

TOWN OF NAGS HEAD
COMPREHENSIVE OCEAN AND ESTUARINE ACCESS
AND RECREATIONAL PLAN

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EXECUTIVE SUMMARY

TOWN OF NAGS HEAD COMPREHENSIVE OCEAN AND ESTUARINE ACCESS AND RECREATIONAL PLAN

The Town of Nags Head received a Fiscal Year 1988-1989 Coastal Area Management Act grant of \$8,840 for the development of a Comprehensive Ocean and Estuarine Access and Recreational Plan. The plan is a functional extension of the town's 1985 Land Use Plan, which gave a high priority to the development of shoreline access and the preservation of open space. This planning document defines the shoreline access and recreation needs of the Town of Nags Head and identifies shoreline access and recreation improvements that should be given priority by the town. A four-part analysis was performed to accomplish these objectives:

1) Inventory of Existing Sites and Facilities

An inventory of existing shoreline access sites and recreational facilities was performed, and tables and maps were prepared summarizing the number, location, and types of existing shoreline access sites, natural areas, and non-shoreline recreational facilities such as picnic areas, playgrounds, and walking/jogging trails.

2) Citizen Participation

In 1984 and 1989, citizen opinion surveys were conducted to aid in preparation of the Land Use Plan and Access/Recreation Plan, respectively. The 1989 survey was distributed to 3,400 property owners, with 535 completed questionnaires received.

In order to help define shoreline access and recreation priorities and policy statements, the town tabulated and analyzed citizen responses to the 1989 survey, considered the results of the 1984 survey, and compared resident and non-resident survey responses to the 1989 survey.

Based on the 1989 survey, the most important public shore access and recreation needs of the property owners of Nags Head were, in decreasing order of importance, 1) improvement of existing ocean access areas, 2) development of new ocean access areas, 3) improvement of existing sound access areas, 4) development of new sound access areas, 5) creation of a town park, and 6) development of other types of recreational facilities. This order of preference is consistent with the 1984 survey, which also indicated more public support for public shore access than for parks

or recreational facilities such as ballfields, tennis courts, golf courses, etc. However, it is significant that 67% of the respondents in the 1989 survey supported the idea of acquiring land for a town park, and 47% of those responding supported increasing taxes for a town park. Also, permanent residents indicated that a town park was second in importance only to improving existing ocean access areas. Therefore, while both the 1984 and 1989 surveys indicate that public shore access development is preferred over non-shoreline recreational improvements by property owners as a whole, strong citizen support, particularly resident support, for a town park and associated active recreational facilities also appears to exist.

3) Identification of Needs

The existing inventory data discussed above were compared with objective state-wide standards for shoreline access and recreational facilities. Apparent existing or projected deficiencies in relation to state-wide standards were then further evaluated based on input from town management, citizen survey results, and planning analysis to determine specific shoreline access and other recreational facilities needs for Nags Head through the year 2000.

4) Prioritization of Improvements

Finally, defined shoreline access and recreation deficiencies were evaluated with respect to existing capital improvement plans, physical and economic constraints to recreational development, and citizen survey results. Based on this analysis, a ten-year shoreline access/recreational facilities plan was developed. This plan identified what applicable deficiencies could be reasonably addressed by the town within budgetary and physical constraints, and prioritized the improvements to be made by the town.

Based on the methodology above, it was determined that the Town of Nags Head could set a goal of addressing its shoreline (both sound- and ocean-side) parking deficiencies over the ten-year planning period. Additionally, the town can begin to improve the non-shoreline recreation facilities most desired by property owners within budgetary and physical constraints. It was determined that the town cannot reasonably meet state-defined standards for numbers and types of either ocean or, in particular, estuarine access sites, for a number of reasons discussed at length in this narrative. However, the plan does place a high priority on the creation of new ocean and estuarine access sites. Additionally, the proposed addition of parking spaces and improvements to existing access sites called for in the plan should compensate for the inability of the town to secure enough new access sites to meet state standards during the planning period.

The access and recreation plan is divided into three phases: (1) FY1989-1990; (2) Five Year Plan FY'90/'91 to FY'94/'95; and (3) a Long-Range 5-10 Year Plan. The FY89-90 plan proposes the following improvements:

- Jockey's Ridge estuarine access
- East Hollowell Street parking
- Dowitcher Street parking
- Cold water showers at 9 ocean sites
- Pedestrian access improvements

The Nags Head five-year access and recreation plan will focus on the following:

- Securing additional sound side access sites, including a regional sound side site.
- Securing an additional ocean side regional access site.
- Increasing ocean side parking.
- Protecting Nags Head Woods and developing in-town access to the Woods.
- Improving facilities at the ocean side access sites.
- Securing additional neighborhood/local ocean side access sites.
- Planning and development of non-shoreline recreational facilities such as jogging/bike trails, natural areas, picnic shelters, and playgrounds.

The 5 to 10-year plan will continue to emphasize estuarine and ocean shoreline access development, including shoreline access parking. Emphasis will be placed on providing a major boat access ramp in cooperation with Dare County. Secondary concerns will be the development of non-shoreline recreation facilities, including a town park, and support of DOT efforts to establish bike routes. Shoreline access and non-shoreline recreation needs/deficiencies will be assessed annually, with revisions to priorities and funding allocations being made as required.

As an overall policy statement, the town will: (1) place a very high priority on the provision of public access to, and public use of, the ocean and sound shorelines; (2) perpetuate open space and natural areas; and (3) develop non-shoreline recreational facilities when the demand is well-documented.

TOWN OF NAGS HEAD
COMPREHENSIVE OCEAN AND ESTUARINE ACCESS
AND RECREATIONAL PLAN

I. INTRODUCTION AND PURPOSE

The Town of Nags Head has a rich and unique history closely linked to its ocean and sound shorelines. The town has approximately eleven miles of ocean shoreline and approximately twelve miles of sound or estuarine shoreline. This extensive amount of shoreline has helped to make Nags Head an attractive place to live and vacation. The town has remained primarily a water-oriented community.

The history of recent development in the town is summarized by the following quote from the 1985 Town of Nags Head Land Use Plan Update:

"Nags Head has been slow to develop when compared to resort and vacation areas along the eastern coast that offer similar amenities (e.g., Myrtle Beach, South Carolina; Ocean City, Maryland). This has partly been a result of the remoteness of the town. However, like all of the Dare County beach communities, Nags Head is beginning to experience tremendous growth and development pressures. As an indication, the permanent population has been growing at an annual rate of well over 10 percent. The most significant growth pressures in the town are, and will continue to be, generated by seasonal resort development, however. Over two-thirds of Nags Head property owners, for example, are not permanent residents of the town."

This growth and development is causing a strain on existing recreation facilities. Among those problems is the need to improve existing shoreline access sites and to provide new ocean and sound access sites. In addition, the demands for both active and passive non-shoreline recreational facilities are increasing.

The Town of Nags Head has long recognized the benefits that the residential and business communities will accrue through the provision of recreational facilities and shoreline access sites. In 1984, the town undertook a citizen attitude survey that dealt with a number of land use-related issues. Both multi-use and beach access facilities were addressed.

The 1984 survey respondents were concerned about beach and sound access areas. Six out of ten stated that beach access areas (60%) and parking for beach access (57%) were important enough to be built at public expense. One-third (34%) stated that sound access areas were equally important.

In support of the 1984 survey results, the Town of Nags Head 1985 Land Use Plan Update emphasized recreation, open space, and shoreline access. In an effort to more effectively pursue the stated goals of the 1985 Land Use Plan, and to aid in the development of the town's 1990 Land Use Plan, the town has prepared this comprehensive access/recreation plan, which identifies recreation and shoreline access-related goals, policies, and implementation methods for Nags Head.

The Town of Nags Head has a commitment to the preservation of its beaches and shoreline, and other natural areas, as evidenced by its continued participation in the CAMA land use planning process, enforcement of its zoning ordinance, and the encouragement of citizen participation in its planning efforts. The pressure placed on the use and development of the shorelines and natural areas is constantly increasing, and continued commitment by the town will be required to ensure the preservation of shoreline and natural areas. Nags Head will continue to take an active role in responsibly managing and protecting its shoreline resources and natural areas such as Nags Head Woods.

This plan supports the town's existing recreation and shoreline access goals, policies, and strategies. Additionally, the plan supports the views and priorities of the respondents to the 1984 questionnaire and the 1989 shoreline access/recreation needs questionnaire that was distributed in conjunction with this study. The provision of public access to, and public use of the ocean and sound shorelines will continue to be a high priority. The provision of non-shoreline community recreational facilities is also a priority of the town. Nags Head's success in providing shoreline access and other recreation facilities is due, in part, to substantial support from the Division of Coastal Management and Land and Water Conservation Fund grant programs. Further assistance of these programs will be solicited.

II. INVENTORY AND ANALYSIS OF EXISTING SHORELINE ACCESS SITES AND RECREATIONAL FACILITIES

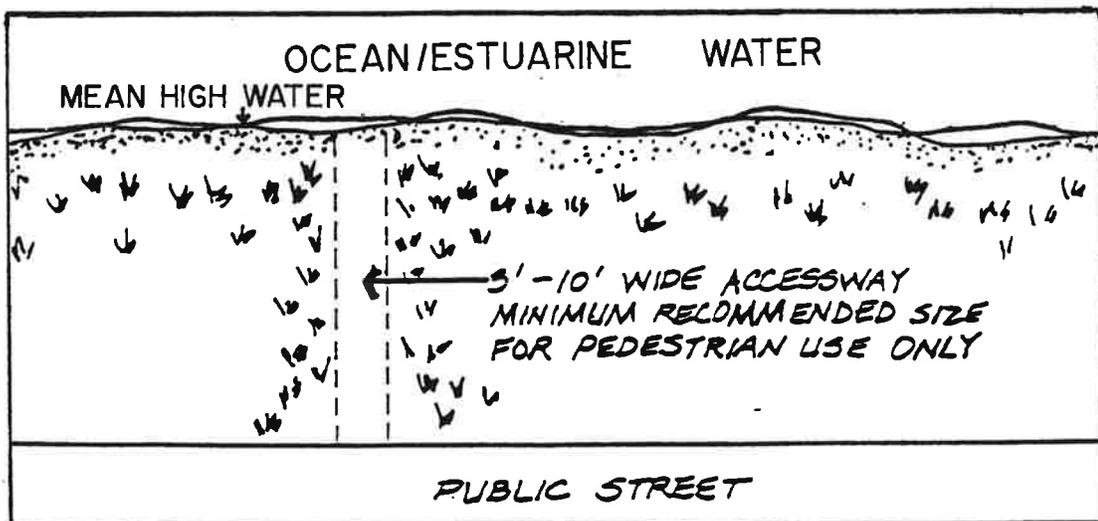
The Town of Nags Head has extensive ocean access sites, compared to other North Carolina beach communities, but limited sound access sites and non-shoreline recreational facilities. A total of 40 town-maintained shoreline access sites exist (excludes proposed Jockeys Ridge site and includes the Nags Head Village access site adjacent to Roanoke Court). Only three of these sites provide estuarine access. Some of these sites were purchased and are maintained with assistance from the Division of Coastal Management (DCM) and Land and Water Conservation Funds (LWCF), as indicated on Table 1, page 5.

The Nags Head Woods is the only "town-park" type of natural area owned by the town. This maritime forest has been zoned as a special environmental district. The only improvements in the town-owned portion of the Woods are walking trails which the Nature Conservancy maintains under the terms of a management agreement with the town.

Local Shoreline Access Areas

Shoreline access sites are categorized by the Division of Coastal Management as either local, neighborhood, or regional facilities. A local access area is defined as follows by the North Carolina Beach Access Handbook:

"A local access area provides minimal facilities and is designed for the use of pedestrians within a few hundred yards of the project site. This type of access project requires a strip of land from three to 10 feet in width located perpendicular to the beach or shore and extending to a public street or road."



Typical local access areas.

There are 16 local access sites in Nags Head, including two estuarine access sites and 14 ocean access sites. The following provides an identification of the 14 unimproved town-owned local shoreline access sites in Nags Head. Two of the sites provide estuarine access and the remaining 12 provide ocean access. Map 1 provides the location of all access sites.

- Admiral Street
- Baltic Street
- Curlew Street
- Hollowell Street
- Grouse Street
- Ida Street
- Isabella Street (has a gravel parking lot)
- Islington Street (has a pedestrian walkway)
- Indigo Street
- Jay Street (has a pedestrian walkway)
- June Street
- Jacob Street (has a pedestrian walkway)

- Forrest Street
- Gray Eagle (open, but improved only with clay base)

The two remaining local access sites are both improved ocean sites, and are listed in Table 1 on Page 5.

TABLE 1
1989 FACILITIES SUMMARY
IMPROVED PUBLIC ACCESS SITES

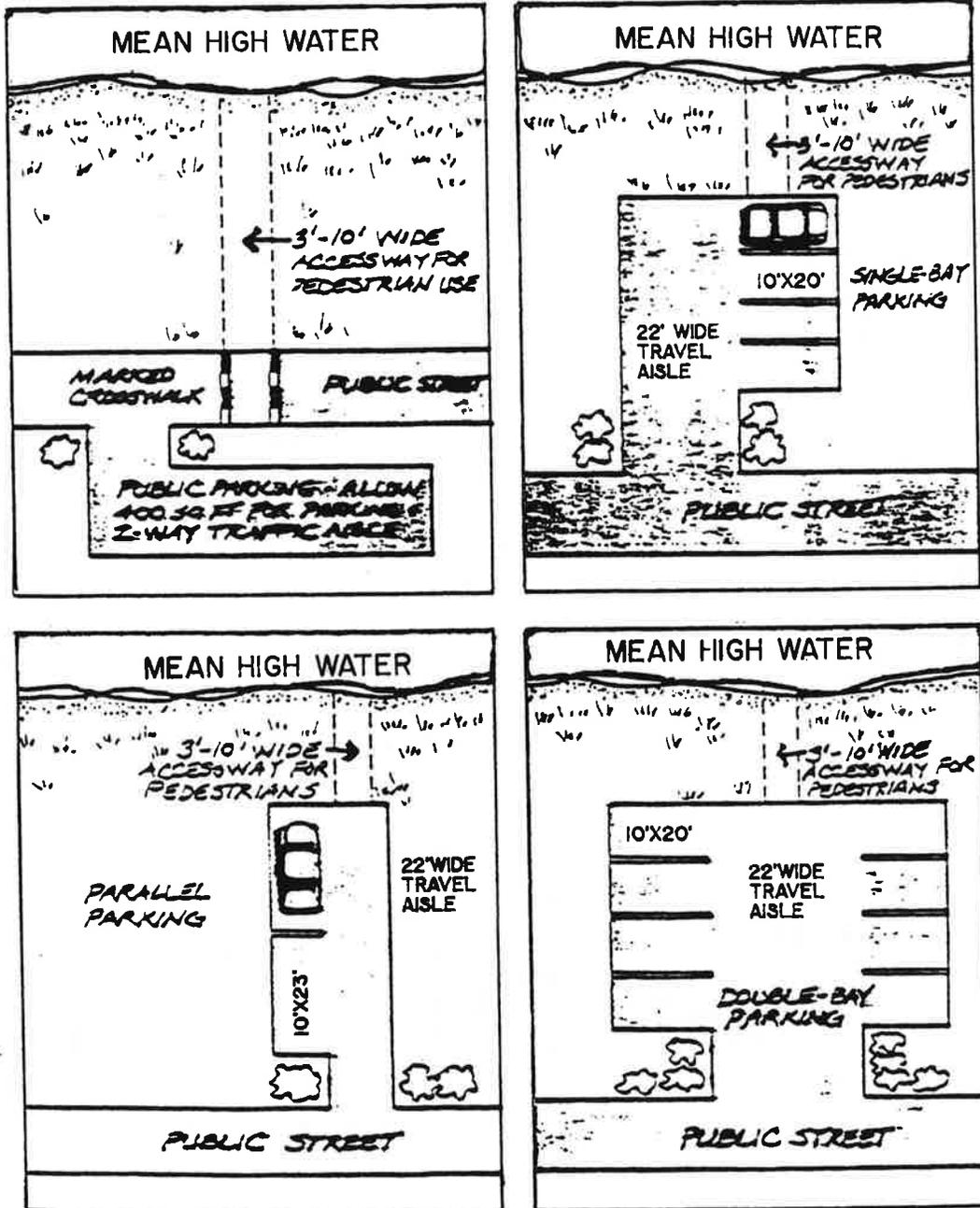
| Site No. | Name | Parking Spaces | Category* | Type Pavement | Dune Crossover | | | | Facilities | | | | Funding Source** | |
|----------|--------------------|----------------|-----------|--|----------------|-----------|----------|------------------------|------------|---------|-----------|---------------|------------------|---------|
| | | | | | Trash Can | Boardwalk | Sandpath | Vehicular Beach Access | Restrooms | Showers | Bike Rack | Handicap Ramp | | Benches |
| (1) | Albatross | 8 | N | Non-permeable | | x | | | | | | | | LWCF |
| (2) | Abalone | 21 | N | Permeable asphalt | x | x | x | | | | | | | LWCF |
| (5) | Barnes | 17 | N | Permeable asphalt | x | x | x | | | | | | | DCM |
| (6) | Blackman | 17 | N | Permeable | x | x | x | | | | | | | LWCF |
| (7) | Bonnett | 71 | R | Combination permeable parking and non-permeable driveway | x | x | x | | x | | x | | | LWCF |
| (8) | Bittern | 16 | N | Permeable | x | x | | | | | | | | LWCF |
| (9) | Bladen | 11 | N | Non-permeable | x | x | x | | | | | | | LWCF |
| (10) | Bainbridge | 16 | N | Permeable | x | x | x | | | | | | | LWCF |
| (13) | Conch | 20 | N | Permeable | x | x | x | | | | | | | LWCF |
| (14) | Small | 0 | L | Concrete pedestrian walkway (poor condition) | x | x | x | | | | | | | LWCF |
| (15) | Enterprise | 14 | N | Permeable | x | x | x | | | | | | | DCM |
| (16) | Epstein North | 23 | N | Permeable | x | x | x | | | | | | | DCM |
| (17) | Municipal Building | 15 | N | Permeable and gravel | x | x | x | | | | | | | DCM |
| (18) | Epstein Midway | 46 | R | Combination permeable and asphalt | x | x | x | | | | | | | DCM |
| (19) | Forrest | 18 | N | Non-permeable asphalt and concrete | x | x | x | | | | | | | DCM |
| (21) | Glidden | 14 | N | Permeable | x | x | x | | | | | | | LWCF |
| (22) | Gull | 12 | N | Permeable | x | x | x | | | | | | | LWCF |
| (23) | Gray Eagle | 24 | N | Non-permeable | x | x | x | | | | | | | LWCF |
| (24) | Gulfstream | 22 | N | Permeable | x | x | x | | | | | | | LWCF |
| (25) | Governor | 18 | N | Permeable | x | x | x | | | | | | | DCM |
| (26) | Huron | 25 | N | Non-permeable | x | x | x | | | | | | | DCM |
| (27) | Holden | 21 | N | Permeable | x | x | x | | | | | | | DCM |
| (28) | Hargrove | 28 | N | Permeable | x | x | x | | | | | | | DCM |
| (35) | James | 0 | L | Non-permeable | x | x | x | | | | | | | LWCF |
| (37) | Juncos | 20 | N | Non-permeable | x | x | x | | | | | | | LWCF |
| (E-2) | Danube | 15 | N | Permeable | x | x | x | | | | | | | LWCF |
| Total | | 572 | | | x | x | x | | | | | | | |

* L-Local; N-Neighborhood; R-Regional

**LWCF-Land and Water Conservation Funds; DCM-Division of Coastal Management.

Neighborhood Shoreline Access Areas

A neighborhood access area provides public parking and pedestrian access to the beach or shoreline. In addition to providing a pedestrian path from a public road to the mean high water, a larger area for parking must also be provided. Several design alternatives for this type of access area are presented below.



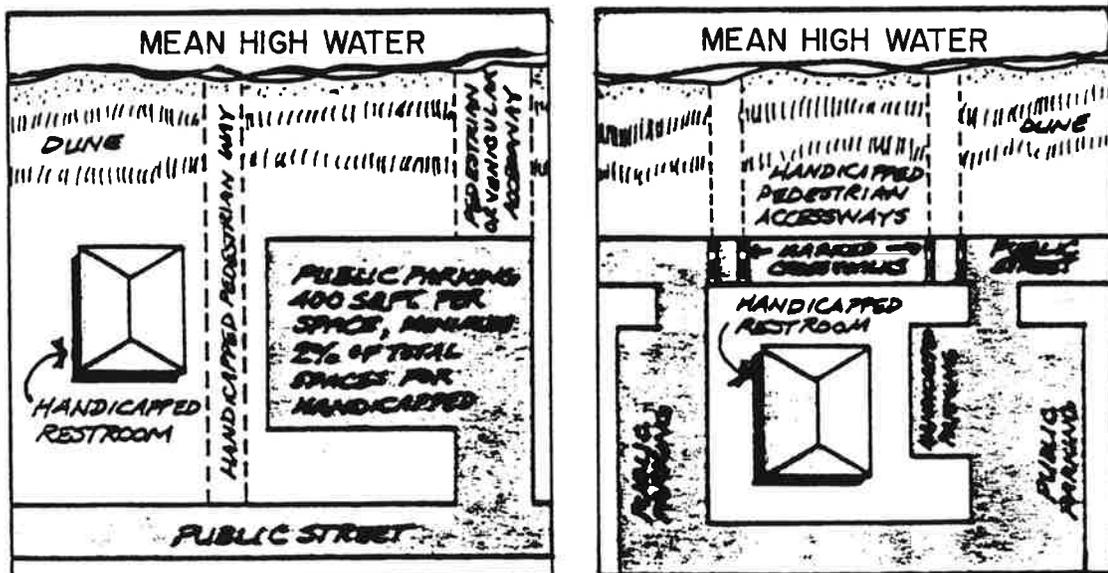
Typical Neighborhood Access Areas

There are 22 neighborhood access sites located in Nags Head, including one sound access site and 21 ocean access sites. All of these are identified in Table 1 on Page 5.

Regional Shoreline Access Areas

A regional access area provides facilities to serve residents of a community as well as day visitors. These sites are required to be accessible to the handicapped and provide restrooms, dune crossovers, piers or boat ramps, litter receptacles, public access signs and parking for as many as 60 cars or more. These facilities may also provide foot showers and showers, bike racks and picnic tables, gazebos and seating areas, fencing, lighting and landscaping.

Regional accessways are similar to neighborhood accessways. The following provides sample site designs.



Typical regional access areas.

There are two regional access sites located in Nags Head, Bonnett and Epstein Midway. Both sites are ocean access sites. Table 1 on Page 5 provides a summary of these sites.

Discussion of Existing Shoreline Access

Ocean Access Sites

The town does not maintain specific user data or traffic counts at either ocean or estuarine access sites. Collection of accurate user data would be prohibitively expensive and time consuming. All of the shoreline access sites are heavily utilized during the summer months. Based on observations of town staff, the improved neighborhood and regional access sites are the most heavily used. The sites' parking lots are frequently full on the weekends. Pedestrian access is also heavy.

Some unimproved local ocean access sites, and neighborhood ocean access sites, are adjacent to vacant property. However, since most oceanfront property is too expensive for public acquisition, expansion of ocean access parking and other major site improvement activities at ocean access areas will have to occur to the west of Virginia Dare Trail.

Estuarine Access Sites

In addition to the Danube neighborhood site and the unimproved Forrest Street local site, the town has a third sound access site, indicated above as (E-1), Gray Eagle. This unimproved local access site is the right-of-way for Gray Eagle Street which extends from U.S. 158 to Roanoke Sound. Currently the right-of-way is improved with only a clay base. In 1987, the town applied for funding under the North Carolina Coastal and Estuarine Water Beach Access Program for implementation of this site, but was unsuccessful.

A fourth sound access site (unimproved) is located off Sound Side Road on a portion of Jockey's Ridge State Park. While this is not a town site, it is used regularly by the public. The town is in the process of negotiating a lease with the state that would allow establishment of the site as an improved sound access site for the purpose of meeting an existing demand created by wind surfers, sailors, and sightseers. In 1989, the town applied for North Carolina Coastal and Estuarine Water Beach Access Funds to provide a limited facility designed to meet existing demand. The application was not funded in FY88/89 because a lease agreement had not been finalized. The application has been resubmitted for FY89/90 funding.

With only three existing estuarine access sites, the town has a need to add new access areas on the sound, and to develop existing estuarine access areas. However, private development, an abundance of marsh areas, shallow water, and lack of existing right-of-way are all obstacles to public improvement of, or acquisition of, sound access areas.

There are not any town-owned/operated boat ramp sites available at estuarine access sites. The primary reason for the lack of boat ramps is the shallow water depth found along the estuarine shoreline areas. Some usage is made of the Danube sound access site and an

area adjacent to Jockey's Ridge for the launching of lightweight sail boats, sail boards, and jet skis. However, these sites are not designed for any type of boat launching, and boat usage conflicts with swimming and other non-boating shoreline activities. Future motorized boat ramps may be developed on the Rigger property located on the south side of the Causeway, and possibly in concert with Dare County across from Pirate's Cove Marina.

Jockey's Ridge State Park is a major recreational amenity. The park provides a huge open space area and rigorous terrain for hikers. Additionally, the park is used for kite flying and hang gliding. The sound side of the park presents excellent opportunities for estuarine shoreline access. When the park was first developed, there was not an identified demand for sound access. However, the increasing popularity of sailing, wind surfing, jet skis, and general enjoyment of the sound have all increased access demands.

Other Recreational Facilities

The only town-owned recreation area in Nags Head which provides a "park" type of environment is Nags Head Woods. The Nags Head Woods site is one of the few remaining maritime forests on the east coast. The tract includes relic dunes, fresh water ponds, and extensive marshes along Roanoke Sound. The entire area contains approximately 1,800 acres and 2.7 miles of estuarine shoreline. The Town of Nags Head owns 400 acres of the area. All of the trails on the Nags Head property are maintained by the North Carolina Nature Conservancy. The remaining 1,400 acres, including the shoreline areas, are controlled by the Nature Conservancy, the Town of Kill Devil Hills, and several individuals.

Nags Head Woods is designated as a Special Environmental District (SED) in the town zoning ordinance and is protected by the stringent preservation/protection guidelines and use restrictions outlined in the zoning ordinance amendment creating the SED. Currently, Nags Head residents and visitors do not have any direct vehicular access to the site. Access is provided through the Conservancy Center in Kill Devil Hills.

State and federal properties either in or adjacent to Nags Head provide both estuarine access and visual enhancement areas. Those include the Cape Hatteras National Seashore to the south, and Jockey's Ridge State Park.

The Town of Nags Head does not currently own or maintain any town parks, ballfields, tennis courts, golf courses, playgrounds, or related athletic facilities. However, Dare County maintains a tennis facility with six courts in Nags Head, and there is one privately-owned golf course in Nags Head. There are approximately two miles of jogging/walking trails in the town-owned portion of the Nags Head Woods.

III. SHORELINE ACCESS AND RECREATION NEEDS

A. POPULATION ANALYSIS

Nags Head population growth has been phenomenal. In 1970, there were only 414 permanent residents. By 1980, the permanent population had more than doubled to 1,020. The 1984 North Carolina Office of State Budget and Management figures showed a further increase of 36% to 1,387. The following table provides a historical analysis of permanent population:

Table 2
Permanent Population
Dare County and Nags Head

| <u>Year</u> | <u>Dare County</u> | <u>Nags Head</u> |
|-------------|--------------------|------------------|
| 1960 | 5,935 | |
| 1970 | 6,995 (17.9%) | 414 |
| 1980 | 13,377 (91.2%) | 1,020 (14.6%) |
| 1982 | | 1,166 (14.3%) |
| 1983 | 15,327 (14.6%) | 1,330 (14.1%) |
| 1984 | | 1,395 (4.9%) |

Note: Percentage increase from prior year shown in parentheses.
Source: Town of Nags Head 1985 Land Use Plan Update.

The population forecasts for both resident and visitor population were updated in 1989 by the Town of Nags Head and are provided in Table 3.

Table 3
Town of Nags Head
Estimated Population to Year 2000

| <u>Year</u> | <u>Permanent Population</u> | | <u>Visitor Population</u> | | <u>Total</u> |
|-------------|-----------------------------|--------------|---------------------------|--------------|----------------------------|
| | <u>(Increase)</u> | <u>Total</u> | <u>(Increase)</u> | <u>Total</u> | <u>Visitor + Permanent</u> |
| 1985 | | 1,977 | | 23,600 | 25,557 |
| 1986 | 583 | 2,560 | 1,000 | 24,600 | 27,160 |
| 1987 | 208 | 2,768 | 1,088 | 25,688 | 28,456 |
| 1988 | 230 | 2,998 | 1,202 | 26,890 | 29,888 |
| 1989 | 423 | 3,421 | 2,647 | 29,537 | 32,958 |
| 1990 | 508 | 3,929 | 3,211 | 32,748 | 36,677 |
| 1991 | 337 | 4,266 | 2,593 | 35,341 | 39,607 |
| 1992 | 334 | 4,600 | 2,530 | 37,871 | 42,471 |
| 1993 | 464 | 5,064 | 2,404 | 40,275 | 45,339 |
| 1994 | 340 | 5,404 | 1,794 | 42,069 | 47,473 |
| 1995 | 304 | 5,708 | 1,687 | 43,756 | 49,464 |
| 1996 | 337 | 6,045 | 1,659 | 45,415 | 51,460 |
| 1997 | 337 | 6,382 | 1,659 | 47,074 | 53,456 |
| 1998 | 341 | 6,723 | 1,679 | 48,753 | 55,476 |
| 1999 | 366 | 7,089 | 1,814 | 50,567 | 57,656 |
| 2000 | 366 | 7,455 | 1,814 | 52,381 | 59,836 |

Where applicable, the recreation and shoreline access needs of the town will be assessed on the basis of the population growth forecast in Table 3 through the year 2000.

B. USER ANALYSIS/SURVEY RESULTS

To ensure adequate citizen input and to obtain a comprehensive data base, Nags Head undertook a survey of the town's residential and commercial property owners before preparing this plan. Appendix IIA provides a copy of the survey instrument. A total of 3,400 questionnaires were distributed in March, 1989, as a part of the town's newsletter. Five hundred thirty-five responses were received, providing for a 16% response rate. However, many property owners received more than one questionnaire, since they own both residential and commercial properties. Therefore, it is believed that the response rate of property owners was higher than 16%.

The 1989 survey results support the recreation and shoreline access goals stated in the 1985 Town of Nags Head Land use Plan, and are consistent with shoreline access survey results obtained from the 1984 Nags Head land use questionnaire.

The survey results were tabulated in total and separately by resident and non-resident property owners for questions 1 through 6. The majority of the responses, 69.4%, came from non-resident property owners, and 29.6% of the respondents were resident owners or renters. (1% of respondents indicated "other" residential status.) The majority, 78.9%, of those responding owned developed property. 14.4% owned both developed and undeveloped property, with only 4.4% owning undeveloped property. The 1984 survey results included 75% non-resident and 25% resident responses.

Detailed results of the survey are included in Appendix IIB in graphic and tabular form. Results for opinion-type questions (1-7 and 11) are summarized below:

SUMMARY OF RESPONSES TO
TOWN OF NAGS HEAD 1989 PUBLIC OCEAN AND SOUND ACCESS
AND RECREATION NEEDS QUESTIONNAIRE

NOTE - All: All Respondents
Res.: Resident Respondents
N-Res.: Non-Resident Respondents

1. Most important facilities and improvements the Town could provide at public ocean access areas (ranked in descending order):

| <u>All</u> | <u>Resident</u> | <u>Non-Resident</u> |
|-----------------------------|--------------------------|--------------------------|
| 1. Restrooms | Restrooms | Restrooms |
| 2. Auto parking | Lifeguards | Auto parking |
| 3. Lifeguards | Auto parking | Lifeguards |
| 4. Natural areas | Drinking water | Natural areas |
| 5. Drinking water | Natural areas | Drinking water |
| 6. Picnic tables & shelters | Picnic tables & shelters | Picnic tables & shelters |
| 7. Bike racks | Cold showers | Bike racks |
| 8. Cold showers | Fishing pier | Fishing pier |
| 9. Fishing pier | Bike racks | Cold showers |
| 10. Foot showers | Foot showers | Foot showers |
| 11. Other | Other | Other |

2. Most important facilities and improvements the Town could provide at public sound access areas (ranked in descending order):

| <u>All</u> | <u>Resident</u> | <u>Non-Resident</u> |
|-----------------------------|--------------------------|--------------------------|
| 1. Restrooms | Restrooms | Restrooms |
| 2. Auto parking | Auto parking | Auto parking |
| 3. Boat ramps and parking | Boat ramps and parking | Boat ramps and parking |
| 4. Fishing & crabbing pier | Fishing & crabbing pier | Fishing & crabbing pier |
| 5. Picnic tables & shelters | Picnic tables & shelters | Picnic tables & shelters |
| 6. Drinking water | Drinking water | Drinking water |
| 7. Moorings and docks | Moorings and docks | Moorings and docks |
| 8. Bike racks | Bike racks | Bike racks |
| 9. Other | Cold showers | Other |
| 10. Cold showers | Other | Cold showers |
| 11. Foot showers | Foot showers | Foot showers |

3. Most important facilities the Town should provide if it were to build a Town park (ranked in descending order):

| <u>All</u> | <u>Resident</u> | <u>Non-Resident</u> |
|------------------------------|--------------------------|--------------------------|
| 1. Jogging & walking trails | Jogging & walking trails | Jogging & walking trails |
| 2. Natural area | Picnic tables & shelters | Natural area |
| 3. Picnic tables & shelters | Bike trails | Picnic tables & shelters |
| 4. Bike trails | Natural area | Bike trails |
| 5. Tot lot/playground | Community building | Tot lot/playground |
| 6. Public golf course | Tot lot/playground | Public golf course |
| 7. Tennis courts | Tennis courts | Tennis courts |
| 8. Community building | Municipal pool | Community building |
| 9. Municipal pool | Public golf course | Municipal pool |
| 10. Outdoor basketball court | Baseball field | Outdoor basketball court |
| 11. Baseball field | Outdoor basketball court | Baseball field |
| 12. Indoor basketball court | Indoor basketball court | Other |
| 13. Other | Other | Indoor basketball court |

4. Most important shoreline access and recreation needs (ranked in descending order):

| <u>All</u> | <u>Resident</u> | <u>Non-Resident</u> |
|--|-------------------------------------|-------------------------------------|
| 1. Improve existing ocean access areas | Improve existing ocean access areas | Improve existing ocean access areas |
| 2. Build more ocean access areas | Create a town park | Improve existing sound access areas |
| 3. Improve existing sound access areas | Build more ocean access areas | Build more ocean access areas |
| 4. Build more sound access areas | Improve existing sound access areas | Build more sound access areas |
| 5. Create a town park | Build more sound access areas | Create a town park |
| 6. Other | Other | Other |

5. How important is each need?

| | | | | | | |
|---|--------|----------------|--------------|--------------|--------------|------------------|
| a. Safer and improved pedestrian sidewalks and walkways from dwellings to ocean and sound | | Very Important | Important | Not Sure | Unimportant | Very Unimportant |
| | All | <u>34.1%</u> | <u>29.9%</u> | <u>14.4%</u> | <u>13.8%</u> | <u>7.8%</u> |
| | Res. | <u>42.1%</u> | <u>24.3%</u> | <u>14.3%</u> | <u>10.7%</u> | <u>8.6%</u> |
| | N-Res. | <u>31.0%</u> | <u>32.1%</u> | <u>14.4%</u> | <u>14.9%</u> | <u>7.6%</u> |
| b. Preservation of natural areas | | Very Important | Important | Not Sure | Unimportant | Very Unimportant |
| | All | <u>74.7%</u> | <u>21.6%</u> | <u>1.5%</u> | <u>0.7%</u> | <u>1.5%</u> |
| | Res. | <u>70.9%</u> | <u>23.4%</u> | <u>0.7%</u> | <u>1.4%</u> | <u>3.6%</u> |
| | N-Res. | <u>76.2%</u> | <u>20.9%</u> | <u>1.6%</u> | <u>0.5%</u> | <u>0.8%</u> |
| c. Protection/preservation of Nags Head Woods | | Very Important | Important | Not Sure | Unimportant | Very Unimportant |
| | All | <u>63.7%</u> | <u>23.0%</u> | <u>9.6%</u> | <u>1.4%</u> | <u>2.3%</u> |
| | Res. | <u>66.2%</u> | <u>26.8%</u> | <u>1.4%</u> | <u>1.4%</u> | <u>4.2%</u> |
| | N-Res. | <u>62.7%</u> | <u>21.6%</u> | <u>12.7%</u> | <u>1.4%</u> | <u>1.6%</u> |

6. a) I support the use of Town local tax dollars to pay for acquiring land

| | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |
|---|----------------|-------|----------|----------|-------------------|
| i) for public ocean access areas | | | | | |
| All | 23.6% | 40.3% | 12.8% | 11.1% | 12.3% |
| Res. | 25.9% | 31.7% | 15.8% | 12.2% | 14.4% |
| N-Res. | 22.6% | 43.6% | 11.7% | 10.6% | 11.4% |
| ii) for public sound access areas | | | | | |
| All | 21.1% | 42.1% | 16.1% | 10.4% | 10.4% |
| Res. | 26.9% | 35.1% | 19.4% | 8.2% | 10.4% |
| N-Res. | 19.0% | 44.7% | 14.8% | 11.2% | 10.3% |
| iii) for Town park or other Town recreation areas | | | | | |
| All | 24.3% | 42.8% | 16.0% | 8.1% | 8.9% |
| Res. | 36.4% | 35.7% | 13.6% | 5.7% | 8.6% |
| N-Res. | 19.6% | 45.5% | 16.9% | 9.0% | 9.0% |

b) I would be willing to accept a local tax increase to help pay for improvements at

| | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |
|---|----------------|-------|----------|----------|-------------------|
| i) public ocean access areas | | | | | |
| All | 11.5% | 34.8% | 15.7% | 18.7% | 19.3% |
| Res. | 14.2% | 29.1% | 17.9% | 17.9% | 20.9% |
| N-Res. | 9.1% | 36.9% | 15.8% | 18.6% | 18.9% |
| ii) public sound access areas | | | | | |
| All | 10.6% | 33.7% | 17.8% | 18.2% | 19.8% |
| Res. | 14.2% | 29.1% | 17.9% | 17.9% | 20.9% |
| N-Res. | 9.1% | 35.4% | 17.7% | 18.3% | 19.4% |
| iii) a Town park or other Town recreation areas | | | | | |
| All | 14.9% | 32.2% | 20.3% | 16.1% | 16.5% |
| Res. | 23.5% | 28.7% | 19.1% | 11.8% | 16.9% |
| N-Res. | 11.6% | 33.5% | 20.8% | 17.7% | 16.3% |

255 comments were received concerning Question 7 - negative concerns about shoreline access and recreation. Litter, security/policing, traffic congestion and pedestrian congestion, and parking were named most often as problems or concerns.

