

# **Town of Southern Shores**

5375 N. Virginia Dare Trail, Southern Shores, NC 27949 Phone 252-261-2394 / Fax 252-255-0876 www.southernshores-nc.gov

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9 **MEETING MINUTES** 

PLANNING BOARD-SEPTEMBER 20, 2021, 5:00 P.M.

LOCATION: PITTS CENTER-5377 N VIRGINIA DARE TRAIL, SOUTHERN SHORES, NC 27949

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## I. CALL TO ORDER:

15 Chairperson Andy Ward called the meeting to order at 5:00 pm. Planning Board Members Lynda

16 Burek, Ed Lawler, Robert McClendon, Jan Collins, John Finelli (ETJ), Andy Ward (Chairperson),

Deputy Town Manager/Planning Director Wes Haskett, and Town Clerk Sheila Kane were

18 present.

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Planning Board Alternate Member Richard Galganski and Town Manager Ogburn were also in attendance.

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# II. PLEDGE OF ALLEGIANCE:

Chairperson Ward led the Pledge of Allegiance.

**ABSENT:** Vice Chairperson Tony DiBernardo

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#### III. APPROVAL OF AGENDA:

Planning Board Member Burek moved to approve the agenda, Seconded by Planning Board 29 30

Member Collins. The motion passed unanimously (5-0).

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#### IV. APROVAL OF MINUTES

33 Planning Board Member Burek moved to approve the June 21, 2021 as presented, Seconded by

Planning Board Member Collins. The motion passed unanimously (5-0).

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#### V. PUBLIC COMMENT

37 None

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#### VI. OLD BUSINESS

**NEW BUSINESS** 

- A. ZTA-21-08, a Zoning Text Amendment application submitted by the Town of 41
- Southern Shores to amend Town Code 36-57, Definition of Specific Terms and 42
- 43 Words and Section 36-165, Regulations Governing Signage

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45 Chairperson Ward reviewed the CodeWright and Town Attorney analysis of Reed vs. Town of

Gilbert Case Comments. 46

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## Reed vs. Town of Gilbert Case Comments

*CodeWright:* 

This section is proposed to replace Section 36-165 of the current code. As mentioned in the Code Assessment, federal laws with respect to the regulation of signs have changed dramatically based on the US Supreme Court's ruling in the Reed vs. Town of Gilbert case. Essentially, the holding from this case is that sign standards that require the regulator to read the sign's message to determine which kind of sign standards to apply are not content-neutral. Court precedent has indicated that sign standards must be content neutral (to pass muster under the 1st Amendment to the Constitution), or must withstand the strict scrutiny doctrine. To withstand strict scrutiny, standards must be developed with a compelling governmental interest and must be narrowly tailored to achieve that specific interest. In practice, most sign standards are focused on aesthetics, and thus will NOT pass the test of strict scrutiny.

As a result, local governments across the country are now revising their sign standards in two or three key ways: First, sign standards may not be structured in ways that require the sign to be read to determine which set of standards to apply (in other words, no longer may a community apply differential sign standards based on sign type — you may not have special standards for "for rent" signs versus "directional signs"). Second, sign standards may not distinguish between "commercial" signs versus "noncommercial" signs (since doing so requires reading the sign's message). Third, the Court has ruled that speaker-based standards (sign standards that relate to a particular kind of use, like signs for a restaurant or a signs for a vacation rental) are not content neutral, and must also pass strict scrutiny.

One of the best ways to address this new court precedent is to maintain the time, place, and manner provisions for signs that most communities (including Southern Shores) already have, and revise any specific sign-type standards into a set of generic time, place, and manner sign standards that differ by type of zoning district. Fortunately, the Town's current sign standards are already organized in this fashion, and will only require some moderate adjustment to avoid the strict scrutiny doctrine.

(As of September 4, 2020 Westlaw shows that 669 cases have cited Reed since it's

publication in 2015), and I am unaware of the USSCT revisiting the issue directly.

