



# **Town of Holden Beach CAMA Land Use Plan Update**

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## **Citizen Participation Plan**

**Prepared for the  
Cape Fear Council of Governments**

**By**

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**Town of Holden Beach  
CAMA Land Use Plan Update  
2006 - 2007**

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## **Introduction**

This Citizen Participation Plan (CP Plan) is designed to provide residents and property owners in the Town Holden Beach with a range of opportunities to participate in the process of updating the community's Land Use Plan. The Coastal Resources Commission (CRC) places major emphasis on supporting local efforts to involve citizens and property owners in the development and implementation of local land use plans; citizen involvement in plan-making processes contributes to better plans and improves their prospects for implementation.

Specifically, the CP Plan is designed to achieve the following objectives:

- To improve the community's understanding of the impact that land use and development have on Holden Beach's quality of life;
- To increase the community's understanding of the Coastal Area Management Act (CAMA) planning process and requirements;
- To assess the impact of existing land use and development policies on the community;
- To provide opportunities for residents and property owners to participate in the identification and development of future land use and development policies;
- To create a base of public support to implement the updated Land Use Plan's policies, programs, and recommendations.

The CP Plan is also designed to satisfy the requirements of North Carolina Department of Environment and Natural Resources (NC DENR) Division of Coastal Management (DCM). Accordingly, the plan describes the steering committee designated by the Town of Holden Beach as the lead planning group. It describes the public participation activities that will be used to solicit information from the public, provide information to the public, and involve the public in the decision making. It also provides a timeline with a tentative schedule of participation activities (Appendix B) as well as a series of benchmarks for completing the land use plan update in accordance with a grant awarded to the Town of Holden Beach pursuant to the Coastal Area Management Act (CAMA) (Appendix C).

## **Designation of the Lead Planning Group**

One requirement of the land use plan update is to designate a lead-planning group to oversee the planning process and provide input to the plan's policies, programs and recommendations. At its April 13, 2006 workshop, the town of Holden Beach decided to designate a 6 member Land Use Plan Steering Committee (LUPSC).

The LUPSC includes 6 members: the Mayor Pro Tem; one member is on the Board of Commissioners; two members from the Planning and Zoning Board; and, two members appointed by the Board of Commissioners representing the public. The membership of the LUPSC and their contact information is provided in Appendix A.

The LUPSC meets approximately once a month. However, the schedule is likely to vary somewhat over the course of the planning process. All meetings are open to the public and be advertised in compliance with NCGS 143-318.9 to 143-218.18. Once meetings have been scheduled, a copy of the schedule will be provided to the Town Clerk for posting and distribution of the required public notices. Notices of all LUPSC meetings will be posted at least 10 days in advance of the meeting. Meeting dates and times will be posted on the town website used to provide information about the planning process.

The LUPSC is responsible for providing overall leadership and guidance for the Land Use Plan Update. The members of the LUPSC will have the following duties and responsibilities:

- Help publicize public participation events in the community and recruit residents and property owners to attend.
- Assist with the organization, management and facilitation of public participation events (e.g., aid in small group facilitation, greeting and signing in people, summarizing meeting results, etc.).
- Provide advice and guidance to staff responsible for the preparation of the CAMA Land Use Plan update. This includes, but is not limited to identifying concerns and key planning issues, developing a community vision, developing goals, preparing draft policies, and the future land use map.
- Serve as a public contact to make it easier for citizens to get information and provide input to the land use plan.
- Review technical materials to help ensure that they accurately represent the current situation and recent trends in the Town of Holden Beach.
- Recommend and present the Land Use Plan Update to the Town Council.

The first meeting of the entire six member Land Use Plan Steering Committee (LUPSC) was on Monday May 1, 2006. At this meeting, the LUPSC designated its chair. The Chair of the LUPSC is responsible for leading meetings and helping all members and the public share their ideas on agenda topics. The Cape Fear Council of Governments (COG), the planner-in-charge, graduate student interns from UNCW working for the COG, and staff from Holden Beach provide staff support for the LUPSC. Staff prepare the agenda and materials that will be the focus of discussion at LUPSC meetings.

Appendix B provides a general outline of the public participation schedule and the purposes of the events. These activities are described in more detail in the following section. Interested members of the public should consult an updated schedule of events on the website or the town clerk as the dates listed in Appendix B are subject to change. The Town will keep a record of residents and property owners who speak at any of the LUPSC meetings and other public participation events and will retain any written comments it receives. The Town Clerk will hold the names of speakers and written comments on file and provide them to the Division of Coastal Management (DCM) District Planner during the review of the draft land use plan update.