138 owners made suggestions (Question 11). The need to reduce litter, the need to reduce parking deficiencies, and the need for restrooms, jogging/bike trails, and more shoreline access were the most expressed concerns.

Comparison of 1984 LJP Survey with 1989 Recreation/Shoreline Access Survey

| <u>Topic</u> | <u>1984 Survey Results</u> | <u>1989 Survey Results</u> |
|-------------------------------|--|---|
| Need for open space/town park | a) 40% favored the creation of a town park | a) 67.2% supported the use of local tax revenues to acquire land for a town park b) 47.1% supported a local tax increase to help pay for improvements at a town park |
| Public sound access areas | a) 34% supported sound access areas built at public expense b) 27% supported boat ramps and moorings built at public expense | a) 63.2% supported the use of local tax revenues to acquire land for public sound access areas b) 44.3% supported a local tax increase to help pay for improvements at public sound access areas |
| Public ocean access areas | a) 60% supported beach access areas built at public expense b) 57% supported parking for beach access built at public expense | a) 63.9% supported the use of local tax revenues to acquire land for public ocean access areas b) 45.3% supported a local tax increase to help pay for improvements at public ocean access areas |

Resident/Non-Resident Analysis

Residents and non-residents agreed on the five most important facilities and improvements needed at ocean shoreline access areas, with some minor differences in the order of importance. The rankings for sound access areas were identical for both groups. There were some differences of opinion between the two groups about needed improvements at a town park, with residents indicating a stronger desire for a community building than non-residents. In general, however, both groups indicated that natural areas, picnic areas, and jogging/ biking trails are more important than playgrounds, team sports facilities, or golf and tennis facilities. Additionally, both groups had similar responses to Question 5. The majority of both groups indicated that the preservation of natural areas/Nags Head Woods and improved shoreline access were very important or important.

The most significant differences in the survey responses for residents and non-residents concerned the relative importance of a town park to improving/building shoreline access areas. Residents ranked creating a town park second of six priorities, while non-residents ranked creating a town park only fourth of six priorities. Additionally, residents indicated stronger support for acquiring property for a town park at public expense, and for tax increases for town park improvement, than non-residents.

Summary of Citizen Priorities

Several broad conclusions can be drawn from the shoreline access and recreation surveys performed in 1984 and 1989:

- 1) Preservation of natural areas, including Nags Head Woods, is an important general shoreline access/recreational need expressed by property owners in the 1989 survey.
- 2) There is majority taxpayer support for shoreline access and town park improvements to be made at town expense, and support has increased since 1984.
- 3) Property owners as a whole consider improvement of, and construction of new, ocean access areas more important than sound access improvements/construction, and consider shoreline access improvements in general more important than creation of a town park.
- 4) Resident support for creation of a town park is strong enough for the town to consider placing a town park higher on the shoreline access/recreation priority list than the overall response priorities listed above would indicate.
- 5) Property owners as a whole feel that more restrooms and better auto parking are the two most important shoreline access improvements needed by the town.
- 6) Property owners as a whole, as well as residents, prefer natural areas, jogging/walking trails, bike trails, and picnic shelters to tennis courts, golf courses, municipal pools, and playgrounds in town parks.

C. DEFINITION OF SHORELINE ACCESS NEEDS

Shoreline Access Requirements

The North Carolina state publication, "A Beach Access Handbook for Local Governments," March 1985, provides minimum recommended access needs for some facilities. These standards are general guidelines by which access needs may be judged. The standards

will not completely apply in every community. Local conditions will dictate deviations or exceptions. The following table summarizes some of Nags Head's access needs for its peak population in terms of acreage:

Table 4
Projected Minimum Acreage Needs
for Shoreline Recreational Facilities

| <u>Access Type</u> | <u>Suggested Acreage/ 1,000 Pop.</u> | <u>Projected Peak Population (Table 3)</u> | <u>Acreage Recommended</u> |
|----------------------------|--|--|--------------------------------|
| Boat Access Areas | 1/2 Ac. | 1990/36,677 1995/49,464 2000/59,836 | 18.3 24.7 29.9 |
| Estuarine Waterfront Parks | 1 Ac. | 1990/36,677 1995/49,464 2000/59,836 | 36.7 49.5 59.8 |
| Visual Enhancement Areas | 1/2 Ac. | 1990/36,677 1995/49,464 2000/59,836 | 18.3 24.7 29.9 |

Source: N.C. Beach Access Handbook for Local Governments, March, 1985.

Due to the high cost of shoreline property, and limited amount of land available for development, the standards above cannot be reasonably applied to Nags Head.

Standards for defining shoreline access needs/deficiencies in Nags Head are the following state recommendations for the number of ocean and sound access sites, provided in 15 NCAC 7M:

Table 5
Projected Shoreline Access Site Need - Based on 15 NCAC 7M

| <u>Type of Site</u> | <u>Suggested Site Frequencies</u> | <u>Existing Need</u> |
|------------------------------------|-----------------------------------|----------------------|
| Ocean Access | | |
| Local Access or Neighborhood Sites | 1 per two blocks | 50 sites |
| Regional Access Sites | 1 per 4 miles of shoreline | 3 sites |
| | Total | 53 |

| <u>Type of Site</u> | <u>Suggested Site Frequencies</u> | <u>Existing Need *</u> |
|---|---------------------------------------|------------------------|
| Sound Access | | |
| Local Access or Neighborhood Access Sites | 1 per 1,000 ft. of developed property | 23 sites |
| Regional Access Sites | 1 per 4 miles of shoreline | <u>3</u> sites |
| | Total | 26 |

*Shoreline footage at Jockey's Ridge State Park, Nags Head Woods, and Causeway not used to determine demand.

Since the suggested site frequencies for all ocean access sites and regional sound access are based on physical, rather than demographic or developed property ratios, it will be assumed that the existing need for all ocean access sites and regional access sites, based on state standards, will be the same through the year 2000. The existing need for local and neighborhood estuarine access sites can be expected to increase, based on state standards, as more estuarine property is developed through the planning period.

Demand for Shoreline Access

It is estimated that 50% of the Nags Head peak population would desire ocean access and 5% to 10% would desire sound access at periods of peak demand. This estimate is based on a review of shoreline access plans for other North Carolina coastal communities, empirical observations within Nags Head, and the existing and forecast geographic distribution of residential development.

Table 6
Projected Population Demand for Ocean Access
(includes both pedestrian and vehicular transported demand)

| <u>Year</u> | <u>Projected Peak Population</u> (Table 3) | <u>Peak Access Demand</u> (50% of Peak Population) |
|-------------|---|---|
| 1989 | 32,958 | 16,479 |
| 1990 | 36,677 | 18,339 |
| 1995 | 49,464 | 24,732 |
| 2000 | 59,836 | 29,918 |

Table 7
Projected Population Demand for Sound Access
(includes both pedestrian and vehicular transported demand)

| <u>Year</u> | <u>Peak Population</u> (Table 3) | <u>Peak Access Demand</u> (10% of Peak Population) |
|-------------|-------------------------------------|---|
| 1989 | 32,958 | 3,296 |
| 1990 | 36,677 | 3,668 |
| 1995 | 49,464 | 4,946 |
| 2000 | 59,836 | 5,984 |

Projected Parking Demand at Shoreline Access Sites

Total parking demand is significantly less than the total peak access demand shown above in Tables 6 and 7, since a large percentage of the total access demand is pedestrian traffic. Subchapter 7M.0303(h) in the general policy guidelines for the coastal area recommends that the total number of beach access parking spaces correspond to approximately three percent of the community's peak season population. Table 8 provides total parking demand based on 3% of peak population. It should be recognized that the state standards should be utilized as a guideline, and local discretion may dictate adjustments during the planning period.

Table 8
Total Ocean and Estuarine Shoreline Access Parking Demand
(3% of Peak Population; recommended state standard)

| <u>Year</u> | <u>Peak Population</u> | <u>Parking Demand</u> |
|-------------|------------------------|-----------------------|
| 1989 | 32,958 | 989 |
| 1990 | 36,677 | 1,100 |
| 1995 | 49,464 | 1,483 |
| 2000 | 59,836 | 1,795 |

Apportioning Estuarine and Ocean Access Parking Demand

In order to apportion ocean and estuarine side parking demand for Nags Head, it was assumed that U.S. 158 is the dividing line for estuarine and ocean parking demand. In other words, the peak population west of U.S. 158 is expected to have minimal impact on sound-side public parking demand, and provide almost all of the demand for ocean-side public parking. Conversely, the peak population east of U.S. 158 is expected to have a minimal impact on ocean-side public parking, and provide almost all of the demand for sound-side public parking.

According to current population distribution figures, approximately 20% of the town's peak population resides on the sound side, or west of U.S. 158.

Based on the discussion above concerning peak access demand, 50% of the total town population could require ocean access at any one time. As stated above, the population living east of U.S. 158 desiring ocean access is assumed to have pedestrian access to the ocean. However, all of the population living west of U.S. 158 desiring ocean access is expected to require ocean-side parking. Demand from day visitors is considered to be minimal. Day visitor demand may increase during the planning period and cause an upward adjustment in ocean access parking demand. The possible change in day visitor demand should be

assessed annually. In order to estimate parking demand at ocean access sites, an average figure of 3.5 people per vehicle was utilized. Table 9 provides an analysis of ocean access parking demand based on the above considerations.

Table 9
Vehicles Needing Ocean Access Site Parking Accommodations

| <u>Year</u> | <u>Peak Parking Demand (Individuals) (50% of peak population west of U.S. 158)</u> | <u>Vehicle (Parking Space) Demand (3.5 Persons /Vehicle)</u> |
|-------------|--|--|
| 1989 | 3,296 | 942 |
| 1990 | 3,668 | 1,048 |
| 1995 | 4,946 | 1,413 |
| 2000 | 5,984 | 1,707 |

The distribution of spaces between sound side sites and ocean sites will be influenced by the Town of Nags Head policy to increase access opportunities to sound side areas. This policy is supported by the 1989 access and recreation questionnaire. The questionnaire results placed improving existing and building new ocean access sites ahead of sound side sites. However, strong support was shown for both improving existing, and building new, sound side sites. The recreational demands of Nags Head residents and visitors have changed in recent years, and increased emphasis is being placed on sound access for sailing, wind surfing, swimming and other activities. Empirical observations by town staff indicate a deficiency in estuarine access parking.

The town may accept the state standard of basing the total shoreline access parking demand on 3% of peak population. In addition, the town will strive to provide ocean access parking based on the demand indicated in Table 9, above. If the ocean access parking demand indicated in Table 9 is deducted from the total shoreline parking demands, indicated in Table 8, only a small residual number of spaces would remain for allocation to estuarine shoreline areas. Based on this approach, the following estuarine shoreline parking would be provided:

Table 10
Estimated Estuarine Access Parking Allocation Based on DCM Standards

| | <u>Total Parking Demand Based on 3% Peak Population (Table 8)</u> | | <u>Town Ocean Parking Demand (3.5 persons/vehicle) (Table 9)</u> | | <u>Residual Spaces Remaining for Alloca- tion to Estuarine Access Sites</u> |
|------|---|---|--|---|---|
| 1989 | 989 | - | 942 | = | 47 |
| 1990 | 1,100 | - | 1,048 | = | 52 |
| 1995 | 1,483 | - | 1,413 | = | 70 |
| 2000 | 1,795 | - | 1,707 | = | 88 |

Based on questionnaire results, existing 1989 demand, and town policy, the estuarine parking allocation shown in Table 10 will not be adequate. Instead, the forecast estuarine access parking demand will be based on doubling the estuarine parking required to meet the state recommended total estuarine shoreline parking standard (based on 3% of peak population).

Table 11
Ocean and Sound Access Parking Need

| <u>Year</u> | <u>Peak Population</u> | <u>Ocean Access Parking Spaces</u> (Table 9) | <u>Sound Access Parking Spaces</u> (Table 10, Recommendations Doubled) | <u>Total Ocean and Sound Access Parking Spaces</u> |
|-------------|------------------------|---|---|--|
| 1989 | 32,958 | 942 | 94 | 1,036 |
| 1990 | 36,677 | 1,048 | 104 | 1,152 |
| 1995 | 49,464 | 1,413 | 140 | 1,553 |
| 2000 | 59,836 | 1,707 | 176 | 1,883 |

D. SHORELINE ACCESS DEFICIENCIES

Table 12
Current Nags Head Shoreline Access Site Deficiencies

Based on Table 11 (1989 Parking Demand) and 15 NCAC 7M
 (Number of Suggested Access Sites by Shoreline/Developed Property)

| <u>Type of Need</u> | <u>Total Existing Need</u> (Defined in Section C) | <u>Existing Quantity</u> | <u>Existing Deficiency</u> |
|------------------------------------|--|--------------------------|----------------------------|
| Ocean Access | | | |
| Local Access or Neighborhood Sites | 50 | 35 | 15 |
| Regional Access Sites | 3 | 2 | 1 |
| Parking Spaces | 942 | 497 | 445 |
| Sound Access | | | |
| Local Access or Neighborhood Sites | 23 | 3 | 20 |
| Regional Access Sites | 3 | 0 | 3 |
| Parking Spaces | 94 | 15 | 79 |

Sound Access Deficiencies

Existing estuarine access sites are deficient in terms of number, type, and parking spaces.

It is expected that developed property, marsh areas, shallow water, and lack of vehicular/street access will make it impossible for Nags Head to meet the recommended sound shoreline access standards during the planning period. However, meeting the recommended standards for estuarine shoreline access is not believed necessary in Nags Head for the following reasons: (1) preference/demand cause priority to be given to ocean access sites; (2) existing public property such as Jockey's Ridge, Nags Head Woods, and Cape Hatteras National Seashore provide substantial estuarine access; and (3) some commercial areas aid in providing estuarine shoreline access. However, based on the demonstrated importance of estuarine access to its citizens, the town should make the improvement of, and provision for additional, estuarine access a focus of its shoreline/recreation plan. Also, the town should attempt to meet the estuarine shoreline parking demand by the year 2000, since it is a reasonable goal that will serve to compensate for the limited number of sound-side access sites. Future planning efforts and citizen participation will be required to judge the adequacy of estuarine access sites and facilities.

Ocean Access Deficiencies

The ocean access sites are also currently deficient when judged against the recommended standards. Due to the high cost of oceanfront land, it is not expected that the town can meet the state standard for number of local and neighborhood ocean access sites during the planning period. However, the town should make a strong attempt to secure additional local and neighborhood ocean access sites during the next ten years. The town should also plan to add another regional ocean access site in the next five years, which would meet regional ocean access requirements. The apparent deficiency in the number of local and neighborhood ocean access sites over the next ten years can be significantly compensated by improvements to existing ocean access sites, most notably by meeting defined ocean access parking demand by the year 2000.

E. NON-SHORELINE RECREATION NEEDS

Both state and national standards exist for the determination of minimum comprehensive recreation needs. To analyze Nags Head needs, standards produced by the North Carolina Department of Natural Resources and Community Development have been used.

Resident Needs

The non-resident population in Nags Head derives most recreational benefit from shoreline activities such as boating, fishing, sunbathing, etc. Additionally, many non-resident recreation needs for facilities such as tennis courts, swimming pools, and playgrounds are provided by private resort properties. Strong support for a town park was not indicated by the non-resident

population in the 1989 recreation survey. Based on all of the considerations above, the recreation facility needs outlined below are based on year-round resident population only for the year 2000:

Table 13
Town of Nags Head - Minimum Recreational Facility Needs
 (Based on Year-round Population)

| <u>Facility</u> | <u>N.C. Division of Parks and Recreation Standard</u> (Facilities/Population) | <u>Nags Head Facilities Need</u> (Based on year 2000 year-round population of 7,455) |
|--------------------------|--|--|
| Football/Soccer Field | 1/10,000 | <1 |
| Softball Field | 1/ 3,000 | 2 |
| Baseball Field | 1/ 6,000 | 1 |
| Swimming Pool - 25 yard | 1/10,000 | <1 |
| Swimming Pool - 50 meter | 1/20,000 | <1 |
| Tennis Courts | 2/ 4,000 | 4 |
| Tot Lots/Playgrounds | 1/ 1,000 | 7 |
| Community Center Gym | 1/25,000 | <1 |
| Neighborhood Center | 1/10,000 | <1 |

Based on the state recreational facility standards outlined above, Nags Head would require two softball fields, four tennis courts, a baseball field, and seven playground areas by the year 2000 for its year-round population. However, facility guidelines for the state as a whole cannot be necessarily expected to apply to Nags Head. First, there is not abundant land available for development of recreation facilities. Second, shore-based recreational opportunities abound in Nags Head, and compensate for the lack of non-shoreline recreational facilities. Finally, year-round residents who responded to the 1989 recreation survey indicated that ballfields, tennis courts, and swimming pools were not important recreational development concerns. There was some support for playgrounds and a community center by resident survey respondents, although not as much as for jogging/biking trails and natural areas. However, based on the projected playground deficiency (according to state standards) and moderate resident support for playgrounds, site acquisition for playgrounds should be a part of the town's recreation improvements plan. Additionally, planning and site studies for a town park/community center should be included in the 5 to 10 year plan. Dare County operates a tennis facility with six courts near Satterfield Landing Road, and the abundance of private courts makes tennis courts a minor development priority for the resident population.

Peak Population Needs

Non-residents will supplement the town's permanent resident population to create a peak demand for more passive recreational facilities such as jogging/biking trails and picnic areas. This expectation is supported by the high ranking given to those types of "town park" facilities by non-residents in the 1989 recreation survey. Also, residents who responded to the survey ranked jogging/biking trails and picnic areas as important "town park" facilities. Table 14 provides an outline of minimum recreational facility needs for the peak population from 1990-2000, based on state standards.

Table 14
Town of Nags Head - Minimal Recreational Facility Needs
 (Based on Peak Population
 and N.C. Division of Parks & Recreation Standards)

| <u>Year/ Peak Population</u> | <u>Public Golf Course</u> | <u>Trails - Fitness/ Jogging</u> | <u>Picnic area w/Support Facilities</u> | <u>Picnic Shelters</u> |
|----------------------------------|-----------------------------------|--|---|----------------------------|
| State Standard--> | (1/25,000) | (1 mi./25,000) | (1 acre/6,000) | (1/3,000) |
| 1990/36,677 | 1 | 1 mile | 6 acres | 12 |
| 1995/49,464 | 2 | 2 miles | 8 acres | 16 |
| 2000/59,836 | 2 | 2 miles | 10 acres | 20 |

In determining how the standards above should be applied to Nags Head, two factors should be considered: First, the state standards are meant to apply to a stable, year-round population. Non-resident population, as used in this study, should not generate enough constant facility demand to justify the level of improvements needed above. Second, as was the case for the resident population analysis, the abundant shoreline recreational opportunities in Nags Head diminish the need for non-shoreline facilities.

Taking into account the factors above, it can be assumed that the town should not consider construction of a golf course. One private golf course exists in Nags Head, and a golf course was not listed as a priority by all respondents to the 1989 recreational survey. However, walking/jogging trails, picnic areas, and bike trails all ranked among the top four non-shoreline recreational improvements wanted by respondents to the 1989 survey. Jogging/walking trails exist in the Nags Head Woods, but owner demand for more trails is still high. Based on property owner demand, and the fact that jogging and bike trails and picnic areas are not provided by resorts, the town should include site acquisition for, and construction of, those types of facilities in its 10-year recreation improvements plan.

F. SHORELINE ACCESS AND RECREATION PRIORITIES

The Town of Nags Head considers the provision of adequate shoreline access and recreational facilities to be a continuing responsibility. Based on the needs analysis performed above, the town will:

- 1) Establish a recreation improvements plan to be completed in three time sequences: 1) FY89-90, 2) FY91-95, and 3) long range (through 2000). The plan is based on the findings of this study and will focus on the following elements:
 - Improvement and protection of existing ocean access sites, with emphasis on a) increasing parking space, b) restroom, shower and drinking water facilities, and c) maintenance/clean-up and avoiding disruption to adjacent property.
 - Acquisition and improvement of new ocean access sites, with emphasis on providing a new regional site and new neighborhood/local access sites in the historic district, i.e., between Conch Street and Enterprise Street.
 - Improvement and protection of existing sound access sites, with emphasis on increasing parking space and protection and enhancement of natural areas.
 - Acquisition and improvement of new sound access sites, with emphasis on provision of additional sound side parking, boat ramps and fishing/crabbing facilities, and protection and enhancement of natural areas.
 - Provision of additional walking/jogging trails, bike paths and trails, natural areas, and picnic areas/shelters to accommodate demonstrated property owner demand for those types of non-shoreline recreational facilities. Emphasis shall be placed on providing picnic areas and shelters at shoreline access areas.
 - Provision of playground areas to accommodate year-round resident need for those facilities.
 - Examination of land acquisition alternatives in an effort to provide a town park/community center, including non-shoreline recreational facilities prioritized by year-round residents.
- 2) Reassess at least once every five years the shoreline access and other recreational needs of the town's resident and seasonal (peak) population.
- 3) Update the Shoreline Access and Recreation Plan to deal with new or changing conditions.

- 4) Continuously coordinate the town's shoreline access and recreation needs with the capital improvements planning process and the town's existing Capital Improvements Plan (CIP).
- 5) Solicit public input on all access and general recreation facilities projects.
- 6) Update the Shoreline Access and Recreation Plan as necessary to insure consistency with the Town of Nags Head Land Use Plan.
- 7) Continuously solicit funds (public and private) to finance access and recreation facilities.
- 8) Seek new sources of funding for shoreline access and recreation facilities, including examining the possibilities of assessing facility fees at town-sponsored access sites and recreation facilities.

Discussion of Recreation Improvements Plan

The prioritization of needed improvements outlined above has been based on an analysis of citizen demand (as expressed in 1984 and 1989 surveys); state standards adjusted for a shoreline community with differing demands from resident and non-resident population; and the environmental, physical, and current recreational improvements in Nags Head.

A detailed summary of one-year, five-year, and five-to-ten-year recreational improvements is included as Appendix III. Except for programmed improvements in Nags Head Woods, the plan does not include the cost of providing non-shoreline improvements, due to the difficulty of estimating land costs for picnic areas, playgrounds, and jogging/biking trails. The construction of these types of improvements is an important part of this plan, however, and the town should make annual budget allowances for their provision.

IV. SHORELINE ACCESS AND RECREATION POLICIES

The establishment and maintenance of beach and estuarine access and recreation areas by the town will be expensive. Cooperative ventures involving state, local, and federal governments and private funding sources must be pursued. To support this multiple funding approach, the following policy statements will be pursued:

SHORELINE ACCESS POLICIES

- A. The town places a very high priority on the provision of public access to and public use of the ocean and estuarine shorelines.
- B. The Town of Nags Head recognizes that shoreline access facilities will not be revenue-producing. Development should be undertaken with the clear understanding that the facilities will be a continuing expense which benefit commercial interests, residents, and visitors to the town.
- C. The town will seek donations of land and grant funds in order to obtain additional shoreline sites. The town will pursue all opportunities to obtain additional shoreline areas when such acquisition is consistent with other policies included in this plan.
- D. Land use regulations should be expanded to support reservation/dedication of shoreline access areas.
- E. The Town of Nags Head will consider establishing a capital reserve fund for the express purpose of "saving" funds for the purchase and improvement of shoreline access areas.
- F. The town will reemphasize goals related to shoreline development in its 1990 land use plan.
- G. All available state and federal sources of funding for shoreline access/development will be pursued as funds become available. These sources are summarized in Appendix IV.
- H. The town will review its Subdivision Ordinance to consider the addition of requirements to establish/reserve shoreline access areas.
- I. All shoreline access and recreational facilities will, to the extent possible, be made accessible to the handicapped.
- J. The town will establish use standards at town-maintained estuarine locations, in an attempt to reduce conflicting recreational activities, minimize hazards, and provide optimum use of available space for estuarine use/access.

- K. It is town policy to provide adequate recreational opportunities, particularly space for beach use and parking near the sound and ocean beaches.
- L. The town supports efforts to enhance and facilitate pedestrian travel to existing and future beach and sound access points.
- M. The town may consider utilizing facility fees to generate revenue to finance recreation improvements.

OPEN SPACE POLICIES

- A. The town believes that the existence of open space contributes to the feeling of spaciousness and the integrity of the visual environment, and it is the town's policy to investigate ways of acquiring and maintaining perpetual open space.
- B. The town will encourage, through its development review procedures, buildings and landscape designs which protect the existing visual integrity of the community.
- C. It is the policy of Nags Head to continue improving the appearance of the town through sign, lighting, and noise controls.
- D. It is town policy to protect the wooded, vegetated nature of Nags Head Woods. The town adopts a policy of minimizing land disturbing activity in the Woods.
- E. The unique features of the Woods call for an environmentally-sensitive set of land use regulations that differ from standard regulations used elsewhere in the town.
- F. It is town policy that there shall be no commercial cutting of timber within the town.
- G. It is town policy that privately-owned portions of Nags Head Woods be developed at the lowest possible residential density.
- H. The town intends for the municipally-owned property to be principally used for passive recreational uses. Any other uses of the town-owned land, such as for town buildings, will include the highest practical levels of environmental sensitivity.

NON-SHORELINE RECREATION POLICIES

- A. The town recognizes that the need for some non-shoreline community recreational facilities such as jogging/walking trails, bike paths, a town park, playgrounds, ballfields, and tennis courts, will increase with growth, and will plan for these improvements accordingly.

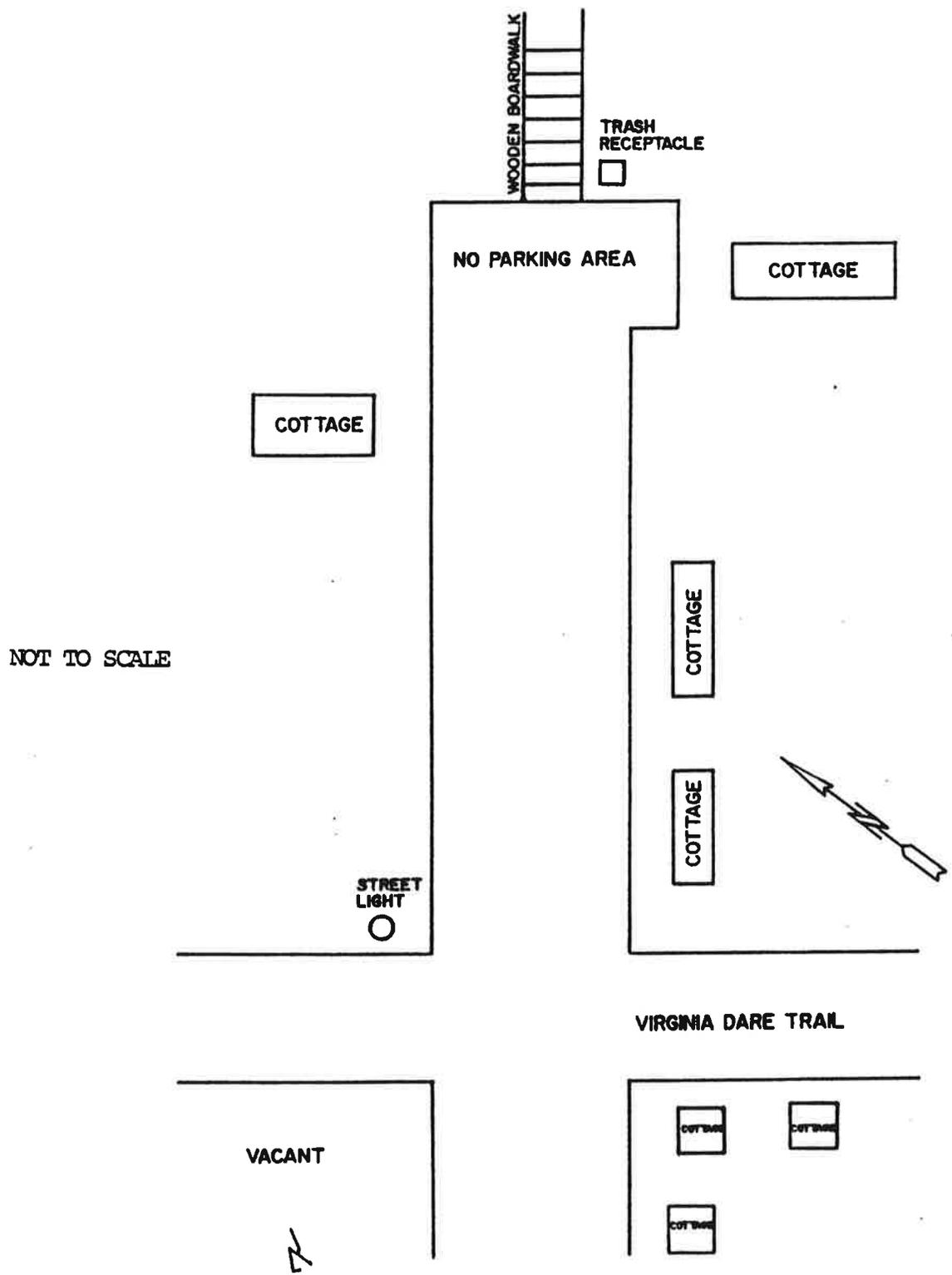
- B. It is town policy to provide passive recreational use of the town-owned property of Nags Head Woods.
- C. The town should consider the provision of recreational amenities in future development projects.
- D. The town favors better identification of the formal entrance to Jockey's Ridge State Park.
- E. The town will support Department of Transportation efforts to designate and establish bike routes.

The policies outlined above are based on the review of recreation-related policies outlined in the town's 1985 land use plan update, the responses to the town's 1984 and 1989 recreation and shoreline access citizen surveys, state recreation/shoreline access guidelines, and analysis of the town's recreation/shoreline access needs included herein.

APPENDIX I
EXISTING ACCESS SITE SKETCHES

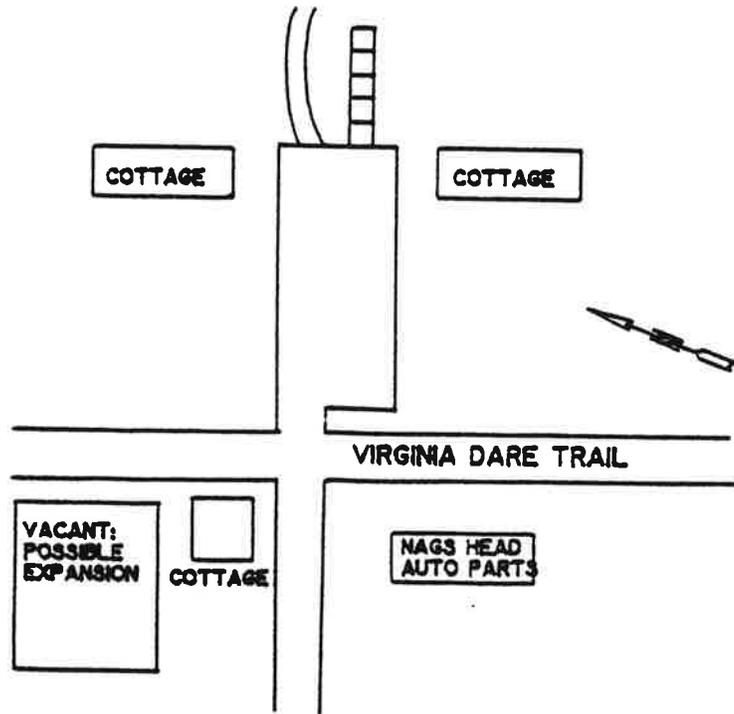
(1) ALBATROSS (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|-----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 8 | Non-permeable asphalt | | | | | x |



(2) ABALONE (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|-----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 21 | Non-permeable asphalt | x | x | x | x | |



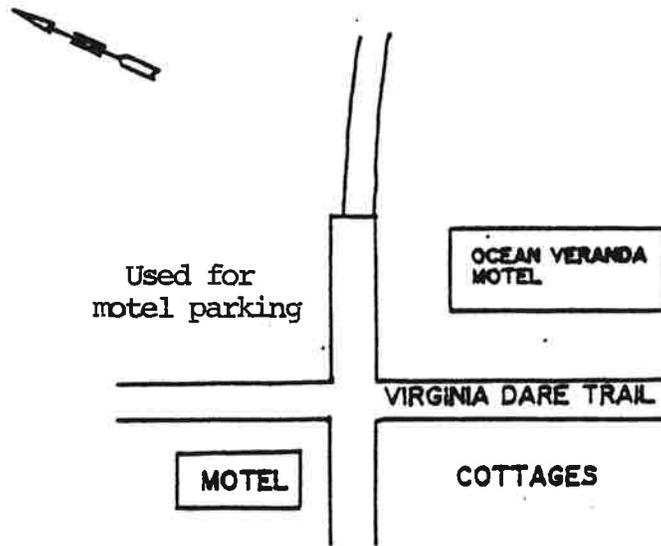
NOT TO SCALE

NOTES:

- No apparent potential for expansion except west side of Dare Trail.

