and timing of anticipated development depicted in the Future Land Use Map (see **Chapter 5**).
6. Goals, objectives, and policies that provide an overall framework to ensure future land uses and development patterns match the community's vision for more sustainable development within the planning jurisdiction (see **Chapter 6**).
7. A brief assessment of policies and strategies currently administered within the planning jurisdiction. An action plan full of recommendations, responsible agencies, and a timeline for inviting success through implementation of the Comprehensive Plan (see **Chapter 7**).

The City of Havelock Comprehensive Plan was developed to comply with minimum rules and requirements of the Coastal Area Management Act (CAMA) for preparing a Core Land Use Plan (see Plan Consistency Review Matrix, Appendix D). The subject matter presented in this document was developed to exceed the minimum requirements set forth by the State for preparing a local comprehensive plan.

Function & Utility of the Plan

The City's Comprehensive Plan provides a detailed inventory and analysis for evaluating development trends and their impact to surrounding infrastructure. This information also becomes the foundation for establishing a desired future land use pattern and accompanying infrastructure that best optimizes tax base growth, enhances community integrity, and provides a quality-of-life that citizens have come to desire and expect.

Goals, objectives, and policies contained in the document are organized into 10 plan elements. Each element addresses an important aspect of land development and growth in Havelock — including land use, community design, housing, transportation, community facilities and services, parks and recreation, environment and natural resources, historic and cultural resources, economic development, and capital improvements. A future land use map (FLUM) included in the comprehensive plan illustrates the land uses and development patterns desired for the City into the long-range planning horizon (2030).

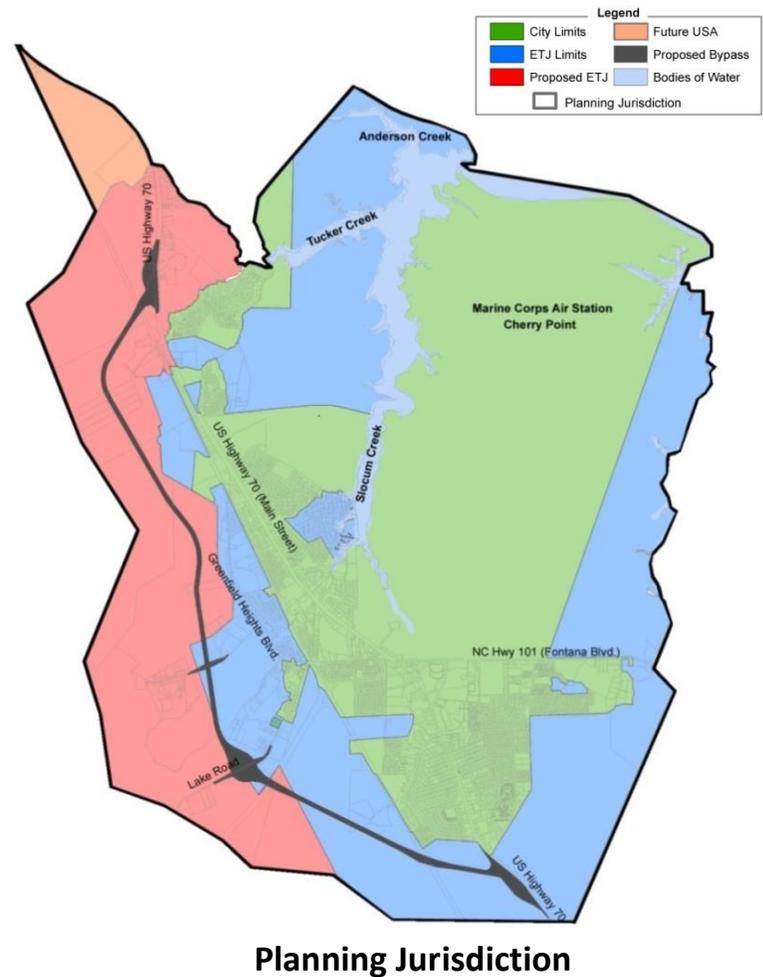
The intent of goals, objectives, and policies in the comprehensive plan is to provide an overall policy framework from which zoning and subdivision ordinances and a capital improvements plan can be developed. Together, the plan and implementing tools ensure that future land uses and development patterns within Havelock match the community's vision and its residents' quality-of-life expectations.