#### Town Attorney:

Prior to the 2015 Supreme Court case of Reed v. Town of Gilbert, Ariz., 576 U.S. 155, 135 S. Ct. 2218, 192 L. Ed. 2d 236 (2015), there was a substantial body of law, much from the USSCT, which allowed for a distinction between commercial and non-commercial signage and allowed for a lowered standard of review for commercial speech. The Reed case itself did not address this line of cases, but on its face seemed to say that if you have to look at the content to regulate then strict scrutiny applied. Federal appellate courts interpreting the Reed case have come to differing conclusions whether or not a distinction can still be made between commercial signage and other signage. A significant body of conflicting case law has developed since Reed was decided in 2015

However, a handful of opinions have mentioned these distinctions without giving definitive analysis. See Barr v. Am. Ass'n of Political Consultants, Inc, 140 S. Ct. 2335, 2347 (2020) (Noting without a clear majority that the "decision is not intended to expand existing First Amendment doctrine or to otherwise affect traditional or ordinary economic regulation of commercial activity..." but also limiting that to "traditional or ordinary economic regulation of commercial activity that imposes incidental burdens on speech."); Nat'l Inst. of Family & Life Advocates v. Becerra, 138 S. Ct. 2361, 2374, 201 L. Ed. 2d 835 (2018) (finding no exception to content neutral analysis for professional services, while also referencing noncommercial speech). Where the courts have allowed the distinction, a lower standard of review has been applied to commercial speech. Generally, it is probably best practice to avoid the issue all together by having content neutral sign regulations.

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Also, while it is possible that the author is correct that determining the signage regulation based on use is considered to be content based, I am not aware of any courts holding that and would have to research the issue more thoroughly to determine the answer. See Barr v. Am. Ass'n of Political Consultants, Inc, 140 S. Ct. 2335, 2347 (2020) (confirming that "laws favoring some speakers over others demand strict scrutiny when the legislature's speaker preference reflects a content preference") (citing Reed). However, again, it's easy enough to avoid the issue entirely by having regulations which do not address the use of the property and instead rely on the zoning district designation of the property as the new ordinance provisions seem to do.

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Chairperson Ward reviewed a Coates' Canons Blog: Temporary Signs in the Right-of-Way by Adam Lovelady (NC School of Government). He read the following highlights:

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Along with the signs come the questions about the laws and limits for regulating campaign signs. This can be a confusing topic because of the ruling from the U.S. Supreme Court in Reed v. Town of Gilbert and because of the overlapping authority between local governments and the North Carolina Department of Transportation (NCDOT).

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Legal issues affecting the regulation of campaign signs include:

*Free speech protections limiting the regulation of sign content;* 

- 127 128
- Differences between regulations on private property and regulations on public property; and

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 Differences between regulations on state maintained rights-of-way and municipally maintained rights-of-way.

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134 Free Speech Issues 135

The U.S. Supreme court has ruled that regulations of signs that are based on what the signs say (content-based regulations) are subject to strict scrutiny—a standard that requires compelling government justification and will likely be struck down. In contrast, content-neutral regulations of the time, place, and manner of speech are subject to

intermediate scrutiny and are more likely to survive judicial review. Regulation of commercial speech also is subject to intermediate judicial scrutiny.

## **Temporary Signs on Private Property**

An ordinance or regulation may set reasonable content-neutral limits on noncommercial speech (including political signs) on private property. Such restrictions might include limits on the size, number, and location of temporary noncommercial signs.

Importantly, regulations of temporary noncommercial signs on private property must not be overly restrictive. The U.S. Supreme Court has noted the import of the residential signs because residential signs are inexpensive and convenient, they convey a message with a close connection to the speaker, and there are not adequate substitutes of expression if residents are completely prohibited from posting residential signs. In City of Ladue v. Gilleo, 512 U.S. 43 (1994), the city ordinance prohibited homeowners from displaying signs on their property, with limited exceptions. A resident challenged the ordinance when she was prevented from posting a sign protesting the Gulf War. The Court struck down the city's ban of almost all residential signs, but allowed that the city can still address residential signs with reasonable regulations. Similarly in Arlington County Republican Committee v. Arlington County, 983 F.2d 587 (4th Cir. 1993), the Fourth Circuit Court of Appeals ruled that limiting property owners to only two campaign signs was overly restrictive.