(3) ADMIRAL (Local)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | Non-permeable | | | | | x |



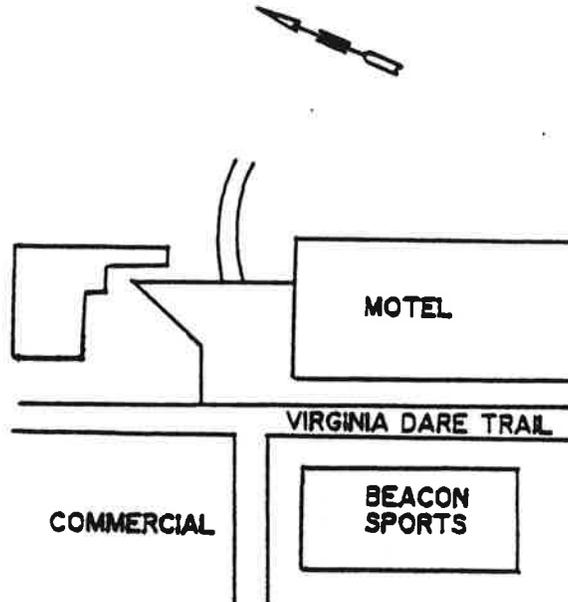
NOT TO SCALE

NOTES:

- * Special feature: Pine buffer on north side.

(4) **BALTIC (Local)**

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | None | | | | x | |



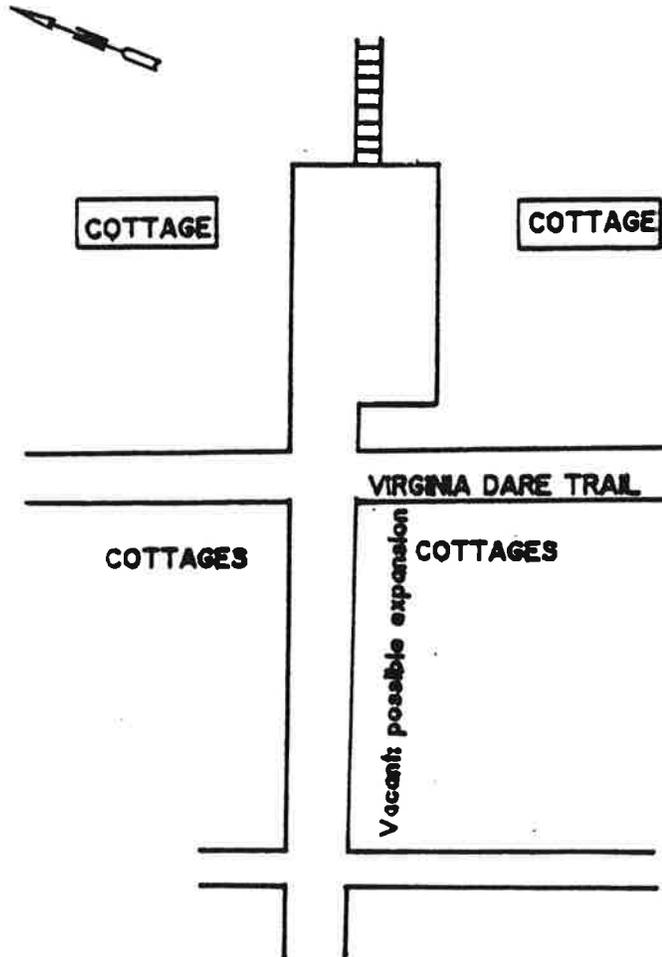
NOT TO SCALE

NOTES:

- No apparent potential for expansion.

(5) BARNES (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|-----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 17 | Non-permeable Asphalt | x | x | x | x | |



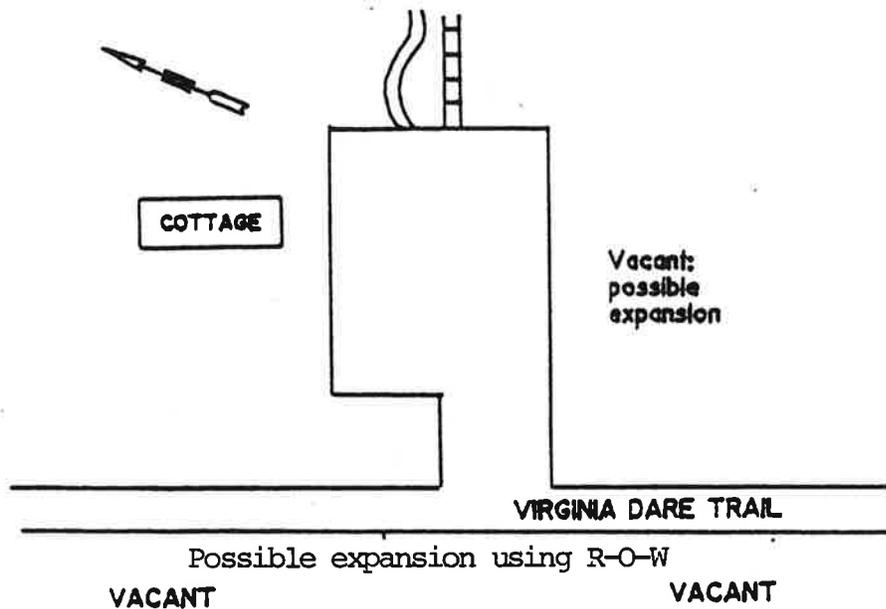
NOT TO SCALE

NOTES:

° Heavy concentration of single family cottages in the immediate area.

(6) BLACKMAN (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 17 | Permeable | x | x | x | x | |



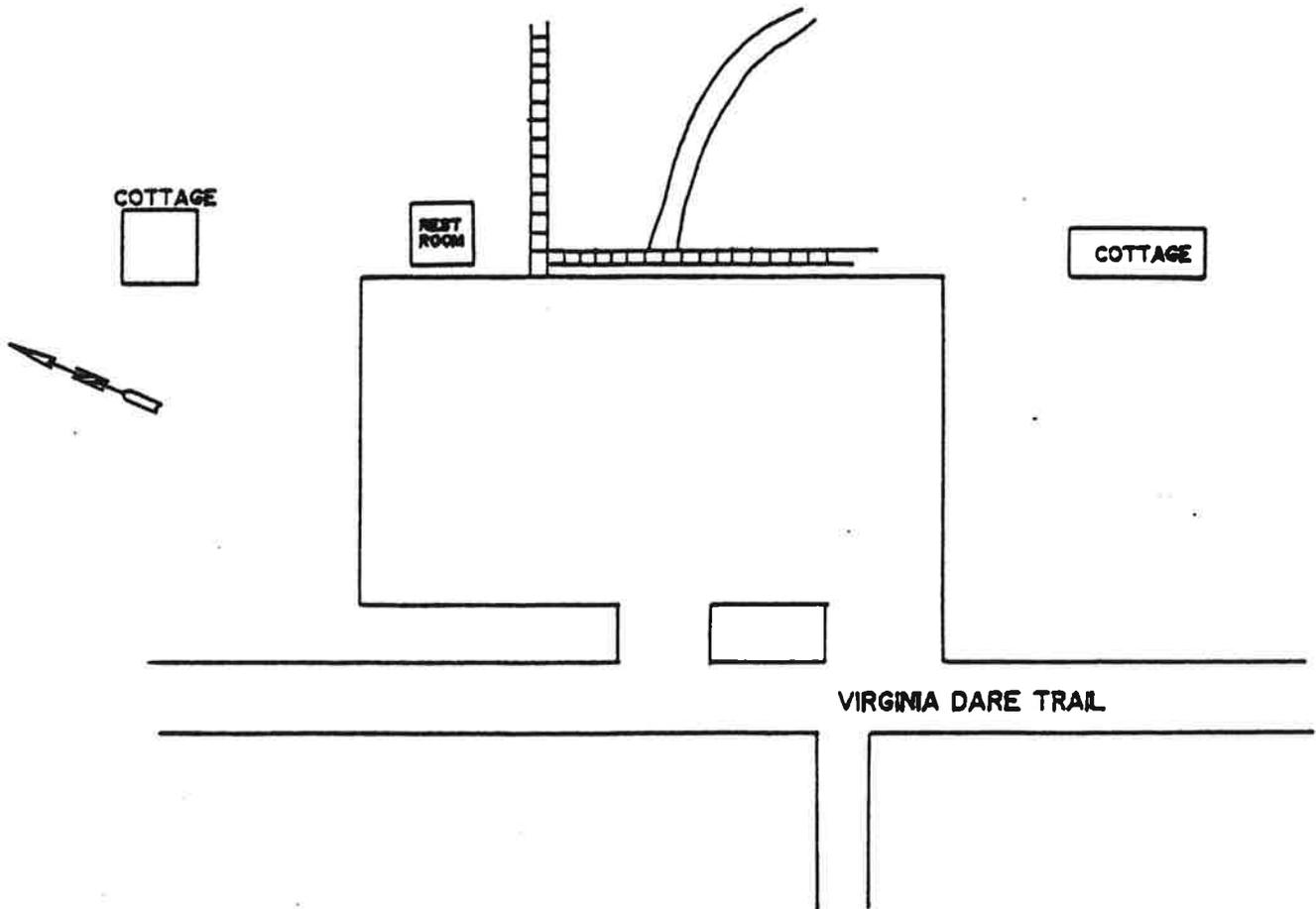
NOT TO SCALE

NOTES:

- Special features: Safe pedestrian access on west side of Dare Highway; pine buffer on each side.

(7) BONNETT (Regional)

| Parking Spaces | Type Pavement | Light | Trash Can | Dune Crossover | | |
|----------------|--|-------|-----------|----------------|----------|---------------|
| | | | | Boardwalk | Sandpath | Vehicle |
| 71 | Combination permeable parking and non-permeable driveway | x | x | x | x | |
| | | | | Restrooms | Showers | Handicap Ramp |
| | | | | x | x | x |



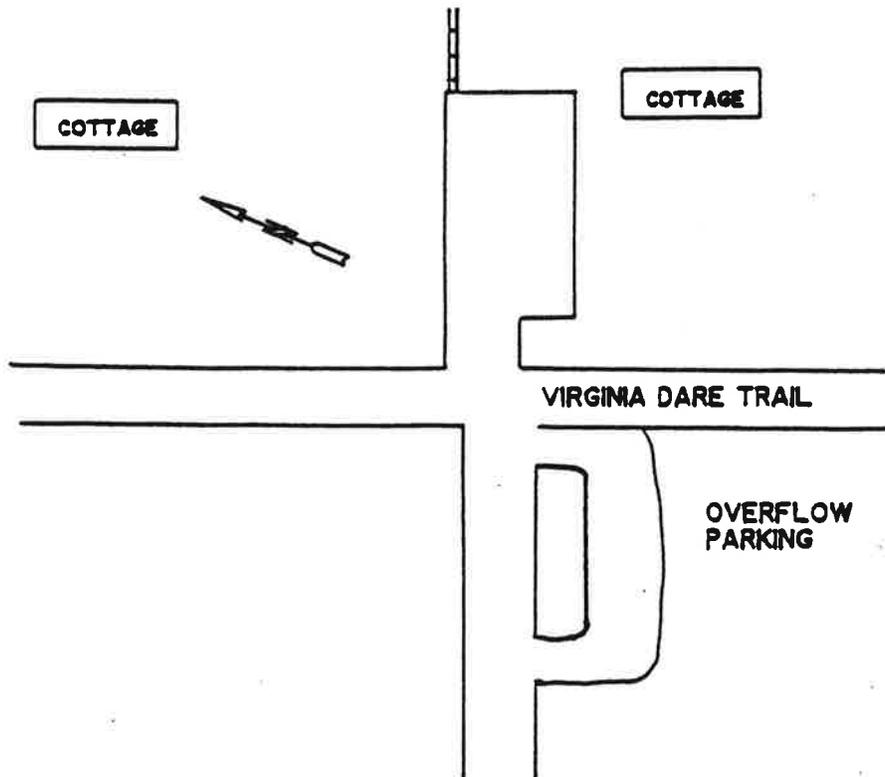
NOT TO SCALE

NOTES:

- Features: Pine buffer on north side.
- No apparent potential for expansion.

(8) BITTERN (Neighborhood)

| Parking Spaces | Type Pavement | Light | Trash Can | Dune Crossover | | |
|----------------|---------------|-------|-----------|----------------|----------|---------|
| | | | | Boardwalk | Sandpath | Vehicle |
| 16 | Permeable | x | x | x | | |
| +10 | Non-permeable | | | | | |



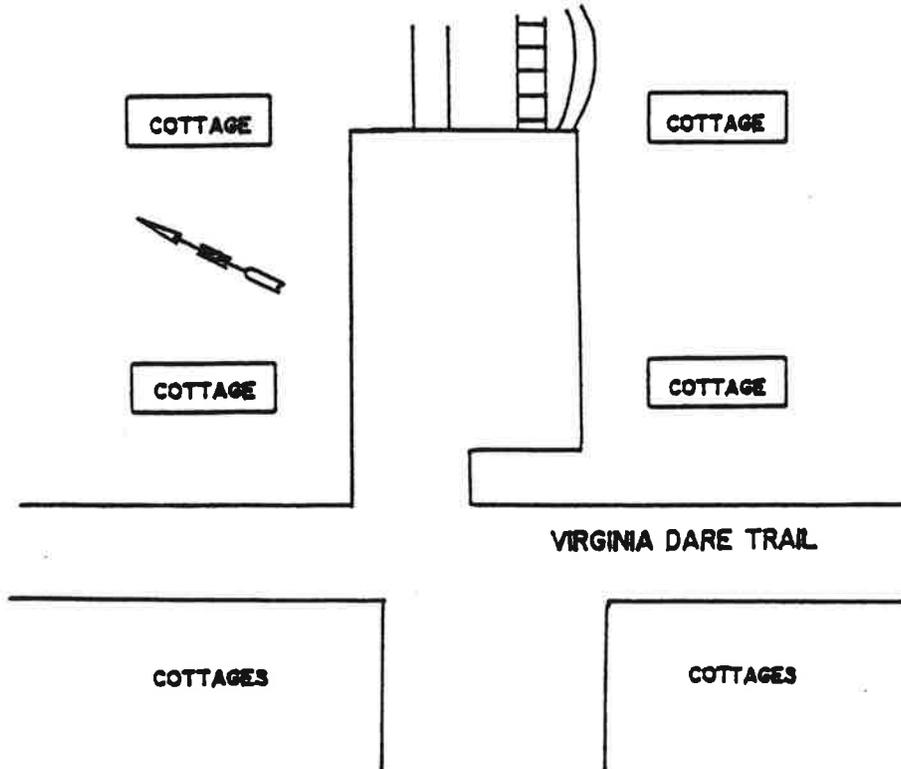
NOT TO SCALE

NOTES:

- Existing overflow parking west of Dare Highway has deteriorating pavement.
- Special feature: Pine buffer on north side.

(9) BLADEN (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 11 | Non-permeable | x | x | x | x | |



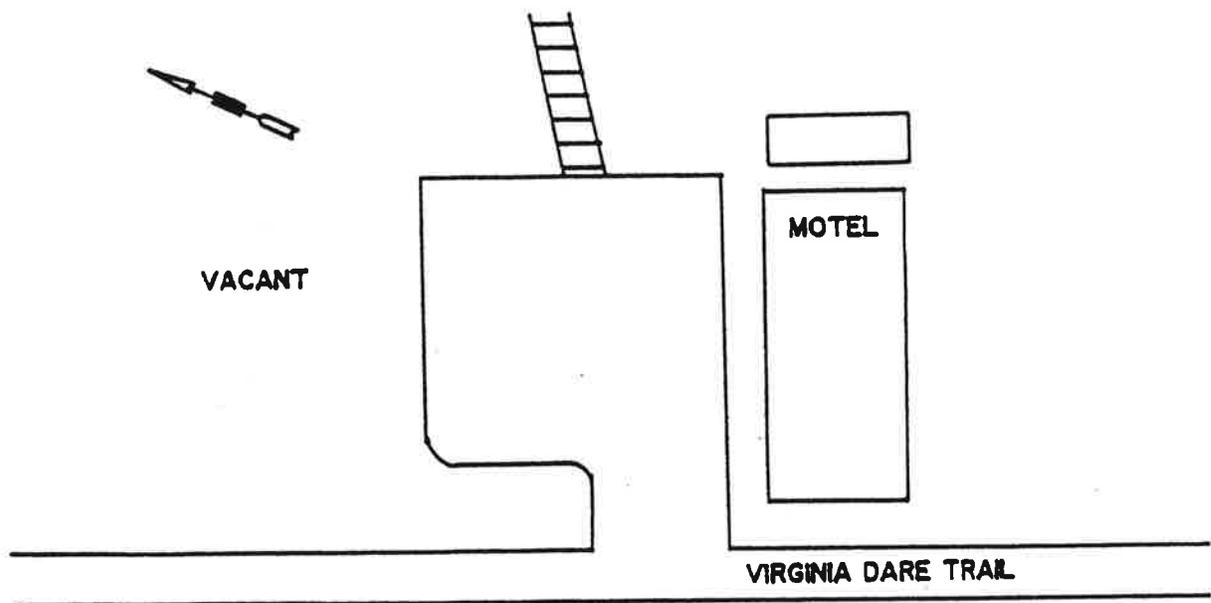
NOT TO SCALE

NOTES:

- No apparent potential for expansion.

(10) BAINBRIDGE (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 16 | Permeable | x | x | x | | |



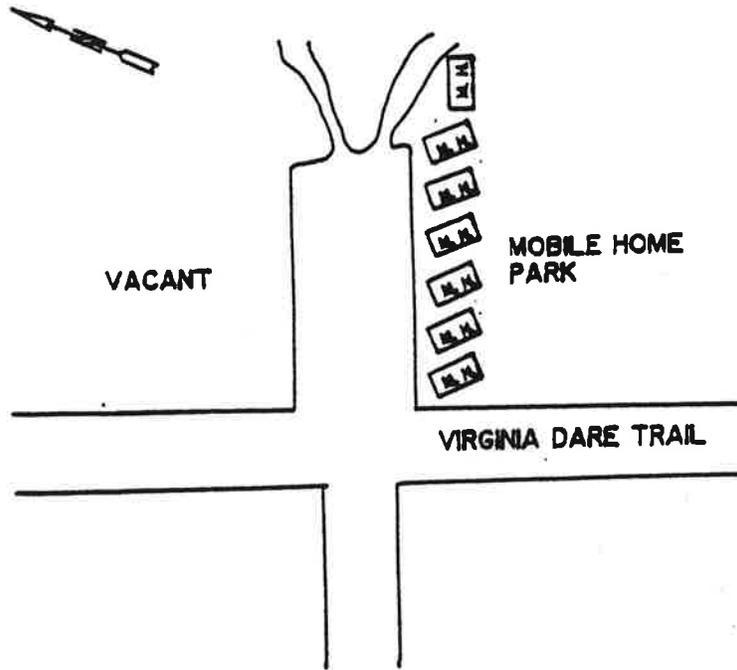
NOT TO SCALE

NOTES:

- * Special features: Pine buffer on north, growing poorly; only about half are surviving.

(11) CURLEW (Local)

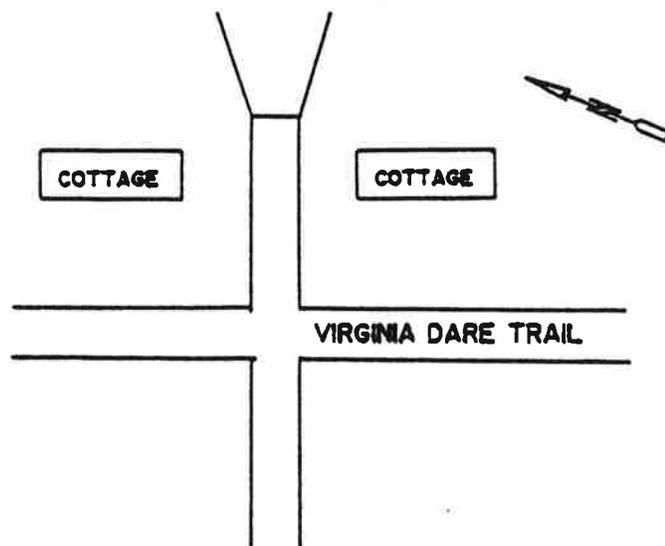
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | None | | | | x | |



NOT TO SCALE

(12) BOLLOWELL (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|---|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 5 | Non-permeable asphalt (poor condition; breaking up) | | | | | |



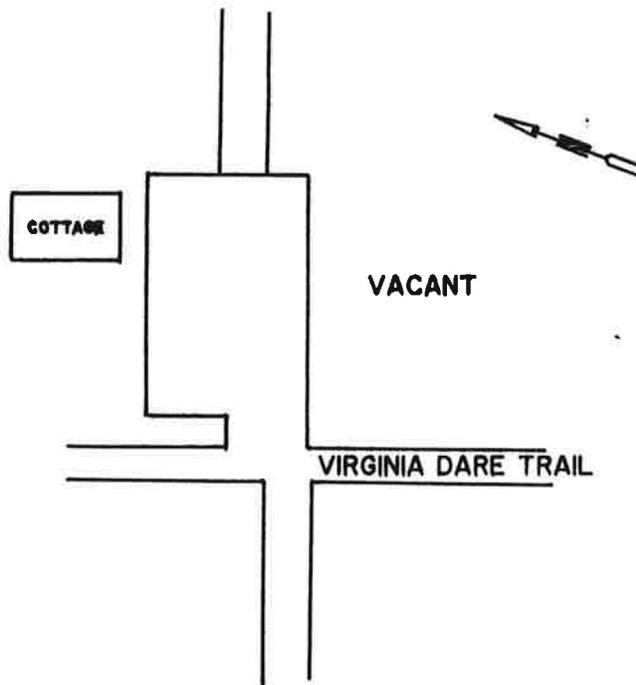
NOT TO SCALE

NOTES:

- No apparent potential for expansion.

(13) CONCH (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 20 | Permeable | x | x | x | x | x |

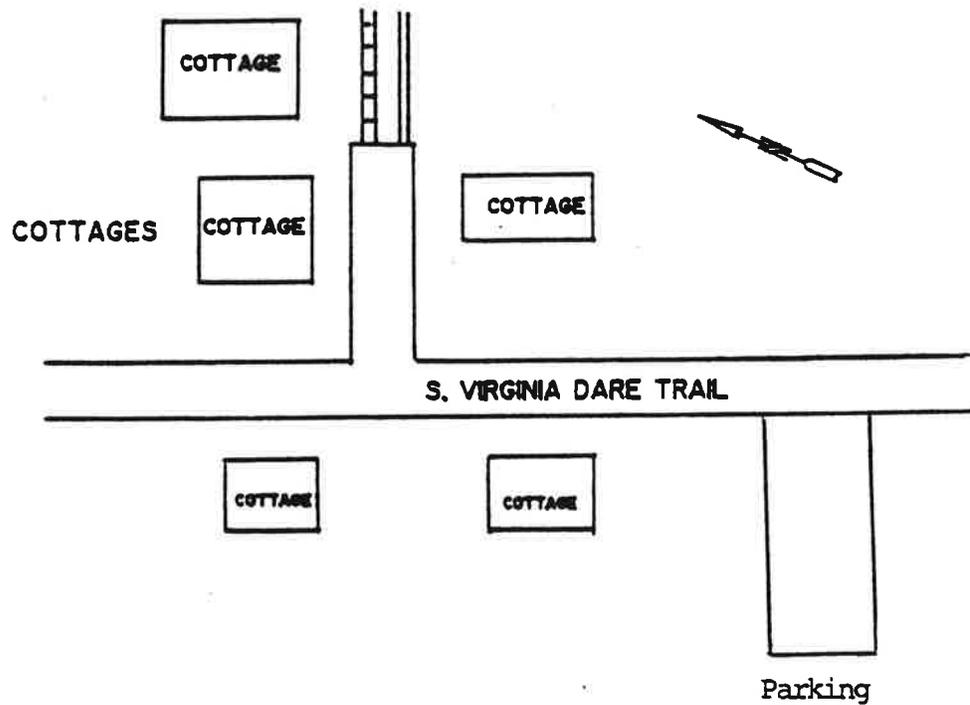


NOTES:

- ° No apparent potential for expansion to west of Dare Trail.

(14) SMALL (Local)

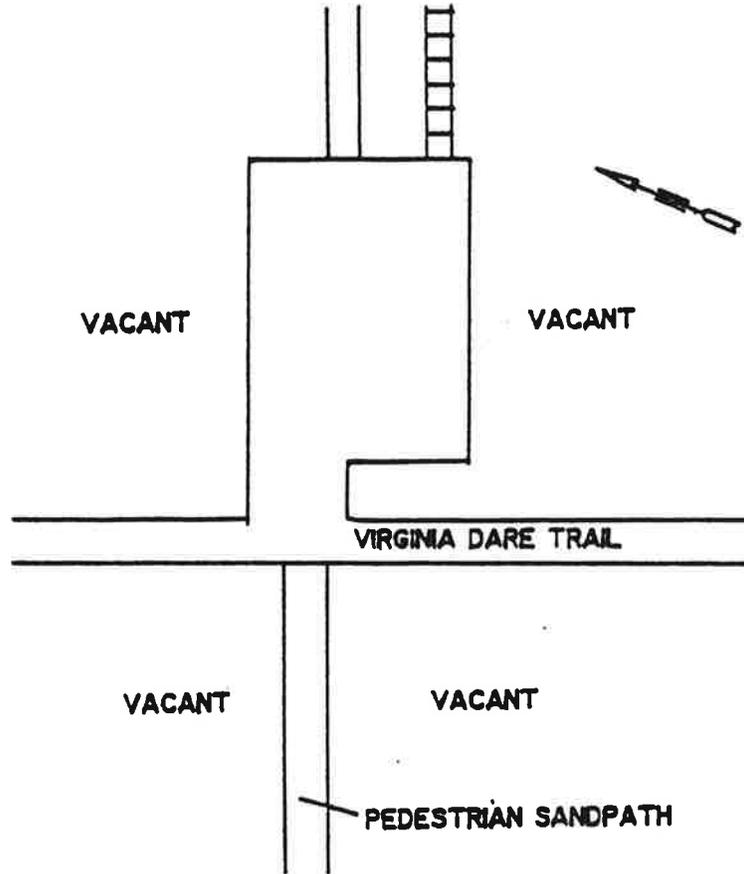
| Parking Spaces | Type Pavement | Light | Trash Can | Dune Crossover | | |
|----------------|---|-------|-----------|----------------|----------|---------|
| | | | | Boardwalk | Sandpath | Vehicle |
| 0 | Concrete pedestrian walkway (poor condition, breaking up) | | | x | x | |



NOT TO SCALE

(15) ENTERPRISE (Neighborhood)

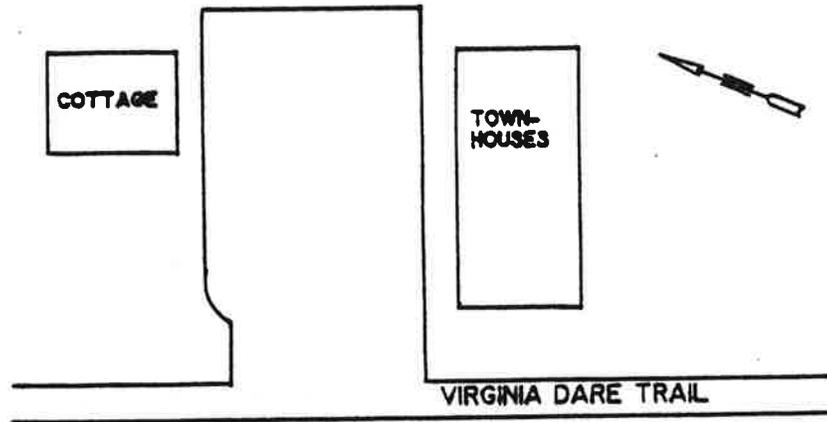
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 14 | Permeable | x | x | x | x | x |



NOT TO SCALE

(16) EPSTEIN NORTH (Neighborhood)

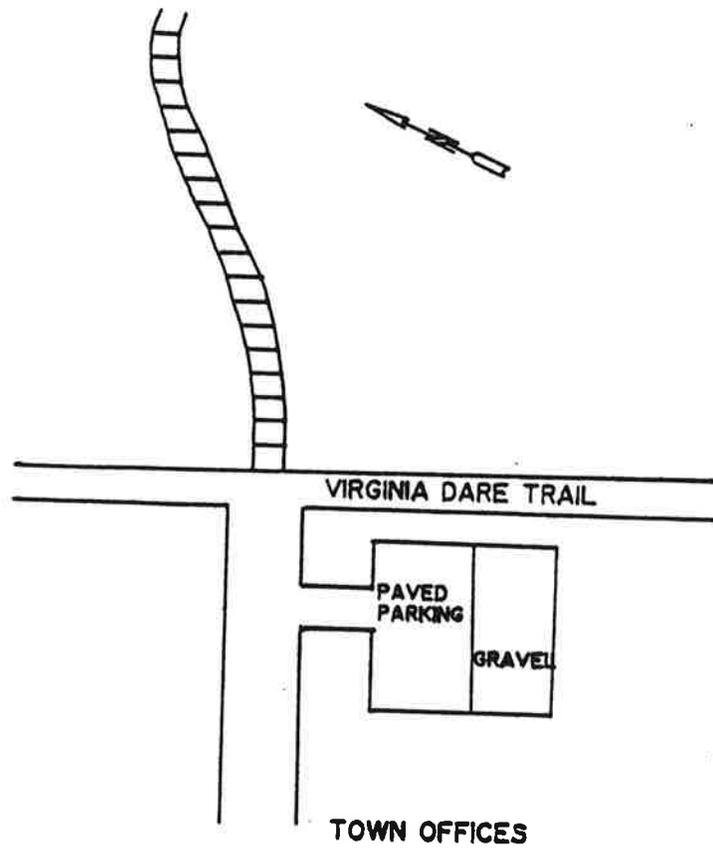
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 23 | Permeable | x | x | x | | |



NOT TO SCALE

(17) MUNICIPAL BUILDING (Neighborhood)

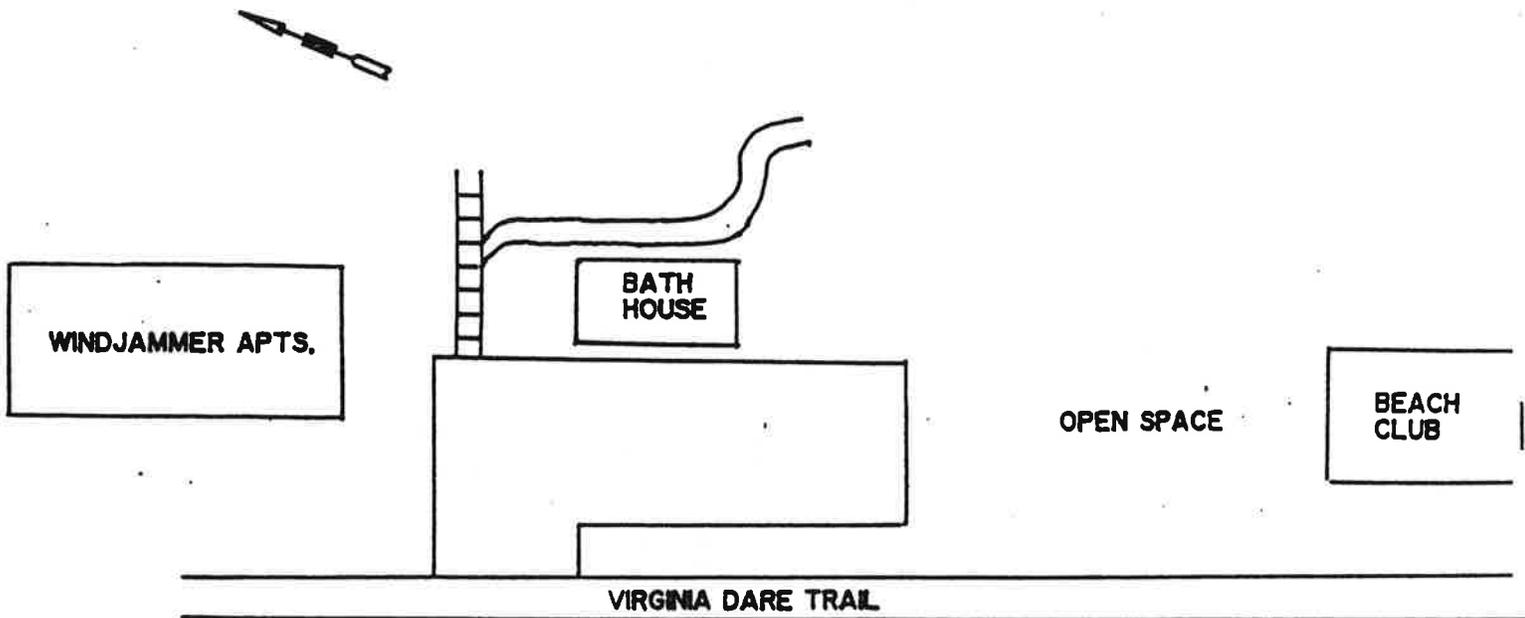
| Parking Spaces | Type Pavement | Light | Trash Can | Dune Crossover | | |
|-------------------------------|----------------------|-------|-----------|----------------|----------|---------|
| | | | | Boardwalk | Sandpath | Vehicle |
| 28 (west of Dare Trail) | Permeable and gravel | x | x | x | | |



NOT TO SCALE

(18) EPSTEIN MIDWAY (Regional)

