



TOWN OF YEMASSEE SPECIAL TOWN COUNCIL MEETING

Tuesday, February 1, 2022 – 5:30PM

101 Town Cir, Yemassee, SC 29945-3363

-
- I. Call to Order – Mayor Colin Moore**
 - II. Pledge of Allegiance & Invocation**
 - III. Determination of Quorum**
 - a. Consent of the Agenda for the Tuesday, February 1, 2022, Special Town Council Meeting
 - IV. Presentations**
 - a. Acceptance of the Presentation of the Town of Yemassee FY2021 Annual Financial Audit (Presented by William Hancock, The Brittingham Group, LLP)
 - V. New Business**
 - a. Consideration of a Resolution Authorizing the Execution of an Intergovernmental Agreement for Mutual-Aid Between the Town of Yemassee, South Carolina and the City of Barnwell Police Department for Law Enforcement Services [Resolution 22-01]
 - b. Consideration of a Resolution Adopting the Beaufort County Connects Bicycle and Pedestrian Plan 2021 [Resolution 22-02]
 - c. Consideration of a Request for Approval of a Public Project Application by Palmetto Rural Telephone Cooperative for Phase 1 of a Fiberoptic buildout within the Town of Yemassee with the Project Area located West of U.S. Highway 17A, North of SC-68 and East of Gordon Street and a Resolution Authorizing Execution of an Easement for a communications equipment on the southwest corner of the Municipal Complex property. [Resolution 22-03]
 - d. Consideration of a Request for an Ordinance Approving Annexation of Approximately 3.25 Acres of land, located at 183 Trask Parkway, and further identified by Beaufort County TMS: R700 012 000 0029 0000. Applicant: Brian Cobban [Ordinance 22-01]

“FOIA Compliance – Public notification of this meeting has been published and posted in Compliance with the Freedom of Information Act and the Town of Yemassee policies.”

- Please note that each member of the public may speak during the Public Comment period at the end of the meeting. A Public Comment form must be filled out and submitted to the Town Clerk prior to the start of the meeting. Public comment must not exceed two (2) minutes.

- e. Consideration of a Request for an Ordinance Approving Annexation of Approximately 0.74 Acres of land, located at 191 Bing Street, and further identified by Hampton County TMS: 198-00-00-015. Applicant: Lazarus Reid [Ordinance 22-02]
- f. Consideration of a Request for an Ordinance Approving Annexation of Approximately 5.81 Acres of land, located at 14 & 16 Deveaux Hill Road, and further identified by Beaufort County TMS: R700 012 000 030B 0000 Applicant: Ohilda Bryant [Ordinance 22-03]
- g. Consideration of a Request for an Ordinance Approving Annexation of Approximately 4.07 Acres of land, located at 133 Trask Parkway, and further identified by Beaufort County TMS: R700 012 000 0051 0000. Applicant: Grandville D. Clark [Ordinance 22-04]
- h. Consideration of a Request for an Ordinance Approving Annexation of Approximately 3.89 Acres of land, located at 36 Montgomery Lane, and further identified by Beaufort County TMS: R700 012 000 0009 0000. Applicant: Edward Bryan Jr. [Ordinance 22-05]
- i. Consideration of a Request for an Ordinance Approving Annexation of Approximately 0.50 Acres of land, located at 48 Montgomery Lane, and further identified by Beaufort County TMS: R700 012 000 0049 0000. Applicant: Shalisa Williams. [Ordinance 22-06]

VI. Council Discussion (Non-Action Items)

- a. Stray Cats
- b. Consideration of an Ordinance regulating the amount of time garbage cans can be left curbside after collection

VII. Public Comment

- a. Public Comment must be submitted to the Town Clerk at least five minutes prior to the start of the meeting.

VIII. Adjournment

"FOIA Compliance – Public notification of this meeting has been published and posted in Compliance with the Freedom of Information Act and the Town of Yemassee policies."

- Please note that each member of the public may speak during the Public Comment period at the end of the meeting. A Public Comment form must be filled out and submitted to the Town Clerk prior to the start of the meeting. Public comment must not exceed two (2) minutes.

Colin J Moore
Mayor
Peggy Bing-O'Banner
Mayor Pro Tempore
Matthew Garnes
Town Clerk



Council Members
Alfred Washington
Stacy Pinckney
David Paul Murray

Town Council Agenda Item

Subject: Acceptance of the Presentation of the Town of Yemassee FY2021 Annual Financial Audit

Department: Town Council

Attachments:

	Ordinance		Resolution		Other
√	Support Documents		Motion		

Summary: Will be presented by William Hancock, The Brittingham Group, LLP.

Recommended Action: For information only

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

THE BRITTINGHAM GROUP, L.L.P.

CERTIFIED PUBLIC ACCOUNTANTS

501 STATE STREET
POST OFFICE BOX 5949
WEST COLUMBIA, SOUTH CAROLINA 29171

PHONE: (803) 739-3090

FAX: (803) 791-0834

Town of Yemassee
JAN 24 2022
Received

January 20, 2022

The Honorable Mayor and Members of Town Council
Town of Yemassee, South Carolina
101 Town Circle
Post Office Box 577
Yemassee, South Carolina 29945

Dear Honorable Mayor and Members of Town Council:

Enclosed are 10 copies of the Audited Financial Statements and Board Communications Letter for the Town of Yemassee, South Carolina for the year ended August 31, 2021.

It has been a pleasure serving the Town. If you have any questions, give us a call.

Very truly yours,



William H. Hancock, CPA

WHH:twp
Enclosures

THE BRITTINGHAM GROUP, L.L.P.

CERTIFIED PUBLIC ACCOUNTANTS

501 STATE STREET
POST OFFICE BOX 5949
WEST COLUMBIA, SOUTH CAROLINA 29171

PHONE: (803) 739-3090

FAX: (803) 791-0834

Town of Yemassee
JAN 25 2022
Received

The Honorable Mayor and Members of Town Council
Town of Yemassee, South Carolina
101 Town Circle, Post Office Box 577
Yemassee, South Carolina 29945

We have audited the financial statements Town of Yemassee, South Carolina (the "Town") for the year ended August 31, 2021, and we will issue our report thereon dated January 18, 2022. Professional standards require that we provide you with information about our responsibilities under generally accepted auditing standards (and, if applicable, *Government Auditing Standards* and the Uniform Guidance), as well as certain information related to the planned scope and timing of our audit. We have communicated such information in our letter to you dated May 18, 2021. Professional standards also require that we communicate to you the following information related to our audit.