Further, once a comprehensive plan is certified by the North Carolina Coastal Resource Commission, the State's Division of Coastal Management uses this plan in making CAMA permit decisions and federal consistency determinations. Proposed projects and/or activities that are not consistent with the goals, objectives, or policies set forth in the comprehensive plan are prohibited from securing state permits for construction, as state law may require.

Planning Context

The planning jurisdiction assumed for preparing the City's Comprehensive Plan includes the following: areas within city limits, areas within the existing extraterritorial jurisdiction (ETJ), areas within a larger proposed ETJ, and areas within a designated future urban service area. The proposed ETJ represents the boundary generally proposed in the *Eastern Carolina Joint Land Use Study*, for which the City of Havelock was a participant in 2002. The future urban service area represents properties (approximately 484 acres) that could receive City utilities in the near future.

All data, inventory, and analysis completed for this Comprehensive Plan represent conditions for the expanded planning jurisdiction. Upon completion of this planning process, City officials will move forward with formalizing the new extraterritorial jurisdiction line and discussing annexation agreements within the future urban service area.



Planning Process

Preparation of the City's Comprehensive Plan was guided by a *Citizen Participation Plan (CPP)* adopted by the Board of Commissioners on July 24, 2006, and amended in 2008 (see Appendix A). The CPP provided a framework for maintaining significant opportunities for public involvement throughout the planning process. These opportunities included three citizen workshops, three formal presentations to the legislative body, ten meetings with a plan advisory committee (open to the public), 12 stakeholder interviews, a project website, a mail-out citizen survey, and several articles in locally circulated newspapers. Routine public outreach facilitated through the CPP was used to document community concerns and aspirations for the Plan, present key findings, elicit reactions to key policy statements, and develop the long-term vision of the community.

An advisory committee of citizen volunteers was established to serve as the lead planning group for the comprehensive plan. This committee provided overall leadership and guidance as the document was prepared. The broad base of local interests, viewpoints, and concerns represented on the committee were invaluable for building consensus among residents and business owners to establish a plan for a more sustainable future. Meeting on a regular basis, the committee's primary objective was to safeguard community interests throughout the planning process, while not submitting a plan that would overburden the City government.

The planning process used for developing the Comprehensive Plan validates the document. It provided a direct conduit between City staff, elected officials, and the general citizenry to establish consensus for a successful long-term vision. The conclusions and recommendations from the *City of Havelock Comprehensive Plan* were reviewed by the general public and formally received by the Board of Commissioners. A full draft document was available at City Hall for public inspection prior to beginning the transmittal process for certifying the plan with the North Carolina Coastal Resource Commission.

Community Concerns and Aspirations

The topics included in comprehensive plans are as diverse as the communities that create them. Citizens' concerns and aspirations unique to the City of Havelock were identified early in the planning process and referenced often, helping ensure the document remains specific to the community's expectations and needs. The initial list of critical concerns and aspirations to be addressed in this planning process was developed by the advisory committee. This list was presented to the entire community during a public kick-off meeting held on August 17, 2006, and then revised to reflect comments expressed during the event. Final revisions to the list were made after responses were received from a citizen survey included in the City's water and sewer utility bills mailed to customers on November 30, 2006 (See Appendix B).

Clearly, the citizens of Havelock want their City to be a special kind of place, a close-knit community that celebrates the character and local values that make it unique. The following principles established from the final list of community concerns and aspirations would guide future decisions in the planning process:

- Focus future land use decisions on sustainable development — measured by environmental stewardship, economic prosperity, and equitable distribution of community resources — that reflect the community's unique character and local values.
- Increase in-town retail, dining, and employment options.
- Develop a city center, identifiable to the community as the heart of Havelock.
- Offer strategic locations for public facilities and services.
- Provide a range of housing opportunities.
- Ensure local and regional transportation mobility.