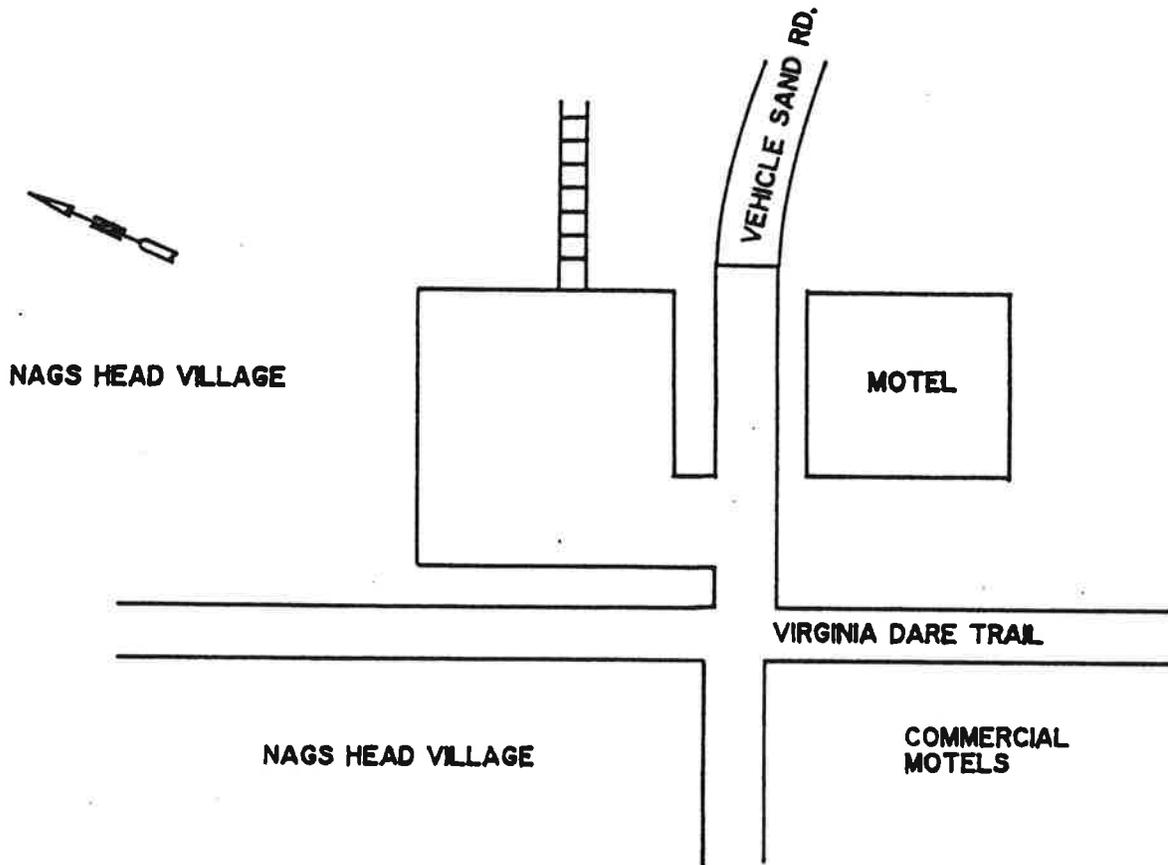
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|-----------------------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 46 | Combination permeable and asphalt | x | x | x | x | |
| | | | | <u>Restrooms</u> | <u>Showers</u> | |
| | | | | x | x | |



NOT TO SCALE

(19) **FORREST (Neighborhood)**

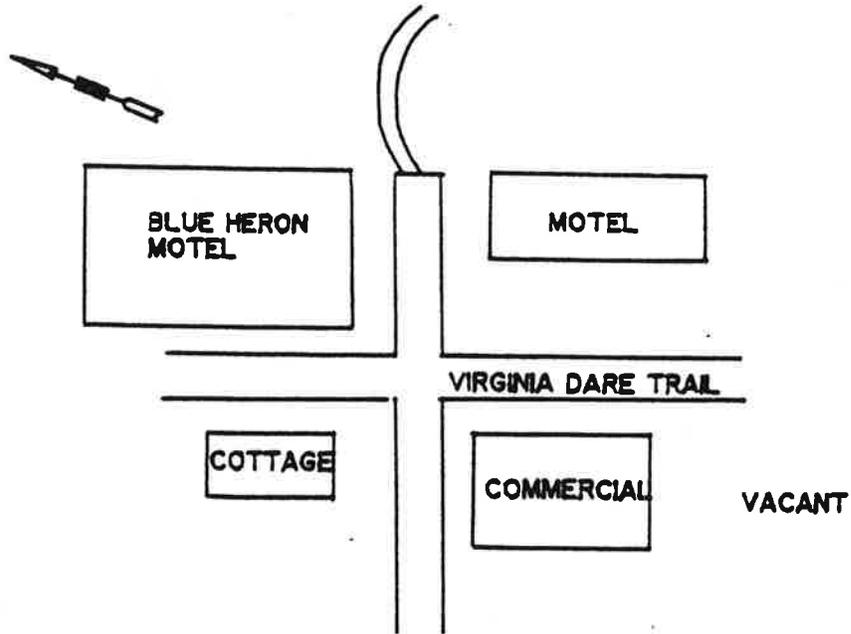
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|------------------------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 18 | Non-permeable asphalt and concrete | x | x | x | x | x |



NOT TO SCALE

(20) GROUSE (Local)

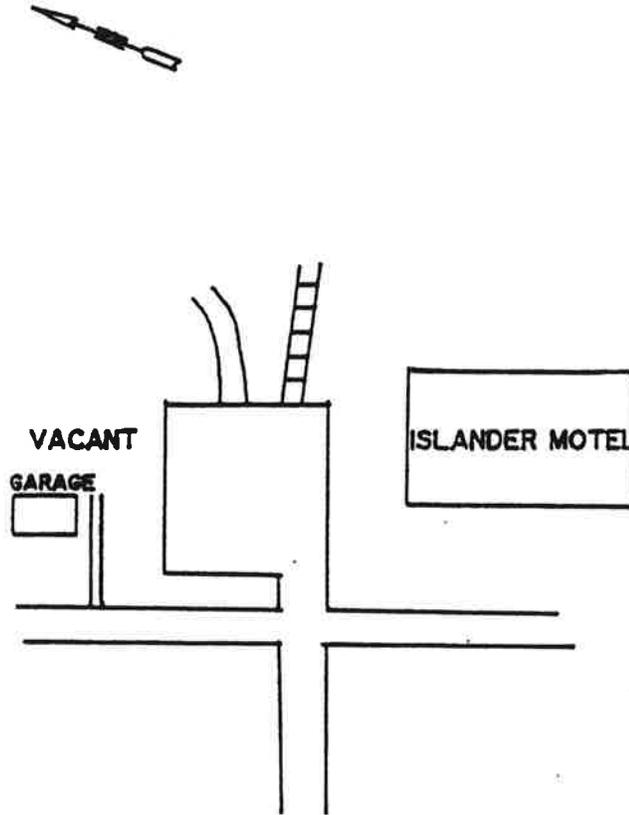
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | Non-permeable roadway | | | | | x |



NOT TO SCALE

(21) GLIDDEN (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 14 | Permeable | x | x | x | x | |



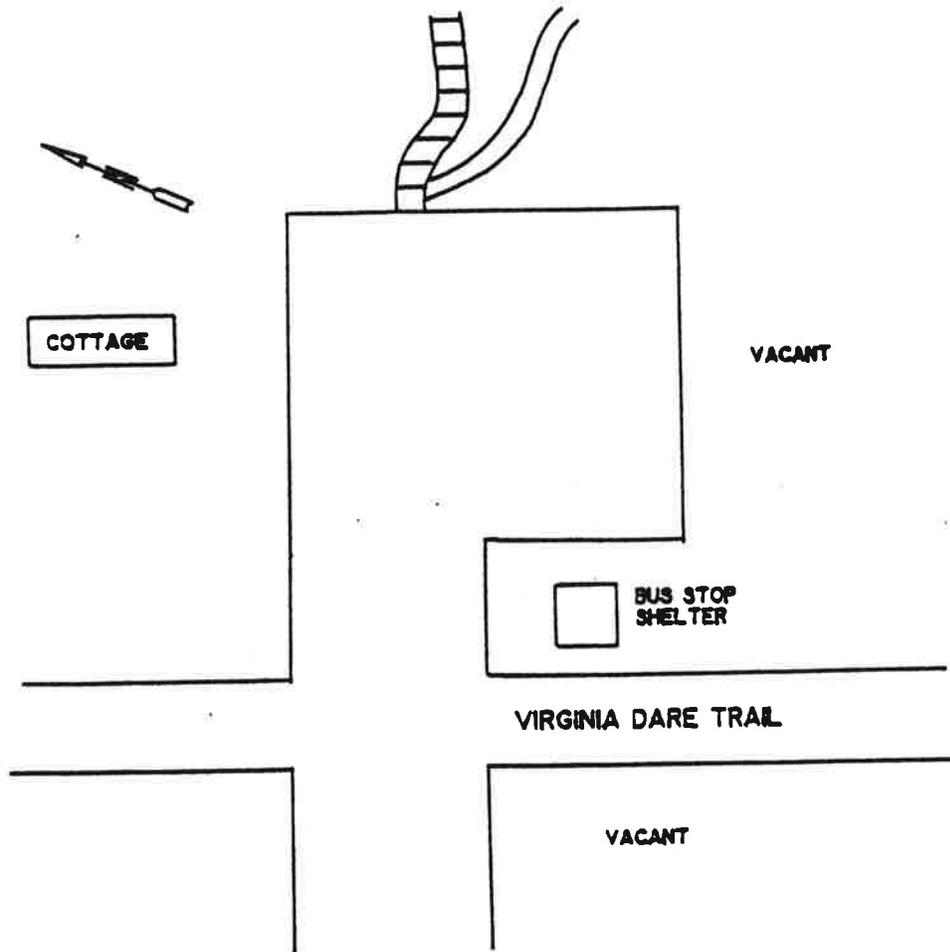
NOT TO SCALE

NOTES:

- Special feature: Attractive buffer of pine trees along south side.

(22) GULL (Neighborhood)

| Parking Spaces | Type Pavement | Light | Trash Can | Dune Crossover | | |
|----------------|---------------|-------|-----------|----------------|----------|---------|
| | | | | Boardwalk | Sandpath | Vehicle |
| 12 | Permeable | x | x | x | x | |



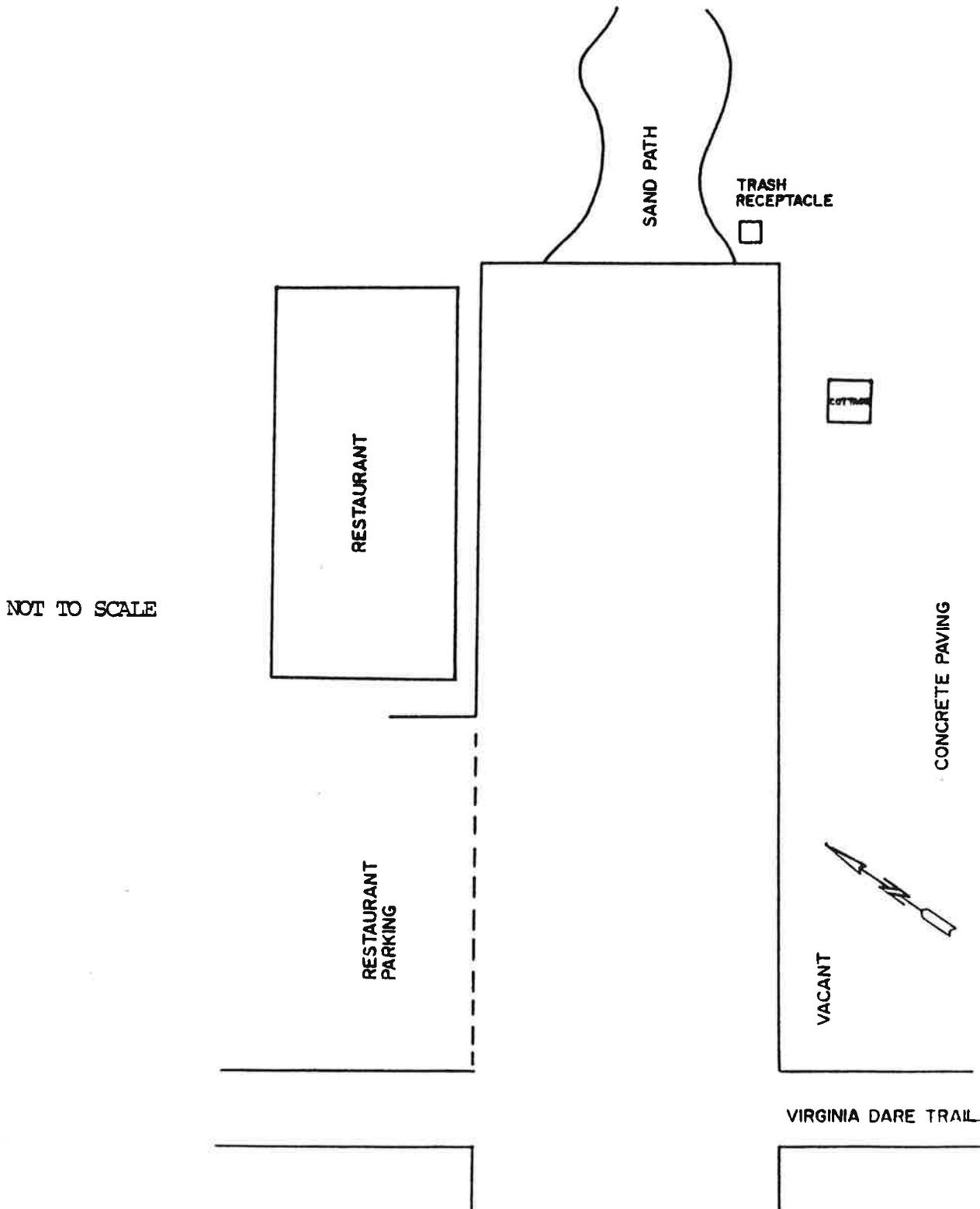
NOT TO SCALE

NOTES:

- This area has a high concentration of motels.

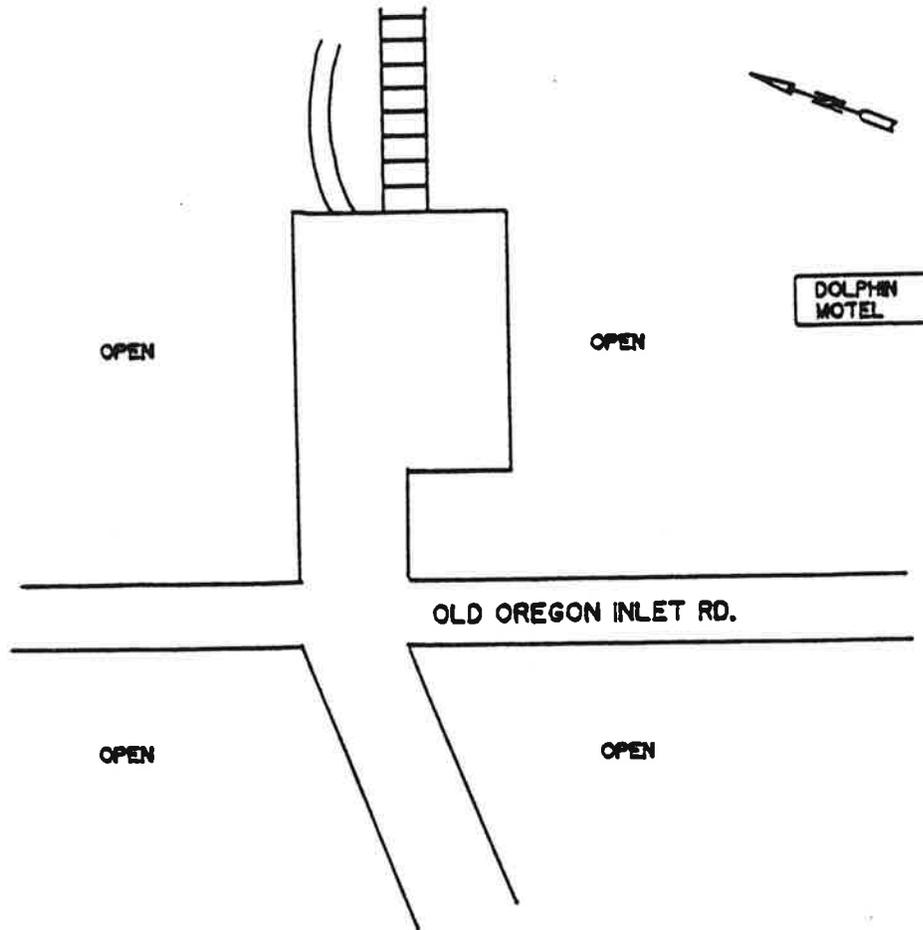
(23) GRAY EAGLE (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|-----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 24 | Non-permeable asphalt | | | | | |



(24) GULFSTREAM (Neighborhood)

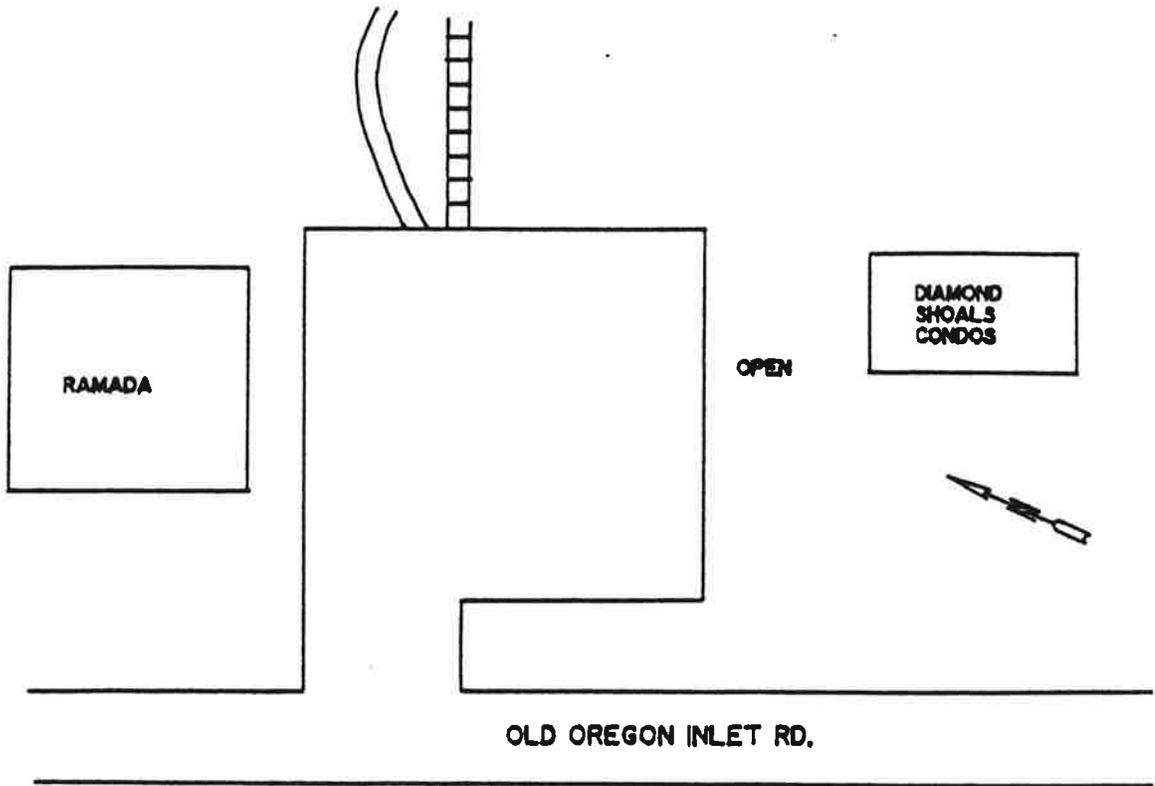
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 22 | Permeable | x | x | x | x | x |



NOT TO SCALE

(25) GOVERNOR (Neighborhood)

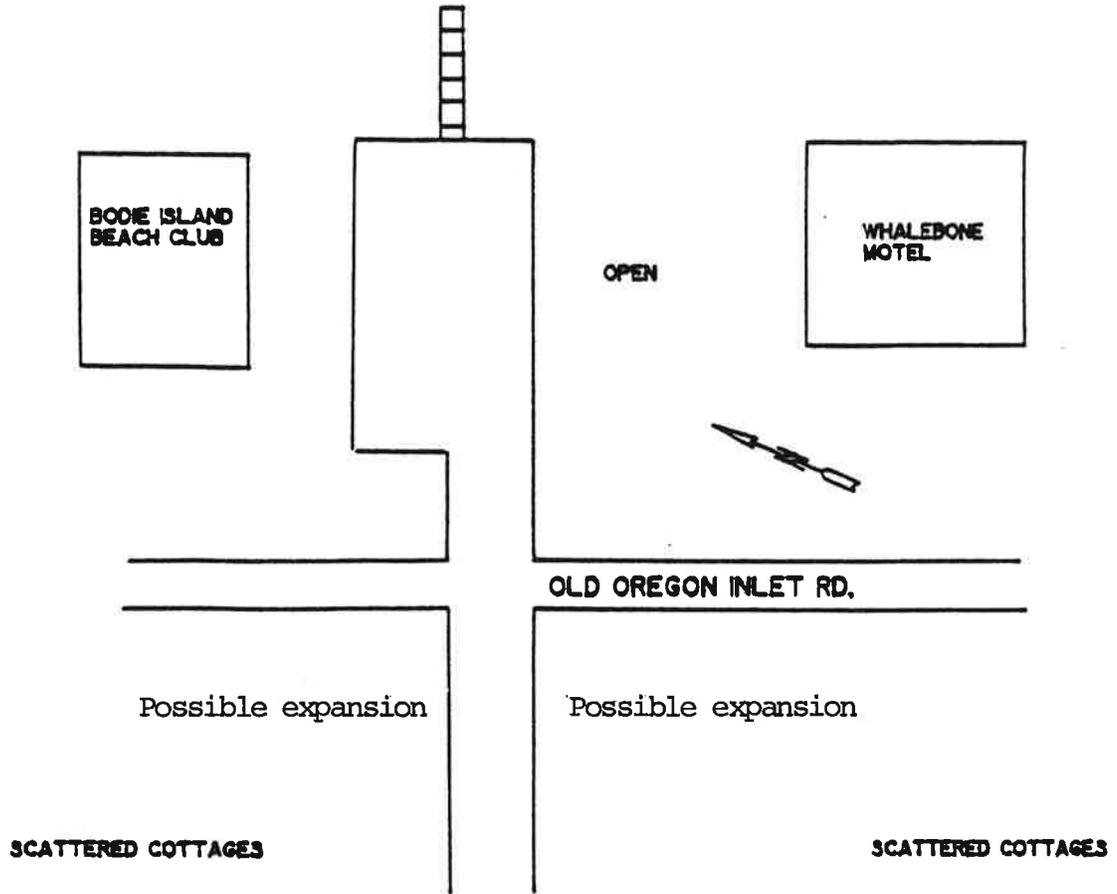
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 18 | Permeable | x | x | | | |



NOT TO SCALE

(26) BURON (Neighborhood)

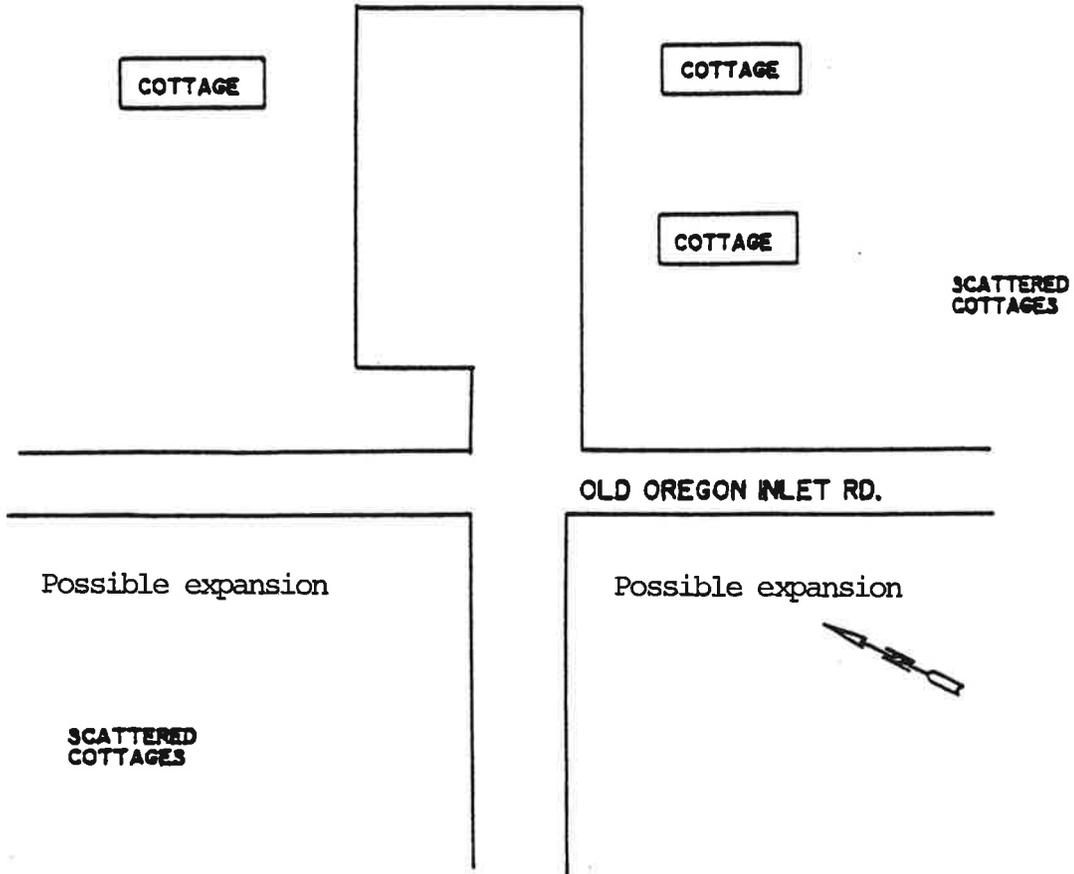
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 25 | Non-permeable | x | x | x | | |



NOT TO SCALE

(27) BOLDEN (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 21 | Permeable | x | x | x | | |



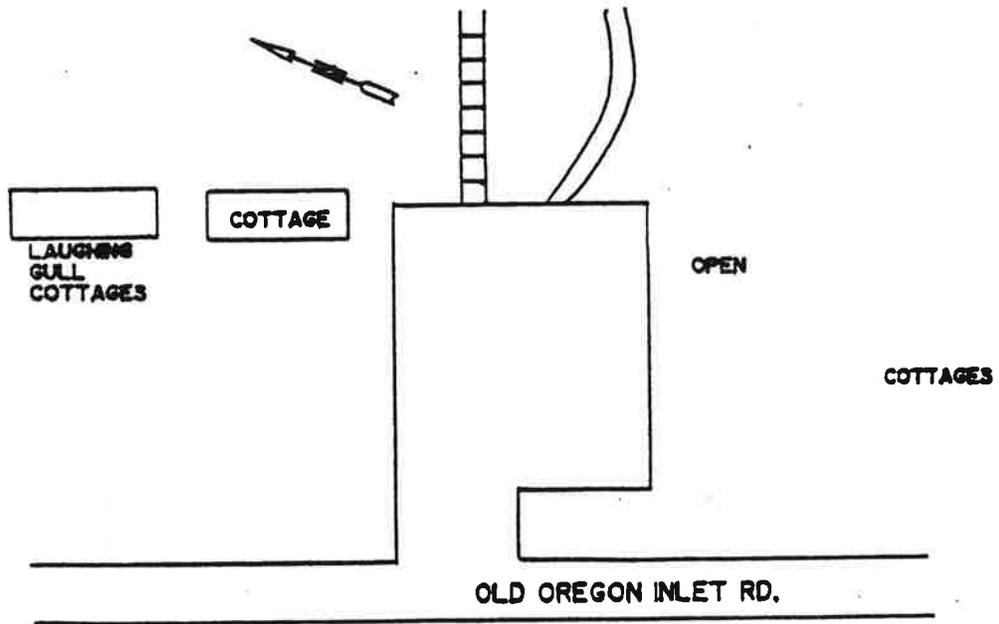
NOT TO SCALE

NOTES:

- Possible potential for expansion to open parcels on west side of Old Oregon Inlet Road.

(28) BARGROVE (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 28 | Permeable | x | x | x | x | |

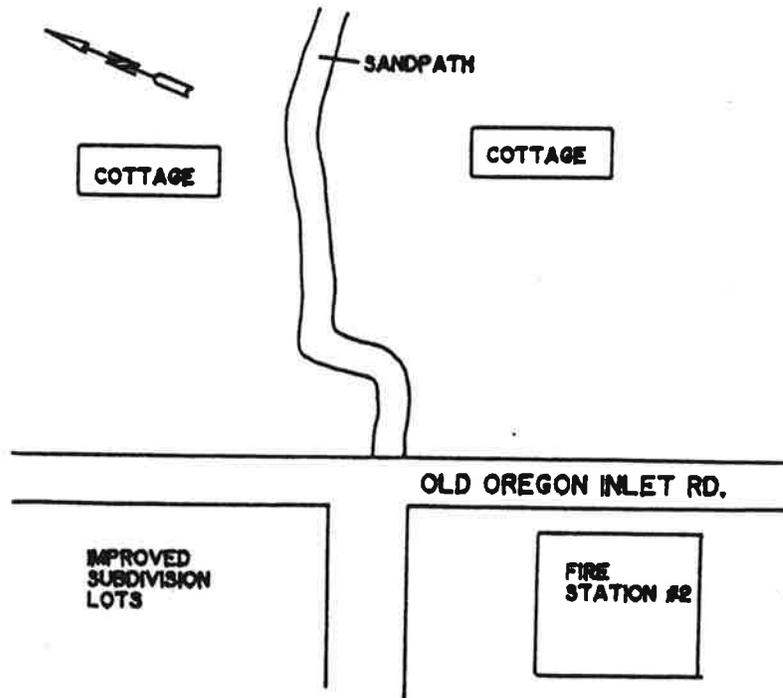


Possible expansion

NOT TO SCALE

(29) IDA (Local)

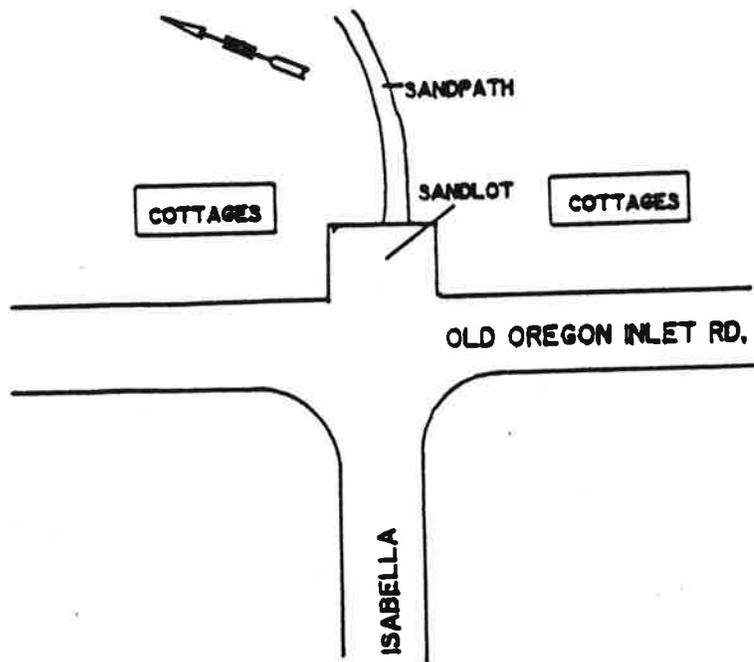
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | None | | | | x | |



NOT TO SCALE

(30) ISABELLA (Local)

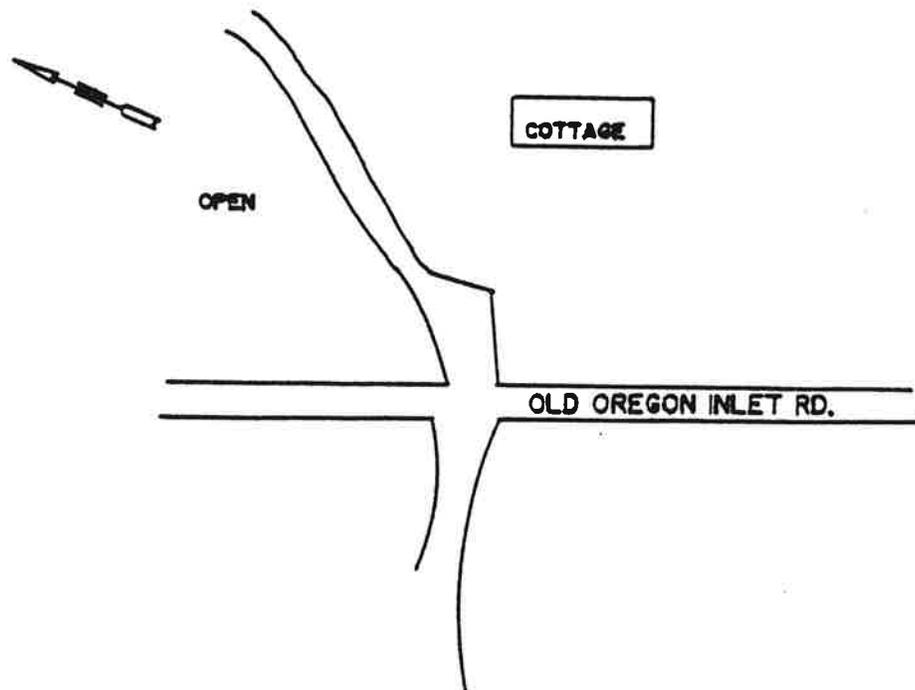
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | Loose material | | | | x | |



NOT TO SCALE

(31) ISLINGTON (Local)

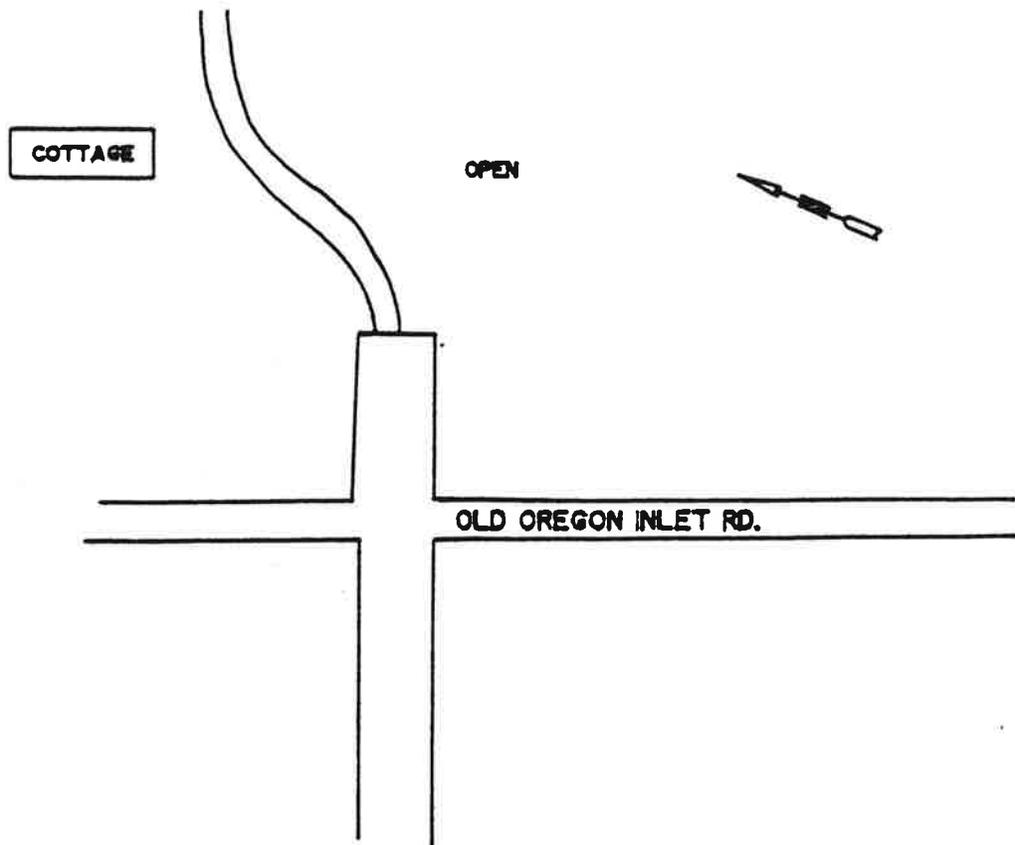
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |



NOT TO SCALE

(32) INDIGO (Local)

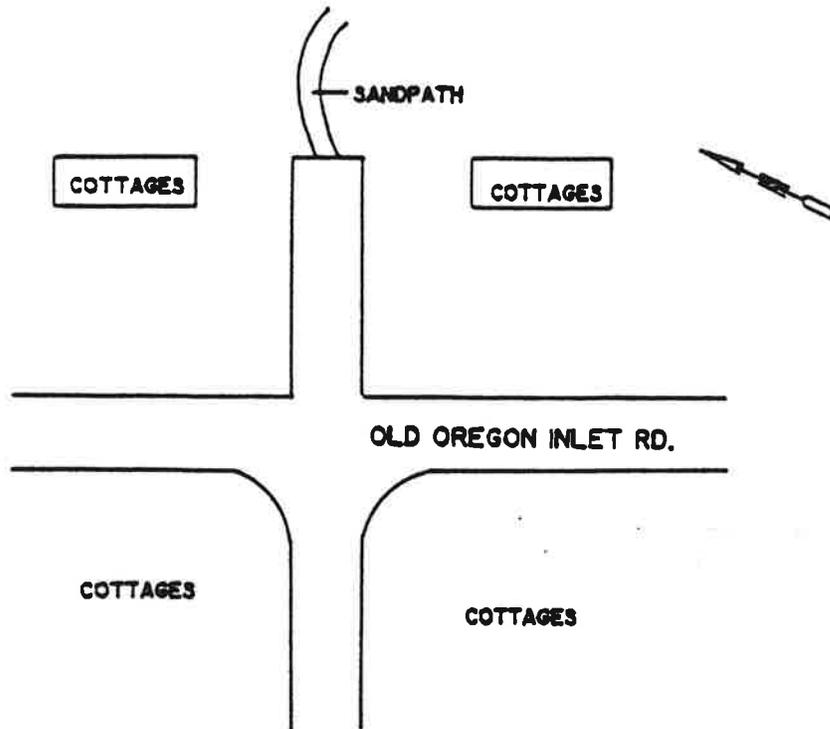
| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | None | | | | x | |



NOT TO SCALE

(33) JAY (Local)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | None | | | | x | |



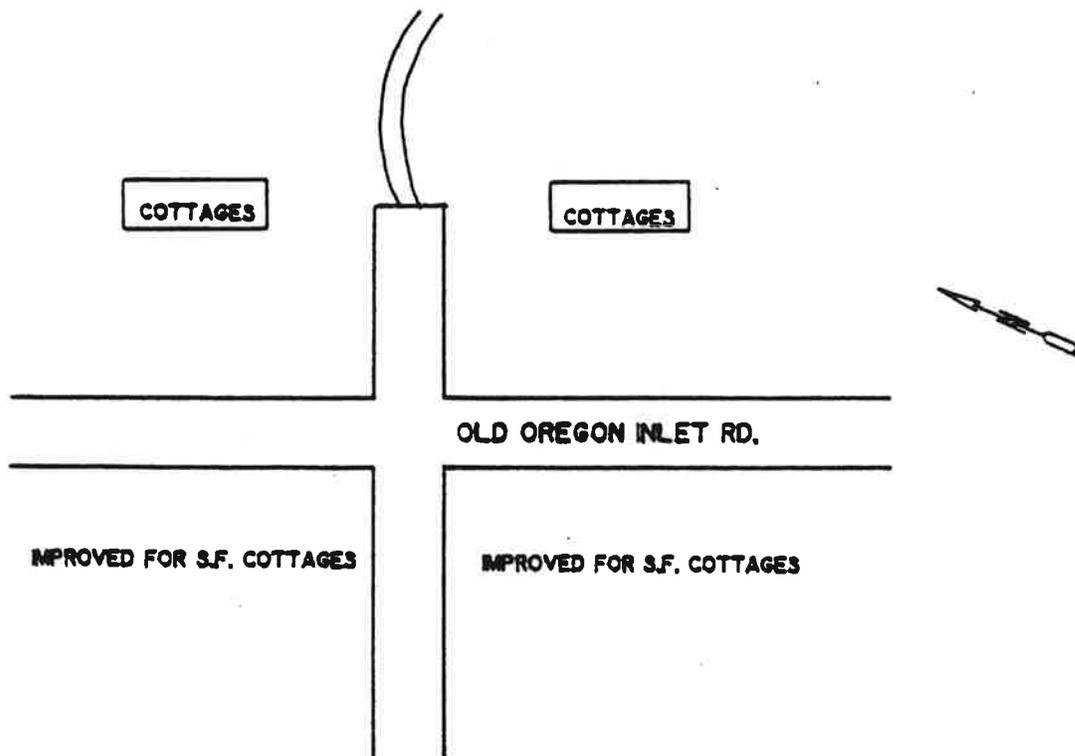
NOT TO SCALE

NOTES:

- No apparent potential for expansion.