Significant Audit Matters

Qualitative Aspects of Accounting Practices

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by the Town are described in Note 1 to the financial statements. No new accounting policies were adopted and the application of existing policies was not changed during 2021. We noted no transactions entered into by the Town during the year for which there is a lack of authoritative guidance or consensus. All significant transactions have been recognized in the financial statements in the proper period.

Accounting estimates are an integral part of the financial statements prepared by management and are based on management's knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. The most sensitive estimate(s) affecting the financial statements were:

- Useful lives of property and equipment

The financial statement disclosures are neutral, consistent, and clear.

Difficulties Encountered in Performing the Audit

We encountered no significant difficulties in dealing with management in performing and completing our audit.

Corrected and Uncorrected Misstatements

Professional standards require us to accumulate all misstatements identified during the audit, other than those clearly trivial, and communicate them to the appropriate level of management. There were no misstatements identified during our audit.

The following adjustments were made at the request of the client to adjust the books and records to the GAAP basis of accounting:

- To reclass items to the nonmajor funds.
- To adjust accumulated depreciation, asset additions and depreciation expense to asset listing.
- To adjust bonds payable to agree to amortization schedule and confirmation.

Disagreements with Management

For purposes of this letter, a disagreement with management is a disagreement on a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditor's report. We are pleased to report that no such disagreements arose during the course of our audit.

Management Representations

We have requested certain representations from management that are included in the management representation letter dated January 18, 2022.

Management Consultations with Other Independent Accountants

In some cases, management may decide to consult with other accountants about auditing and accounting matters, similar to obtaining a "second opinion" on certain situations. If a consultation involves application of an accounting principle to the Town's financial statements or a determination of the type of auditor's opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consultant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

Other Audit Findings or Issues

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to retention as the Town's auditors. However, these discussions occurred in the normal course of professional relationship and our responses were not a condition of our retention.

Town of Yemassee
JAN 25 2022
Received

Other Matters

With respect to the supplementary information accompanying the financial statements, we made certain inquiries of management and evaluated the form, content, and methods of preparing the information to determine that the information complies with U.S. generally accepted accounting principles, the method of preparing it has not changed from the prior period, and the information is appropriate and complete in relation to our audit of the financial statements. We compared and reconciled the supplementary information to the underlying accounting records used to prepare the financial statements or to the financial statements themselves.

This information is intended solely for the use of the Mayor and Council, management and others within the organization and is not intended to be, and should not be, used by anyone other than these specified parties.

Very truly yours,

The Brittingham Group LLP

West Columbia, South Carolina
January 18, 2022

Town of Yemassee
JAN 25 2022
Received

Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Resolution Authorizing the Execution of an Intergovernmental Agreement for Mutual-Aid between the Town of Yemassee, South Carolina and the City of Barnwell for Law Enforcement Services. [Resolution 22-01]

Department: Police

Attachments:

	Ordinance	√	Resolution		Other
√	Support Documents		Motion		

Summary: Requesting approval to execute the attached IGA for Law Enforcement Services between the Yemassee PD and the Barnwell PD.

Recommended Action: Adopt Resolution 22-01.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

RESOLUTION 22-01
A RESOLUTION OF THE TOWN OF YEMASSEE, SOUTH CAROLINA, TOWN COUNCIL
TO APPROVE AN INTERGOVERNMENTAL AGREEMENT FOR MUTUAL-AID
BETWEEN THE TOWN OF YEMASSEE, SOUTH CAROLINA AND THE CITY OF
BARNWELL POLICE DEPARTMENT FOR LAW ENFORCEMENT SERVICES

WHEREAS, Sections 23-20-10 through 23-20-50 of the Code of Laws of South Carolina (1976) as amended provides that any county, incorporated municipality, or other political subdivision of this State may enter into mutual aid agreements as may be necessary for the proper and prudent exercise of public safety functions; and

WHEREAS, these sections specify contractual provisions and approvals that are required for such agreements; and

WHEREAS, the officers and law enforcement provider under such agreements have the same legal rights, powers, and duties to enforce the laws of South Carolina as the law enforcement agency contracting for the services; and

WHEREAS, the Town of Yemassee, an incorporated municipality of the State of South Carolina, and the City of Barnwell, a political subdivision of the State of South Carolina have not previously entered into an agreement and are therefore required to; and

WHEREAS, it is the intent of the parties to share jurisdiction under the written agreement to the fullest extent permitted under South Carolina law, which requires that a mutual aid agreement must be approved by the appropriate governing body of each incorporated municipality or political subdivision that wishes to be a part of the agreement; and

WHEREAS, the Town of Yemassee wishes to approve the mutual aid agreement with the City of Barnwell Police Department as presented at Exhibit "A".

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND TOWN COUNCIL OF THE TOWN OF YEMASSEE AS FOLLOWS:

The Police Chief or his designee is authorized to act on behalf of the Town of Yemassee in executing this mutual-aid agreement between the Town of Yemassee and the City of Barnwell for Mutual-Aid Law Enforcement Services. (Exhibit A)

THIS RESOLUTION SHALL BE EFFECTIVE IMMEDIATELY UPON ADOPTION, SIGNED, SEALED AND DELIVERED AS OF THIS 8TH DAY OF FEBRUARY 2022.

Colin J. Moore, Mayor

ATTEST: Matthew E. Garnes, Town Clerk



City of Barnwell Police Department

105 BURR STREET - P.O. BOX 776

BARNWELL, SC 29812

803-259-1838

FAX 803-259-3309

Lamaz S. Robinson, Chief

January 10, 2022

Yemassee Police Department
101 Town Circle
Yemassee, SC 29945

Dear Chief Alexander:

Please find enclosed two copies of Mutual Aid Agreement. Our agency has updated our Mutual Aid Agreement and it has been approved by Barnwell City Council. Please fill in the blanks and sign one and return to our agency at Post Office Box 776, Barnwell, SC 29812. Please keep the other copy for your files. If you have any questions or concerns, please feel free to contact me at the above number.

Sincerely yours,

A large, stylized handwritten signature in black ink, which appears to be "Lamaz S. Robinson". The signature is written over the "Sincerely yours," text and extends to the right.

Lamaz S. Robinson
Chief of Police

Enclosure

STATE OF SOUTH CAROLINA)
)
) LAW ENFORCEMENT
) ASSISTANCE AND SUPPORT AGREEMENT
CITY OF BARNWELL)

This agreement is made and entered into this _____ day of _____, 20____, by and between the **BARNWELL POLICE DEPARTMENT**, 105 Burr Street, Barnwell, SC 29812 and the **YEMASSEE POLICE DEPARTMENT**, 101 Town Circle, Yemassee, SC 29945.