Can a local government set a time limit on temporary noncommercial signs on private property? Durational limits that are not overly restrictive likely may be used, but local governments should be wary of the potential legal pitfalls. Even before Reed courts around the country struck down durational limits that were too short (routinely striking down sign codes that limited campaign signs to less than sixty days). This is a reminder that anytime the government is regulating noncommercial speech it must not be overly restrictive—especially as related to residential property and possible political speech.

# **Temporary Signs in Public Rights-of-Way**

As noted above, courts distinguish between regulations of signs on private property and regulations of signs on public property. This section explores statutory authority and Free Speech considerations for regulations of temporary signs in the public right-of-way in North Carolina.

# **Local Rules for Municipal Rights-of-Way**

Under General Statute 160A-296, North Carolina municipalities have broad authority over their public streets, including the power to regulate the use of the streets and the duty to keep the streets free from unnecessary obstructions. This authority includes the power to regulate signs in the right-of-way.

Moreover, the statute about NCDOT authority, 136-32(f), confirms that cities may use their police powers to adopt regulations of signs in the rights-of-way within their jurisdiction and maintained by the city.

186 A municipality may prohibit temporary signs in the municipal right-of-way, or permit 187 them subject to certain even-handed, content-neutral restrictions. As with other 188 restrictions, this may include limits on size, location, time-frame, and other content-189 neutral aspects. A municipality may permit noncommercial temporary signs in the 190 right-of-way, but still restrict commercial temporary signs. 191 192 193 Chairperson Ward stated the Southern Shores ordinance for addressing campaign signs is 194 minimal. The ninety-day time limit is in there, but one would have to prove it has exceeded 195 the timeframe for removal. 196 197 Chairperson Ward proceeded with a review of ZTA 21-08 amending Town Code 36-57, 198 Definition of Specific Terms and Words and Section 36-165, Regulations Governing Signage. 199 200 Planning Director Wes Haskett reviewed notes from the previous meeting in reference to 201 ZTA-21-08. 202 Move for sale sign and for lease signs from Table B to Temporary Signs. 203 • Change two items in Table B "Properties where the lawful construction, 204 alteration, remodeling, or demolition of any building or use is taking place" 205 the number of signs per lot from three to five; a maximum surface of three 206 rather than six. 207 208 Chairperson Ward read the definition of temporary signs and would like to see some 209 language inserted for a definition of a permanent sign. 210 211 Planning Board Member Collins asked if a permanent sign would require a permit? Planning 212 Director Wes Haskett stated the board can recommend what they would like but a 213 permanent sign should require a permit, certainly in a commercial district. 214 215 Planning Board Member Finelli (ETJ) stated you could simply define permanent sign as any 216 sign that is not temporary. 217 218 Planning Board Member McClendon said the definition of temporary says it is intended to 219 display a message of temporary nature. It is not about the structure, it is the message, which 220 is of temporary nature. It is the message and the intent, opposed to the structure. A 221 permanent sign would be one that the message is not a temporary message. 222 223

Chairperson Ward asked if that needed to be incorporated into the definition of permanent, possibly with some parameters?

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Planning Director Haskett stated from staff perspective, he has never had an issue distinguishing permanent sign from a temporary sign.

Planning Board Member McClendon stated the board could decide to give a definition of permanent when it reaches a point that it becomes important.

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Chairperson Ward moved on to the last definition of sign, vehicle signs. He stated the definition is straight forward and does not need any clarification.

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Chairperson Ward addressed the changes to Part II, Section Sec. 36-165 stating egulations governing signs is a catch all for what the intent of what we are trying to do here. The regulation goes on to say, the town adopts these standards and regulations to ensure that permitted signs reflect the aesthetics desired by its residents; promote traffic safety; and provide minimum interference with individual property rights.

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Chairperson Ward reviewed changes to each section under regulations governing signs; everything has been stricken in the exclusion list, except the following:

(1) Exclusions

- Integral decorative or architectural features of buildings, except moving parts, or moving lights;
- Temporary signs of less than one day duration;
- (added wording) Fence-wrap signs affixed to fences surrounding a construction site, and used to indicate the construction firms actively working on a development site in accordance with N.C.G.S. 160D-908.
- (2) Number and area remain the same, no strike outs and no additional language.
- (3) Sign permit required changed to the following:
  - (3) Sign permit required. No sign shall hereafter be erected or attached to, suspended from, or supported on a building or structure, nor shall any existing sign or outdoor advertising structure be structurally altered, remodeled, or relocated, until a sign permit for same has been issued by the zoning administrator. No permit is required for signs in residential districts, temporary signs, or any sign not exceeding three square feet in area.