(34) JUNE (Local)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|---------------------------|--------------------------|--------------|----------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | None | | | | | |



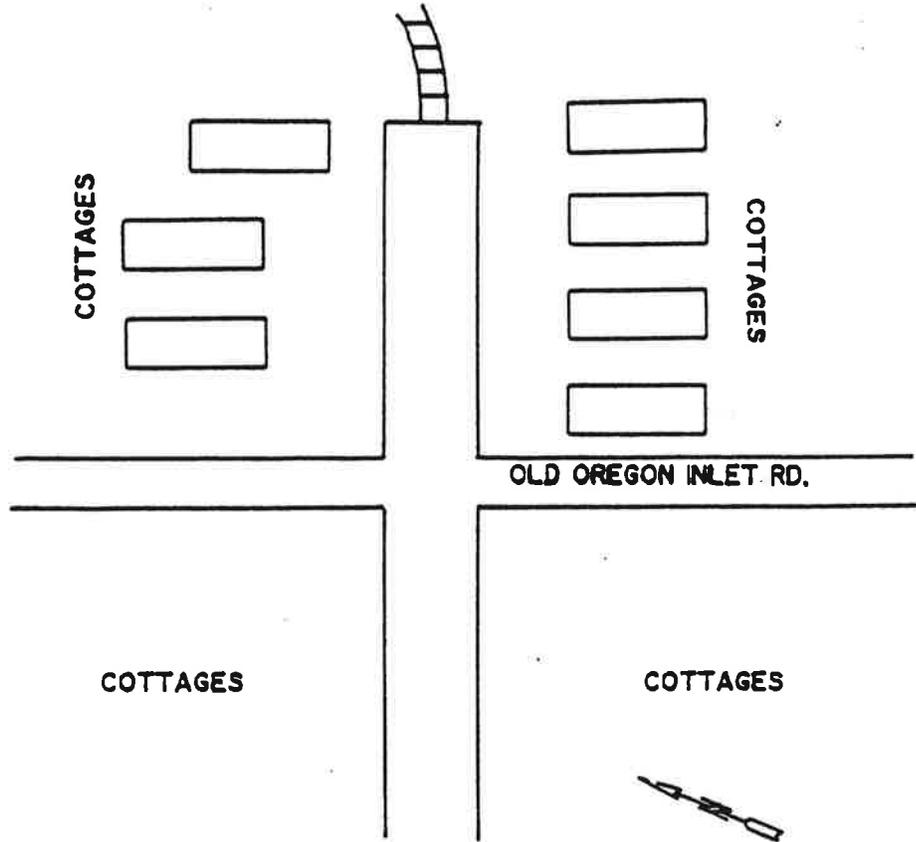
NOT TO SCALE

NOTES:

- No apparent potential for expansion.

(35) JAMES (Local)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 0 | Non-permeable | x | x | x | x | |



NOT TO SCALE

NOTES:

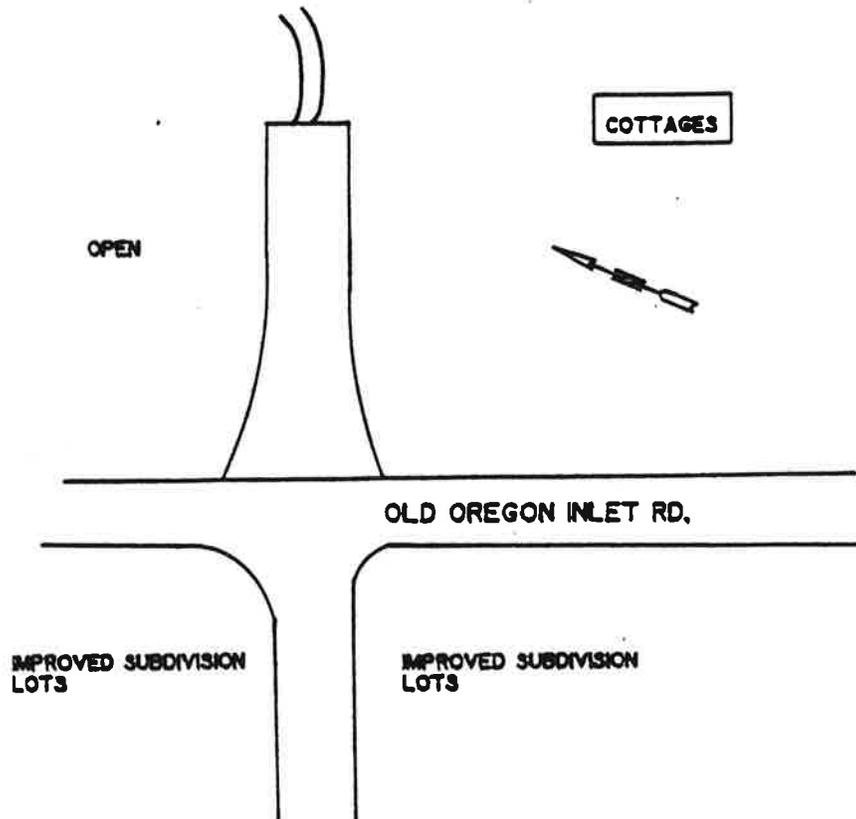
- No apparent potential for expansion.
- Features: Nice pines for barrier along sides; also has public phone.

(36) JACOB (Local)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |

0

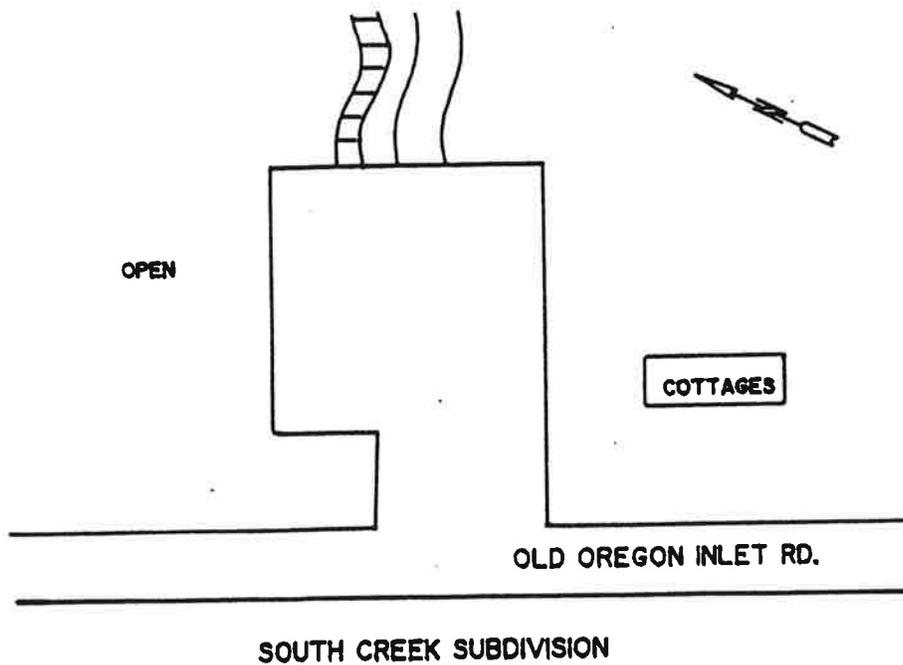
x



NOT TO SCALE

(37) JUNCO (Neighborhood)

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 20 | Non-permeable | x | x | x | x | x |



NOT TO SCALE

NOTES:

- Potential for expansion to open space on north side.
- Low density cottages.

ESTUARINE ACCESS

E-1. GRAY EAGLE SITE

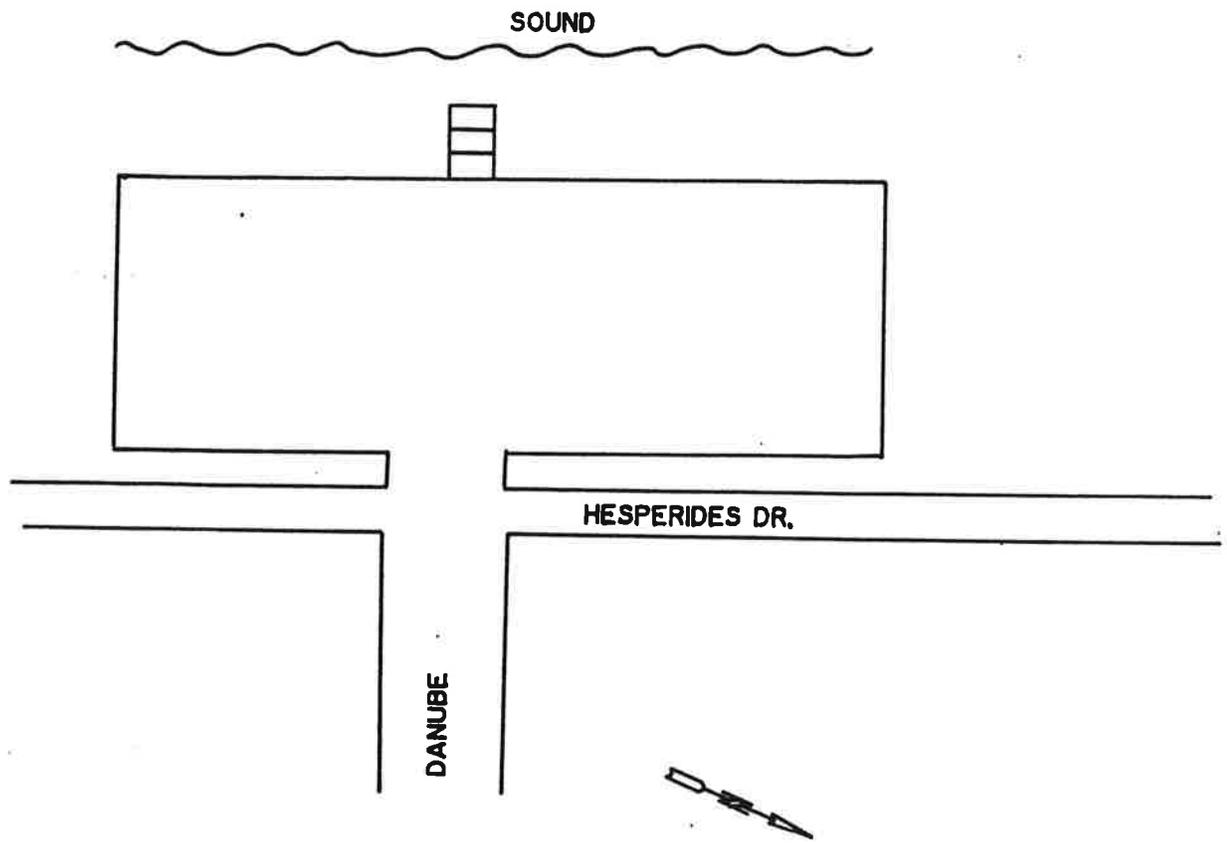
| <u>Parking</u> <u>Spaces</u> | <u>Type</u> <u>Pavement</u> | <u>Light</u> | <u>Trash</u> <u>Can</u> | <u>Access to waterline</u> | | |
|---------------------------------|--------------------------------|--------------|----------------------------|----------------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| None | None | | | | | |

*This is a 50' wide grass lot r-o-w improved with sand/clay base.

ESTUARINE ACCESS

B-2. DANUBE SITE

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Access to waterline</u> | | | <u>Bike Rack</u> | <u>Benches</u> |
|-----------------------|----------------------|--------------|------------------|----------------------------|-----------------|----------------|------------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> | | |
| 15 | Permeable | x | x | x | x | | x | x |



NOT TO SCALE

NOTES:

- Potential for parking expansion to vacant sites across Hesperides Drive.
- Sandbags and rock jetties installed.

ESTUARINE ACCESS

E-3. FORREST STREET SITE

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Access to waterline</u> | | |
|---------------------------|--------------------------|--------------|----------------------|----------------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| None | None | | | | * | |

*This is a 30' wide grass lot with no improvements, not even a sand path.

NOTES:

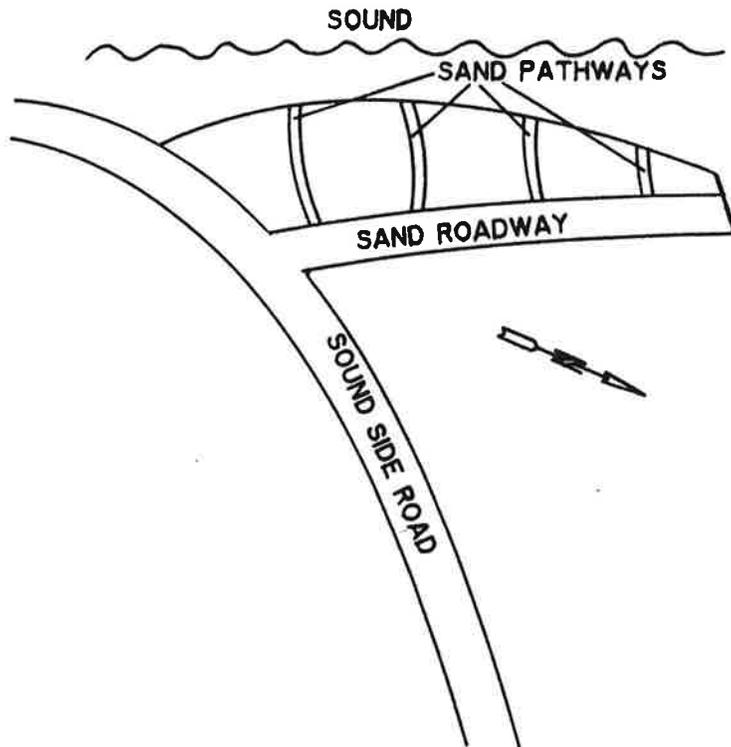
- ° No potential for expansion. Too small to be more than a local estuarine access site.

ESTUARINE ACCESS

(PE-4) JOCKEY'S RIDGE SITE

A. Existing

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>From sand road to waterline</u> | | |
|-----------------------|----------------------|--------------|------------------|------------------------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| None | None | None | None | | | Four |



JOCKEY'S RIDGE STATE PARK

NOT TO SCALE

B. Proposed

| <u>Parking Spaces</u> | <u>Type Pavement</u> | <u>Light</u> | <u>Trash Can</u> | <u>Dune Crossover</u> | | |
|-----------------------|-----------------------|--------------|------------------|-----------------------|-----------------|----------------|
| | | | | <u>Boardwalk</u> | <u>Sandpath</u> | <u>Vehicle</u> |
| 26 * | Non-permeable asphalt | | x | x | | x |

*Designed to accommodate existing demand.

APPENDIX IIA
QUESTIONNAIRE

APPENDIX IIA

QUESTIONNAIRE
TOWN OF NAGS HEAD 1989 PUBLIC OCEAN AND SOUND ACCESS
AND RECREATION NEEDS

The Town of Nags Head is currently undertaking a study to determine the need for public access areas to the ocean and to Roanoke Sound and for other general recreation facilities. This study is paid for by a grant from the Division of Coastal Management, North Carolina Department of Natural Resources and Community Development. All Nags Head taxpayers and voters are being asked for their opinions on these needs. It is very important that you complete and return this questionnaire. No postage is needed. Just fold it inside the attached page and staple or tape so the Town's address block is showing and drop it in any mail box.

1. Listed below are possible facilities and improvements the Town may provide at public ocean access areas. Please choose the four that the Town needs most and rank your four choices, with "1" being the most important.

| | |
|---|---|
| <input type="checkbox"/> Lifeguards | <input type="checkbox"/> Fishing Pier |
| <input type="checkbox"/> Foot showers | <input type="checkbox"/> Bike Racks |
| <input type="checkbox"/> Cold showers | <input type="checkbox"/> Picnic tables and shelters |
| <input type="checkbox"/> Drinking water | <input type="checkbox"/> Auto parking |
| <input type="checkbox"/> Restrooms | <input type="checkbox"/> Natural areas |
| <input type="checkbox"/> Other (specify): _____ | |

2. Listed below are possible facilities and improvements the Town may provide at public sound access areas. Please choose the four that the Town needs most and rank your four choices, with "1" being the most important

| | |
|---|--|
| <input type="checkbox"/> Foot showers | <input type="checkbox"/> Auto parking |
| <input type="checkbox"/> Cold showers | <input type="checkbox"/> Fishing and crabbing pier |
| <input type="checkbox"/> Drinking water | <input type="checkbox"/> Boat ramps and parking |
| <input type="checkbox"/> Restrooms | <input type="checkbox"/> Moorings and docks |
| <input type="checkbox"/> Bike racks | <input type="checkbox"/> Other (specify): _____ |
| <input type="checkbox"/> Picnic tables and shelters | |

3. Listed below are possible recreation activities the Town could provide. Please choose the four most important activities the Town should provide if it were to build a Town park or recreation areas and rank your four choices, with "1" being the most important.

| | |
|---|---|
| <input type="checkbox"/> Tot lot/playground | <input type="checkbox"/> Baseball field |
| <input type="checkbox"/> Municipal pool | <input type="checkbox"/> Tennis courts |
| <input type="checkbox"/> Jogging and walking trails | <input type="checkbox"/> Picnic tables and shelters |
| <input type="checkbox"/> Bike trails | <input type="checkbox"/> Community building |
| <input type="checkbox"/> Outdoor basketball court | <input type="checkbox"/> Natural area |
| <input type="checkbox"/> Indoor basketball court | <input type="checkbox"/> Other (specify): _____ |
| <input type="checkbox"/> Public golf course | |

4. Listed below are the possible public shore access and recreation needs the Town may address. Please choose the four most important needs and rank your four choices, with "1" being the most important.

- Improve existing ocean access areas
- Build more ocean access areas
- Improve existing sound access areas
- Build more sound access areas
- Create a Town park
- Other (specify): _____

5. For each need listed below, circle the one answer that best describes how important each need is to you.

- | | | | | | |
|---|----------------|-----------|----------|-------------|------------------|
| a. Safer and improved pedestrian sidewalks | Very Important | Important | Not Sure | Unimportant | Very Unimportant |
| b. Preservation of natural areas | Very Important | Important | Not Sure | Unimportant | Very Unimportant |
| c. Protection/preservation of Nags Head Woods | Very Important | Important | Not Sure | Unimportant | Very Unimportant |

6. For the following statements, circle the one answer that best describes your opinion.

- a) I support the use of Town local tax dollars to pay for acquiring land
- | | | | | | |
|---|----------------|-------|----------|----------|-------------------|
| i) for public ocean access areas | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |
| ii) for public sound access areas | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |
| iii) For Town Park or other Town recreation areas | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |
- b) I would be willing to accept a local tax increase to help pay for improvements at
- | | | | | | |
|---|----------------|-------|----------|----------|-------------------|
| i) public ocean access areas | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |
| ii) public sound access areas | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |
| iii) a Town Park or other Town recreation areas | Strongly Agree | Agree | Not Sure | Disagree | Strongly Disagree |

7. What, if any, negative concerns do you have about
- a) public ocean access areas? _____
- b) public sound access areas? _____
- c) a Town park? _____
- d) Other public recreation areas? _____
8. Which of the following best describes your residential status in Nags Head? Please check one.
- Year-round resident renter Non-resident property owner
- Year-round resident property owner Other (specify): _____
9. Where is your property located, or where do you stay or live in Nags Head? Please check locations that apply.
- On the causeway
- South of Whalebone Junction, between the ocean and Old Oregon Inlet Rd. (NC 1243)
- South of Whalebone Junction, between Old Oregon Inlet Rd. (NC 1243) and U.S. 12
- Between the ocean and Virginia Dare Trail ("Beach Road"/NC 12)
- Between Virginia Dare Trail ("Beach Road") and 158 By-Pass (Croatan Highway)
- Between roanoke Sound and 158 By-Pass (Croatan Highway)
10. Which type of property do you own in Nags Head?
- Developed Both developed and undeveloped
- Undeveloped None
11. Please use the blank area below for comments or suggestions you may have. We would particularly like to know what you like best about existing public recreation areas in Nags Head and what you like least.

The Town of Nags Head appreciates your completing and returning the questionnaire. Please return it before April 12, 1989. Again, no postage is necessary. Just fold, tape closed with the Town address showing, and drop in any mail box. The Town welcomes all responses, both positive and negative. If you have any questions, please call Bruce Bortz, Town Planner, at (919) 441-7016. A public information meeting to discuss and explain the access/recreation needs project will be conducted 10:00 a.m., Saturday, March 18, 1989, in the Council Chambers, Nags Head Municipal Complex.

APPENDIX IIB

SURVEY RESULTS

TOTAL RESPONSES

(Resident and Non-Resident)

INTRODUCTION TO APPENDIX IIB
EXPLANATION OF SURVEY TABULATION METHODOLOGY

A. General Methodology

1. All completed survey forms (535) were numbered by hand.
2. An input/tabulation database was developed with dBase III Plus software and an IBM-AT compatible microcomputer. The total number of database fields (**53**) corresponds to the total possible responses (53) included in the questionnaire (excluding questions 7 and 11). The total number of database records (535) corresponds to the total number of completed survey forms.
3. An input format was developed and all survey responses were entered, form by form, into the computer database (excluding questions 7 and 11).
4. A computer program was written to summarize all count and weighted count information into a second (tabulation) database.
5. Summary database information was imported into a Lotus 1-2-3 spreadsheet, which permitted graphic depiction of the count/percentage information for all questions tabulated. Weighted count information for questions 1-6, as well as numeric information for questions 8, 9, and 10, was also put in tabular form utilizing the dBase III Plus report writer.

B. Expository Comments

1. Stacked Bar Graphs (Questions 1 - 4)

The stacked bar graphs included in Appendix II for questions 1-4 illustrate the **total number** of responses, further differentiated by relative subtotals of importance ranking, for each possible response to individual survey questions 1-4. These graphs thus depict 1) the responses most often and least often picked to questions 1-4, and 2) the relative numbers of importance rankings for each response, the sum of which equals the total of the times that response was selected by residents.

2. Pie Graphs (Questions 5 and 6)

The pie graphs for questions 5 and 6 show the relative importance rankings as a percentage of the total 535 responses to questions 5(a) and (b); question 6(a) i, ii, iii; and question 6(b) i, ii, iii.

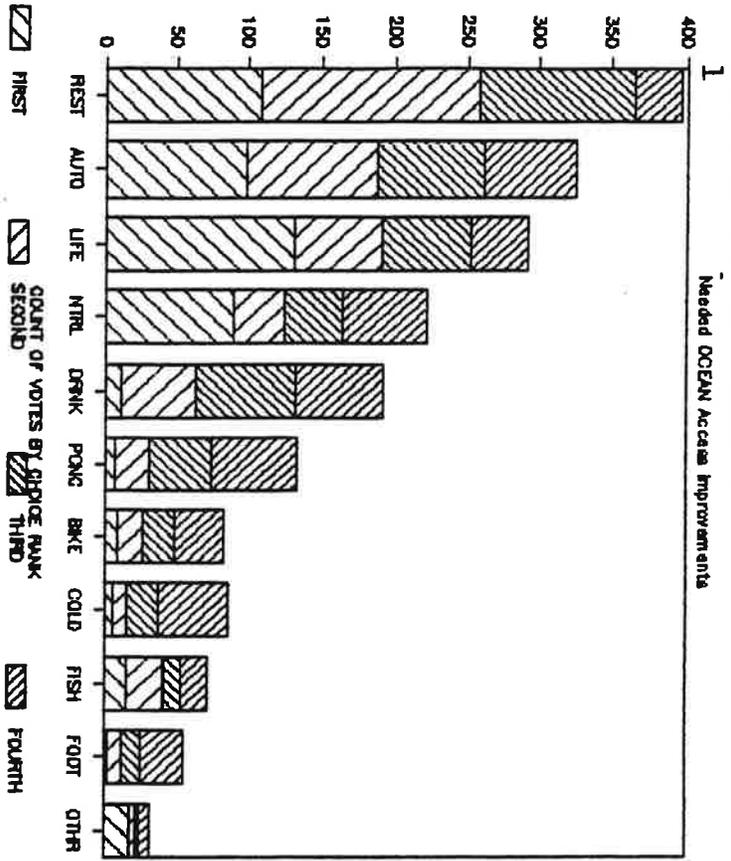
3. Weighted Rankings (Questions 1 - 6)

It is important to note that, in surveys requesting a preferential response by numeric ranking, the response most often chosen is not necessarily the most significant, or most preferred, response. For example, if 530 people ranked restrooms "1", or first, and five did not choose restrooms at all, the response **count** for "restrooms" would be 530 responses on the stacked bar graph. If 535 people (all) ranked auto parking "4", the response **count** for "auto parking" would be 535, or higher than "restrooms" on the stacked bar chart. However, which is the more significant improvement desired? Obviously, in this case, "restrooms" is considered more significant than auto parking. To provide an objective response rating system, a weighted count was utilized to tabulate and rank the responses to questions 1-4, and to judge the relative importance of 5(a) and (b); 6(a) i, ii, iii; and 6(b) i, ii, iii. Numeric values were assigned to responses (for questions 1-4, "1-4" for responses 1-4, "8" for marked with no ranking, and "9" for not marked; for questions 5 and 6, "1-5" from "very important" to "very unimportant" or "strongly agree" to "strongly disagree", and "9" for not marked.) Once data entry was completed, the numeric values for each response were summed. The possible range of sums for a response is $535 \times 1 = 535$ - (all "1's") - to $535 \times 9 = 4,815$ - (all "9's"). The response with the lowest sum is judged to be the most significant response (most desired improvement) for questions 1-6. The weighted count information is summarized in tabular form on the page behind the graphic depiction of each survey question tabulation. The first response listed is the most important improvement desired.

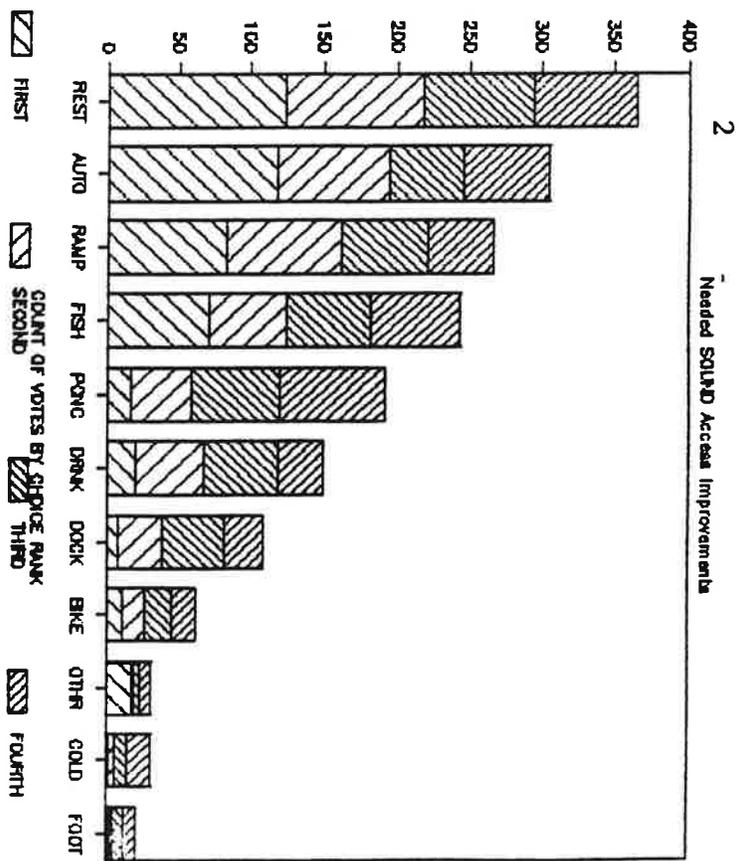
Questions 8, 9, 10 (informational questions)

1. The responses to questions 8, 9, and 10 are shown graphically and in tabular form. These questions do not require preferential response, and no "weighted" tabulation was performed.