- Transform Havelock into a vibrant, walkable community.
- Protect and preserve natural resources
- Increase community amenities, especially active and passive recreation opportunities.
- Improve the delivery of government services.
- Encourage redevelopment of uses in the urban core that have purpose, value, and identity.

Havelock's 2030 Land Use Vision

The long-term vision for land use in the City of Havelock focuses on sustainable development — measured by environmental stewardship, economic prosperity, and an equitable distribution of community resources — that reflects the community's unique character and local values. Commitment to sustainable development will be tested in the coming years, as population forecasts anticipate up to 33,347 people will call Havelock home by the year 2030.

Accommodating these new residents will require redevelopment of existing underutilized parcels within city limits and purposeful expansion into currently undeveloped areas. In addition, widespread community support exists for preserving the integrity of established neighborhoods. This momentum allows City officials opportunities to promote Havelock as a vibrant urban landscape with an identifiable city center, establish land use controls for protecting investment in the proposed bypass, and set a new vision for the US 70 Corridor that will transform Main Street back into a community asset once the proposed bypass is completed.

In fulfilling the City's land use vision, community leaders will need to rethink the components of the city as well as the spatial relationships between them. By making changes to better integrate land use, urban form, and transportation, the City of Havelock will develop in a manner that successfully balances continued growth with livability.

Future Land Use Map

The Future Land Use Map serves as the officially adopted blueprint for guiding growth and development in the planning jurisdiction. The distribution, location, and extent of land uses depicted in the FLUM represents consensus among elected officials, City staff, the Comprehensive Plan Advisory Committee, and the general citizenry for moving Havelock toward a more sustainable future.

The following future land use categories are included in the City of Havelock's Future Land Use Map. The definition of each category as well as associated use and development standards are identified below.

- *Agriculture Use*: This category applies to existing lands in active agricultural use. Agricultural land uses include crops, groves, and other types of typical agricultural

activities. Residential density is limited to no more than one (1) dwelling unit per ten (10) net acres in this land use category.

- **Rural Residential:** Residential densities allowed in this category shall not exceed one (1) dwelling unit per five (5) gross acres, except as provided for in the local zoning ordinance to support cluster development in environmentally-sensitive areas. In clustering development, residential densities shall not exceed 4.0 dwelling units per net acre, provided that the land that would have been allocated to individual lots under the base maximum density requirement (i.e., 1 dwelling unit per 5 gross acres) are converted to common, shared open space for residents.
- **Low-Density Residential:** Residential densities allowed in this category shall not exceed 2.0 dwelling units per net acre. This density category is characterized solely by detached single family homes on relatively large lots.
- **Medium-Density Residential:** Residential densities allowed in this category range from a minimum of 2.0 to a maximum of 6.0 dwelling units per net acre. The types of housing typically found in areas designated medium-density residential include single-family detached homes, fee-simple townhomes, and low-rise condominiums and apartments.
- **High-Density Residential:** Residential densities allowed in this category range from a minimum of 6.0 to a maximum of 12.5 dwelling units per net acre. The types of housing typically found in areas designated high-density residential include zero lot line, single-family detached homes; fee-simple townhomes; and mid-rise condominiums and apartments.
- **Industrial:** This category allows manufacturing and production uses, whether capital or labor intensive, including warehouses, shipping facilities, light manufacturing, utility maintenance yards, and assembly operations. Major industrial uses allowed in this category should generally be located away from residential areas. Maximum building heights in this category shall not exceed 2 stories. The maximum floor area ration (FAR) is 2.5 based on current zoning regulations.
- **Institutional and Public Facility:** This category allows major institutional uses and utilities, including hospitals, non-profit medical facilities, universities and colleges, regional water-supply, wastewater and solid waste utility facilities, governmental offices and facilities, and libraries. The location of neighborhood- or community-serving institutional uses and utilities, including public and private schools, fire-rescue stations, police stations, cemeteries, and churches, are allowed in this category, but may also be approved where compatible in other land use categories described herein, pursuant to any conditions specified in the applicable category.