258 (7) <u>Prohibited signs</u>

- Addition of signs installed "by the Town" under (7)a.
- Strike (7)f. Any off site signs
- Strike 7(I) Tourist oriented directional signs.

(8) Signs permitted

- Strike, in residential area
- Add, the following requirements apply:
- Strike all of 8.A-H
- Addition of Tables A, B C, D and E

(9 through 13)

Strike in entirety

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Chairperson Ward called for discussion of Table A.

- 272 Planning Director Haskett stated examples of Table A. Permanent Signage in a Residential 273 District for Nonresidential Uses are the country club, fire department, school and church. It is 274 best to distinguish the nonresidential uses versus the residential uses so that the signage, the 275 square footage that has always been allotted to those nonresidential uses can continue and 276 at the same time not allowing the residential uses to have a 64 square foot sign in their yard. 277 278 Planning Board Member Lawler asked about signs in common areas, such as the parks in 279 Chicahauk and the Southern Shores Civic Association properties. 280 281 Planning Director Wes Haskett stated the subdivision signs fall under a different table, but 282 common areas and parks may need to be added. 283 284 Chairperson Ward stated those areas need to be included so they are in compliance. He
- 285 further stated the maximum height of 9 feet allowed is a bit extreme and would like to see 286 that reduced.
- 288 Chairperson Ward allowed comment form citizen John Carter. He stated the maximum 289 number of signs allowed could be problematic. Certain properties, such as the SSCA Marina, 290 could currently have more.
- 292 Chairperson Ward stated the number of signs in Table A could be bumped up and an 293 exclusion for directional type signs created.

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- 295 Planning Director Wes Haskett stated you cannot regulate directional and informational signs 296 per the ruling. Directional signs would be considered content and would not be content 297 neutral. As far as the height, any existing signs will be grandfathered.
- 299 Chairperson Ward stated 5 feet was a good number for maximum height. All board members 300 agreed.
  - Chairperson Ward called for discussion of Table B Permanent Signage in a Residential **District for Residential Uses**
  - Planning Director Wes Haskett stated all but one of the categories should be moved to temporary signs. The only category that should remain under this table is, major entrances to subdivisions. An alternate is to remove the word "permanent" from the table titles and leave the ordinance as it currently reads with just a temporary definition.
- 310 Chairperson Ward stated the title would then be, Signage in a Residential District for 311 Residential Uses.
- 313 Chairperson Ward addressed his thoughts on the height of sale signs. To not create a line-of-314 sight issue he would like to see the maximum allowed height of 42 inches above ground. He also requested reducing maximum surface to 3.5 feet. 315

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317	Planning Board Member McClendon stated the current 5 feet above ground does not seem
318	to be an issue.
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320	Planning Board Member Collins stated with the vegetation and grasses we have, 42 inches
321	will be too low to the ground. She recommends keeping it at five.
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323	Planning Board Member Lawler agreed, stating we reduced the size of signs, keep the height.
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325	Planning Board Member Finelli stated he preferred small signs and thinks they serve the
326	same purpose, but the realtors are going to want the five feet. They are three-foot signs but
327	then you put the rider on the top which is another foot and a rider on the bottom which is an
328	additional foot.
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330	Chairperson Ward agreed with the other members to leave the height at 5 feet.
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332	Chairperson Ward addressed signs at the entrances to subdivisions, suggesting the 12-foot
333	height limit be reduced to 6. Under additional requirements, remove shall be placed on the
334	principal building it advertises. Add a requirement that it must be placed on property within
335	the subdivision. All board members agreed
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337	Upon further discussion, all Planning Board Members agreed that there are currently
338	subdivision signs in the Town right of way and an exception to allow existing subdivision
339	signs in the Town rights of way needed to be created.
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341	Chairperson Ward called for a brief recess at 6:36 p.m.
342	Planning Board Reconvened at 6:41 p.m.
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344	Planning Director Wes Haskett stated the board may need to consider adding something that
345	addresses the house names under Table B. In most cases the name is on the house but there
346	are several that are out by the driveway.
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348	Town Manager Ogburn asked if both would be allowed.
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350	Chairperson Ward asked where it would be placed on the table. Planning Director Wes
351	Haskett stated under a new block on Table B, single family dwelling or vacation cottage. Then
352	the board would need to come up with number allowed, height, size, etc.
353	
354	Chairperson Ward said the issue would be the house name signs that are freestanding out at
355	the end of the driveway. How do you differentiate that between a protest sign and a sign
356	with a name on it, as far as temporary or permanent?
357	
358	Planning Director Wes Haskett stated he would have to give that some thought. The question
359	is going to be how you make it content neutral.