WHEREAS, as amended on June 3, 2016, South Carolina Code Ann. Section 23-20-10, et seq., provides for contractual agreements between and among state, county, municipal and local law enforcement agencies for the purpose of providing the proper and prudent exercise of public safety functions across jurisdictional lines;

WHEREAS, the **Barnwell Police Department** desires to enter into such an agreement with the **Yemassee Police Department** for the purposes of securing to each other the benefits of mutual aid in the event of natural disaster, disorder, special events, emergency situations, and any other law enforcement activities;

WHEREAS, the purpose of this Agreement is to define the scope of such mutual aid and the responsibilities of the parties; and

WHEREAS, during these activities, it is possible that law enforcement officers will respond to, become involved with, and/or deal with emergency situations, civil disorders, arrests, natural or manmade disasters, pursuits of criminal suspects, location of missing persons, criminal investigations, and/or any other matter handled by law enforcement, and the requesting agency desires replying agency's officers to have lawful authority and jurisdiction to respond to, become involved with, and/or deal with these or any other situations which may arise during the presence of responding agency's officers in the requesting agency's jurisdiction.

NOW, THEREFORE, in consideration of the mutual covenants and promises contained herein, it is the intent of the parties to share jurisdiction under this written Agreement to the fullest extent permitted under South Carolina law and it is further agreed as follows:

1. VESTING OF AUTHORITY AND JURISDICTION

To the fullest extent permitted by the Constitution and the statutes of this State, officers assigned under the Agreement shall be vested with authority, jurisdiction, rights, immunities, and privileges outside his resident jurisdiction for the purpose of investigation, arrest, or any other activity related to the criminal activity for which the agreement is drawn. This Agreement is in no way intended to effect any other multi-jurisdictional agreement(s) which may exist between the agencies. The assistance to be rendered pursuant to this Agreement shall solely involve responding law enforcement officers from one party's jurisdiction to the other. When so responding, such law enforcement officers shall have all powers and authorities of law enforcement officers employed by the requesting jurisdiction.

However, local ordinances adopted by a responding party's jurisdiction shall not be deemed extended into areas of operation that are located outside the geopolitical territorial limits of that party.

2. REQUEST FOR ASSISTANCE

The responding law enforcement officers may be requested in response to any public safety function across jurisdictional lines, such as multijurisdictional task forces, criminal investigations, patrol services, crowd control, traffic control and safety, and other emergency service situations. Assistance provided in this Agreement includes, but is not limited to:

- A. Emergency Situations;
- B. Civil Disorders;
- C. Natural or Manmade Disasters;
- D. Mass Processing of Arrests;
- E. Transporting of Prisoners;
- F. Operating Temporary Detention Facilities & Housing Inmates;
- G. Arrests;
- H. Pursuits of Criminal Suspects;
- I. Location of Missing Persons;
- J. Traffic Control and Safety;
- K. Criminal Investigations; or
- L. Any Other Matter Handled by Law Enforcement for that Particular Jurisdiction.

3. PRIMARY RESPONSIBILITY

It is agreed and understood that the primary responsibility of the parties to this Agreement is to provide law enforcement services within the geographical boundaries of their respective jurisdictions. Therefore, it is agreed that the law enforcement agency whose assistance is requested shall be the sole judge as to whether or not it can respond and to what extent it can comply with the request for assistance from the other agency.

4. PROCEDURE FOR REQUESTING LAW ENFORCEMENT ASSISTANCE

- A. Request. A request for assistance shall only be made by **the Chief of Barnwell Police Department**, or his/her designee, or **the Chief of Yemassee Police Department**, or his/her designee. This request shall include a description of the situation creating the need for assistance, the specific aid needed, the approximate number of law enforcement officers requested, the location to which law enforcement personnel are to be dispatched, and the officer in charge of such location.
- B. Reply. A reply to any request for assistance shall only be made by **the Chief of Barnwell Police Department**, or his/her designee, or **the Chief of Yemassee Police Department**, or his/her designee. If the request is granted, the requesting law enforcement agency shall be

immediately informed of the number of law enforcement officers to respond.

- C. Officer in Charge. The responding law enforcement officers shall report to the officer in charge of the requesting law enforcement agency at the designated location and shall be subject to the lawful orders and commands of that officer. The responding law enforcement officer shall exert their best efforts to cooperate with, and aid, the requesting law enforcement agency. The responding law enforcement officers shall be responsible at all times for acting within the policies and procedures set forth in the policy and procedure manual of the law enforcement agency by which they are regularly employed.
- D. Release. The responding law enforcement officers shall be released by the officer in charge when their services are no longer required or when they are needed to respond to a situation within the geographic boundaries of their own jurisdiction; provided however, the responding law enforcement officers shall use their best efforts to complete the requested service prior to being released.

5. PERSONNEL, COSTS AND RECORDS

Except as otherwise agreed among the parties, each party shall maintain control over its personnel. Except as otherwise provided herein, each party shall bear its own costs incurred in the performance of its obligations hereunder, and shall keep its own personnel and other usual records as to its assigned officers.

Any and all records of law enforcement activities conducted pursuant to this Agreement shall be the property of and maintained by the agency conducting the activity, including any incident reports, citations, photographs, or other images captured on any photographic or digital media. Nothing contained herein prohibits or precludes any participating agency from making or maintaining a copy of any such records referenced above.

6. REQUESTS FOR INFORMATION PURSUANT TO THE SOUTH CAROLINA FREEDOM OF INFORMATION ACT

Upon receipt, each agency participating in this Agreement must respond to requests for information pursuant to the South Carolina Freedom of Information Act.

7. COMPENSATION

This Agreement shall in no manner affect or reduce the compensation, pension, or retirement rights of any responding officer. Except as otherwise agreed, each party shall bear its own costs and expenses incurred in complying with this Agreement.

8. INSURANCE

Each party shall maintain such insurance coverage for general liability, workers' compensation, and other such coverage as may be required by law or deemed advisable by individual parties.

9. EMPLOYMENT STATUS

Nothing herein shall be construed or interpreted to imply that the law enforcement officers responding in accordance with this Agreement shall be the employees of the law enforcement agency requesting such assistance.

10. MODIFICATION OR AMENDMENT

This Agreement shall not be modified, amended, or changed in any manner except upon express written consent of the parties to this Agreement.

11. RESPONSIBILITY TO RESPECTIVE GOVERNING BODIES

Each party is responsible for any approval requirements to their respective governing body as may be required under South Carolina law.