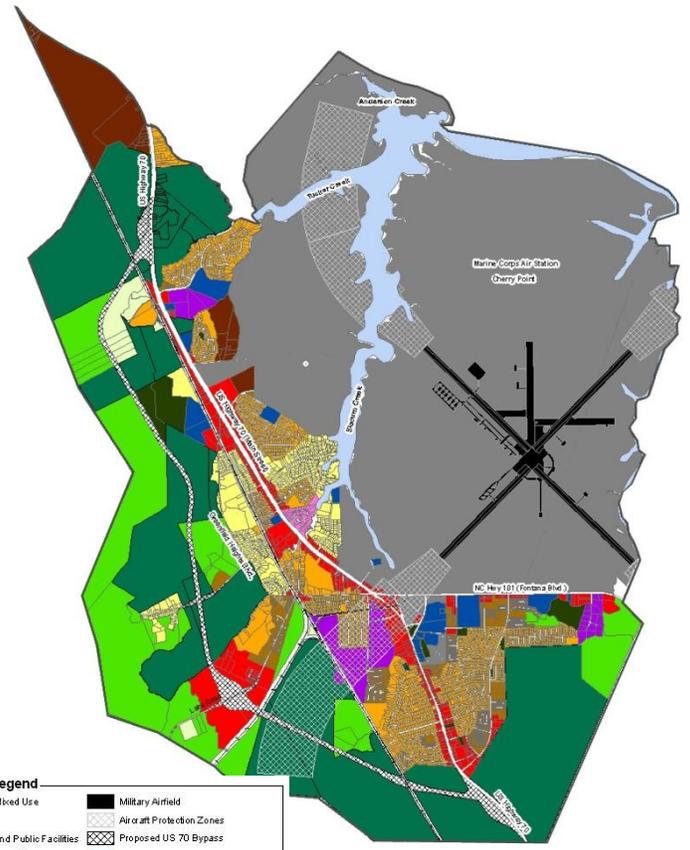
Internally integrated business areas, up to ten percent (10%) of the total development floor area, may also be approved in this category. If the owner of privately owned land that is designated as Institutional and Public Facility chooses to develop the land for a different use and no public agency intends to acquire the site for a public facility, the land may be developed for a use or density comparable to and compatible with the surrounding development provided that such development is consistent with the goals, objectives, and policies of this Comprehensive Plan. Major utility facilities allowed in the Institutional and Public Facility category should generally be located away from residential areas. Maximum building heights in this category are limited to 2 stories. The maximum floor area ratio (FAR) is 1.5 based on current zoning regulations.

- *Business and Office*: This category accommodates the full range of sales service activities including retail, wholesale, personal and professional services, commercial and professional offices, hotels, motels, hospitals, theaters, medical buildings, nursing homes, entertainment and cultural facilities, amusements and commercial recreation establishments. These uses may occur in self-contained centers, campus parks, or business districts. The specific range and intensity of uses appropriate in Business and Office areas varies by location as a function of such factors as availability of public services, roadway access, and neighborhood compatibility. The maximum scale and intensity of development shall be based on, and compatible with, the proximity and scale of adjacent and nearby residential uses. Special limitations may be imposed on uses in Business and Office areas where necessary to protect environmental resources. Through the assignment of zoning districts and conditional uses, the specific range and intensity of uses and maximum building heights appropriate for a particular site will be determined. Maximum building heights in this category shall not exceed 3 stories. The maximum floor area ratio (FAR) is 2.5 based on current zoning regulations.
- *City Center Mixed-Use*: This category is designed to encourage compact, mixed-use development comprised of commercial, office, residential, and recreation/open space uses. Development of a city center must emphasize integration of the natural and built environments, preserve fragile natural systems, integrate pedestrian and bicycle facilities, and demonstrate an urban form characterized by close-knit neighborhoods and sense of community. Vertical integration of primary uses is strongly encouraged in this category, with commercial and/or office on the ground floors and residential uses on the upper floors. On-street parking is allowed and off-street parking is highly encouraged to be located in the rear of buildings.