360361 Chairperson Ward stated you may ha362

Chairperson Ward stated you may have to create an entire new table for one application.

Chairperson Ward moved public comment up on the agenda to allow comment from a citizen waiting to speak. The following citizen spoke:

<u>Public Comment</u>-Paula Sherlock-66 Ocean Blvd-The Town right of ways vary incredibly different throughout town and most homeowners have no idea where the boundaries are set. Some properties have right of ways that are forty feet wide. Please be mindful that the sign ordinance will impact homeowners disproportionately. You are really impacting the ability of certain homeowners to freely express their opinions and it is going to be disparate in the community simply because some people have very narrow right of ways, and some people have large right of ways.

Planning Board Member Lawler stated utilities boxes/ water meters are a good reference point to the right of way.

Planning Director Wes Haskett stated it is not always accurate but is a good reference point.

Chairperson Ward stated unless a property owner recently had their property surveyed, they generally have no idea of the width of the right of way.

Town Manager Ogburn stated using the water meter to gage the right of way is 99% accurate. Even though it is campaign time, a sign is a sign in the right of way and they all will be removed. Moving forward, if there is a better way for citizens to understand a defined amount of feet off the side of the road, because we can measure that.

Chairperson Ward suggested making a commonsense table that gets put out in the newsletter and website letting candidates at election time know this is what is required. It needs to be simple and concise on how to comply.

Planning Board Member McClendon said NCDOT allows for political signs in the right of way if the property owner adjacent permits that.

Chairperson Ward stated NCDOT is on shaky grounds for only allowing political signs in the right of way.

Planning Board Member Collins stated the right of way is all over the place, but you could have a specific measurement from the road which would be a standard measurement where signs are allowed with owner's permission, far enough though for vehicle safety. Perhaps 20 feet would be a good number.

Chairperson Ward stated even 15 feet would be reasonable. Planning Board Member Collins replied, whatever is safe.

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405	Chairperson Ward asked Town Manager Ogburn if he had an issue with a blanket footage
406	from the road pavement. He stated NCDOT says 3 feet but that is absurd.
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408	Town Manager Ogburn stated you can regulate the time, manner, and place. The place
409	would be 10 feet off the edge of the pavement.
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411	Chairperson Ward stated he measured several utility boxes and the average distance from
412	the edge of the pavement was 13 feet. That wouldn't be too bad, signs wouldn't be right out
413	there at the road edge but back 14-15 feet.
414	District District Control of the con
415	Planning Director Haskett stated it was important to have property owners' permission so
416	there are not signs randomly 10-15 feet from the pavement.
417	
418	Chairperson Ward stated the board would need to agree on a distance from the pavement.
419	The <b>consensus</b> of all board members was 15 feet from the edge of the pavement with
420 421	property owners' permission. This is for all temporary signs, not just campaign signs.
421	Chairperson Ward stated since the Planning Board was not going to finish with ZTA 21-08 this
423	evening, would the Town be willing to let the five candidates running for office know that the
424	Planning Board agreed on a 15 feet requirement from the edge of pavement and that it
425	won't be enforced.
426	won't be emorced.
427	Town Manager Ogburn stated it is essentially what staff is doing now, absent of a water
428	meter/utility box showing the right of way.
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430	Planning Director Haskett stated he felt obligated to say that the Town Council should weigh
431	in on that matter.
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433	Chairperson Ward stated the Planning Board is just an advisory board and they are not there
434	to set law. He inquired of the next Council meeting. Planning Director Wes Haskett informed
435	him that it was October 5 <sup>th</sup> .
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437	Planning Director Haskett stated the Planning Board could make a recommendation to
438	Council.
439	·
440	By Consensus of all Planning Board Members, The Planning Board asked Town Manager
441	Ogburn to request Council consider at their October 5, 2021, meeting allowing campaign
442	signs/all temporary signs in the right of way 15 feet from the pavement for a 90-day period.
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445	The following changes were made to ZTA-21-08 by consensus:
446	Table A
447	<ul> <li>Reduce the maximum allowed height to 5 feet</li> </ul>