## Public Participation Techniques

A wide range of techniques will be used to provide information to the public, obtain information about public opinions, and involve citizens in the Land Use Plan Update. These include:

- Initial Public Information Meeting
- Community Workshops
- Community Open House- if needed
- Public Hearing
- Informal Meetings with Interest Groups and Organizations
- Website: [www.hbtownhall.com](http://www.hbtownhall.com)
- Fact Sheets and Other Educational Materials
- Mailing List/Email Distribution List

Staff responsible for preparing the Land Use Plan Update, in consultation with the Land Use Plan Steering Committee, will periodically evaluate the effectiveness of these techniques and make modifications as necessary to ensure that there is adequate public participation throughout the planning process. The following sections describe the anticipated use of these public participation activities.

### *Initial Public Information Meeting*

The Initial Public Information Meeting, required by the CAMA grant from DCM, was held on Thursday June 22, 2006 at 7:00 PM at Fellowship Hall, the church located across from the Holden Beach Town Hall. The Town gave two public notices of the initial public information meeting. The first appeared not less than 30 days before (May 22, 2006) and the second appeared not less than 10 days before the meeting (June 12, 2006). In addition to the public notices, the CAMA grant requires the town to notify the local Coastal Resources Advisory Committee member(s) and the DCM District Planner of the date, time and location of the meeting.

The Initial Public Information Meeting was used to describe the CAMA requirements, the existing Land Use Plan policies, and the planning process used to update the land use plan. The public information session also described the opportunities for how the public could become involved in the planning process. This Public Information Meeting was followed by a workshop that provided interested members of the public with an opportunity to participate in a group discussion with steering committee members to help identify issues and problems affecting the community. A single list of the most important issues and problems affecting the community was generated.

### ***Community Workshops***

Community Workshops will be used periodically as a means of providing the public with opportunities to interact with the members of the steering committee. The intended target audience for the workshops includes residents, property owners, business owners and operators, real estate professionals, members of Town committees and associations, and other interested stakeholder groups. The workshops will generally begin with a short PowerPoint presentation to provide the participants with some general information to help frame the discussions. This will be followed by either a facilitated discussion or small breakout sessions to provide the public with an opportunity to interact directly with steering committee members. The workshop will then end with some discussion of the results of the breakout sessions and discussions.

Two workshops are tentatively planned. The first was coupled with the initial public information session and its focus was on developing the overall community vision and identifying priority problems. The second workshop will focus on the new policies, programs, and recommendations contained in the land use plan update. It is also possible that one or more workshops could be held to deal with specific issues such as public access, land use compatibility, infrastructure carrying capacity, natural hazard areas, water quality, or other local areas of concern if these issues prove to be controversial or the LUPSC determines that it needs additional public input on these issues.

Although Public Notice requirements state that only 48 hours notice need to be given for special meetings, every effort will be made to begin advertising the Community Workshops at least 14 days in advance. Notice of the meetings will be forwarded to the *Brunswick Beacon* for dissemination, of the time, date, location, and topic of the workshop. The workshops will also be advertised on the website and through other appropriate venues. The Town will keep a record of residents and property owners who participate in the workshops and will retain any written comments it receives. Participants in workshops will be notified of subsequent workshops and open houses either by mail or email.

### ***Community Open House***

A community open house may be held near the end of the Phase I planning process. The intended audience for the open house includes residents, property owners, business owners and operators, real estate professionals, members of Town committees and associations, and other stakeholder groups. The open house would provide residents and property owners with opportunities to review the maps and technical information compiled during Phase I of the planning process. The public will also have the opportunity to review existing policies, and identify areas where new policies, programs, and recommendations are needed. People who attend the open house will be able to interact informally with staff responsible for the Land Use Plan update as well as members of the LUPAC to discuss the proposed plan. Prior to the open house, a draft of the Phase I document will be available for review at Town Hall and on the Town's website.

If an open house is held, it would likely be in March 2007 once the Phase I report is complete. The Open House will most likely be held on a Thursday evening or Saturday morning to allow non-resident property owners with a convenient opportunity to attend. Although Public Notice requirements state that only 48 hours notice need to be given for special meetings, every effort will be made to begin advertising the Community Open Houses at least 30 days in advance. Notice of the Open House will be forwarded to the *Brunswick Beacon* for dissemination, of the time, date, location, and topic of the workshop. The Open House will also be advertised on the website and through other appropriate venues. Attendees at previous LUPSC meetings and workshops will be notified by mail or email of the open house. The Town will also keep a record of residents and property owners who attend the Open House and will retain any written comments it receives.