Maximum building heights in this category shall not exceed 5 stories. Residential density for townhomes and condominiums shall range from a minimum of 4.0 dwelling

units per net acre to a maximum of 15.0 dwelling units per net acre. Maximum floor area ratios (FAR) are 0.50 for a one-story building, plus 0.10 for each additional story.

- Neighborhood Mixed-Use:** This category accommodates business uses and services within or near residential neighborhoods. The vertical and horizontal integration of uses is encouraged, and residential neighborhood compatibility and interconnection is essential. Supporting low-intensity institutional uses are also allowed. Maximum building heights in this category shall not exceed 5 stories. Residential densities allowed in this category range from a minimum of 3.0 to a maximum of 10.0 dwelling units per net acre. Maximum floor area ratios (FAR) are 0.40 for a one-story building, plus 0.10 for each additional story.
- Parks and Recreation:** The Future Land Use Map (FLUM) specifically illustrates park and recreation areas. Compatible parks continue to be encouraged in all residential land use categories, and may continue to be allowed in all other future land use categories. The siting and use of future public and private parks and recreation areas shall be guided by the *Comprehensive Parks and Recreation Master Plan for Havelock, North Carolina*, as amended, and by other applicable goals, objectives, and policies adopted in this document. Other commercial recreation, entertainment, or cultural uses may also be considered for approval in this category if they would enhance the quality, utility, or enjoyment of the site and its natural, historical, or archeological resources and facilities. The maximum building height for ancillary commercial, recreation, cultural, or entertainment buildings permitted in this category shall not exceed 2 stories.
- U.S. Military Base:** The U.S. Military Base category designates land occupied by the Marine Corps Air Station – Cherry Point, of which the federal government has complete authority. Lands designated U.S. Military Base in the Future Land Use Map (FLUM) are for illustrative purposes only, and the City of Havelock specifies no height, bulk, or density controls for this land use category.



Legend		
■ Agriculture	■ City Center Mixed Use	■ Military Airfield
■ Rural Residential	■ Industrial	■ Aircraft Protection Zones
■ Low Density Residential	■ Institutional and Public Facilities	■ Proposed US 70 Bypass
■ Medium Density Residential	■ Parks and Recreation	■ Water Bodies
■ High Density Residential	■ U.S. Military Base	■ Parcels Outside Planning Jurisdiction
■ Business and Office	■ National Forest	■ Neighborhood Mixed Use

Future Land Use

- *U.S. National Forest*: The U.S. National Forest category designates land occupied by the Croatan National Forest, of which the federal government has complete authority. Lands designated U.S. National Forest in the Future Land Use Map (FLUM) are for illustrative purposes only, and the City of Havelock specifies no height, bulk, or density controls for this land use category.

Impacts to supporting infrastructure generated by the land use patterns and intensities depicted in the FLUM were calculated using Community Viz software. This software is a decision-based GIS tool that considers the tradeoffs between different development scenarios and their competing impacts on infrastructure. Demand estimates for the Comprehensive Plan assume full build-out of the FLUM and the maximum allowable densities and intensities prescribed under each of the individual future land use categories. Therefore, impacts to infrastructure reported in the Comprehensive Plan should be considered worst-case scenarios. These scenarios would very likely improve if factors for prevailing market conditions or consideration that not all development within the various land use categories would build-out at their maximum allowable densities or intensities were included in the analysis. The methodology used for evaluating the impacts to infrastructure generated by the FLUM meets the minimum rules and requirements set forth by the State of North Carolina for preparing a Core CAMA Land Use Plan.