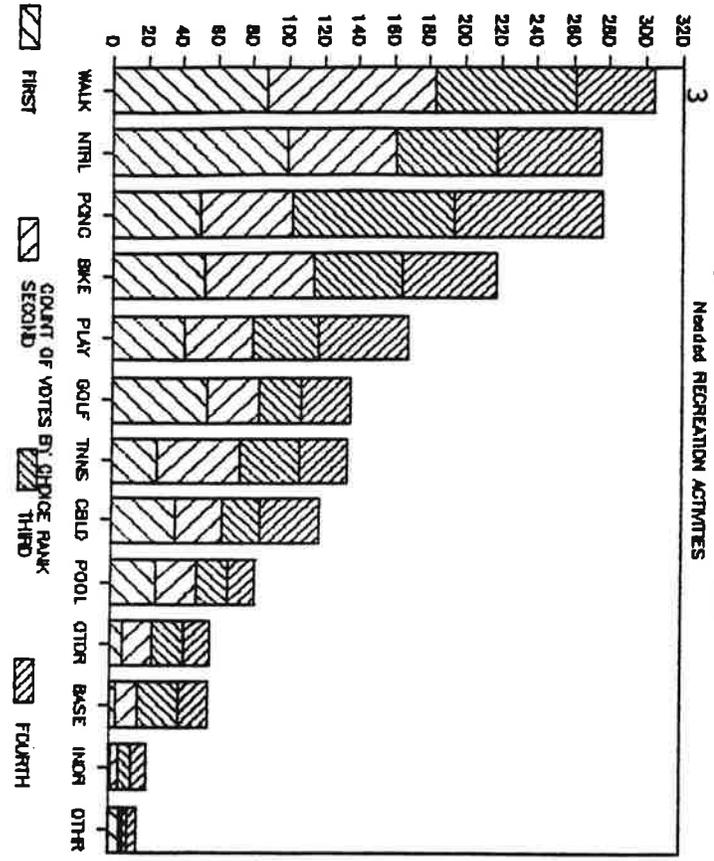
T. Dale Holland, Consulting Planners



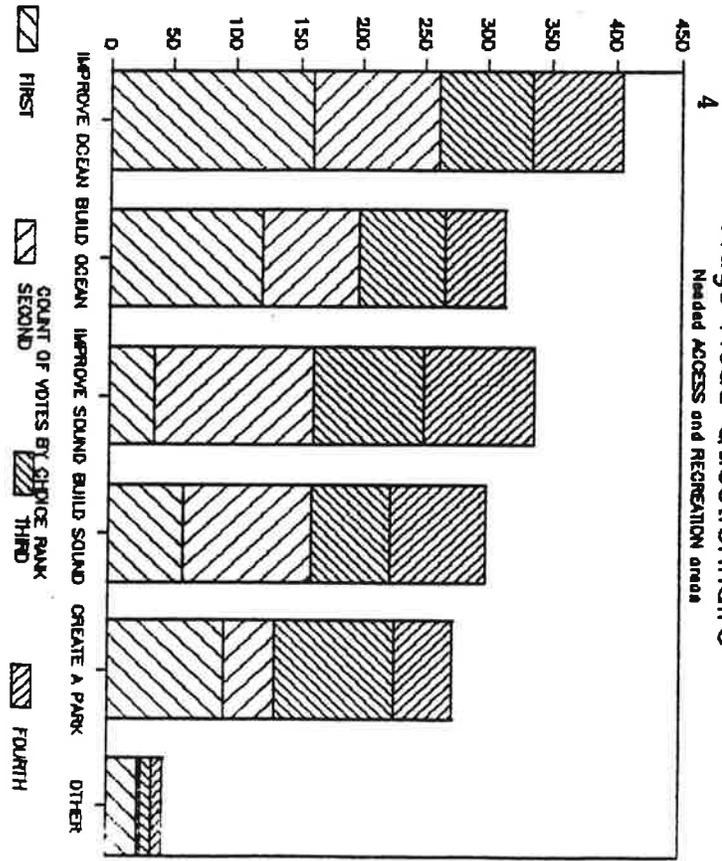
T. Dale Holland, Consulting Planners



T. Dale Holland, Consulting Planners



T. Dale Holland, Consulting Planners



QUESTION 1

Nags Head Questionnaire
 Needed OCEAN Access Improvements
 Vote Count by Rank
 T. Dale Holland, Consulting Planners

| Data Field Name | Weight | Count ONE | TWO | THREE | FOUR | FIVE | SIX | SEVEN | MARKED NOT RANKED | NOT MARKED |
|-----------------|--------|-----------|-----|-------|------|------|-----|-------|-------------------|------------|
| Q1_REST | 2077 | 109 | 149 | 107 | 31 | 3 | 1 | 0 | 11 | 124 |
| Q1_AUTO | 2632 | 98 | 90 | 73 | 64 | 0 | 0 | 0 | 11 | 199 |
| Q1_LIFE | 2765 | 132 | 59 | 61 | 40 | 1 | 1 | 0 | 8 | 233 |
| Q1_NTRL | 3318 | 90 | 35 | 40 | 57 | 0 | 0 | 0 | 7 | 306 |
| Q1_DRNK | 3628 | 11 | 52 | 70 | 60 | 1 | 1 | 0 | 8 | 332 |
| Q1_PCNC | 4024 | 7 | 24 | 43 | 60 | 1 | 0 | 0 | 5 | 395 |
| Q1_BIKE | 4315 | 9 | 17 | 23 | 34 | 0 | 0 | 0 | 1 | 451 |
| Q1_COLD | 4322 | 6 | 9 | 23 | 48 | 0 | 1 | 0 | 1 | 447 |
| Q1_FISH | 4336 | 16 | 25 | 12 | 19 | 1 | 1 | 0 | 2 | 459 |
| Q1_FOOT | 4483 | 2 | 10 | 14 | 30 | 2 | 1 | 0 | 1 | 475 |
| Q1_OTHR | 4577 | 18 | 4 | 3 | 7 | 3 | 0 | 0 | 1 | 499 |
| *** Total *** | | 498 | 474 | 469 | 450 | 12 | 6 | 0 | 56 | 3920 |

QUESTION 1

Nags Head Questionnaire
 Needed OCEAN Access Improvements
 Responses to 'OTHER'
 T. Dale Holland, Consulting Planners

| Form Number | How ranked and Content |
|-------------|---|
| 1 | 5 TRASH CANS |
| 13 | 4 TRASH LAWS ENFORCED |
| 18 | 5 TRASH RECEPTICLES |
| 30 | 5 PAY PHONES EVERY HALF MILE |
| 31 | 3 BEACH CLEAN-UP, SANITATION |
| 63 | 1 USE TAXES FOR BEACH PRESERVATION |
| 70 | 4 BIKE LANES |
| 88 | 2 PATH TO OCEAN |
| 96 | 1 |
| 201 | 2 SIDE WALKS |
| 213 | 4 FINISH ACCESS IN SOUTH NAGS HEAD |
| 221 | 1 BEACH TRASH REMOVAL |
| 231 | 1 SIDEWALKS PATHS |
| 244 | 2 TRASH CANS |
| 246 | 1 TRASH CANS |
| 248 | 4 TRASH CANS |
| 250 | 4 LITTERING FINE ENFORCEMENT |
| 264 | 3 CRABING PIER |
| 306 | 8 DID NOT FOLLOW DIRECTIONS |
| 317 | 1 RIGHT OF WAY TO BEACH FORM SOUND SIDE |
| 319 | 4 TRASH CANS |
| 337 | 1 TRASH CANS |
| 358 | 1 SUPERVISION OF ALL PUBLIC AREAS |
| 389 | 1 BEACH ACCESS FROM SOUND SIDE |
| 395 | 1 RAMP IMPROVEMENTS FOR DRIVING PERMITS |
| 417 | 2 TRASH CANS |
| 434 | 3 TRASH CANS |
| 437 | 1 TRASH CANS |
| 446 | 4 TRASH CANS |
| 453 | 1 NONE |
| 481 | 1 TRASH CANS |
| 511 | 1 TRASH CANS |
| 524 | 1 NONE |
| 526 | 1 TRASH CANS |
| 527 | 1 LITTER SIGNS THAT SAY FINE \$500-\$1000 |
| 534 | 1 TRASH CANS |

QUESTION 2

Nags Head Questionnaire
 Needed SOUND Access Improvements
 Vote Count by Rank
 T. Dale Holland, Consulting Planners

| Data Field Name | Weight | Count ONE | TWO | THREE | FOUR | FIVE | SIX | SEVEN | MARKED NOT RANKED | NOT MARKED |
|-----------------|--------|-----------|----------|-------|------|------|-----|-------|-------------------|------------|
| Q2_REST | 2344 | 124 | 94 | 76 | 71 | 0 | 0 | 0 | 10 | 160 |
| Q2_AUTO | 2717 | 118 | 77 | 51 | 59 | 1 | 0 | 0 | 10 | 219 |
| Q2_RAMP | 2998 | 83 | 80 | 58 | 46 | 1 | 1 | 0 | 8 | 258 |
| Q2_FISH | 3210 | 71 | 54 | 58 | 60 | 0 | 1 | 0 | 8 | 283 |
| Q2_PCNC | 3646 | 17 | 42 | 62 | 71 | 1 | 0 | 0 | 8 | 334 |
| Q2_DRNK | 3840 | 20 | 48 | 52 | 31 | 0 | 1 | 0 | 9 | 374 |
| Q2_DOCK | 4124 | 8 | 31 | 43 | 28 | 1 | 1 | 0 | 5 | 418 |
| Q2_BIKE | 4422 | 11 | 15 | 19 | 17 | 0 | 0 | 0 | 1 | 472 |
| Q2_OTHR | 4590 | 18 | 1 | 4 | 8 | 2 | 0 | 0 | 2 | 500 |
| Q2_COLD | 4629 | 1 | 5 | 9 | 16 | 1 | 1 | 0 | 2 | 500 |
| Q2_FOOT | 4684 | 2 | 2 | 8 | 9 | 1 | 1 | 0 | 1 | 511 |
| *** Total *** | | 473 | 449 | 440 | 416 | 8 | 6 | 0 | 64 | 4029 |

QUESTION 2

Nags Head Questionnaire
 Needed SOUND Access Improvements
 Responses to 'OTHER'
 T. Dale Holland, Consulting Planners

| Form Number | How ranked and Content |
|-------------|------------------------------------|
| 1 | 5 TRASH CANS |
| 13 | 2 TRASH LAWS ENFORCED |
| 15 | 1 NO PREFERENCE |
| 18 | 4 TRASH CANS |
| 43 | 8 NATRAL AREAS |
| 58 | 4 NATURAL AREAS |
| 63 | 1 USE TAXES FOR BEACH PRESERVATION |
| 79 | 1 NATURAL AREAS 2 WALKING TRAILS |
| 88 | 3 PATH TO WALK TO SOUND |
| 91 | 1 NATURAL AREAS |
| 146 | 1 OCEAN ACESS |
| 178 | 4 NATURAL AREAS |
| 221 | 1 TRASH REMOVAL |
| 244 | 1 TRASH CANS |
| 246 | 1 TRASH CANS |
| 250 | 4 LITTERING FINE ENFORCEMENT |
| 265 | 1 DONT AGREE |
| 280 | 1 MORE ACCESS ON RESIDENTIAL AREAS |
| 297 | 1 NATURAL AREAS |
| 306 | 8 DID NOT FOLLOW DIRECTIONS |
| 319 | 4 TRASH CANS |
| 342 | 5 HELP THE HANDICAPPED |
| 366 | 3 NATURAL AREAS |
| 370 | 1 NATURAL AREAS |
| 392 | 1 NONE |
| 395 | 3 SOUND DOES NOT NEED MORE ACCESS |
| 434 | 4 TRASH CANS |
| 437 | 1 TRASH CANS |
| 446 | 4 TRASH CANS |
| 469 | 1 NATURAL AREAS |
| 474 | 1 NONE |
| 481 | 1 TRASH CANS |
| 509 | 3 NATURAL AREAS |
| 524 | 1 NONE |
| 528 | 4 NATURAL AREAS |

QUESTION 3

Nags Head Questionnaire
 Needed RECREATION ACTIVITIES
 Vote Count by Rank
 T. Dale Holland, Consulting Planners

| Data Field Name | Weight | Count ONE | TWO | THREE | FOUR | FIVE | SIX | SEVEN | MARKED NOT RANKED | NOT MARKED |
|-----------------|--------|-----------|-----------|-------|------|------|-----|-------|-------------------|------------|
| Q3_WALK | 2750 | 88 | 95 | 78 | 44 | 0 | 0 | 0 | 8 | 222 |
| Q3_NTRL | 2955 | 99 | 62 | 57 | 57 | 0 | 0 | 0 | 7 | 253 |
| Q3_PCNC | 3079 | 50 | 52 | 92 | 82 | 0 | 0 | 0 | 10 | 249 |
| Q3_BIKE | 3387 | 52 | 62 | 51 | 53 | 0 | 0 | 0 | 7 | 310 |
| Q3_PLAY | 3726 | 41 | 39 | 37 | 51 | 2 | 0 | 0 | 3 | 362 |
| Q3_GOLF | 3884 | 54 | 29 | 24 | 29 | 0 | 1 | 0 | 4 | 394 |
| Q3_TNNS | 3930 | 26 | 47 | 33 | 28 | 1 | 0 | 0 | 6 | 394 |
| Q3_CBLD | 4038 | 36 | 27 | 21 | 34 | 0 | 0 | 0 | 4 | 413 |
| Q3_POOL | 4267 | 26 | 23 | 17 | 15 | 0 | 0 | 0 | 2 | 452 |
| Q3_OTDR | 4446 | 7 | 17 | 18 | 15 | 1 | 1 | 0 | 4 | 472 |
| Q3_BASE | 4468 | 4 | 12 | 23 | 17 | 0 | 1 | 0 | 5 | 473 |
| Q3_INDR | 4683 | 1 | 4 | 7 | 9 | 1 | 1 | 0 | 2 | 510 |
| Q3_OTHR | 4704 | 6 | 2 | 3 | 5 | 1 | 0 | 0 | 2 | 516 |
| *** Total *** | | 490 | 471 | 461 | 439 | 6 | 4 | 0 | 64 | 5020 |

QUESTION 3

Nags Head Questionnaire
Needed RECREATION ACTIVITIES
Responses to 'OTHER'
T. Dale Holland, Consulting Planners

| Form Number | How ranked and Content |
|-------------|--|
| 13 | 2 POLICE SURVELLANCE 24 HOURS |
| 57 | 1 NOT NEEDED |
| 63 | 3 4 SAVE THE BEACH |
| 67 | 8 FISHING PIER |
| 237 | 4 REST ROOMS TRASH CANS |
| 281 | 4 AMUSEMENT ROOM, POOL TABLES |
| 297 | 4 CAMPING AREAS |
| 306 | 8 DID NOT FOLLOW DIRECTIONS |
| 325 | 4 NOTHING ELSE |
| 342 | 5 HELP HANDICAPPED |
| 344 | 1 NONE |
| 349 | 1 GENERAL PURPOSE ATHLETIC FIELD |
| 353 | 1 EMERGENCY ACCESS TO FIRST AID |
| 395 | 2 PROMOTE UNDER USED FACILITIES STATE P. |
| 437 | 3 IMPROVE EXISTING TENNIS COURTS |
| 441 | 4 INPOOR POOL |
| 469 | 3 SOCCER FIELDS |
| 510 | 1 NO TOWM PARK |
| 524 | 1 NONE |

QUESTION 4

Nags Head Questionnaire
 Needed ACCESS and RECREATION areas
 Vote Count by Rank
 T. Dale Holland, Consulting Planners

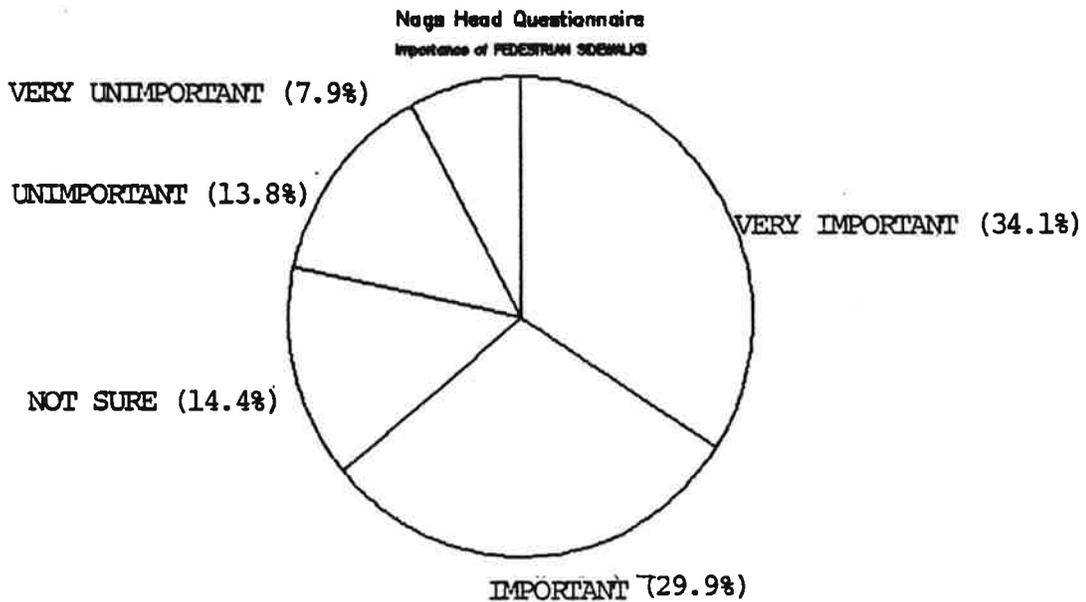
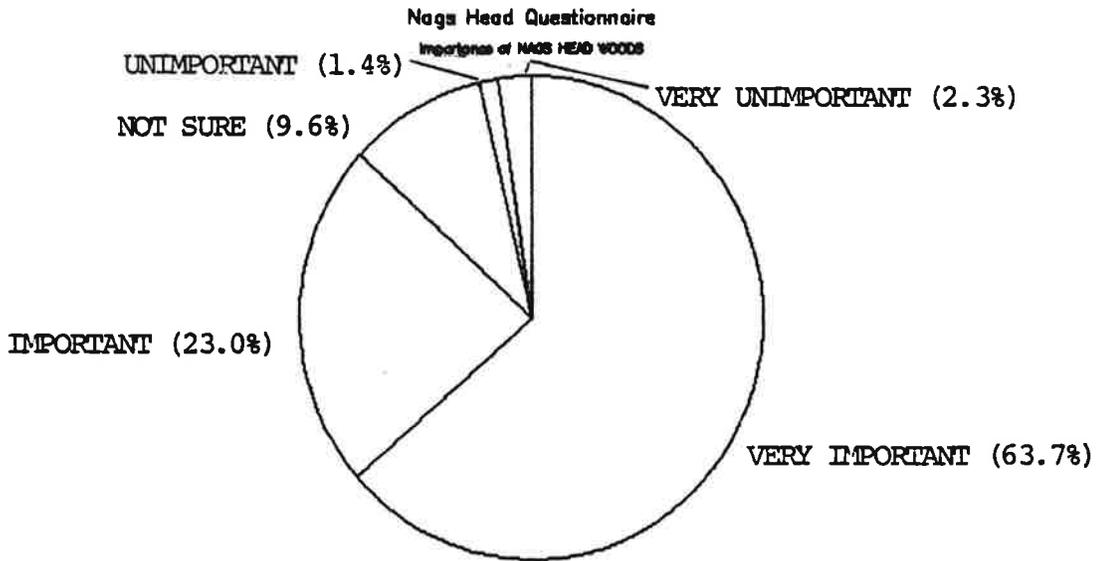
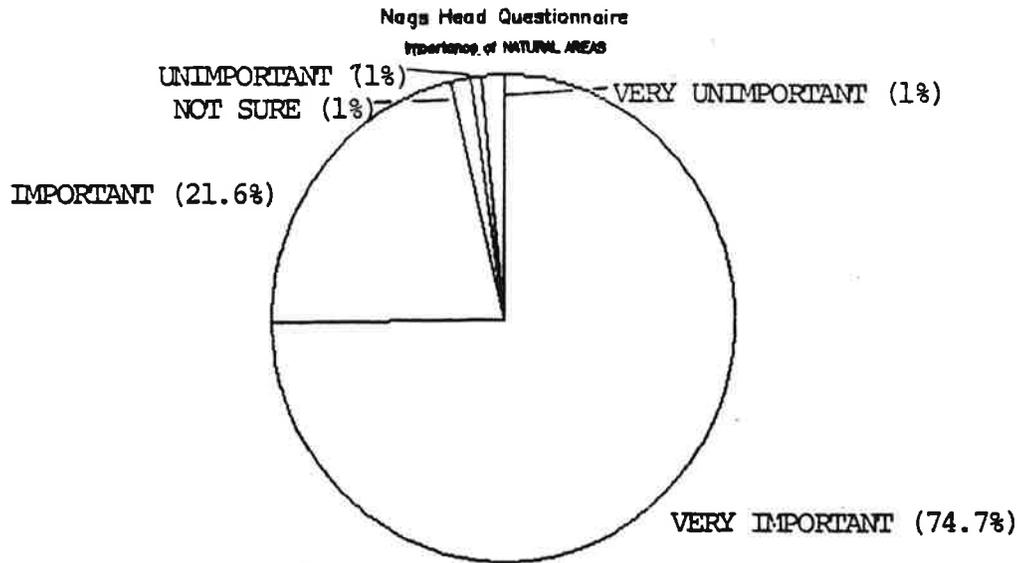
| Data Field Name | Weight | Count ONE | TWO | THREE | FOUR | FIVE | SIX | SEVEN | MARKED NOT RANKED | NOT MARKED |
|-----------------|--------|-----------|----------|-------|------|------|-----|-------|-------------------|------------|
| Q4_IOCN | 2027 | 160 | 102 | 73 | 69 | 1 | 0 | 0 | 7 | 123 |
| Q4_BO CN | 2663 | 121 | 77 | 68 | 47 | 0 | 0 | 0 | 2 | 220 |
| Q4_ISND | 2665 | 36 | 126 | 88 | 88 | 1 | 0 | 0 | 8 | 188 |
| Q4_BSND | 2857 | 60 | 100 | 64 | 76 | 3 | 0 | 0 | 2 | 230 |
| Q4_PARK | 2973 | 92 | 40 | 96 | 46 | 4 | 0 | 0 | 4 | 253 |
| Q4_OTHR | 4495 | 25 | 3 | 8 | 9 | 1 | 0 | 0 | 2 | 487 |
| *** Total *** | | 494 | 448 | 397 | 335 | 10 | 0 | 0 | 25 | 1501 |

QUESTION 4

Nags Head Questionnaire
 Needed ACCESS and RECREATION areas
 Responses to 'OTHER'
 T. Dale Holland, Consulting Planners

| Form Number | How ranked and Content |
|-------------|--|
| 13 | 1 UTILITZ NATIONAL SEASHORE PARKS NEED |
| 22 | 3 BOAT RAMPS ON SOUND |
| 32 | 1 CONSIDER REPLENISHING DUNES |
| 33 | 4 SOFT DRINK SNACK BAR |
| 35 | 1 RENOURISH BEACH |
| 60 | 1 BEACH RENUORISHMENT |
| 63 | 3 4 SAVE THE BEACH |
| 68 | 4 PATH OCEAN ACCESS FOR WEST SIDE OWNERS |
| 91 | 1 KEEP THINGS NATURAL |
| 97 | 1 CAR AND BIKE PARKING AND RESTROOMS |
| 137 | 1 NONE OF THE ABOVE. TAXES ARE TO HIGH |
| 146 | 4 MORE STOP LIGHTS |
| 149 | 3 TOWN PLAYGROUNDS |
| 174 | 4 PROVIDE RULES AT ACCESS AREA |
| 181 | 1 WALKING, BIKE, PATHS |
| 185 | 1 CAR PARKING AREAS |
| 201 | 1 BIKE PATHS AND SIDEWALKS |
| 204 | 1 SOUND SIDE ACCESS |
| 208 | 1 MORE ACCESS TO MAIN ISLAND |
| 223 | 1 CLOSE ALL ACCESS AREAS! |
| 247 | 1 NO MORE OCEAN ACCESS |
| 252 | 1 DO NOT CREATE A TOWN PARK NO NO NO |
| 258 | 4 RENOURISHMENT |
| 275 | 1 PAVE ALL STREETS |
| 281 | 3 INDOOR FACILITY |
| 297 | 1 NATURAL AREAS |
| 305 | 3 BETTER LIGHTED RESIDENTIAL STREETS |
| 306 | 8 DID NOT FOLLOW DIRECTIONS |
| 342 | 5 HELP HANDICAPPED |
| 364 | 1 PRESEVE NATURAL AREAS |
| 366 | 4 NATURAL AREAS |
| 367 | 2 BIKE TRAILS |
| 388 | 3 STATE PARKS RECCEATION AREA |
| 395 | 1 PROTECT NAGS HEAD WOODS |
| 420 | 8 |
| 426 | 3 USE MONEY TO IMPROVE EXISTING ACCESS |
| 432 | 1 GET A YMCA TO COME HERE |
| 441 | 4 INDOOR POOL |
| 474 | 1 NONE |
| 476 | 4 TENNIS COURTS |
| 481 | 2 BETTER RESIDENTAL ROADS |
| 483 | 1 NONE |
| 508 | 2 GET THE CROOKED ATTORNEY'S OUT OF N.H. |
| 519 | 4 TENNIS COURTS |
| 524 | 1 FIGHT BEACH EROSION |
| 526 | 1 BUILD BOAT RAMP |
| 527 | 1 LITTER SIGNS |
| 532 | 3 BIKE PATHS |

QUESTION 5



QUESTION 5

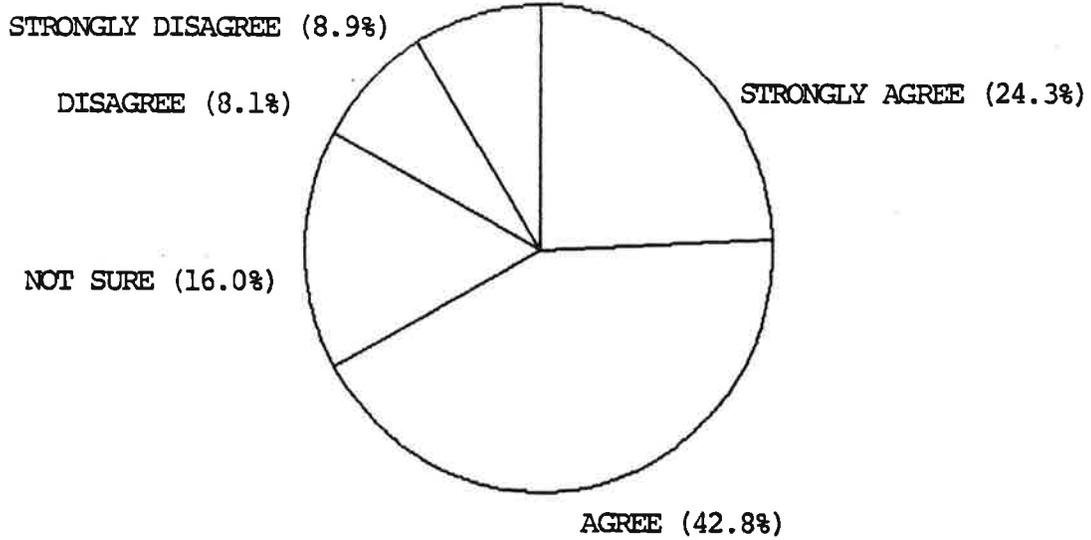
Nags Head Questionnaire
 RELATIVE IMPORTANCE OF NEEDS

T. Dale Holland, Consulting Planners

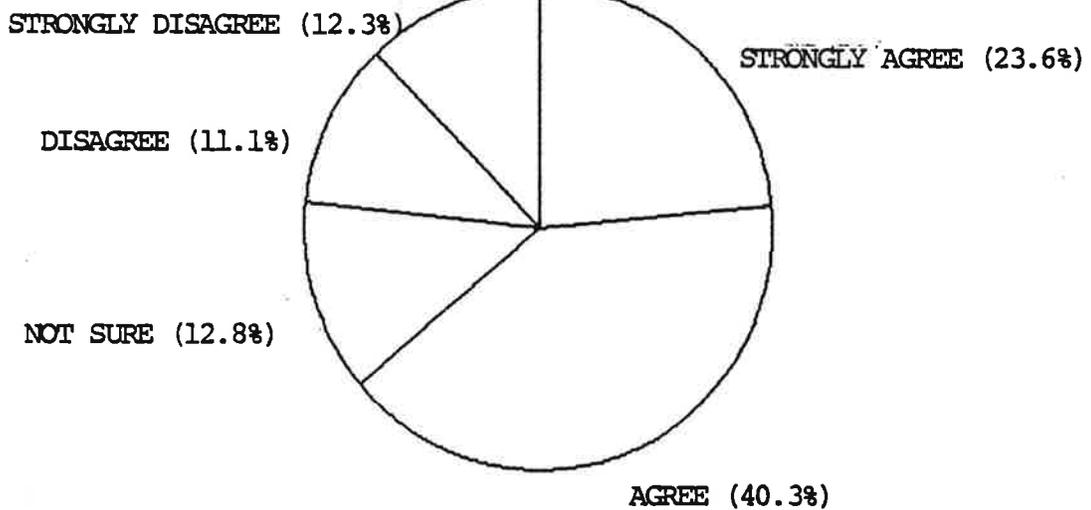
| Data Field Name | Weight | VERY IMPORTANT | IMPORTANT | NOT SURE | UN-IMPORTANT | VERY UN-IMPORTANT | UN-IMPORTANT | NOT MARKED |
|-----------------|--------|----------------|-----------|----------|--------------|-------------------|--------------|------------|
| Q5_NTRL | 903 | 381 | 110 | 7 | 4 | 8 | 25 | |
| Q5_NAGS | 1004 | 326 | 118 | 49 | 7 | 12 | 23 | |
| Q5_WALK | 1419 | 173 | 152 | 73 | 70 | 40 | 27 | |
| *** Total *** | 3326 | 880 | 380 | 129 | 81 | 60 | 75 | |

QUESTION 6A

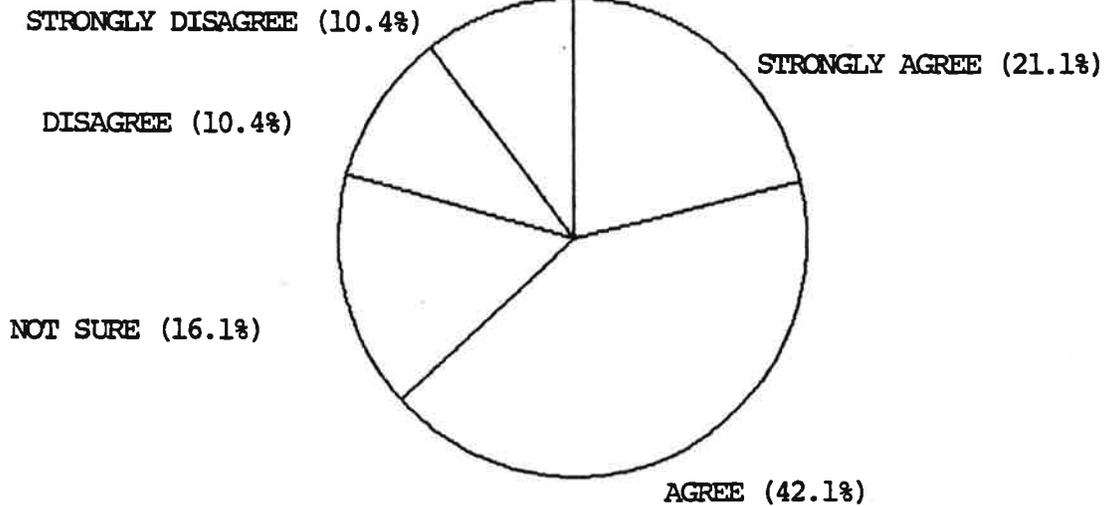
Nags Head Questionnaire
Use Taxes for TOWN PARK



Nags Head Questionnaire
Use Taxes for PUBLIC OCEAN ACCESS



Nags Head Questionnaire
Use Taxes for PUBLIC SOUND ACCESS



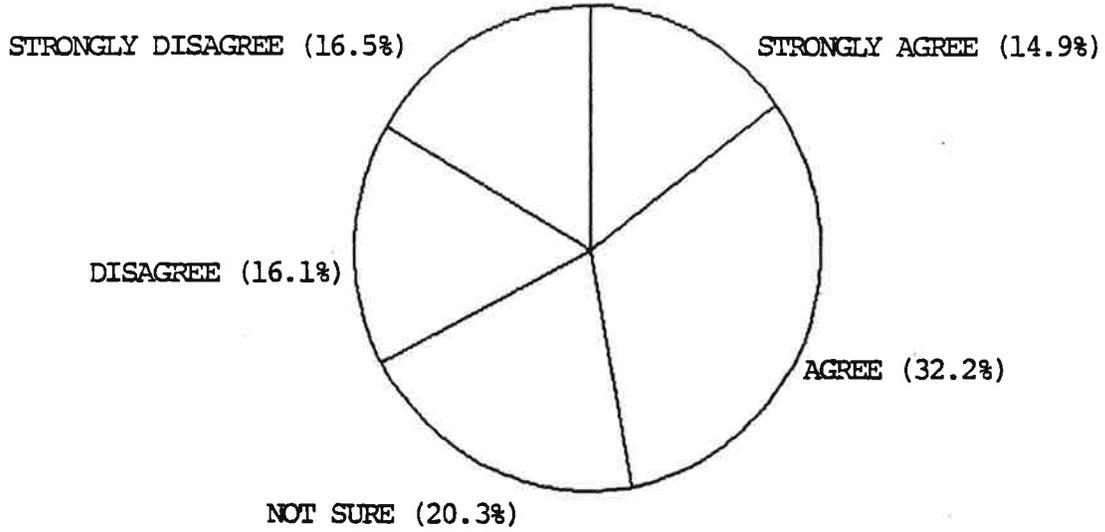
QUESTION 6A

Nags Head Questionnaire
 Support Tax Dollars
 FOR ACQUIRING LAND FOR..
 T. Dale Holland, Consulting Planners

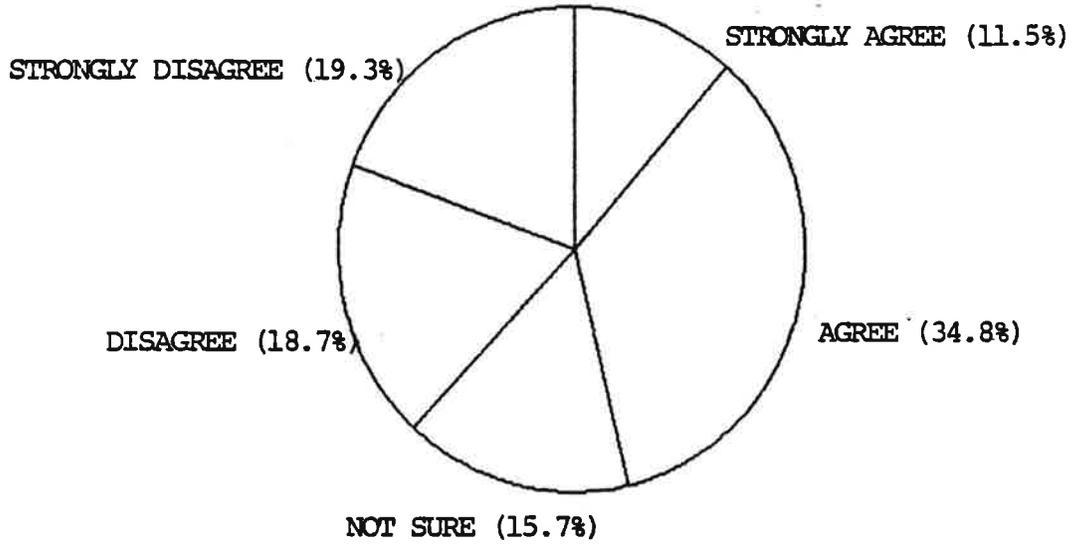
| Data Field | Weight | VERY IMPORTANT | IMPORTANT | NOT SURE | UN-IMPORTANT | VERY UN-IMPORTANT | UN-IMPORTANT | NOT MARKED |
|---------------|--------|----------------|-----------|----------|--------------|-------------------|--------------|------------|
| Q6_APRK | 1441 | 123 | 217 | 81 | 41 | 45 | 28 | |
| Q6_AOCN | 1517 | 119 | 204 | 65 | 56 | 62 | 29 | |
| Q6_ASND | 1601 | 104 | 207 | 79 | 51 | 51 | 43 | |
| *** Total *** | 4559 | 346 | 628 | 225 | 148 | 158 | 100 | |

QUESTION 6B

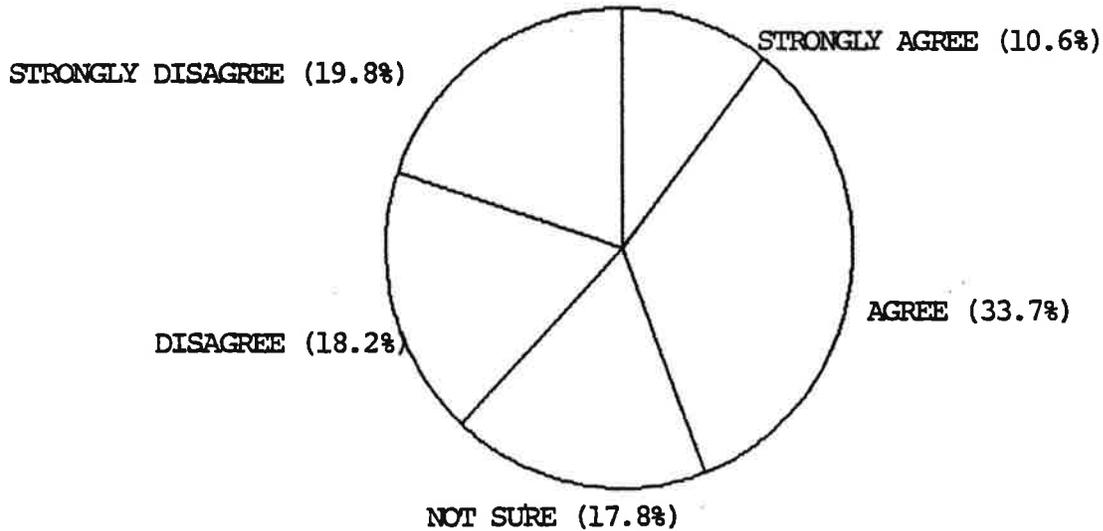
Nags Head Questionnaire
Increase Taxes for TOWN PARK