### ***Public Hearing***

A public hearing will be held prior to the adoption of the Land Use Plan Update in accordance with requirements of CAMA. The Public Hearing on the Land Use Plan is likely to be held in June 2007. The public hearing will give citizens an opportunity to make official oral or written comments for the public record on the proposed land use plan update, prior to the Town Council's adoption of the plan. A notice will be placed in the *Brunswick Beacon* newspaper, on the webpage and on the Town's principal bulletin board no less than 30 days prior to the hearing. A second notice will be posted in the same locations no more than 10 days prior to the hearing.

### ***Informal Meetings with Interest Groups & Organizations***

One way that the staff responsible for the Land Use Plan Update will exchange information with affected stakeholders and the general public is by meeting informally with various civic organizations and interest groups throughout the planning process such as churches, Rotary clubs or the Holden Beach Merchants Association. Staff will meet with these groups on an as needed or requested basis. Presentations and discussions will be tailored to the particular interests of these organizations. For example, presentations may provide an overview of the planning process or specific issues. The participants will then have an opportunity to discuss these issues with the staff responsible for the Land Use Plan Update. This will provide an opportunity for disseminating information about the planning process while simultaneously getting input from various interest groups in the community on their particular issues of concern.

### ***Website***

A website will be used to disseminate information to the LUPSC members and the general public. The website will include:

- The list of LUPSC members;
- Dates, times, and locations of all LUPSC meetings and public participation events;
- Minutes of LUPSC meetings;
- Citizen Participation Plan;
- Phase 1 Report;
- Draft and final Land Use Plan Update;

- Links to information useful to LUPSC members and participants in public participation activities;
- Slide show(s) used at public participation activities;
- Links to DCM information;
- Links to information available from other agencies and organizations that is of interest to LUPSC members or the general public;
- Fact sheets and other public education information pertaining to issues being addressed.

The Land Use Plan website will be maintained by the town of Holden Beach, the link can be found at [www.hbtownhall.com](http://www.hbtownhall.com)

### ***Fact Sheets & other Educational Materials***

The planner-in-charge and the members of the LUPSC will explore the utility of developing fact sheets and other educational materials related to priority issues and problems. In some cases, these public education materials may be available from other organizations for distribution. These materials may be useful when trying to educate the public about key coastal management issues and problems. They can also provide information about things that homeowners and business owner/operators can do to address key issues and problems. Any public educational materials produced will be made available at public participation events, the Town Hall, the website, or other suitable locations.

### ***Brunswick Beacon and Other Media Outlets***

The *Brunswick Beacon* is a weekly newspaper which is widely read in the vicinity Holden Beach. With a circulation of over 17,000, the *Brunswick Beacon* serves Shallotte, the islands of Holden Beach, Sunset Beach and Ocean Isle Beach, as well as a number of other coastal communities in southern Brunswick County. The planner-in-charge and members of the LUPAC will work with the editorial staff of the *Brunswick Beacon* and other media outlets where possible, to publicize scheduled meetings and events as well as to encourage articles explaining the land use planning process and issues that arise related to the land use plan.

### ***Mailing List/Email Distribution List***

Members of the public that attend the public information meeting, public workshops, and open house will be asked to furnish their mailing and email addresses. This list will be maintained throughout the planning process and announcements about public workshops, open house, and public hearing will be sent by mail or email to list members. These events will also have traditional public notices and will be advertised in the *Brunswick Beacon* and on the website.

## **Evaluation and Modification of the Plan**

The Land Use Plan Steering Committee (LUPSC) will conduct an on-going evaluation of the CP Plan and make corrections as needed. Accordingly, the public participation schedule in Appendix B and the list of planned participation activities is subject to change if the LUPSC determines that there is a more effective way to accomplish their objective of educating the public and involving them in decision making. Modifications will be made on an ongoing basis until an appropriate combination of meetings and other methods for dissemination of information and community feedback is found. A major review will also be conducted at the end of the first fiscal year (2006), in preparation for beginning Phase II of the CAMA planning program. Any needed changes resulting from this review will be communicated to the Town Council. The Town Council and Planning Board will also receive quarterly updates on the progress of the Land Use Plan Update as well.