12. SEVERABILITY

Should any part of this Agreement be found to be unenforceable by any court or other competent authority, then the rest shall remain in full force and effect.

13. BINDING SUCCESSORS IN OFFICE

All parties agree that any and all successors in interest to their offices will be similarly bound by the terms of this agreement without necessitating execution of any amendment.

14. NO INDEMNIFICATION OR THIRD PARTY RIGHTS

To the extent provided by law, the parties shall be solely responsible for the acts and omissions of their respective employees, officers, and officials, and for any claims, lawsuits and payment of damages that arise from activities of its officers. No right of indemnification is created by this agreement and the parties expressly disclaim such. The provisions of this agreement shall not be deemed to give rise to or vest any rights or obligations in favor of any rights or obligations in favor of any party or entity not a party to this agreement.

15. TERMINATION

This Agreement shall be terminated at any time upon written notice to the other party to this Agreement.

16. TERM AND RENEWAL

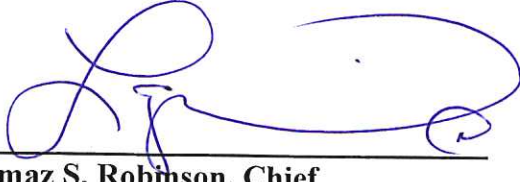
This Agreement is effective as to each party at the date and time of signing and will automatically renew each anniversary date, year to year, and term to term unless a party exercises its right to terminate as further described herein.

17. USE OF EQUIPMENT AND FACILITIES

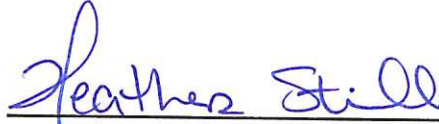
Each party shall be responsible for the maintenance of its own equipment and shall be responsible for the procurement of facilities unless otherwise agreed upon by the parties.

IN WITNESS WHEREOF, these parties have set their hands and seals at the date set forth above.

BARNWELL POLICE DEPARTMENT



**Lamaz S. Robinson, Chief
Barnwell Police Department**



Witness

YEMASSEE POLICE DEPARTMENT

**Gregory Alexander, Chief
Yemassee Police Department**

Witness

Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Resolution Adopting the Beaufort County Connects Bicycle and Pedestrian Plan 2021 [Resolution 22-02]

Department: Administration

Attachments:

	Ordinance	√	Resolution		Other
√	Support Documents		Motion		

Summary: The Beaufort County Connects: Bicycle and Pedestrian Plan 2021 is a proactive planning, multi-jurisdictional tool that identifies infrastructure gaps and outlines a two-decade plan on addressing these shortfalls to ensure all who live, work, or visit in Beaufort County are able to utilize a multi-modal pathway.

Recommended Action: Adopt Resolution 22-02 as presented.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

RESOLUTION 22-02
A RESOLUTION OF THE TOWN OF YEMASSEE, SOUTH CAROLINA, TOWN COUNCIL
TO ADOPT THE BEAUFORT COUNTY CONNECTS BICYCLE AND PEDESTRIAN PLAN
2021

WHEREAS, walking and biking are becoming increasingly popular as primary modes of transportation and recreation for Beaufort County residents and visitors, especially as the area experiences rapid population growth and development; and

WHEREAS, walking and biking can enhance recreational opportunities for residents of all ages and encourage routine participation socially and economically in the community, regardless of income or ability, thereby improving the health and well-being of the population; and

WHEREAS, walking and biking can improve the environment by reducing the impact on residents of pollution and noise, limiting greenhouse gases, and improving the quality of public spaces; and

WHEREAS, walking and biking can reduce traffic congestion by shifting short trips out of cars, making streets more accessible for public transport, walking, essential car travel, emergency services, and deliveries; and

WHEREAS, walking and biking can enhance public safety and security by increasing the number of “eyes on the street” and builds on the Yemassee Police Zone Program launched in 2018; and

WHEREAS, given the rapid pace of development throughout the County and the entire Lowcountry region, coordination and planning for pedestrian and bicycle infrastructure must be at the forefront of community planning efforts; and

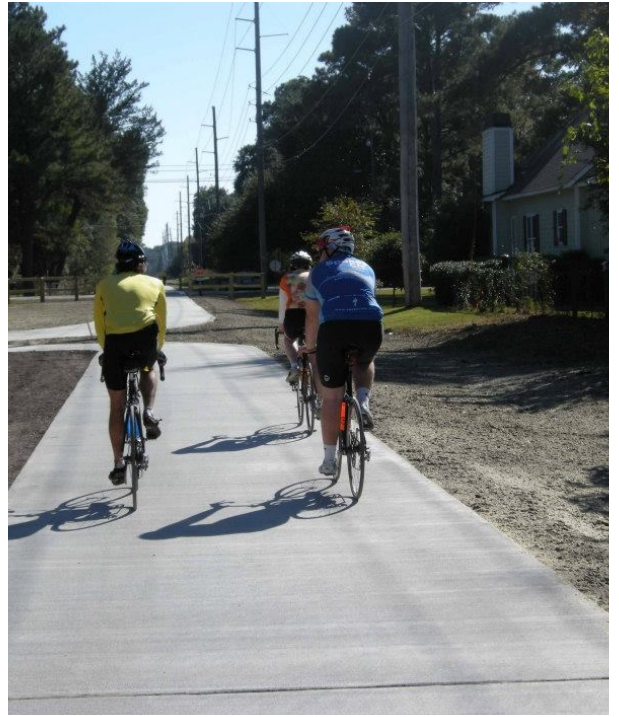
WHEREAS, the Beaufort County Connects: Bicycle and Pedestrian Plan 2021 is a proactive planning, multi-jurisdictional tool that identifies infrastructure gaps and community needs to be implemented over the next two decades to improve access to pedestrian and bicycle infrastructure throughout the County.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND TOWN COUNCIL OF THE TOWN OF YEMASSEE AS FOLLOWS:

The Town Council of the Town of Yemassee hereby adopts the Beaufort County Connects: Bicycle and Pedestrian Plan 2021. (Exhibit A)

