



**CRC-25-29**

August 6, 2025

**MEMORANDUM**

**TO:** Coastal Resources Commission  
**FROM:** Ken Richardson  
**SUBJECT:** Carteret County, Bogue Banks (Emerald Isle, Salter Path/Indian Beach, Pine Knoll Shores, & Atlantic Beach) - Beach Management Plan

On the behalf of the Towns of Emerald Isle, Salter Path/Indian Beach, Pine Knoll Shores, Atlantic Beach ("Town") to include the adjacent shoreline at Fort Macon State Park, Carteret County submitted its Beach Management Plan (BMP) on June 9, 2025. Carteret County is requesting Coastal Resources Commission (CRC) approval under 15A NCAC 7J .1200 Beach Management Plan Approval Procedures. The Towns are currently implementing beach management plans in accordance with 15A NCAC 7J .1201(d) and 15A NCAC 7J .1201(e) to ensure a 30-year design life and are transitioning from a CRC approved Static Line Exception to a CRC approved Beach Management Plan.

Carteret County has a rich history of beach nourishment along Bogue Banks dating back to the USACE maintenance dredging of Morehead City Harbor (MCH) in 1978 with placement on Fort Macon. Subsequent events also used material pumped from Brandt Island and covered varying stretches of shoreline in Fort Macon and Atlantic Beach. In addition, the USACE has also performed beneficial placement of dredge material from the Bogue Inlet Atlantic Intracoastal Waterway (AIWW) starting in 1984 with placement on the Point at the very western end of Emerald Isle adjacent to Bogue Inlet. These USACE maintenance events have continued to present day at varying frequency, with the current USACE Dredge Material Management Plan (DMMP) calling for MCH material to be placed along Fort Macon and/or Atlantic Beach every three years. Since 2006, placement in Atlantic Beach has been generally confined to east of the "Circle" due to dredge volumes and funding.

The static vegetation line for eastern Emerald Isle was determined by North Carolina Division of Coastal Management (DCM) Staff through a ground survey in November 2002, which served as the pre-project condition for Phase II of the Bogue Banks Restoration Project, which was constructed in spring of 2003. The static vegetation line for Indian Beach/Salter Path and Pine Knoll Shores was determined by DCM staff through a ground survey in November 2001, which served as the pre-project condition for Phase I of the Bogue Banks Restoration Project which was constructed in spring of 2002. The static vegetation line for Atlantic Beach and Fort Macon



was determined by DCM staff using 1984 aerial photographs, which served as the pre-project condition for the 1986 United States Army Corps of Engineers (USACE) Morehead City Harbor (MCH) disposal project.

The Towns of Emerald Isle, Indian Beach/Salter Path, Pine Knoll Shores, and Atlantic Beach (including the adjacent shoreline in Fort Macon), located along Bogue Banks in Carteret County (County), originally applied for and received an exception from the static line, which initially covered eastern Emerald Isle, the entirety of Indian Beach/Salter Path and Pine Knoll Shores, and all but the westernmost 2,500 feet of Atlantic Beach in accordance with procedures outlined in 15A NCAC 07J.1201 from the CRC on March 24, 2010. The Towns applied to renew their static line exception five years later, which the CRC granted on April 29, 2015. The Towns applied for and received another static line exception renewal five years later on November 18, 2020, which included an additional area in western Emerald Isle and the remaining 2,500 feet in western Atlantic Beach as a result of the Post-Florence Phase II renourishment project. The static vegetation line for these areas was determined by a surveyor and approved by DCM using September 2019 aerial photography and digital elevation model analysis, which served as the pre-project condition for Phase II of the Post-Florence Renourishment Project which was constructed in spring of 2020. Since then, the 2021 Post-Florence Phase III renourishment project triggered a static vegetation line along the remainder of western Emerald Isle which was determined by a surveyor and approved by DCM through a December 2020 field survey, and which served as the pre-project condition for Phase III of the Post-Florence Renourishment Project which was constructed in spring of 2021. Therefore, as of 2021, a pre-project vegetation line (static vegetation line) has been established throughout the entirety of Bogue Banks from Emerald Isle through Atlantic Beach, including Fort Macon.