**Appendix A:**  
**Membership-Land Use Plan Steering Committee (LUPSC)**

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<b>Name</b>	<b>Phone</b>	<b>Email Address</b>
Gay Atkins, Chair	842-4939	<a href="mailto:gatkings@coastaldevelopment.net">gatkings@coastaldevelopment.net</a>
Gary Gurganus, Vice-Chair	842-9392 x 2	<a href="mailto:ggurganus@withersravenel.com">ggurganus@withersravenel.com</a>
Gary Staley	842-2222	<a href="mailto:lowr8s4u@aol.com">lowr8s4u@aol.com</a>
Patricia Sandifer	842-6485	<a href="mailto:bchsand@atmc.net">bchsand@atmc.net</a>
Peggy Schiavone	842-8655	<a href="mailto:mschiavone@atmc.net">mschiavone@atmc.net</a>
George Stout	842-9943	

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## Appendix B

### Public Participation Schedule\*

Activity	Objectives/Results	Schedule	
1 <sup>st</sup> Qtr.	Town of Holden Beach	<ul style="list-style-type: none"> <li>▪ Designation of LUPSC as the lead planning group</li> </ul>	April 13, 2006
2 <sup>nd</sup> Qtr.	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ First LUPSC meeting and initial orientation session</li> <li>▪ The LUPSC picks its chair</li> <li>▪ Introduces members to the CAMA requirements</li> <li>▪ Familiarizes advisory committee members with their roles and responsibilities</li> </ul>	May 1, 2006
	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Plan the public information meeting/public workshop</li> <li>▪ Decide on mass mailing/invitation to public meeting/workshop</li> </ul>	May 23, 2006
	Initial Public Information Meeting/Public Workshop	<ul style="list-style-type: none"> <li>▪ Increase community understanding of current land use and development policies, their effect, and the way current plan is used</li> <li>▪ Acquaint public with process for soliciting community input</li> <li>▪ Obtain information from the community on the vision for the community and priority problems</li> </ul>	June 22, 2006
3 <sup>rd</sup> Qtr.	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Compile a list of key planning issues and problems based on the workshop</li> <li>▪ Discuss vision statement</li> <li>▪ Review policies and recommendations of other related plans for consistency with vision and problems</li> <li>▪ Identify growth related conditions which will influence the Land Use Plan</li> </ul>	July 25, 2006
	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Finalize key planning issues, vision and aspirations</li> <li>▪ Begin analysis of existing and emerging conditions for housing, population, and the economy</li> <li>▪ Schedule department heads for future meetings</li> </ul>	August 22, 2006
	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Discuss natural systems section of the Phase I Report</li> <li>▪ Review the drafts of the GIS maps</li> <li>▪ Plan future meeting schedule</li> </ul>	September 26, 2006

	<b>Activity</b>	<b>Objectives/Results</b>	<b>Schedule</b>
<b>4<sup>th</sup> Qtr.</b>	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Review draft section of the Phase I report dealing with land uses and development</li> <li>▪ Discuss land suitability analysis and the draft LSA map</li> <li>▪ Discuss planning department accomplishments and future challenges</li> </ul>	October 24, 2006
	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Discuss community facilities and town services</li> <li>▪ Discuss infrastructure and carrying capacity</li> <li>▪ Review the permitting process discussed in Section V of the Phase I Report</li> <li>▪ Review and begin work on the policy analysis worksheet</li> </ul>	November 28, 2006
<b>Phase II – Year 2</b>			
<b>1<sup>st</sup> Qtr.</b>	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Discuss draft of Section IX: Policy Analysis</li> <li>▪ Discuss draft of Appendix B: Detailed Policy Analysis</li> <li>▪ Review draft of final GIS maps (Appendix A &amp; C)</li> <li>▪ Approve updated Citizen Participation plan</li> </ul>	January 23, 2007
	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Review and approve Draft Phase I report ?</li> <li>▪ Begin reviewing draft policies for Hazards</li> <li>▪ Begin reviewing draft policies for Infrastructure</li> <li>▪ Set date for open house on Phase I report</li> </ul>	February 27, 2007
	Website	<ul style="list-style-type: none"> <li>▪ Post draft Phase I report for public review</li> <li>▪</li> </ul>	February 2006
	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Discuss draft policies for Public Access</li> <li>▪ Discuss draft policies for Water Quality</li> <li>▪ Approve draft Hazards policies</li> <li>▪ Approve draft Infrastructure policies</li> <li>▪ Discuss draft Land Use Policies</li> <li>▪ Discuss future Land Use Map (Appendix D)</li> <li>▪ Discuss other areas where policies needed</li> </ul>	March 27, 2007
	Town Council	<ul style="list-style-type: none"> <li>▪ Approve Phase I Report and send to DCM</li> </ul>	March 2007
	Community Open House	<ul style="list-style-type: none"> <li>▪ Summarize for the public the trends and problems described in the draft Phase I report</li> <li>▪ Have the public review existing policies and identify areas where new policies, programs, and recommendations are needed</li> </ul>	March 2007
	LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Approve draft land use policies</li> <li>▪ Approve any other draft policies</li> <li>▪ Review Section I – VII of the draft land use plan and Appendices A – C</li> <li>▪ Schedule public workshop for May/June on draft policies to set priorities</li> </ul>	April 24, 2007