Colin J. Moore, Mayor

ATTEST: Matthew E. Garnes, Town Clerk



BEAUFORT COUNTY CONNECTS

Bicycle and Pedestrian Plan 2021



ACKNOWLEDGMENTS

BEAUFORT COUNTY BICYCLE AND PEDESTRIAN TASK FORCE

Juliana Smith | *Beaufort County*

Noah Krepps | *Beaufort County*

Robert Merchant, AICP | *Beaufort County*

Alan Seifert, AICP | *Town of Bluffton*

Bill Partington | *Bluffton Resident*

Brent Buice | *East Coast Greenway*

C. William Brewer, P.E. | *Palmetto Cycling Coalition and Hilton Head Cycling, Inc.*

Carol Crutchfield | *Beaufort County School District*

Christian Dammel | *Lowcountry Council of Governments*

David Kimball | *Sun City Cyclers*

David Prichard, AICP | *City of Beaufort*

Dean Moss | *Executive Director, Friends of the Spanish Moss Trail*

Frank Babel | *Bike Walk HHI*

Heather Spade | *City of Beaufort*

Jennifer Ray | *Town of Hilton Head Island*

Jessie White | *South Coast Office Director, Coastal Conservation League*

John Feeser | *Owner, Lowcountry Bicycles*

Karen Heitman | *Sun City Cyclers*

Linda Bridges | *Town of Port Royal*

Missy Luick | *Town of Hilton Head Island*

Stephanie Rossi | *Lowcountry Council of Governments*

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EXECUTIVE SUMMARY

Beaufort County and its municipalities have seen exponential growth in recent decades and trends indicate growth will not slow down over the next ten years. This means the area will see more housing, more infrastructure, more jobs, and more traffic.

As communities and roadways grow increasingly congested and concerns over the environmental impacts of driving increase, **interest in walking and bicycling as a mode of transportation will grow.** With it, the need for transportation options that help reduce traffic congestion while improving access to economic hubs, community amenities, natural resources, and schools for all communities increases. And because development to accommodate growth is happening quickly, **pathway corridors need to be identified and secured as soon as possible.**

As the County and its municipalities prepare for future growth, it is imperative that coordinated planning for bicycle and pedestrian infrastructure happens now.

The *Beaufort County Connects: Bicycle and Pedestrian Plan 2021* is a **proactive planning tool** that supports improved access to bicycle and pedestrian infrastructure throughout the County and its municipalities. It is the result of a year-long, collaborative effort of a Bicycle/Pedestrian Taskforce made up of members from Beaufort County, the City

of Beaufort, the Town of Port Royal, the Town of Bluffton, the Town of Hilton Head Island, the City of Hardeeville, Jasper County, the Lowcountry Council of Governments, community and advocacy groups, and bike and pedestrian citizen advocates. **Because of the regional collaboration that went into building the plan, it identifies bicycle and pedestrian infrastructure gaps and needs, recommends proactive policies, provides an implementation plan, and offers funding sources that apply to each jurisdiction and will improve the bicycle and pedestrian network throughout the county.**

Several initiatives went into building the plan, including a public surveying exercise, public mapping exercise, and input collection from each participating municipality. Nearly 2,000 members of the public responded to the survey and mapping exercises. **Over 60% of the respondents indicated access to bicycle and pedestrian facilities is an important factor in deciding where to live and work.** Yet, almost half of them reported that though they have an interest in cycling or walking, they often don't because of concerns about the lack of safe facilities and wayfinding. This same group reported wanting walking or biking to be their primary mode of transportation. Clearly, there is a need and desire for a better, more interconnected network of bicycling and pedestrian infrastructure throughout Beaufort County. **The**

objective of this plan is to provide Beaufort County residents with a connected, safe network that meets the needs of all of its diverse users.

During the mapping exercise, the needs of the community were identified. The top six areas reported as needing safe bicycle and pedestrian routes or improvements are:

1. Downtown Beaufort to the Spanish Moss Trail (Beaufort)
2. May River Road (Bluffton)
3. Sams Point Road/Brickyard Road/Middle Road (Lady's Island)
4. Buck Island Road between Bluffton Parkway and US 278 (Bluffton)
5. SC 170 connecting the Northern and Southern halves of Beaufort County
6. Main Street (Hilton Head Island)

Input gathered from the public and collaborative feedback between local jurisdictions developed three major themes that the plan seeks to address. **Creating more connections** between neighborhoods, economic hubs, civic areas, and existing bicycle and pedestrian trails. **Developing a Spine and Spur framework** for building a network where a primary spine route connects northern and southern Beaufort County and smaller spur routes connect the spine to destinations. And **targeting the "interested but concerned" group** of riders and walkers for outreach efforts and education to promote bicycle and pedestrian transportation.

In total, 139 miles of trails and sidewalks, costing approximately \$84 million to build, were identified and included in the

plan. The completed network will include four types of bicycle and pedestrian facilities:

- On-road facilities, like protected bike lanes
- Road-separated multi-use paths, like the Spanish Moss Trail
- Low volume/low speed bike-friendly streets
- Sidewalks

In order to successfully build the network, the plan recommends important policies that will ensure the primary themes are addressed and all residents and visitors in Beaufort County have access to safe bicycle and pedestrian paths.

Critical policies that will support successful implementation include:

1. Adoption of *Beaufort County Connects: Bicycle and Pedestrian Plan 2021* by resolution within each jurisdiction and incorporation into their respective Comprehensive Plans.
2. Creation of a staff position within Beaufort County government whose primary responsibility is to oversee the implementation of *Beaufort County Connects 2021* and collaborate with jurisdictions and local, state, and federal agencies to secure funding for and manage development of paths.
3. Consideration of a 2022 ballot initiative to re-impose the 1% capital project sales tax to continue to fund transportation improvements including complete streets and multi-use paths. Additionally, establishment of a regular schedule for future referendums to continue funding these initiatives.

4. Coordination with the Lowcountry Area Transportation Study (LATS) during the update to the Long Range Transportation Plan to incorporate the projects listed in *Beaufort County Connects 2021* and advocate for a target percentage of funding to be devoted to bike and pedestrian facilities.

Additionally, the plan calls for the creation of a Bicycle and Pedestrian Advisory Committee to assist the County and County's bicycle and pedestrian coordinator in planning, funding, development, and implementation of the facilities and programs included in *Beaufort County Connects 2021* to result in increased safety and use of bicycle and pedestrian transportation and recreation.

Important funding sources have been identified to provide a firm financial foundation for the plan, including, but not limited to, federal discretionary grants, community development block grants, capital project sales tax, LATS, foundation grants, and local accommodations taxes. It is imperative that diverse sources of funding are sought and maintained to ensure a consistent revenue stream for developing the projects included in this plan.