450 Table B 451	448	<ul> <li>Increase number of signs per lot to 3</li> </ul>
Delete the word "permanent" in Table B Title  For sale sign surface area reduce to 3.5 ft  Existing subdivision sign are permitted in ROW  Maximum height of 6 feet for subdivision signs  Table D  First category- "use type" needs to be changed to "sign type".  First category- "use type" needs to be changed to "sign type".  Table E Temporary Signs  Change surface area to 3.5 square feet per side  Maximum number to three  Keep the five-foot maximum height  Maximum duration per calendar year or number of days is 90  strike wording, temporary signs should be placed outside the ROW and at least five feet from lot line. Add wording allowing temporary signs fifteen feet from pavement.  Add wording under requirements, just paint or light reflective material  Blend Table E with Table B  New Business  Chairperson Ward moved to table agenda items, discussion of potential requirements for produce stands in the commercial zoning district and discussion of potential amendments to Town Code Chapter 26, Solid Waste, Seconded by Planning Board Member Burek. The motion passed unanimously (5-0).  Planning Board Member Comments  Chairperson Ward read a letter received from the Southern Shores Civic Association not to allow campaign signs or any temporary signs, unless it is the associations own temporary sign on their property. He requested that this policy be respected to help protect the appearance of the community.  Announcements Planning Director Haskett stated there are no pending applications other than the Town initiated items on the agenda tonight. The next meeting is Monday, October 18th at 5:00 p.m.  Adjourn  Hearing no further business, motion made by Planning Board Member Burek to adjourn, Seconded by Planning Board Member Collins. Motion passed unanimously. The time was 7:24 p.M.	449	<ul> <li>Create exclusion under of number of signs allowed</li> </ul>
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493 ATTEST: Respectfully submitted,

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495 Andy Ward, Chairperson Sheila Kane, Town Clerk

- Delete the word "permanent" in Table B Title
- For sale sign surface area reduce to 3.5 ft
- Existing subdivision sign are permitted in ROW
- Maximum height of 6 feet for subdivision signs

#### Table D

• First category- "use type" needs to be changed to "sign type".

## Table E Temporary Signs

- Change surface area to 3.5 square feet per side
- Maximum number to three
- Keep the five-foot maximum height
- maximum duration per calendar year or number of days is 90
- strike wording, temporary signs should be placed outside the ROW and at least five feet from lot line. Add wording allowing temporary signs fifteen feet from pavement.
- add wording under requirements, just paint or light reflective material
- Blend Table E with Table B

#### **New Business**

Chairperson Ward **moved** to table agenda items, discussion of potential requirements for produce stands in the commercial zoning district and discussion of potential amendments to Town Code Chapter 26, Solid Waste, Seconded by Planning Board Member Burek. The motion passed unanimously (5-0).

## **Planning Board Member Comments**

Chairperson Ward read a letter received from the Southern Shores Civic Association President Jeff Johnson. The letter stated it is the policy of the Southern Shores Civic Association not to allow campaign signs or any temporary signs, unless it is the associations own temporary sign on their property. He requested that this policy be respected to help protect the appearance of the community.

#### **Announcements**

Planning Director Haskett stated there are no pending applications other than the Town initiated items on the agenda tonight. The next meeting is Monday, October 18<sup>th</sup> at 5:00 p.m.

**Adjourn** 

Hearing no further business, **motion** made by Planning Board Member Burek to adjourn, Seconded by Planning Board Member Collins. Motion passed unanimously. The time was 7:24 P.M.

Over 1

Andy Ward, Chairperson

Respectfully submitted,

Sheila Kane, Town Clerk