Nags Head Questionnaire
Increase Taxes for PUBLIC OCEAN ACCESS



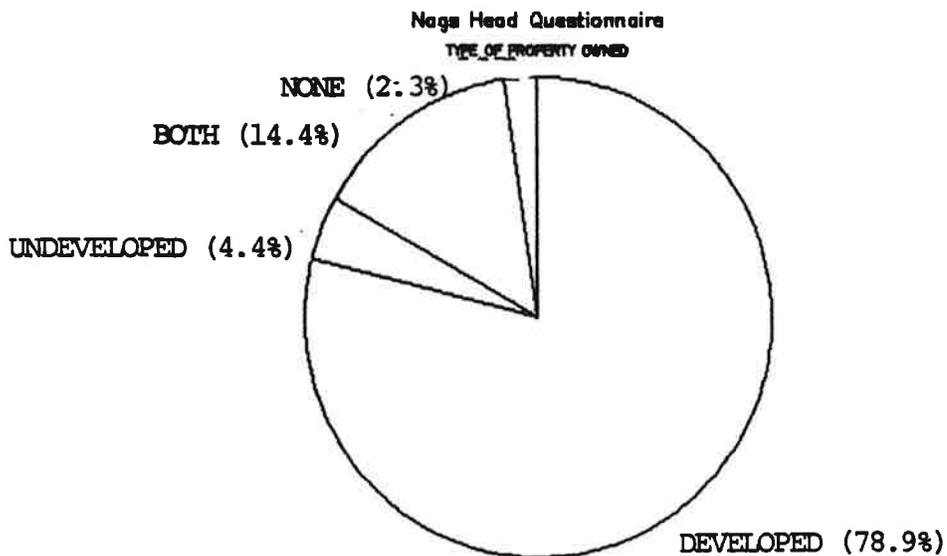
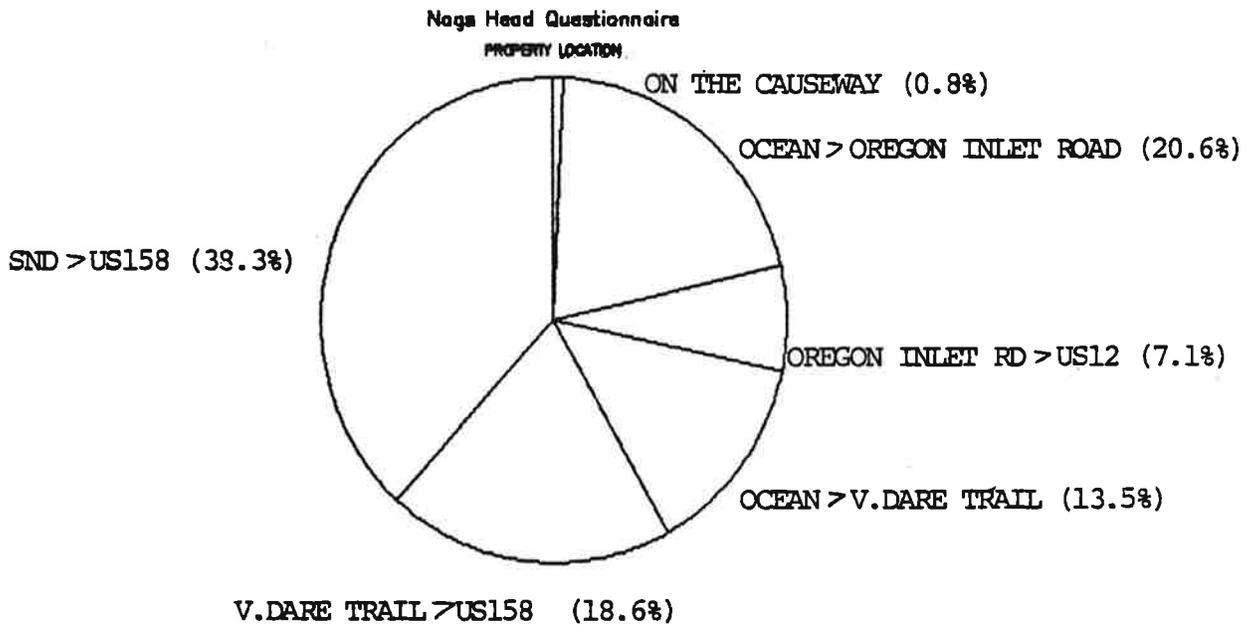
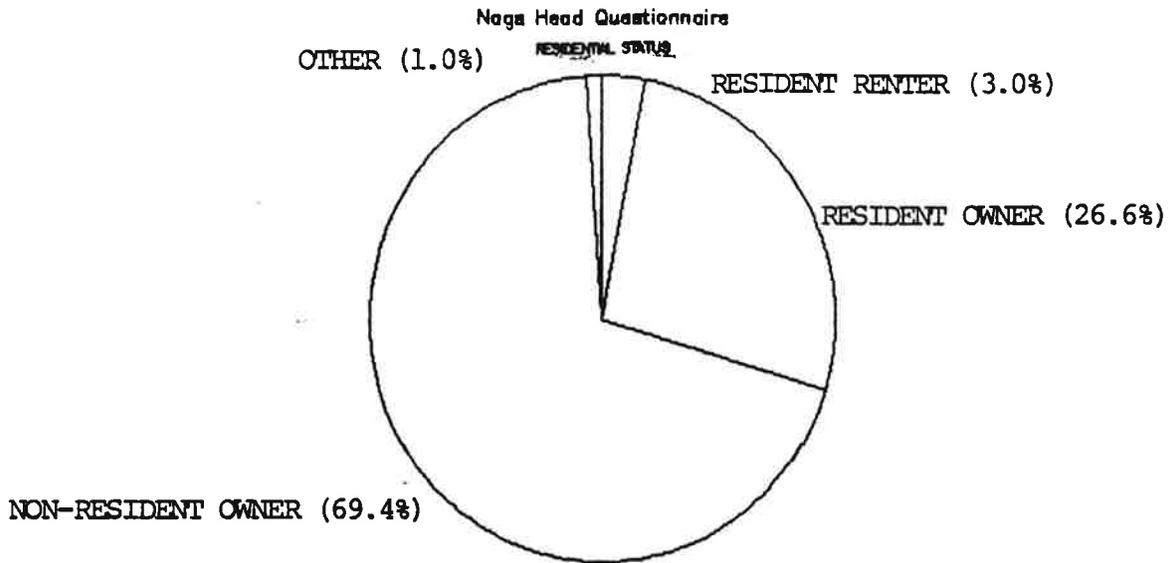
Nags Head Questionnaire
Increase Taxes for PUBLIC SOUND ACCESS



QUESTION 6B

Nags Head Questionnaire
 Support Tax Increase
 FOR IMPROVEMENTS AT..
 T. Dale Holland, Consulting Planners

| Data Field Name | Weight | VERY IMPORTANT | IMPORTANT | NOT SURE | UN-IMPORTANT | VERY UN-IMPORTANT | NOT MARKED |
|-----------------|--------|----------------|-----------|----------|--------------|-------------------|------------|
| Q6_BPRK | 1766 | 74 | 160 | 101 | 80 | 82 | 37 |
| Q6_BOBN | 1831 | 57 | 173 | 78 | 93 | 96 | 38 |
| Q6_BSND | 1926 | 51 | 163 | 86 | 88 | 96 | 51 |
| *** Total *** | 5523 | 182 | 496 | 265 | 261 | 274 | 126 |



QUESTION 8

Nags Head Questionnaire
RESIDENTIAL STATUS

T. Dale Holland, Consulting Planners

| Data Field Name | Weight | YEAR-ROUND RESIDENT RENTER | YEAR-ROUND RESIDENT OWNER | NON-RESIDENT OWNER | OTHER | NOT MARKED |
|-----------------|--------|----------------------------|---------------------------|--------------------|-------|------------|
| Q8_STAT | 1682 | 15 | 132 | 344 | 5 | 39 |
| *** Total *** | 1682 | 15 | 132 | 344 | 5 | 39 |

Nags Head Questionnaire
RESIDENTIAL STATUS
Responses to 'OTHER'
T. Dale Holland, Consulting Planners

| Form Number | How ranked and Content |
|-------------|---|
| 9 | NON-RESIDENT, PROPERTY FOR PERSONAL USE |
| 13 | 6 MONTH - PROPERTY OWNER |
| 28 | PLANS OF BUILDING HOME, RENTER |
| 29 | 7 MONTHS OUT OF THE YEAR |
| 30 | SPENDS TIME 12 MONTHS, NOT A RESIDENT |
| 54 | 4 SUMMER RESIDENT PROPERTY OWNER |
| 79 | 4 SUMMER RESIDENT PROPERTY OWNER |
| 80 | 4 OWNER RESIDENT SPRING THROUGH FALL |
| 84 | 4 OWNER RESIDE FOUR MONTHS OF YEAR |
| 88 | 4 SUMMER AND HOLIDAY RESIDENT, OWNER |
| 89 | 4 PART TIME RESIDENT, PROPERTY OWNER |
| 93 | 4 VISIT NOW, RETIRE ON BEACH IN 5 YEARS |
| 96 | 4 PART TIME RESIDENT PROPERTY OWNER |
| 119 | 4 PART TIME RESIDENT PROPERTY OWNER |
| 136 | 4 DURING SUMMER SEASON PROPERTY OWNER |
| 138 | 4 RESIDENT OWNER |
| 139 | 4 PART TIME OWNER |
| 181 | 4 PROPERTY OWNER |
| 183 | 4 |
| 193 | 4 PART TIME RESIDENT PROPERTY OWNER |
| 200 | 4 OWNER |
| 201 | 4 PROPERTY OWNER |
| 222 | 4 PROPERTY OWNER |
| 228 | 4 PROPERTY OWNER |
| 238 | 4 PROPERTY OWNER |
| 250 | 4 PROPERTY OWNER |
| 263 | 4 PROPERTY OWNER 40% TIME SPENT THERE |
| 264 | 4 PROPERTY OWNER |
| 274 | 4 |
| 284 | 4 PART TIME RESIDENT PROPERTY OWNER |
| 288 | 4 TRAILER OWNER IN TRAILER PARK |
| 299 | 4 TWICE A MONTH YEAR ROUND RESIDENT |
| 330 | 4 RESIDENT THREE MONTHS OF YEAR |
| 472 | 4 SHOP OWNER RESIDE IN MANTIO |
| 496 | 4 RESIDENT MANGER MOTEL YEAR ROUND |
| 498 | 4 PART TIME RESIDENT PROPERTY OWNER |

QUESTION 9

Nags Head Questionnaire
PROPERTY LOCATION

T. Dale Holland, Consulting Planners

| Data Field Name | ON THE CAUSE- WAY | BETWEEN OCEAN & OREGON INLT RD | BETWEEN OREGON INLT RD & US12 | BETWEEN OCEAN & V DARE TRAIL | BETWEEN V DARE TRAIL & BY-PASS | BETWEEN ROANOKE SOUND & BY-PASS | NOT MARKED |
|-----------------------|----------------------------|---|--|---------------------------------------|---|--|---------------|
| Q9_LCTN | 4 | 107 | 37 | 70 | 103 | 199 | 15 |
| *** Total *** | 4 | 107 | 37 | 70 | 103 | 199 | 15 |

QUESTION 10

Nags Head Questionnaire
TYPE OF PROPERTY OWNED

T. Dale Holland, Consulting Planners

| Data Field Name | DEVELOPED | UNDEVELOPED | BOTH | NONE | NOT MARKED |
|-----------------------|-----------|-------------|------|------|---------------|
| R10_TYPE | 416 | 23 | 76 | 12 | 8 |
| *** Total *** | 416 | 23 | 76 | 12 | 8 |

RESPONSES TO QUESTION 7
255 Total Responses

| | <u># of Responses</u> |
|-------------------------------------|-----------------------|
| Litter | 57 |
| Security/policing | 30 |
| People/congestion | 21 |
| Parking shortage, sound and ocean | 19 |
| Traffic | 13 |
| Disrupt neighborhoods | 12 |
| Access sites increase taxes | 12 |
| Not enough sites | 11 |
| Not enough sound access sites | 9 |
| Maintenance | 9 |
| Too many access sites | 8 |
| Loitering | 7 |
| Cost | 6 |
| Dune damage | 6 |
| No vehicular access | 5 |
| Vandalism | 5 |
| Need restrooms | 5 |
| Should charge fees for access sites | 4 |
| Erosion of ocean access | 4 |
| Advertise sites | 4 |
| Trespassing on private property | 4 |
| Enough ocean access | 3 |
| Handicapped access to beach | 1 |

RESPONSES TO QUESTION 11
138 Total Responses

| | <u># of Responses</u> |
|--------------------------------|-----------------------|
| Litter | 19 |
| Jogging/bike trails | 12 |
| Need more restrooms | 11 |
| More parking | 10 |
| More access | 7 |
| No vehicles on beach | 6 |
| Maintain natural beauty | 5 |
| Private property trespassing | 5 |
| More lifeguards (better) | 5 |
| Preserve Nags Head Woods | 5 |
| Retain family environment | 4 |
| Nags Head too developed | 4 |
| Need town park | 4 |
| Policing | 4 |
| Leash law | 4 |
| More sound access | 4 |
| Preservation of Jockey's Ridge | 3 |
| Advertise sites | 3 |
| Sound boat ramp | 2 |
| Basketball/tennis | 2 |
| Don't increase taxes | 2 |
| Need access in south Nags Head | 2 |
| Maintenance | 2 |
| Congestion | 2 |
| Cottage/building deterioration | 2 |
| Affordable golf course | 1 |
| Improve existing access | 1 |
| Not enough recreation areas | 1 |
| Boats using Danube site | 1 |
| Traffic | 1 |
| Improve traffic controls | 1 |
| User fees | 1 |
| Architectural control | 1 |
| Public phones | 1 |

APPENDIX III
SHORELINE ACCESS AND RECREATIONAL FACILITIES
IMPROVEMENT PLAN

Fiscal Year 1989-1990

The FY1989-1990 activities will focus on: improvements to existing ocean access sites, increasing parking for ocean access, improving pedestrian access to ocean sites, and development of one additional sound side access site. The following priorities are recommended:

Priority 1: Jockey's Ridge Estuarine Access

The Jockey's Ridge site, which is located off Sound Side Road, has been used for a number of years for access to Jockey's Ridge and Roanoke Sound. The site was identified in the Jockey's Ridge Master Plan as a location for overflow parking. Currently the town maintains a sand/clay access road from Sound Side Road to the site.

The town should negotiate a joint management agreement with the North Carolina Division of Parks and Recreation. In order to minimize the impact on adjacent residential properties, parking spaces should be limited to a maximum of 26 spaces to serve the current demand. The site should be improved with a paved parking lot and access road. Two trash receptacles with stands would be furnished and appropriate site landscaping provided. The total cost for improvements is estimated to be \$57,625.

Priority 2: East Hollowell Street Ocean Access

Development of this site will involve removing the existing pavement, repaving a portion of the street, and adding cold water showers. Paving will extend approximately 170 feet to the locations of the two houses which have access to Hollowell Street. Fifteen parking spaces will be provided. This site is designed to serve North Ridge and the proposed Stronach Acres subdivision. The total estimated cost is \$29,825.

Priority 3: Dowitcher Street Ocean Access

This project will involve closing the street and constructing a 20-car parking lot. The parking lot will extend west of South Virginia Dare Trail for approximately 205 feet. The project includes approximately 150 feet of 4-foot wide sidewalk running north along South Virginia Dare Trail to Small Street. Development of the sidewalk will require NCDOT approval. Also included in the project is the culverting of the existing drainage ditch in Dowitcher Street. Total estimate of cost is \$23,825.

Priority 4: Facility Improvements at Existing Ocean Access Sites

Based on empirical neighborhood observations of the town's staff, the following 13 ocean access sites experience heavier usage than the remaining neighborhood sites: East Albatross, East Barnes, East Bladen, East Bainbridge, East Enterprise, East Epstein North, East Forrest, East Gulfstream, East Governor, Blackman, Conch, Glidden, and Gull. Presently the only ocean access showers are located at two regional access sites. In order to better serve the users of the access sites, showers should be installed at neighborhood/local sites. For FY89-90, it is proposed that showers be installed at the following nine sites: East Albatross, East Barnes, East Bladen, East Bainbridge, East Enterprise, East Epstein North, East Forrest, East Gulfstream, and East Governor. The estimated cost per site will be \$625.

Priority 5: Shoreline Pedestrian Access Improvements

The development and implementation of a pedestrian access plan will aid in providing safer access to both ocean and estuarine shoreline areas. A pedestrian system should utilize existing rights-of-way. The system should link major residential areas to both sound and ocean shoreline. As peak population increases, and parking shortages become more critical, the importance of a safe pedestrian access system will increase.

A complete list of shoreline pedestrian access improvements that are currently included in the town's Capital Improvements Plan is included as Appendix V.

As a minimum, the following shoreline pedestrian access improvements should be installed in FY89-90. While the town has not adopted construction specifications, general cost estimates were provided by the Town of Nags Head 1989 Capital Improvements Plan, and \$23,500 was allocated for sidewalk improvements in the town's FY89-90 budget:

Barnes Street: Pedestrian route running east/west beginning from corner of Meekins Drive, east on Barnes to crosswalk over U.S. 158, following along Barnes Street and being joined by proposed north/south pedestrian routes along the way to an existing ocean beach access, benefitting Vista Colony, Vista Colony West, and Vista Colony Place. Total cost is estimated at \$16,000.

Bonnett Street and Bittern Street: Pedestrian route east/west asphalt road extension connecting Memorial Avenue to existing public beach access. Some dune stabilization need at Bittern Street dune crossover site; benefitting Vista Colony, George T. Stronach Tract, Nags Head Shores, Edwards Subdivision, and North Ridge. Total cost is estimated at \$7,500.

The following provides a total project FY89-90 year cost summary:

| | |
|-------------------------------------|---------------|
| Jockey's Ridge Estuarine Access | \$ 57,625 |
| East Hollowell Street | 29,825 |
| Dowitcher Street | 23,825 |
| Cold water showers at 9 ocean sites | 5,625 |
| Pedestrian access | <u>23,500</u> |
| Total | \$140,400 |

One additional estuarine access site may be made available through donation. The Ammons Corporation has proposed to donate a small estuarine access site at the south end of Roanoke Court. The site may be developed as a local site with minimum improvements and no parking facilities. The site will provide additional access for residents of the Old Nags Head Cove subdivision.

Five Year Plan: Fiscal Years '90/'91 to '94/'95

The Nags Head five-year access and recreation plan will focus on the following:

- Securing additional sound side access sites, including a regional sound side site.
- Securing an additional ocean side regional access site.
- Increasing ocean side parking.
- Protecting Nags Head Woods and securing in-town access.
- Improving facilities at the ocean side access sites.
- Securing additional neighborhood/local ocean side access sites.
- Acquiring property for, and making improvements to non-shoreline recreational facilities such as bike paths, jogging/walking trails, picnic shelters, and playgrounds.

There are several obstacles which will complicate implementation of the five-year access and recreation plan. The following provides a summary of these obstacles:

- Presence of historic area along oceanfront areas from Jockey's Ridge south to Enterprise.
- Private streets in the southern section of Nags Head.
- Lack of undeveloped property and right-of-way along sound side shoreline.
- Wetland areas along sound side shoreline.
- Increasing cost of/scarcity of land for ocean access sites.
- Shallow water in most sound shoreline areas.

These obstacles will make it impractical for the Town of Nags Head to meet all recommended shoreline access standards. The boat access standards may not be applied to Nags Head because of water depth and lack of sufficient land area.

The provision of parking requires specific attention as an element of both 5-year and long range plans. In FY89/90, 61 new parking spaces (35 ocean, 26 estuarine) have been recommended, bringing the town's total inventory of shoreline access parking spaces by June, 1990, to 573. The town's projected year 2000 need is 1,883 spaces (1,707 ocean, 176 estuarine). In order to meet that demand, an annual increase of approximately 131 parking spaces will be required over

the ten-year period from June, 1990, through June, 2000 (13.5 spaces per year at estuarine sites; 117.5 spaces per year at ocean sites). These spaces may be provided at new and existing access sites. The town is investigating the possibility of a facility fee ordinance to help support the cost of constructing and new parking lots.

The following provides a summary of the 5-year project priorities by year. Priorities for project construction will be established on an annual basis. Except for proposed improvements in Nags Head Woods in FY90-91, site acquisition for, and improvements to non-shoreline activities such as picnic areas, playgrounds, and jogging trails/bike paths are not budgeted below, due to the uncertain cost of land acquisition. However, the town should make every effort to make additional non-shoreline recreation improvements during the five-year plan period.

FY1990-1991

Project 1: Gray Eagle Street Estuarine Access

This project will involve utilization of an unimproved local estuarine access site to provide an additional improved sound side access site for auto parking. The project will require construction of a 20-car parking lot, crosswalk on U.S. 158, and a wooden walkway. The total estimated cost will be \$29,825, excluding land cost.

Project 2: Nags Head Woods

Both the 1984 and 1989 survey recreation/access questions indicated interest in: 1) preserving Nags Head Woods; 2) providing a town park, 3) providing walking/jogging trails, and 4) providing general play areas. To respond to those needs, the town has placed improvements to Nags Head Woods as the FY90/91 second priority. In addition, improvements at Nags Head Woods would provide in-town access.

The project will require development of a 16-car parking lot, 1,800 linear feet of trails, picnic tables, and playground equipment. The project will provide access to approximately 9,300 linear feet of trails located on town property in Nags Head Woods. The trails are maintained by the North Carolina Nature Conservancy. Total cost is estimated to be \$30,600.

Project 3: Additional Beach Access

An additional ocean shoreline beach access will be acquired and developed as a neighborhood site with parking. At least 20, and preferably 40, parking spaces will be provided. The site could be located at the Forbes Street right-of-way. Some land acquisition may be required. Total cost, excluding land, is estimated to be \$52,000.

Project 4: Facility Improvements to Existing Ocean Access Sites

The town will continue its emphasis on improving facilities of existing access sites. Foot showers will be installed at the following nine sites: Blackman Street, Conch Street, Glidden Street, Gull Street, Bittern Street, Small Street, Municipal Building site, Huron Street, and Holden Street. The total cost will be \$5,625, or \$625 per site. (This utilizes the same cost stated in FY89-90 for foot showers, with a 10% inflation increase factor.)

Project 5: Pedestrian Access Improvements

The town will continue implementation of its pedestrian access improvements. Priorities will be set on an annual basis. The expenditure for FY90/91 will be \$29,000, which will provide for approximately 2,900 linear feet of pedestrian access route.

The total cost of implementing the FY90/91 shoreline access improvements will be \$147,050. Some of this cost may be shared by the state. The total addition to the parking space inventory will be 76 spaces. The town will not meet the annual goal of 127 parking spaces.

FY1991-1992

Project 1: Estuarine Access Site Regional Facility

The citizen attitude survey and accepted planning standards indicate the need for a regional sound shoreline access facility. Only one potential site exists which has the potential to be properly developed as a regional estuarine access facility. The Rigger property, located on the south side of the Causeway, Virginia Dare Trail, includes approximately 1.35 acres. The site is accessible to some of the deepest water along the sound shoreline. Because of the limited size of the site, existence of wetland areas, and narrow configuration, development of the site as a regional facility will demand innovative design work. Development of the site is estimated at \$86,000, including 40 parking spaces.

Project 2: Ocean Access Parking

The second priority for FY91/92 will be an increase in ocean access parking. Additional ocean access parking should be divided at four sites with the provision for 35 parking spaces each. Emphasis will be placed on providing parking at unimproved sites. Those include Jacob Street, June Street, Jay Street, Curlew Street, Indigo Street, Islington Street, Isabella Street, Ida Street, and Grouse Street. The general improvements cost per

parking lot will be \$50,000 (excluding land acquisition cost). Priority for locations will be given to those sites being most heavily utilized and having access to vacant land. The parking lots may be located west of Virginia Dare Trail or Old Oregon Inlet Road because of the high cost of ocean front property. Parking may need to be added in south Nags Head in later years, if demand "spills over" from the northern sections of town.

Project 3: Facility Improvements to Existing Ocean Access Sites

The town will continue its emphasis on improving facilities at existing access sites. Cold water showers will be installed at the following sites: Junco Street, James Street, Hargrove Street, Grouse Street, Baltic Street, Admiral Street, and Abalone Street. The total cost will be \$4,816, or \$688 per site. (This utilizes the same cost stated in FY90/91 for cold water showers with a 10% inflation increase factor.)

Project 4: Pedestrian Access Improvements

The town will continue implementation of its pedestrian access improvements. Priorities will be set on an annual basis. The expenditures for FY91/92 will be \$24,000, which will provide for approximately 2,400 linear feet of pedestrian access route.

The total cost of implementing the FY91/92 shoreline access improvements will be \$316,242. Some of this cost may be shared by the state.

FY1992-1993

Project 1: Additional Ocean Access Site

The addition of an ocean access site will be scheduled for FY92/93. The site will be developed as a neighborhood facility with 40 parking spaces provided. The total cost, excluding land, is estimated to be \$55,770.

Project 2: Ocean Access Parking

The second priority for FY92/93 will be the provision of ocean access parking. A total of 80 parking spaces will be divided among four existing ocean access sites to provide 20 spaces per site. Emphasis will be placed on providing parking at the unimproved sites which were not provided parking in FY91/92. The cost per lot will be approximately \$25,000 (excludes land cost). Priority consideration will be given to those sites being most heavily utilized and having access to vacant land. The parking lots may be located west of Virginia Dare Trail.

Project 3: Lifeguard Housing

The increasing shortage of summer housing for temporary help has made it difficult for the town to hire summer lifeguards. This project will convert part of the current fire station to summer housing for lifeguards. This would be dormitory style housing for which some minimal rent would be charged. Several alternatives to this proposal were considered, including using a portion of the new fire station and the current Planning Annex which will be vacant after a new town hall is built. The town may not be able to hire sufficient lifeguards if the temporary housing issue is not addressed.

The project is important to increasing beach security/safety and responding to a concern which was emphasized in the citizen attitude survey. The cost of the building improvements is estimated to be \$10,000.

Project 4: Facility Improvements to Existing Ocean Access Sites

The town will continue its emphasis on improving facilities at existing access sites. Cold water showers will be installed at the following seven sites: Jacob Street, June Street, Jay Street, Indigo Street, Islington Street, Isabella Street, and Ida Street. The total cost will be \$5,292, or \$756 per site. (This utilizes the same cost stated in FY91/92 for foot showers, with a 10% inflation increase factor.)

Project 5: Pedestrian Access improvements

The town will finalize implementation of its pedestrian access improvements (see Appendix V). All sections of the access system not previously installed will be completed during this fiscal year. The cost of implementation will be \$62,500, which will provide for approximately 6,250 linear feet of pedestrian access route.

Project 6: Additional Estuarine Access Site

The FY92/93 sixth priority will be the acquisition/development of an additional estuarine access site. This project responds to both comments received in the citizen attitude survey and deficiencies indicated by the shoreline access standards.

The project could utilize the existing approach to the Washington Baum Bridge and the purchase of an additional lot for parking. The parking lot will contain approximately 15 parking spaces. A fishing/crabbing pier will be constructed where the current bridge is located. This project will demand close cooperation with the North Carolina Department of Transportation. The total estimated cost is \$152,500.

The total cost of implementing the FY92/93 shoreline access improvements will be \$386,062. Some of this cost may be shared by the state.

FY1993-1994

Project 1: Bath House and Regional Ocean Access Facility

This project will require construction of a bath house and 70-car parking lot on the west side of Virginia Dare Trail. The project will be essential to the town's keeping pace with the increasing demand for shoreline access. Gull and Gulfstream Streets should be given strong consideration as the top priorities for upgrading to regional facility because of: (1) their central location, (2) good traffic access, and (3) the existence of vacant land adjacent to or near the pedestrian access sites. The total cost, excluding land, is estimated to be \$355,505.

Because of the financial commitment required to construct a regional access facility, no other shoreline access improvements are proposed for FY93/94.

FY1994-1995

Project 1: Additional Ocean Access Site

In FY94/95, the town will acquire and develop an additional ocean access site as a neighborhood facility with 40 parking spaces provided. The site will be the remaining site of the three sites prioritized for FY90/91. This will be either Gallery Row, Forbes*, or Deering Street. The total cost, excluding land, is estimated to be \$62,225.

Alternate access locations may be found at the Dunn Street area, or an unnamed right-of-way located between Dunn Street and Enterprise Street. Land availability at the priority sites may be a problem. This is especially important at the Deering Street location, which is in the historic properties area. Within the "historic area," the town will seek 5-foot unimproved pedestrian easements to provide ocean access. Parking may be provided at sites located west of Virginia Dare Trail.

Project 2: Additional Ocean Access Parking

The second priority will be the provision of 150 additional ocean access parking spaces. Development of the spaces will focus on access sites in south Nags Head. The spaces will serve the total town demand, and not just south Nags Head parking demand. Twenty-five (25) additional spaces will be provided at six separate access sites. The cost will be approximately \$25,000 per site, for a total cost of \$150,000.

The total cost of implementing the FY94/95 plan will be \$212,225. The town will conclude the five-year recreation access plan with a total shoreline access parking inventory of 1,288 (1,092 ocean, 116 estuarine). This is consistent with the schedule of providing 1,883 parking spaces (1,707 ocean, 176 estuarine) by 2000.

*At the east end of Forbes Street, there is a 27-foot wide lot. Tax records indicate the owner is unknown.

Cost Summary of Five-Year Implementation Plan

FY1990-1991

| | | |
|------------|---|---------------|
| Project 1: | Gray Eagle Street Estuarine Access | \$ 29,825 |
| Project 2: | Nags Head Woods (parking, trails, picnic tables, playground equipment) | 30,600 |
| Project 3: | Additional Beach Access | 52,000 |
| Project 4: | Facility Improvements to Existing Ocean Access Sites | 5,625 |
| Project 5: | Pedestrian Access Improvements | <u>29,000</u> |

\$147,050

FY1991-1992

| | | |
|------------|---|---------------|
| Project 1: | Estuarine Access Site Regional Facility | \$ 86,000 |
| Project 2: | Ocean Access Parking | 200,000 |
| Project 3: | Facility Improvements to Existing Ocean Access Sites | 4,816 |
| Project 4: | Pedestrian Access Improvements | <u>24,000</u> |

\$314,816

FY1992-1993

| | | |
|------------|---|----------------|
| Project 1: | Additional Ocean Access Site | \$ 55,770 |
| Project 2: | Ocean Access Parking | 100,000 |
| Project 3: | Lifeguard Housing | 10,000 |
| Project 4: | Facility Improvements to Existing Ocean Access Sites | 5,292 |
| Project 5: | Pedestrian Access Improvements | 62,500 |
| Project 6: | Additional Estuarine Access Site | <u>152,500</u> |

\$386,062

FY1993-1994

| | | |
|------------|--|-----------|
| Project 1: | Bath House and Regional Ocean Access Facility | \$355,505 |
|------------|--|-----------|

FY1994-1995

| | | |
|------------|---------------------------------|----------------|
| Project 1: | Additional Ocean Access Site | \$ 62,225 |
| Project 2: | Additional Ocean Access Parking | <u>150,000</u> |

\$212,225

TOTAL COST OF IMPLEMENTING THE FIVE-YEAR PLAN \$1,416,342

Upon full implementation of the five-year plan, the Town of Nags Head will have compiled the following inventory of access and recreational facilities:

| | |
|---------|---|
| 38 | Neighborhood and local ocean access sites |
| 3 | Regional ocean access sites |
| 1 | Regional estuarine access site (Rigger site) |
| 4 | Neighborhood estuarine access sites |
| 1 | Local estuarine access site |
| 1,208 | Shoreline access parking spaces (116 estuarine spaces and 1,092 ocean spaces) |
| 2 | Equivalent tot lot/play areas (Nags Head Woods) |
| 15 | Picnic tables |
| 2 | Estuarine waterfront park areas and visual enhancement areas (Jockey's Ridge and Nags Head Woods) |
| 1 | Boat access area |
| 2 mi. | Jogging/walking trails |
| 2.5 mi. | Pedestrian access routes |
| 400 ac. | Preservation of Nags Head Woods natural area |

Deficiencies will remain in the following areas:

- Provision of ocean and estuarine access sites
- Boat ramp access
- Bike routes, trails, and paths
- Picnic areas
- Tot lots/playgrounds

Maintenance of recreation and shoreline access facilities will be a major concern and fiscal drain on the town. It is difficult to assign specific maintenance costs to individual access sites. However, it is estimated, based on the experience of Nags Head, that the annual operating and maintenance costs for neighborhood and regional access sites will be \$1,000 and \$4,600, respectively. Thus, in 1995, the total annual operating and maintenance cost for shoreline access sites will be approximately \$57,400. (Source: Nags Head Public Works Department.)

Long Range 5-10 Year Shoreline Access and Recreation Plan

While it is difficult to specifically define facilities/improvements that should be developed five to ten years in the future, the planning process should begin now. It is recognized that circumstances in Nags Head will make meeting all state-recommended recreation and shoreline access standards impractical (refer to Section III.C. of the plan, and obstacles stated under the five-year plan). The town will not be able to significantly increase its sound side shoreline access facilities or provide usable boat ramp facilities. In addition, large areas of the town's oceanfront will not be available for public shoreline access. In some locations such as Nags Head Village, significant amounts of private access will be provided. These include the area from Epstein Midway to Forrest Street, and large areas of south Nags Head.

The following will identify the Nags Head priorities for the long-range planning period. These projects are not ranked in order of significance. Priorities and the specific components of each item should be defined in the five-year update of this plan.

1. Additional Estuarine and Ocean Shoreline Access:

Based on anticipated peak population growth, additional ocean and estuarine shoreline access may be required, despite improvements undertaken from FY89-95. However, the options are limited. The only existing unimproved right-of-way which will remain will be Glidden Street (estuarine). Access to this area must be protected. Emphasis should continue to be placed on establishing 5-foot pedestrian easements in the historic area between the Small and Conch sites. Parking may be provided at sites west of Virginia Dare Trail. Also, the options for establishing a shoreline access ordinance should be pursued. Very little land remains to be subdivided. However, as land values increase, structures may be cleared and land redeveloped. Also, in the event of a major storm, land subdivision may occur. An ordinance should be in place to require reservation/dedication of public shoreline access.

The town should also encourage donation of land having access to public rights-of-way. A specific program should be developed to encourage donation of land which has lost its utility because of shoreline erosion.

2. Shoreline Access Parking:

The provision of parking spaces adjacent to shoreline access sites (both estuarine and ocean) will become increasingly difficult because of land availability and expense. The town should identify remote sites between U.S. 158 and Virginia Dare Trail which may be acquired or leased. From 1995 to 2000, a total of 675 spaces must be provided, 615 at ocean sites and 60 at

estuarine sites. This will require approximately five acres total. The parking should be distributed in 10 to 12 individual lots. However, the unavailability of large parcels of land may require that more lots be constructed.