Ultimately, *Beaufort County Connects 2021* is a bold, aggressive plan designed to provide a safe, interconnected, and efficient bicycle and pedestrian network for Beaufort County. It will require ongoing collaboration between all jurisdictions, advocacy groups, advisory

committees, and a coordinator to be successfully implemented. Fortunately, *Beaufort County Connects 2021* provides the routes, policies, programs, and funding sources to achieve the desired outcome – an enhanced quality of life, improved public health, economic access and opportunity, and equity for people of all races, genders, ages, abilities, and economic statuses throughout Beaufort County.

CHAPTER 1:

INTRODUCTION

WHY PLAN FOR PEDESTRIANS AND BICYCLISTS? —

There are things that immediately come to mind when one imagines the unique natural and built environments of Beaufort County – **sprawling salt marshes, rich local culture and history, canopy roads, and small-but-bustling downtowns.** In recent years, the beginnings of a connected multi-use pathway network have found a place on the list of amenities that make the County a highly sought after place to live and visit. The crowds of people that use the Spanish Moss Trail and the extensive pathway network on Hilton Head Island stand as proof that **people, residents and visitors alike, want access to a safe and connected bicycle and pedestrian network.**

“[Cycling] is by far my favorite activity [on] Hilton Head. I've never seen anything so remarkable...”
“...The trails are beautiful, diverse and functional. They're also safe and well-marked. **This is what it should be like in every community.**”

-Trip Advisor Review,
September 2020



The benefits of bicycle and pedestrian infrastructure extend to all aspects of a community. From physical/mental health and social bonding, to tourism dollars, job creation, and emissions reductions, we can vastly improve the state of the region and the quality of life of its residents by taking bold, consistent steps to provide pathway access to all.

TRANSFORMING TRANSPORTATION

Bicycle and pedestrian facilities are a vital component of Beaufort County's regional

transportation network. A connected network of multi-use paths promotes healthier lifestyles, improves real estate values, attracts knowledge based-industries, and **provides an alternative mode of transportation for all residents.**

This is a critical time to implement bike and pedestrian facilities:

- Traffic volumes on Lady's Island are increasing at a rate of 1.6% annually based on data from the last 10 years.
- On Sea Island Parkway near Meridian Road, traffic increased by 12% between 2009 and 2019; just east of the Lady's Island Drive intersection, traffic increased by 24%.
- On US 21 south of Laurel Bay Road, average daily traffic increased 16%.
- In Port Royal on the Russell Bell Bridge, average daily traffic increased 33%.
- In Bluffton, traffic increased by 20% on May River Road and by 35% on US 278.

It is now commonly understood that new or widened roads attract more traffic. This is a concept known as **"induced demand"** and is often

summarized with a quote usually attributed to the great American urbanist Lewis Mumford: **"Building more roads to prevent congestion is like a fat man loosening his belt to prevent obesity."** There has to be another way and fortunately, there is - focusing on multi-modal transportation in order to include transit, cycling, and walking. We need to change and broaden our focus from traffic management to mobility. And, it is important to remember that as we implement capital projects, **we need to build communities through transportation, not transportation through communities.**



THE NEED TO MOVE

Not-for-profit hospitals are required to conduct a Community Health Needs Assessment (CHNA) every three years. Beaufort Memorial Hospital (BMH) prepared a CHNA in 2016 and 2019. These documents provide important information on the current well-being of the community and health needs going forward.

South Carolina ranks number 12 in the nation for the rate of adult obesity. Not surprisingly then, obesity is a problem here in Beaufort County. Morbidity data collected for the County in 2013 indicated that 21% of the adult population was obese. By 2019, that number had increased to 23%--almost one in four adults. Excessive weight has been identified as a causal factor in the development of heart disease, diabetes,

hypertension, and stroke. Obesity is even more common in children. A 2018-2019 study at a Beaufort County middle school shows 34%, 44% and 43% of 3rd, 5th, and 8th

According to the Center for Disease Control (CDC), getting enough physical activity could prevent 1 in 10 premature deaths.

graders respectively are overweight or obese.

The problems associated with excessive weight are not going unnoticed. In 2016, BMH conducted a survey and asked respondents (542) what the five most significant health problems in their community were. Obesity or being overweight was the most frequently cited problem, with 64% of respondents indicating this as a significant health issue. Coming in second and third, 52% of respondents ranked diabetes as a major problem, and 51% said high blood pressure was a significant concern. Obesity is a contributing factor to both these serious health conditions.

The Hospital's 2019 CHNA asked a similar question regarding the community's top ("most pressing") health problems. Of the 1,683 respondents, 43% identified obesity as one of the top health issues in the County. Only the cost of health care was listed by more participants as a concern.

As noted in the Executive Summary of the 2019 report, while Beaufort County ranks much better than many counties in the state (i.e., the state that is 12th in the rate of adult obesity!), ". . .there are very definite areas of concern where intervention is needed to circumvent continued increases in morbidity and potential increases in mortality, especially from preventable causes."

The need for movement couldn't be clearer. It's time to get out the bike and ride!

HOW WALKING AND BIKING CAN IMPROVE OUR HEALTH



Benefits for Children

- Reduces risk of depression
- Improves aerobic fitness
- Improves muscular fitness
- Improves bone health
- Promotes healthy development and growth
- Improves attention and some measures of academic performance



Benefits for Adults

- Lowers risk of high blood pressure
- Lowers risk of stroke
- Improves aerobic fitness
- Improves mental health
- Improves cognitive function
- Reduces arthritis symptoms
- Prevents weight gain



Benefits for Healthy Aging

- Improves sleep
- Reduces risk of falling
- Improves balance
- Improves joint mobility
- Extends years of active life
- Helps prevent weak bones and muscle loss
- Delays onset of cognitive decline

Access Benefits

A connected bicycle and pedestrian network provides **safer, shorter trips to key destinations** for people who are unable or unwilling to drive. Increasing access to the network increases access to employment opportunities and daily necessities.

“Nearly **one-third of the U.S. population**—including children, older adults, people with disabilities, low income people, women, and rural residents—**are transportation disadvantaged** (e.g., they are unable to transport themselves or purchase transportation).”
-American Public Health Association



Economic Benefits

A 2017 study found that cyclists spent \$83 billion on trip-related sales and \$97 billion in retail sales nationally. The study also found that tourism spending contributed to the creation of 848,000 jobs.

In 2018, the Bureau of Economic Analysis estimated the economic output of outdoor tourism to be \$734 billion, of which \$96 billion

can be attributed to bicycling retail sales.

In Beaufort, the Spanish Moss Trail attracts **40,000 annual visitors**, and **24% of those live beyond a 50-mile radius** of Beaufort, stimulating tourism and recreation-related spending.