<b>Activity</b>	<b>Objectives/Results</b>	<b>Schedule</b>
LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Approve draft public access policies</li> <li>▪ Approve draft water quality policies</li> <li>▪ Review Section IX: Plan for the Future: Policies and Recommended Actions</li> <li>▪ Review Section X: Tools for Managing Development</li> <li>▪ Review Section XI: Required Policy Analysis</li> <li>▪ Review Appendix G: Impact of Policies on Management Topics</li> <li>▪ Appendix E: Action Plan and Implementation Schedule</li> </ul>	May 22, 2007
Public Workshop	<ul style="list-style-type: none"> <li>▪ Public workshop to describe draft policies and allow the public an opportunity to prioritize them</li> </ul>	June 2007
LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Discuss results of public workshop and adjust policies and Appendix E</li> <li>▪ Review and approve draft land use plan</li> <li>▪ Set public hearing date for draft land use plan</li> </ul>	June 26, 2007
Town Council	<ul style="list-style-type: none"> <li>▪ Public hearing on draft land use plan as required by CAMA regulations</li> <li>▪ Submit draft CAMA plan to DCM for review and approval</li> </ul>	July 2007
LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Will meet if needed</li> </ul>	July 24, 2007
LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Will meet if needed</li> </ul>	August 28, 2007
LUPSC meeting	<ul style="list-style-type: none"> <li>▪ Review DCM comments on draft land use plan</li> <li>▪ Review suggested changes to draft land use plan</li> <li>▪ Approve final land use plan and forward to Town Council</li> <li>▪ Set public hearing date</li> </ul>	November 27, 2007

**\*Note: Schedule is subject to change.**

## Appendix C

### Benchmarks for the Land Use Plan Update

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#### Benchmarks

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**1<sup>st</sup> Qtr: January 2006 to March 2006\***

- Complete contract requirements for DCM grant
- Designate planner-in-charge
- Complete subcontracts
- Create the LUPSC
- Initial orientation meeting of the LUPSC
- Adopt CP Plan
- Implement CP Plan

**2<sup>nd</sup> Qtr: April 2006 to June 2006**

- Initial public meeting/public workshop
- Update all maps and regulations
- Initial draft of dominant growth-related conditions that influence the plan, key planning issues and community concerns and aspirations
- Begin analysis of existing and emerging conditions (population, housing, economy)
- Final population and economic forecast
- Final existing land use map

**3<sup>rd</sup> Qtr: July 2006 to September 2006**

- Complete analysis of existing and emerging conditions
- Natural systems analysis
- Analysis of land use and development (including existing land use map)
- Phase I draft section dealing with existing issues and land uses

**4<sup>th</sup> Qtr: October 2006 to December 2006**

- Land suitability analysis
- Community facilities analysis
- Review current plan, ordinances, and policies
- LUPSC approves Phase I draft
- Phase I final draft submitted to DCM

**1<sup>st</sup> Qtr: January 2007 to March 2007**

- Revise CP Plan if necessary
- Implement revised CP Plan
- Begin plan for the future
- Draft policies and objectives approved by LUPSC

**2<sup>nd</sup> Qtr: April 2007 to June 2007**

- Complete plan for the future including future land use map and tools for managing development (Draft Phase II plan)
- Present Draft Phase II plan to Planning Board and/or Town Council
- Required public hearing
- Phase II draft submitted to DCM for review

**3<sup>rd</sup> Qtr: July 2007 to September 2007**

- DCM Review Period; July – November 2007

**4<sup>th</sup> Qtr: October 2007 to December 2007**

- Revised land use plan update based on DCM comments
  - Town Council adoption of the land use plan update
  - Submit land use plan update for CRC certification
  - CRC approval
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\*Due to the late start in approving the DCM grant, some of the deadlines for the first quarter may roll into the second quarter.