3. Non-Shoreline Recreation:

The town should pursue the establishment of jogging/walking trails, and tot lot/playground facilities (bike routes are discussed below). These should be developed in concert with picnic shelter facilities. Ten-year goals for constructing these types of facilities should be at least consistent with meeting N.C. Division of Parks and Recreation standards for year-round or peak population in the year 2000, as applicable, that are defined in Section C. of this document. However, based on citizen demand, the town should consider exceeding state standards for jogging/walking trails during the 10-year planning period.

While traditional recreation facilities such as ball fields and golf courses may continue to be unjustified, the town should also give consideration to the establishment of a town park during the 5-to-10-year planning period, including additional picnic shelters, playground equipment, and tennis courts for the primary use of year-round residents.

4. Boat Access:

The Town of Nags Head cannot easily develop a major usable boat access ramp. Water depth and shoreline access are major obstacles. It is recommended that the town consider participation with Dare County in the development of a major public boat ramp facility. The first priority for a site should be the west end of the abandoned Washington Baum Bridge.

5. Bike Routes:

The Town of Nags Head should pursue the formal designation of bike route trails and paths. The town has made specific requests for routes in the State Transportation Improvement Program. The town supports the signing of bike routes on the Outer Banks. Widening of road shoulders to 4' has been proposed on U.S. 158 for the entire length of Nags Head, and of 2' for the entire length of N.C. 12, Virginia Dare Trail. Both routes are proposed in the Dare County Ten-Year Bicycle Plan. However, the preference is to have most bicycles off U.S. 158 and onto N.C. 12 by 1995. The town will support these projects but will not yet commit local funds.

APPENDIX IV
ACCESS FUNDING SOURCES

APPENDIX IV

SECTION 2. ACCESS FUNDING SOURCES

The purchase of land and materials for the construction of access sites can be funded not only by existing federal and state grant programs but also by drawing on other sources. Federal and state grant programs are extremely competitive. By drawing on an array of funding sources, the local government's chance of actually receiving a grant to construct a new accessway is improved. Public accessways can be constructed as a community-wide endeavor by developing local funding sources and utilizing volunteer labor as well as private contributions and donations. This section reviews available funding sources and programs and cites contacts for further information.

FEDERAL FUNDING

The Land and Water Conservation Fund administered for the U. S. Department of Interior through the N. C. Department of Natural Resources and Community Development, Division of Parks and Recreation, makes funds available on a 50 percent matching basis to local governments for outdoor recreation planning, acquisition and development activities. Each year grant criteria and the amount of available funds varies. The funds can be used for the acquisition of land and the construction of public recreation facilities including public access facilities. Past projects include regional and neighborhood access facilities at Nags Head, a regional access project at Fort Fisher and the Wilmington waterfront development.

Contact:

Jack Frauson, Recreation Consultant
Division of Parks and Recreation
N.C. Department of Natural Resources and Community Development
7225 Wrightsville Avenue
Wilmington, NC 28403
Phone: (919) 256-4161

STATE FUNDING

The Coastal and Estuarine Water Beach Access Program administered by the Division of Coastal Management makes funds available to local governments to acquire land and make public access improvements. The amount of grant funds available varies from year to year. The division has an annual project application and grant contract cycle. Past projects include numerous neighborhood and regional access sites at Kitty Hawk, Kill Devil Hills, Nags Head, West Onslow Beach, Surf City, Wrightsville Beach, Fort Fisher and Long Beach.

Contact:

Mr. John Crew, Chief, Resource Evaluation Unit
Division of Coastal Management
N.C. Department of Natural Resources and Community Development
P. O. Box 1507
Washington, NC 27887
Phone: (919) 946-6481

The Civil Works Program administered by the Office of Water Resources makes funds available to local governments on a matching basis for the following types of water resources development projects: general navigation improvement; recreational navigation improvement; water management (flood control and drainage); stream restoration (clearing and snagging and limited channel excavation); beach protection; and land acquisition and facility development for water-based recreation sites.

Contact:

John Sutherland
Office of Water Resources
N.C. Department of Natural Resources and Community Development
P. O. Box 27687
Raleigh, NC 27611
Phone: (919) 733-4064

The Wildlife Resources Commission has constructed 145 public boat launch areas throughout North Carolina. The commission makes its technical services available to local governments that have secured a site and funding for boat ramp construction. The commission may construct a ramp on public property or on private property with at least a 20-year lease to the commission.

Contact:

Dick Hamilton
Wildlife Resources Commission
N.C. Department of Natural Resources and Community Development
P. O. Box 27687
Raleigh, NC 27611
Phone: (919) 733-3633

The North Carolina Division of Marine Fisheries is developing a recreational fishing access funding program. Several "experimental" projects have been funded. The program is designed to provide sport fishing access to the pedestrian or non-boating public. All projects must be in sound waters. No ocean projects will be funded. In addition, projects which would compete with commercial piers will not be funded. Each project must have a long-term local sponsor. Funds may be utilized for both new construction and pier refurbishment following major damage. All projects must be accessible to the handicapped. There is not a maximum grant limit. Funding is provided by "pass through" federal funds for 75% of the project cost. The 25% local match may be provided with cash contribution or in-kind match.

Contact:

Maury Wolff
Federal Aide Coordinator
N.C. Division of Marine Fisheries
Post Office Box 769
Morehead City, North Carolina 28557
Phone: 1-800-682-2632

SURPLUS STATE PROPERTY

Real property no longer needed by state agencies is disposed of either by the State Property Office or by the N. C. Department of Transportation. The normal procedures for disposal of surplus state property by the State Property Office (SPO) are set out in G. S. 146-27 through 146-30. In general, these procedures entail a declaration of the property as surplus by the state agency managing the parcel; an appraisal of the property by an appraiser hired by SPO; advertisement for public bids; and selection of the highest bid, approval by the Council of State, and title transfer with the aid of the Attorney General's office. While there is no specific statutory program comparable to the federal program for conveying properties at a discount to other governmental units for specific purposes, G. S. 160A-274 generally authorizes the state to lease or sell real property "with or without consideration" to any other governmental units in the state. In the past, surplus properties which other state agencies and local governments have shown interest in have been conveyed to them by the State Property Office at discounts up to 100 percent.

The N. C. Department of Transportation is responsible for its own property transactions. The disposition of surplus property depends upon the nature of the title: most highway rights-of-way are only easements, and when these parcels are abandoned, the Department of Transportation simply quitclaims all interests it held in the property. Rights-of-way owned in fee simple that are to be abandoned are usually put up for public sale. If other state agencies or local governments are interested in the property, it is possible for them to receive title from the Department of Transportation at discounts up to 100 percent.

Contact:

N. C. Department of Administration
State Property Office
116 W. Jones Street
Raleigh, NC 27611
Phone: (919) 733-4346

N. C. Department of Transportation
Division of Highways
Right-of-Way Branch
P. O. Box 25201
Raleigh, NC 27611
Phone: (919) 733-7694

LOCAL FUNDING

Towns and counties have a wide variety of funding options to choose from. Some of these options are described on the following page.

- General Appropriation

On an annual basis a town or county can appropriate a portion of its recreation or public works budget to general beach access development or for the acquisition and construction of specific access projects.

- Parking Meters

The revenues collected from parking meters during the peak tourist season (or throughout the year) are an appropriate source of funds for continued facility development and maintenance. Proceeds from off-street parking facilities may be used for any public purpose, but those from on-street parking must be used for enforcement and administration of traffic and parking ordinances and regulations (G.S. 160A .301(a)).

- Water Fees

A percentage of the revenues collected from water usage (particularly summer water usage as a result of peak seasonal use) could be allocated to the development of access projects.

- Accomodations Tax

A percentage of the revenues collected from an accomodations tax could be directed toward the development of increased public access opportunities. In the coastal area, only New Hanover County, Ocean Isle Beach, Topsail Beach and Surf City have authorization to levee an accomodations tax. In New Hanover County, 80 percent of the revenue must be spent on erosion control and 20 percent on promotion, travel and tourism. Ocean Isle Beach, Topsail Beach, and Surf City have broader authority to spend revenues.

Local citizens and civic groups can also be valuable resources. They may donate materials or funds, volunteer labor, or act as coastal watchdogs to ensure that beach access facilities are properly used. By including such groups in town or county access projects, community involvement, participation and commitment can be strengthened. Retirees, local scout trroups, Kiwanis clubs, school clubs, university groups, garden clubs, clean county groups, local civic and local or national environmental organizations are among the numerous groups which would be interested in such coastal activities. Several local groups include The Neuse River Foundation, Carteret County Crossroads, Onslow County Conservation Group, North Carolina Coastal Federation and the Pamlico-Tar River Foundation.

Local corporations can also be valued supporters of public access. Timber companies, for instance, have had a noted history of land and material donations. Such donations, along with the contribution of funds for access development, strengthens the corporation's support of the community and its citizens.

NONPROFIT ORGANIZATIONS

The Trust for Public Land (TPL) conserves land as a living resource for present and future generations and works closely with governmental and nonprofit agencies to acquire and preserve open space to serve human needs, share knowledge of nonprofit land acquisition processes, and pioneer methods of land conservation and environmentally sound land use.

Because donations of land to the TPL are tax deductible, individuals or corporations may be able to take advantage of substantial tax benefits. Once the TPL acquires land through purchase or donation, the land is conveyed to a government agency for public open space preservation.

Contact:

Kathy Blaha
Trust for Public Land
219 East Fifth Avenue
Tallahassee, Fla. 32303
Phone: (904) 222-9280

The Nature Conservancy is dedicated to identifying, protecting and managing important natural areas throughout the state. The Conservancy identifies land that supports the most significant examples of all components of the natural world. It protects habitat and natural systems, assists or advises government or conservation organizations, and increases public awareness of the need to safeguard natural diversity. It also manages numerous Conservancy-owned preserves in North Carolina.

Land donations to the Conservancy are tax-deductible and therefore individuals or corporations may be able to take advantage of substantial tax benefits. Once the Conservancy acquires land through purchase or donation, the land is often conveyed to a public agency.

Contact:

Katherine Skinner, Field Representative
North Carolina Nature Conservancy
209 N. Columbia Street
P.O. Box 805
Chapel Hill, NC 27514
Phone: (919) 967-7007

VOLUNTEER LABOR SOURCES

The Community Service Work Program is administered by the Division of Victim and Justice Services under the Department of Crime Control and Public Safety. Community service is work performed without compensation by an offender for a governmental or nonprofit organization. Individuals convicted of offenses commonly contribute 20 to 200 hours of community service work. Services performed can include office work, construction, clean-up or project design depending on the offender's background and training. Contacts are listed in Appendix C.

SECTION 3. LAND ACQUISITION STRATEGIES

Continued acquisition of land is necessary if adequate public access to the shoreline is to be maintained. There are generally two approaches to acquiring access: direct acquisition techniques and land use controls which incorporate public access requirements. The strategies presented here can be used by local governments to assist in acquiring waterfront property.

DIRECT ACQUISITION

- Purchase

The purchase of property at its fair market value is the simplest, most direct means of acquiring land. A disadvantage of direct purchase is that governmental agencies have limited financial resources. A further disadvantage of direct purchase is that the seller's net profit from the sale would be affected if the seller of the property is liable for income tax on the capital gain of the appreciated value of the property. Other purchase options, including bargain sale or installment sale, may benefit the buyer and seller by stretching a land-acquiring agency's funds and reducing immediate tax consequences.

In a bargain sale, the landowner sells the property to a governmental agency at less than fair market value. By doing so, the seller will be able to receive some income from the sale of the land and will be eligible to claim an income tax deduction for a charitable contribution on the difference between the bargain price received and the fair market value of the land. Thus, the amount of the capital gain would be less and so would the accompanying tax on that gain.

In an installment sale, an agreement is made between the landowner and the purchaser whereby the purchaser agrees to pay for the land in annual installments or agrees to acquire a portion of the total property each year with an option to acquire the remaining tracts in future years. By spreading the income gained from the sale of the property over a number of years the seller may be able to spread taxable gains and any associated taxes over an equal number of years.

An easement, or right to use private property in a specific, designated manner, may also be purchased. The purchase of an easement entitles the purchaser to use the property for a specific purpose, such as conservation, passing over the land, or installing a water or sewer line. The ownership of the land remains with the property holder, but the use of

a designated portion of the land for a specific purpose is transferred to the acquiring agency.

Easements are typically purchased when it is not possible to buy the land. Although there is no requirement compelling a landowner to sell an easement, landowners may be interested in the resulting tax benefits. Where easements are sold, a decrease in property tax value would result.

- Donation

The donation of property or an easement involves a landowner deeding the property to a government agency that has agreed to accept it. In a donation, the donor receives no cash for the property although numerous tax benefits are realized. These benefits include real estate, estate, and income tax reductions as well as no capital gains tax that would otherwise result from the sale of the property. If the recipient of the land donation is a governmental agency, the donor can claim an income tax deduction based on the market value of the land as determined by a qualified appraiser. In the instance of an easement, the donor may take the difference in the value of the land after the easement as a charitable deduction. (See Appendix D, Tax Credits for Donated Properties.)

- Prescription

An easement can be established through prescription, the process by which an individual or group obtains the right to use another's property in a specific manner. In this instance, the courts recognize that a prescriptive easement has been established if the following tests are met:

- 1) the use has been open;
- 2) the use is adverse or under a claim of right;
- 3) the use has been continuous and uninterrupted for 20 years;
- 4) there has been actual use of the property by the general public;
and
- 5) the same path has been used for 20 years.

Currently, North Carolina does not have any case law directly addressing the establishment of a prescriptive easement in a beach access context. It is difficult to establish a prescriptive easement because of the requirement that the use of the property must be adverse. In this case, "adverse" means that the user of the property did not have the owner's permission and, instead, used the pathway in the belief that he had a right to use it. Permissive use, no matter for how long, can never be the basis for a prescriptive easement. A local government may want to consider legal action to establish a public easement where it believes a prescriptive easement for beach access exists across private property.

- Dedication

A dedication begins with an offer to dedicate the use of land. The offer is made by the landowner to the public and must be followed by the local government's acceptance of that offer on behalf of the public. A

dedication made orally or in writing is called an express dedication. A "certificate of dedication" indicates an individual's express intention to dedicate an area to the public.

An implied dedication is based on the property owner's intention to dedicate as indicated by conduct. For instance, the owner's intention to dedicate may be indicated by recognizing the rights of the public in a deed or by the owner's actions with respect to permitting the public to use the land. A 1970 Supreme Court case confirmed the public's right to use two privately owned beaches in California. The court said that when the public has used a beach for a long time without paying attention to the fact that the beach is privately owned, the public acquires a legal right to use that beach. The owner's intent to give the land to the public may be implied from his conduct of not preventing public use of the beach. And the public's acceptance of the dedication may be implied from public use of the beach. Nothing need be written by either side -- the dedication and acceptance is implied by conduct. With respect to beach access, a public access sign at an accessway is one indication by a local government of an express or implied dedication.

Cities and counties may accept dedication offers for the maintenance of roads and pedestrian easements running to and along the beach. Before accepting a dedication offer, it is recommended that a title search or "chain of ownership" survey be conducted to ensure that the offer to dedicate has at no time in the past been withdrawn.

Cities and counties may own, maintain and manage land for recreational purposes including public access parking. Although it is possible for cities to own public streets and roads, counties cannot. It is possible, however, for counties to accept the dedication of certain roads so long as they were dedicated to the public prior to 1975. Although a county may accept such a dedication, a county is not authorized to maintain or improve such roads.

In many local jurisdictions there may be a number of accessways and roads that have been dedicated by the developer but not yet accepted by the county or municipality. These accessways represent opportunities to local governments that should not be neglected. The actions necessary to show acceptance should be given high priority in light of the provision of the state law allowing developers to withdraw unaccepted, unimproved dedications after a period of 15 years (G.S. 136-96).

LAND USE CONTROLS

Local governments are able to use the police powers granted to them by the state to protect the public's ownership of and right to use the shoreline to the mean high water mark. As the beach erodes and the mean high water mark moves landward, the boundary between public and private property moves landward. Land use regulations or local ordinances can be used to protect the public's ownership and right to use the shoreline. When erosion or storms destroy structures, local ordinances can require

the property owner to remove, within a given time period, all debris which may endanger public health, safety and welfare. This is particularly important where remnant bulkheads, building foundations, pilings and septic systems would be located below the mean high water mark or on the public beach.

Local governments can also use land use controls to compel developers to provide public beach accessways. Through zoning ordinances and subdivision regulations, developers can be required to dedicate, pay a fee or reserve access areas, as outlined below. (See Appendix E, Model Land Development Regulation.)

- Dedication

State enabling legislation for county subdivision regulations (G.S. 153A-331) provides that such ordinances may require "the dedication or reservation of recreation areas serving residents of the immediate neighborhood within the subdivision and of rights-of-way or easements for street and utility purposes." The comparable legislation for cities (G.S. 160A-372) is virtually identical. Likewise, the zoning enabling legislation for counties (G.S. 153A-340) and cities (G.S. 160A-381) authorizes local regulations to provide for special use or conditional use permits. The conditions for approval of these permits may include the dedication of utility rights-of-way and of recreational space.

A local unit of government may require the compulsory dedication of land for public recreational use consistent with local subdivision regulations and/or as a condition of a special or conditional use permit. In requiring a developer to dedicate recreational land, the local government should ensure that the location of the access area will adequately provide for the recreational needs of the residents in the development as well as the residents of the immediate neighborhood within the subdivision who might otherwise be precluded from general use of the area.

Definitive standards for the size of such areas and the types of facilities to be installed should be specified in local subdivision ordinances. The regulations should specify why, when, where and how much land will be required as well as criteria pertaining to the type of land that may be offered for dedication. A formula for determining the amount of land a developer must offer should be made explicit. The amount of land to be dedicated should not be based on an arbitrary case-by-case basis. Instead the amount of land to be required for dedication should be related to recognized open space standards and should reflect the density and type of development proposed.

As a condition to a special or conditional use permit, access should be provided for when the permit is issued by the local governing board. At that time, a plat should be prepared and incorporated by reference into the terms and conditions of the permit. The plat should bear a certificate of dedication and both the permit and plat should specify when improvements by the developer will be completed.

State enabling legislation (G.S. 136-102.6) requires that subdivision plats filed since 1975 designate all streets as being public or private. Streets designated as public are presumed to be offers of dedication.

Subdivision ordinances can also require that interior subdivision streets be dedicated to the public. The subdivision enabling statutes for both cities and counties allow local ordinances to provide for "the coordination of streets and highways within a proposed subdivision with the existing or planned streets and highways and with other public facilities." To make use of this authority, the subdivision ordinance should clearly indicate that streets and roads running generally perpendicular to the beach be platted to extend to the mean high tide line.

- Fee

County subdivision regulations provide the developer with the option of paying a fee to the county in lieu of dedicating recreational land (G.S. 153A-331). The developer may be required to pay an amount of money equal to the value of the space required to be dedicated. This money should be placed into a fund specifically designated for the acquisition of access areas. The "fee in lieu" option is not available to municipalities.

- Reservation

An emerging land use tool allows both county and municipal subdivision regulations to require developers to reserve land for recreational purposes and for street and utility rights-of-way or easements (G.S. 153A-331 and G.S. 160A-372). One advantage of such reservations is that they do not impose dedication requirements in instances that may amount to a taking without just compensation, yet they give the local government time to acquire funds to purchase the property. As this is a relatively new tool, its advantages and disadvantages have not been evaluated.

Case law regarding the use of developer exactions to provide beach access is poorly developed, particularly in North Carolina, and the ability of local governments to use these techniques is not firmly established. There are a number of questions regarding the implementation of these measures for access purposes. As there are few court decisions, these standards should be carefully studied before such measures are attempted. A thorough reading and understanding of Dedicating and Reserving Land to Provide Access to North Carolina Beaches (September 1982), by Richard Ducker of the UNC Institute of Government, is highly recommended in addition to contacting and consulting one's local government attorney.

APPENDIX V
PEDESTRIAN SHORELINE ACCESS IMPROVEMENTS
INCLUDED IN THE TOWN OF NAGS HEAD
CAPITAL IMPROVEMENTS PLAN

Eighth Street: A sidewalk down south side of road, running east/west from Wrightsville Avenue to existing ocean beach access will benefit subdivisions including: Mosier Shores, Nags Head Shores, Lanier Subdivision. A portion of this project has already been completed by a local developer. Total cost is estimated at \$7,500.

Memorial Avenue: Sidewalk following Memorial Avenue north/south in two sections. These are necessary to move pedestrians to direct routes to beach access sites. Subdivisions using these corridors include Mosier Shore, Nags Head Shores, Lanier Subdivision, North Ridge, and Edwards Subdivision. Total cost is estimated at \$65,250.

Albatross Street: Sidewalk running from Memorial east to existing pedestrian access point, benefitting Nags Head Shores. Total cost is estimated at \$3,750.

Gallery Row: Sidewalk running from Memorial east to existing pedestrian access point, benefitting Mosier Shores, Nags Head Shores, and Conch Shell Estates. Total cost is estimated at \$9,700.

Admiral Drive: Pedestrian route running east/west starting at Adams Lane and South Anchor running east along Adams Lane to cross U.S. 158, and connecting to and following along a town drainage eastment via wooden walk on grade to Wrightsville Avenue. Crossing Wrightsville and following along Admiral Street with asphalt road extension, leading to an existing beach access point. Proposed pedestrian route along Memorial running south joins this corridor heading east to N.C. 12 crosswalk. This existing beach access is currently a heavily used vehicle cross-over point. Measures should be taken to limit damage to barrier dune by vehicles and channel pedestrians over dune via elevated walkway. Extra site work and stabilization is included in miscellaneous extra costs. This will benefit Nags Head Shores, Mosier Shores, and Nags Head Acres. Total cost is estimated at \$22,000.

Blackman Street: Pedestrian route running east/west wood walk on grade along Blackman Street (a paper street) between Memorial Avenue and N.C. 12. This route is a heavily traveled pedestrian path to existing beach access. Will benefit Nags Head Shores, Vista Colony, Villa Dunes. Total cost is estimated at \$2,000.

Wrightsville Avenue: Pedestrian route north/south sidewalk between Baltic Street and Barnes Street connecting to main pedestrian route running east/west along Barnes Street; benefitting Vista Colony. Total cost is estimated at \$7,500.

Bladen Street: Pedestrian route beginning at the north end of Buccaneer Drive (North Ridge) and following an easement across property owned by Outer Banks Worship Center, crossing U.S. 158 to asphalt extension along Bark Street, turning north along Wrightsville Avenue, turning east on Bladen Street, picking up with Memorial Avenue pedestrian route, and continuing to east, crossing N.C. 12 to existing beach access; benefitting North Ridge, George T. Stronach Tract, Nags Head Shores, and Edwards Subdivision. Total cost is estimated at \$21,500.

Dowitcher Street: Pedestrian route east/west beginning at northeast corner of Old Cove Road and Cobia Way (Nags Head Cove), routing pedestrian travel east along road extension of Old Cove Road, crossing U.S. 158 to follow Dowitcher, a paper street, to N.C. 12 and along N.C. 12 heading north to Small Street beach access; benefitting Old Nags Head Cove, Roanoke Sound Shores, Nags Head Dunes, and Nags Head Beach. Total cost is estimated at \$11,500.

Forrest Street: This paper street runs east/west, ocean to sound. Route is bordered on the west side section by Nags Head Links Golf Course and sparsely developed residential lots. A wood walk on grade will be run from the sound access point to U.S. 158, crossing U.S. 158 to continue between highways and crossing N.C. 12 to an existing public beach access. Total cost is estimated at \$15,000.

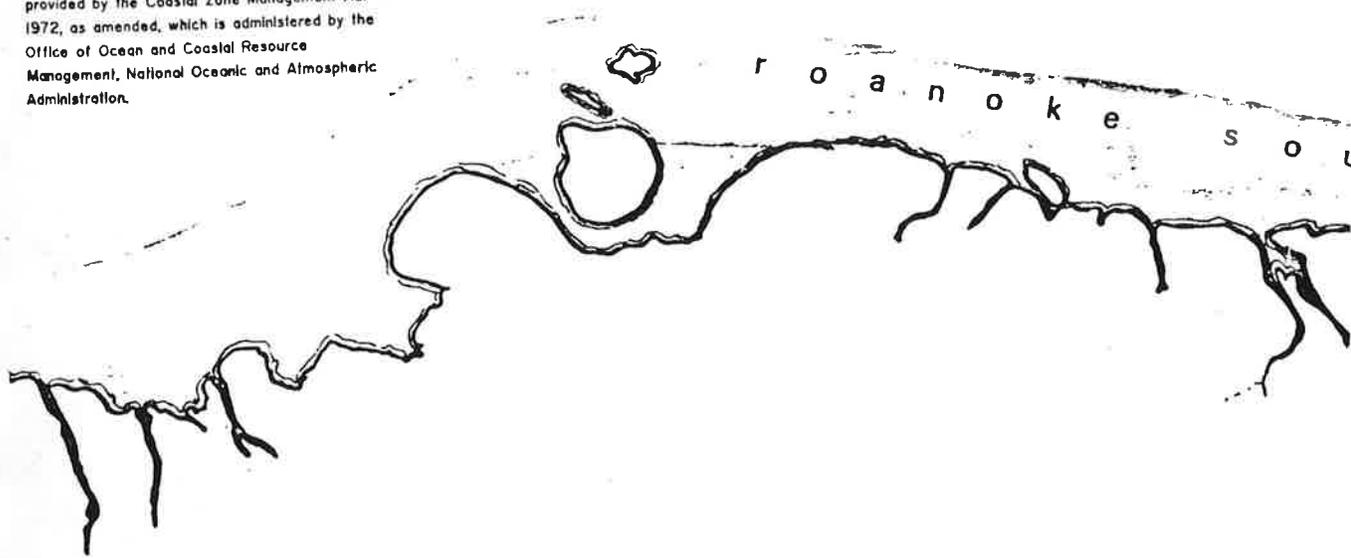
Forbes Street (Parcel #4535): This 27'x450' ocean front parcel would be a good site for a pedestrian access. Also, 2.9 acre parcel could be purchased for the use of a public beach access, bath house, and parking. Total cost is estimated at \$4,700.

Indigo Street: New pedestrian access point, South Old Oregon Inlet Road to cross over dune; benefitting South Creek Acres and Hollywood Beach Recombination. Total cost is estimated at \$10,800.

June Street: New pedestrian access point, South Old Oregon Inlet Road to cross over dune; benefitting South Creek Acres and Hollywood Beach Recombination. Total cost is estimated at \$10,925.

Jacob Street: New pedestrian access point, South Old Oregon Inlet Road to cross over dune; benefitting South Creek Acres and Hollywood Beach Subdivision. Total cost is estimated at \$11,175.

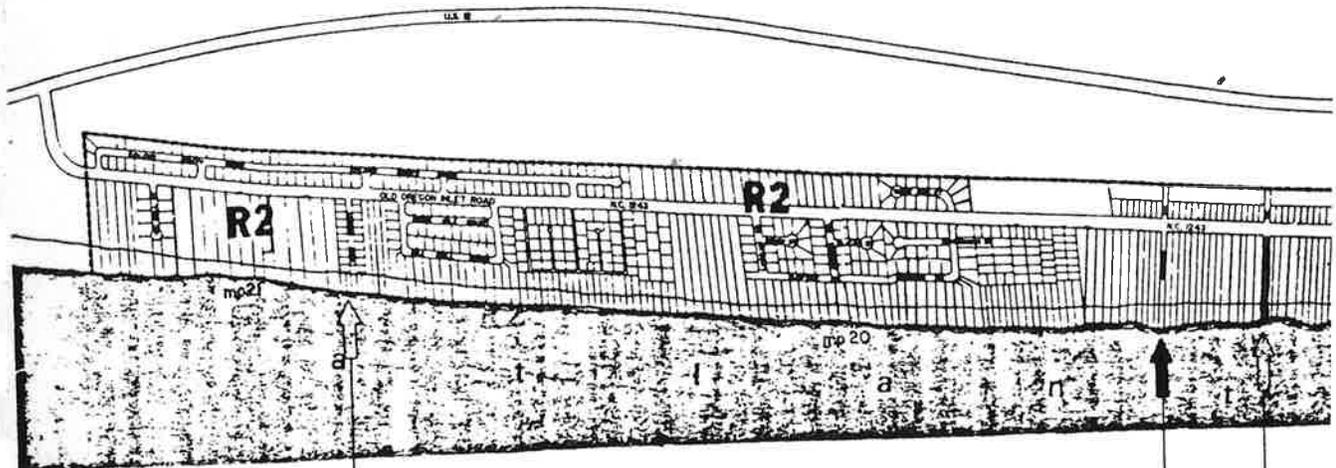
The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration.



cape

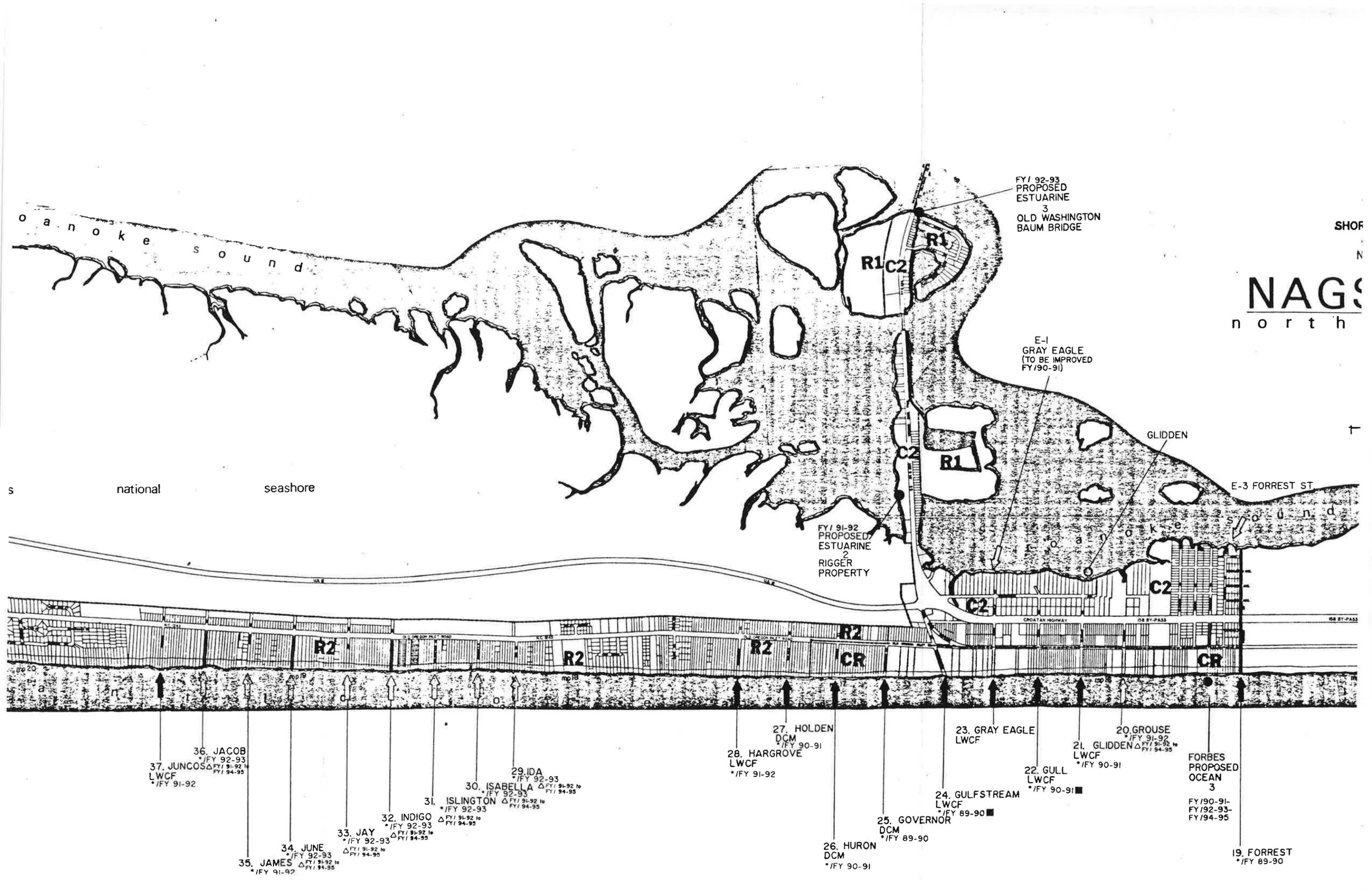
hatteras

national



PRIVATE

36. JAC
 * /FY 92
 37. JUNCOS Δ FY / S
 LWCF
 * /FY 91-92



NAGS
north

FY/ 92-93
PROPOSED
ESTUARINE
3
OLD WASHINGTON
BAUM BRIDGE

E-1
GRAY EAGLE
(TO BE IMPROVED
FY/90-91)

GLIDDEN

E-3 FORREST ST

FY/ 91-92
PROPOSED
ESTUARINE
2
RIGGER
PROPERTY

36. JACOB
* /FY 92-93
37. JUNCOS
LWCF
* /FY 91-92

34. JUNE
* /FY 92-93
35. JAMES
* /FY 91-92

32. INDIGO
* /FY 92-93
33. JAY
* /FY 92-93

31. ISLINGTON
* /FY 92-93

29. IDA
* /FY 92-93
30. ISABELLA
* /FY 92-93

27. HOLDEN
DCM
* /FY 90-91
28. HARGROVE
LWCF
* /FY 91-92

26. HURON
DCM
* /FY 90-91

25. GOVERNOR
DCM
* /FY 89-90

24. GULFSTREAM
LWCF
* /FY 89-90

23. GRAY EAGLE
LWCF

22. GULL
LWCF
* /FY 90-91

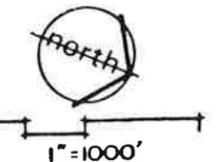
21. GLIDDEN
LWCF
* /FY 90-91

20. GROUSE
* /FY 91-92

FORBES
PROPOSED
OCEAN
3
FY/90-91-
FY/92-93-
FY/94-95

19. FORREST
* /FY 89-90

WATERLINE AND BEACH ACCESS SITES
 NOVEMBER, 1989
 town of
NASS HEAD
 carolina



- LEGEND**
- EXISTING IMPROVED ACCESS SITES ↑
 - EXISTING UNIMPROVED ACCESS SITES ↑
 - PROPOSED 1 TO 5 YEAR ACCESS SITES ●
 - PARKING SPACE ADDITIONS △
 - GENERAL FACILITY IMPROVEMENTS ▲
 - NAGS HEAD WOODS SITE IMPROVEMENTS ●
 - FOOT SHOWERS *
 - FY/ 92-93 LIFEGUARD HOUSING ★
 - FY/ 93-94 POSSIBLE BATH HOUSE AND REGIONAL ACCESS LOCATION ■
 - PEDESTRIAN ACCESS IMPROVEMENTS FY/ 89-90 TO FY/ 92-93
 - POTENTIAL 5 TO 10 YEAR ACCESS SITES ○

- ZONING DISTRICT DESIGNATION**
- SPD20 Special Planned Development
 - SED80 Special Environmental District
 - SPDC Special Planned Development Community
 - R-1 Low Density Residential
 - R-2 Medium Density Residential
 - R-3 High Density Residential
 - CR Commercial Residential
 - C-1 Neighborhood Commercial
 - C-2 General Commercial
 - C-3 Commercial Services District
 - C-4 Village Commercial

- NAGS HEAD WOODS**
- MARSH
 - MARTIME FOREST

NOTE: SPD 40 designation has been changed to SED 80.