Community Benefits



When we provide cyclists and pedestrians access to a trail network, we open up greater opportunities for access to history, culture, and nature and **improve quality of life** and sense of place for residents and visitors. Giving residents the ability to walk to work and stores can bolster employment opportunities and lessen financial constraints. Connected networks don't just link people to destinations, **they allow people to connect with each other.**

A study by the Rails-to-Trails Conservancy stated greenhouse gas emissions in the U.S. are expected to rise to 9.7 billion tons in 2030 from 7.2 billion tons in 2005. Scientists suggest annual emissions must be reduced by 1.2 billion, the same amount attributed to personal transportation each year, to address the effects of greenhouse gases. Connected bicycle and pedestrian facilities provide residents and visitors the ability to choose their mode of transportation for short trips, **reducing carbon emissions.**

Environmental Benefits



A SAFER ROUTE

BICYCLE INFRASTRUCTURE MAKES CYCLING SAFER

The design of streets greatly influences the overall safety of cycling. The safest streets are those with cycling-specific infrastructure.

PROTECTED BIKE LANES POSE **90% LESS CHANCE OF INJURY** AS RIDING ON MAJOR STREETS WITH PARKING!

Improving safety conditions for pedestrians and bicyclists will be critical to promoting walking and bicycling in Beaufort County. Concerns over safety are justified. According to the 2019 South Carolina Traffic Collision Fact Book, one pedestrian is killed in the state every 2.2 days and one bicyclist every 13.5 days. In Beaufort County, during the three-year period between 2018 and 2020, nine pedestrians were killed and four cyclists died in crashes.

In 2021, South Carolina was ranked as the 7th most dangerous state in the United States for pedestrians as outlined in the report “Dangerous by Design” published by The National Complete Streets Coalition and Smart Growth America. This is a worsening of the state’s already poor rating in the 2019 report, when the state was ranked 10th. South Carolina’s continued place on the top ten list underscores the profound lack of pedestrian infrastructure in the state.

Between 2009 and 2017, South Carolina experienced over 9,000 crashes involving pedestrians and 1,112 pedestrian fatalities. Accidents did not affect the population equally. Although the state was approximately 27% African American at the time, 47% of those involved in pedestrian crashes were African American.

2016 data from the National Highway Traffic Safety Administration confirms that walkers and bikers make up 18.2% of all traffic fatalities. **Proactive policies, infrastructure planning, and education** are imperative to improving safety conditions for bicyclists and pedestrians. For example, by implementing those elements, the state of Oregon experienced a 31% decrease in bicyclist fatalities and a 47% increase in bicyclist commuters from 2012-2016.



With regard to bicyclists, the report, “South Carolina Pedestrian and Bicycle Crash Analysis 2009-2017” noted there were 146 bicycle fatalities statewide between 2009 and 2017. In the “Bike Friendly State Report Card” prepared by the League of American Bicyclists, South Carolina ranked low, at 42 out of the 50 states and with regard to fatalities for bike commuters, ranked 46 out of 50, where 50 is the worst. Locally, Beaufort County ranked third among all 46 counties in the state for most bicycle crashes per 1,000 people. Again, the impacts were not experienced evenly across the population. While African Americans made up only 27% of the population, they were involved in nearly 40% of the bicycle crashes over the nine-year period.

Pedestrian and bicycle crashes and fatalities have gone up considerably in recent years. Pedestrian fatalities alone have increased by 45% between 2010 and 2019, and 2019 saw the highest numbers of pedestrian deaths since 1990. Action will be needed at all levels of government--with participation from nonprofit and community groups--to address this growing safety concern. From building “complete streets,” making signalized intersection improvements, implementing a Vision Zero program to educate the public on safe driving and cycling techniques, to promoting walking and cycling events, much more can and needs to be done to improve the environment for pedestrians and cyclists in the County.

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PROJECT MISSION AND OBJECTIVES

The mission of the Bicycle and Pedestrian Task Force is to **identify routes, recommend facility types, and suggest policies and ordinances** that will foster **safer, more accessible walking and bicycling** in Beaufort County for residents and visitors.

Objectives

- Establish walking and biking as **routine, efficient, safe, and equitable** options for both transportation and recreation.
- Expand the integrated network of sidewalks, multi-use paths, and on-street bicycle **connections** linking people to destinations like jobs, schools, parks, monuments, and adjacent communities.
- Enhance **quality of life, public health, economic opportunity, and equity** for people of all economic statuses, races, genders, ages, and abilities.

OVERVIEW OF EXISTING TRAIL NETWORK

Beaufort County, with its flat terrain and warm climate, has great potential to increase and improve opportunities for walking and cycling. While the county's historic communities of Beaufort, Bluffton, and Port Royal were compactly built with the pedestrian in mind, much of the growth in the last 50 years has been automobile centric, with low-density development and separated land uses. Yet, progress has recently been made to construct safe pedestrian and cycling routes to residential and retail areas and employment destinations.

Previous and Ongoing Regional Pathway Efforts

Hilton Head Island: Since the 1970s, the Town of Hilton Head Island has been a regional leader in

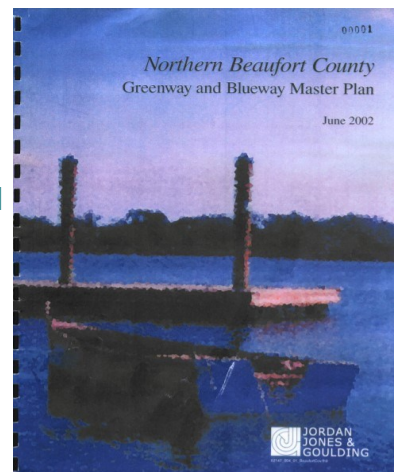


developing off-road multi-use paths, with over 60 miles of public paths and another 50 miles in gated communities. The paths connect the island's residential, commercial, and resort destinations and are a top amenity for residents and visitors.