You may recall that the BMP requires: 1) identification of sediment volumetric triggers (historic and projected losses from erosion/storms) used to establish when the next maintenance project is needed, 2) inclusion of public comments collected by the Towns, and (3) identification of financial resources specifics. The approval process defined in Rule 15A NCAC 07J.1204(b) requires that the Commission review a Beach Management Plan (15A NCAC 07J .1203) to approve and/or renew its findings for the conditions outlined in 15A NCAC 07J .1201(d) through (e). Specifically, the Town is required to show the following:

1. A review of all historic beach fill projects in the area proposed in the Beach Management Plan.
2. A review of maintenance plans needed to achieve a design life of no less than 30 years of shore protection.
3. Documentation showing the location and volume of compatible sediment necessary to construct and maintain the project over its design life.
4. Identification of the financial resources or funding sources to fund the project over its design life.
5. Public comments received on the draft plan at the local level.

If approved, 15A NCAC 07H.0306(a)(9) would apply to proposed development projects along the affected area of the Towns and continue to allow setbacks to be measured from the Vegetation Line instead of the Pre-Project Vegetation Line defined in Rule 15A NCAC



07H.0305(a)(6).

After the initial BMP is approved, subsequent renewals may be requested every five years. Should the Town choose not to seek a future renewal, the regulatory benefits afforded by a CRC approved BMP, including the ability to measure setbacks from the vegetation line, would expire. Consequently, the Towns would revert to using the Pre-Project Vegetation Line as the measurement line for the determination of oceanfront development setbacks.

DCM staff have reviewed the Town's BMP and verified that the conditions in 15A NCAC 07J.1201 have been met and recommends that the Commission approve the Beach Management Plans for the Town's on Bogue Banks within Carteret County.

**ATTACHMENT A:** 15A NCAC 07J.1201 Beach Management Plan Approval

**ATTACHMENT B:** Carteret County BMP Submission Cover Letter

**ATTACHMENT C:** Carteret County – June 2025 Beach Management Plan



North Carolina Department of Environmental Quality | Division of Coastal Management  
Morehead City Office | 400 Commerce Avenue | Morehead City, North Carolina 28557  
252.515.5400

# ATTACHMENT A: 15A NCAC 07J.1201 – Beach Management Plan Approval

## SECTION .1200 – BEACH MANAGEMENT PLAN APPROVAL PROCEDURES

### 15A NCAC 07J .1201 BEACH MANAGEMENT PLAN APPROVAL

(a) A petitioner subject to a pre-project vegetation line pursuant to 15A NCAC 07H .0305 may petition the Coastal Resources Commission to approve a Beach Management Plan in accordance with the provisions of this Section. A "petitioner" shall be defined as:

- (1) Any local government;
- (2) Any group of local governments involved in a regional beach fill project; or
- (3) Any qualified homeowner's association defined in G.S. 47F-1-103(3) that has the authority to approve the locations of structures on lots within the territorial jurisdiction of the association, and has jurisdiction over at least one mile of ocean shoreline.

(b) A petitioner shall be eligible to submit a request to approve a Beach Management Plan after the completion of construction of the initial large-scale beach fill project(s) as defined in 15A NCAC 07H .0305 that required the creation of a pre-project vegetation line(s). For a pre-project vegetation line in existence prior to the effective date of this Rule, the award-of-contract date of the initial large-scale beach fill project, or the date of the aerial photography or other survey data used to define the pre-project vegetation line, whichever is most recent, shall be used in lieu of the completion of construction date.

(c) A Beach Management Plan applies to all pre-project vegetation lines within the Ocean Hazard Area of the petitioner's jurisdiction.

(d) A complete Beach Management Plan shall consist of a comprehensive document with supporting appendices and data that includes the following:

- (1) A review of all beach fill projects in the area of the Beach Management Plan including the initial large-scale beach fill project associated with the pre-project vegetation line, subsequent maintenance of the initial large-scale project(s), and beach fill projects occurring prior to the initial large-scale projects(s). To the extent historical data allows, the summary shall include construction dates, contract award dates, volume of sediment excavated, total cost of beach fill project(s), funding sources, maps, design schematics, pre-and post-project surveys, and a project footprint;
- (2) A review of the maintenance needed to achieve a design life of no less than 30 years of shore protection. The plan shall include anticipated maintenance event volume triggers and schedules, long-term volumetric sand needs, annual monitoring protocols, an analysis of the impacts or any erosion control structures, and any relevant maps, tables, diagrams, studies, or reports. The plans and related materials shall be designed and prepared by the U.S. Army Corps of Engineers or persons meeting applicable State occupational licensing requirements for said work;
- (3) Documentation, including maps, geophysical, and geological data, to delineate the planned location and volume of compatible sediment as defined in 15A NCAC 07H .0312 necessary to construct and maintain the large-scale beach fill project defined in Subparagraph (d)(2) of this Rule over its design life. This documentation shall be designed and prepared by the U.S. Army Corps of Engineers or persons meeting applicable State occupational licensing requirements for said work; and
- (4) Identification of the financial resources or funding sources necessary to fund the large-scale beach fill project, over the project design life, such as a dedicated percentage of occupancy taxes, special tax districts, or anticipated federal funding.

(e) Public Comment Requirements. The local jurisdiction shall provide an opportunity for public comments on the Beach Management Plan prior to submission to the Coastal Resources Commission for approval. Written comments on the Beach Management Plan shall be submitted by the local jurisdiction to the Division along with the request to approve the Beach Management Plan.

(f) A request to approve a Beach Management Plan shall be submitted to the Director of the Division of Coastal Management, 400 Commerce Avenue, Morehead City, NC 28557. Written acknowledgement of the receipt of a completed request, including notification of the date of the meeting at which the request will be considered by the Coastal Resources Commission, shall be provided to the petitioner by the Division of Coastal Management.

(g) The Coastal Resources Commission shall consider a request to approve a Beach Management Plan no later than the second scheduled meeting following the date of receipt of a complete request by the Division of Coastal Management, except when the petitioner and the Division of Coastal Management agree upon a later date.



*History Note:*     *Authority G.S. 113A-107; 113A-113(b)(6); 113A-124;*  
                          *Eff. March 23, 2009;*  
                          *Amended Eff. April 1, 2016;*  
                          *Readopted Eff. September 1, 2021;*  
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## ATTACHMENT B: BMP Submission Cover Letter

*Shore Protection Manager*

James Ryan Davenport  
Tel: (252) 222.5835  
Fax: (252) 222.5826  
Ryan.davenport@carteretcountync.gov



June 9, 2025

N.C. Division of Coastal Management  
c/o Tancred Miller, Director  
400 Commerce Avenue  
Morehead City, NC 28557  
(via email at Tancred.Miller@deq.nc.gov)

**Subject:** Submission of Carteret County (Bogue Banks)– Beach Management Plan

Dear Director Miller,

In accordance with 15A NCAC 07J.1201(f), Carteret County respectfully submits the attached Beach Management Plan for review and consideration by the Division of Coastal Management and the Coastal Resources Commission. This plan, which was developed in accordance with the guidelines and requirements set forth in 15A NCAC 07J.1201(d) and 15A NCAC 07J.1201(e), outlines the County's commitment towards implementing a beach nourishment maintenance plan sufficient to achieve a design life of at least 30 years of shore protection.

The County looks forward to working with the Division of Coastal Management as the Beach Management Plan is reviewed and ultimately submitted to the Coastal Resources Commission for final approval. Should you have any questions concerning this submission, or should you require a hard copy of the plan document, please feel free to contact either myself at (252) 342-5722, or Doug Huggett with the County's engineering firm, Moffatt and Nichol, at (919) 645-0649. Thank you in advance for your attention to this matter.

Sincerely,

A handwritten signature in blue ink, appearing to read "J. Ryan Davenport".

Ryan Davenport  
Carteret County Shore Protection Officer

Shore Protection Office • P.O. Box 4297 • Emerald Isle, North Carolina 28594  
[www.protectthebeach.com](http://www.protectthebeach.com)



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## ATTACHMENT C: Carteret County – June 2025 Beach Management Plan



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*Shore Protection Manager*

James Ryan Davenport  
Tel: (252) 222.5835  
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June 9, 2025

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c/o Tancred Miller, Director  
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Morehead City, NC 28557  
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Sincerely,

Ryan Davenport  
Carteret County Shore Protection Officer

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