The City of Havelock's Comprehensive Plan recognizes that growth will continue beyond the 25-year planning horizon assumed for this plan update. Therefore, the FLUM includes acreage for both residential and non-residential land use categories that exceeds demand forecasted for 2030. The extra acreage allows for unanticipated growth or changing market conditions to be absorbed within the current plan document. The extra acreage included for certain land use categories within the planning jurisdiction leads to higher estimates for impacts to infrastructure. City officials understand that many areas depicted in the FLUM may not develop within the 25-year planning horizon (e.g., if the State delayed improvements to the US 70 Bypass interchange at Lake Road for some reason).

Goals, Objectives, & Policies

The intent of goals, objectives, and policies in the comprehensive plan is to provide an overall policy framework from which zoning and subdivision ordinances and a capital improvements plan can be developed. Goals, objectives, and policies are defined below:

Goals -the desired outcomes or results, which a community seeks to attain. They are general statements that set the broad framework for objectives and policies.

Objectives-the intermediate, attainable steps to the goal. They are the route or way by which the goal can be reached.

Policies-a consistent set of land use and development principles and decision guidelines or courses of action, adopted by the elected board, that are planned to achieve the local government's goals and objectives.

Goals, objectives, and policies contained in the document are organized into 10 plan elements. Each element addresses an important aspect of land development and growth in Havelock — including land use, community design, housing, transportation, community facilities and services, parks and recreation, environment and natural resources, historic and cultural resources, economic development, and capital improvements. In total, there are 16 goals, 42 objectives, and 158 policies found in this Comprehensive Plan. Goals, objectives, and policies are detailed in Chapter 6.

Inviting Success

Successful implementation of the *City of Havelock Comprehensive Plan* will depend greatly on the ability of local, private, and governmental entities to work together in collaboration. This “action plan” provides a framework for achieving the City's desired future vision. It builds on the successes and shortcomings of policies outlined in the previous CAMA Land Use Plan and an analysis of current trends and community concerns and aspirations for future growth. The action plan includes a list of specific projects and implementing actions, a timeframe for completion of such actions, and a determination of responsible agencies for overseeing implementation of the actions. The intent of the action plan is three-fold; first, it must provide decision-makers with a blueprint for implementation that will enable them to track progress and schedule future year improvements. Second, clearly defined action items will enable the City to identify public and private investment opportunities that are healthy, sustainable, and achievable through well-guided land use policies that encourage quality design and environmental stewardship. Third, the plan will be used for State and Federal permit consistencies. As stated in Section 113A-107 N.C.G.S., a consistency determination must be made for all development within AECs and no development permit may be issued that is inconsistent with the plan.

Completion of this Comprehensive Plan represents an important step towards encouraging quality development and aesthetic improvements within the planning jurisdiction. The structure of the recommendations does not require that all improvements be completed in unison. Instead, the recommendations promote flexibility and partnership between the City and development community to implement the vision of the plan in several phases as development occurs and funding sources become available.

Local, state, and private partnerships can be leveraged to ensure strategic and timely improvements. Working together is especially important, given the amount of impending

development within the planning jurisdiction. The purpose of the “action plan” is to recognize the challenges associated with new development and new partnerships, and suggest strategies and resources to address each challenge.

With this in mind, the action plan identifies “next step” items for major elements of the Comprehensive Plan. Specific components of the action plan include: implementation toolbox, plan consistency matrix, schedule of capital improvements, roles and responsibilities, and evaluation and monitoring. Ultimately, recommendations in the action plan can be administered concurrently or as priorities and regional initiatives present the opportunity.

Implementation Toolbox

The City’s implementation toolbox includes regulatory and non-regulatory tools used to fulfill goals, objectives, and policies described in Chapter 6 of the Comprehensive Plan. These tools include ordinance, codes, policies, and regulations implemented at the local, state, and federal level. Collectively, these tools guide development and redevelopment within the planning jurisdiction.

Regulatory tools represent rules and requirements formally adopted by the Board of Commissioners through legislative action, which empowers them with the force of law. Courts recognize regulatory tools under the police power of a municipality. These tools are legally binding. Conversely, non-regulatory tools are not adopted via legislative action. Instead, they are administrative methods and procedures available for City staff to implement formal goals and policies stated in the adopted Comprehensive Plan.

Plan Implementation Matrix

The plan implementation matrix is a tool to help ensure that the City sees the updated plan through to implementation. Each policy described in Chapter 6 is listed in the matrix. An implementing action, timeframe, and responsible party are provided for each policy. The implementing action describes the action or step the City must take to successfully implement the policy. The timeframe helps prioritize when the policy should be implemented. Those policies with a short-term time frame should be initiated within the first five years of plan adoption. Those policies with a medium-term time frame should be initiated between five and ten years of plan adoption, while those policies with a long-term time frame should be completed beyond ten years of plan adoption. Those recommendations that are ongoing should be addressed continuously during the life of the plan. The agency listed as the responsible party is charged with overseeing the successful implementation of that policy. The governing body accepts state and federal law regarding land uses and development in Areas of Environmental Concern (AEC) and all policies relevant to AECs meet state and federal law. These state and federal regulations are included in the Implementation Toolbox section of this chapter.

The City’s plan implementation matrix is summarized on page 7-9 through 7-38.

Roles and Responsibilities

Successful implementation of the Comprehensive Plan will depend to a great extent on the ability of local, private, and governmental entities to work together in collaboration. As shown in the plan implementation matrix, many agencies play a role in ensuring successful implementation of all policies throughout the lifetime of the plan.

The action plan details the long range functions of the Comprehensive Plan. The plan provides guidance in planning public expenditures for developing capital improvement projects, determining new projects and programs, and revising the City's land development regulations.

In addition to these long range functions, the Plan should be a tool referenced by property owners, developers, staff, City boards, and the public when making day-to-day development decisions. Below is a description of how each of these entities should utilize the plan on a daily basis.

Property owners and developers should reference the policies and FLUM to determine the types of land use desired by the City. By referencing these tools, developers will design and formulate development proposals that are consistent with the Plan, increasing the chances of project approval. Property owners can reference these tools to gain an understanding of the capabilities and limitations of their property.

Planning and development staff should review development proposals against the policies outlined in the Plan and the FLUM. Staff can advise review boards of policies both supported and in conflict with the proposal and use these tools to formulate a recommendation to their planning board and elected officials.

The general public can reference the policies and FLUM in determining whether to support or oppose a development proposal in the City. Also, these tools help the public gain a better understanding of the development proposals being brought before their local boards.

Planning boards will use these tools to determine consistency of development proposals. Planning boards shall refer to these tools before making a recommendation regarding a development request.

The Board of Commissioners will use these tools to determine consistency of development proposals. The Board of Commissioners shall refer to these tools before taking action on a development request.

Evaluation and Monitoring

Evaluation and monitoring are a critical step in assessing the effectiveness of the Comprehensive Plan. Two years after the date of Coastal Resources Commission (CRC) certification, the City must submit a two year implementation status report for review. Additionally, the Coastal Area Management Act requires the CRC to review the land use planning rules every five years. If the

CRC changes the rules, the local government then has six years to update their plan to meet the new/revised rules. Although no additional updates are required, the City of Havelock is encouraged to review and evaluate the plan annually to evaluate the regulatory effectiveness of existing tools and modify, delete, or add policy statements as needed.

Any desired amendments to the plan must be submitted to CRC for review. Only the amended portions of the plan must be submitted, unless the local government amends half or more of the plan's policies. For details on the amendment process the City should review Section .0900 of Subchapter 7B- Land Use Planning Guidelines of the Coastal Area Management Act rules.