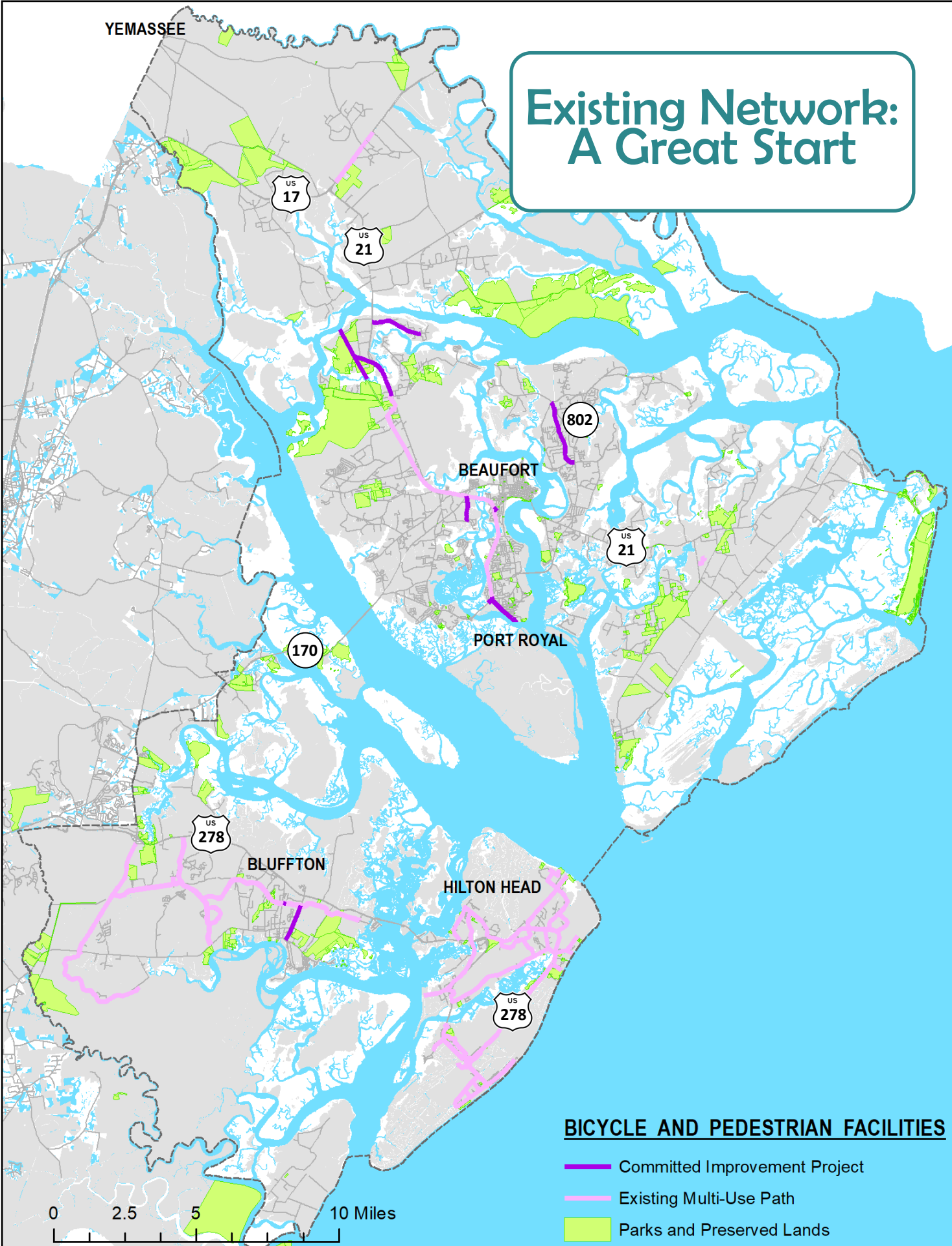
Southern Beaufort County: In the Bluffton area, over 22 miles of multi-use paths have been developed as part of the construction of the Buckwalter, Bluffton, and New Riverside Parkways, and the widening of SC-170, US-278 and SC-46. This network connects many residential areas with businesses, schools, and employment centers. In addition, the Town of Bluffton

has improved sidewalks to advance the walkability of Old Town Bluffton and to provide safe routes to area schools (Simmonsville, Buck Island, and Red Cedar streets).

Northern Beaufort County: In northern Beaufort County, approximately 10 miles of the Spanish Moss Trail have been constructed primarily on the right-of-way of the former Port Royal Railroad. Along with serving an important regional recreational need, the Spanish Moss Trail connects residential areas with businesses, retail and tourist destinations, and major employers, like the Marine Corps Air Station and Beaufort Memorial Hospital. Additional improvements include walkways over the Woods Memorial and McTeer Bridges and multi-use paths along Boundary Street.



Existing Network: A Great Start



BICYCLE AND PEDESTRIAN FACILITIES

- Committed Improvement Project
- Existing Multi-Use Path
- Parks and Preserved Lands

SPOTLIGHT: SPANISH MOSS TRAIL



You'll find history and nature everywhere in Beaufort County, even out on the trail. Beaufort County's Spanish Moss Trail follows the path of the historic Magnolia Line, chartered in 1856. Starting at the historic Kinghorn Warehouse (ca 1915) at the Depot trailhead, the Trail passes along marsh, over tidal creeks, and through hardwood forests. During a ride along its 10-mile length, you are as likely to see some of the area's abundant wildlife--dolphins, wading birds, and bald eagles--as you are other walkers and cyclists.

The Magnolia Line, constructed in 1870, ran south from Yemassee to Port Royal on the Beaufort River. The extension to Augusta, Georgia opened in 1873. The ownership of the railroad changed hands several times over the decades until 1985 when the

South Carolina State Ports Authority purchased the track and established a new Port Royal Railroad. Business along the line was minimal however, and operations ended in November 2003.



AJPierro Photography

In November 2009, Beaufort-Jasper Water & Sewer Authority acquired the right-of-way to use as a utility corridor. In a visionary move in January 2011, the Authority granted a surface easement to Beaufort County to develop 16 miles of the corridor as a recreational trail to be named the Spanish Moss Trail.

In 2012, the Friends of the Spanish Moss Trail was founded by community leaders as a private non-profit corporation to advocate for the development of the Spanish Moss Trail. The Friends partnered with the PATH Foundation of Atlanta to develop a master plan for a 16-mile trail. PATH, an organization with 25 years of experience building over 300 miles of trails, outlined a phased plan to build a 12-foot wide concrete trail designed for the enjoyment of bikers, runners, walkers, and nature enthusiasts of all stages of life. The inaugural project, a one-mile section of trail between the Depot trailhead and Allison Road, was completed in November 2012.

After that, and with strong public support, it was “full steam ahead.” Today, ten miles of the Trail are open and used by over 50,000 residents and visitors a year. The trail provides a trip through a variety of Lowcountry habitats, from salt marsh, tidal creek, bottomland swamp, to hardwood forest. The trail traverses a variety of human habitats as well, from suburban residential neighborhoods, small industrial enclaves, to protected land around the Marine Corps Air Station.

The Trail is known for its views of the marsh, the bridges over tidal creeks, and glimpses of wildlife like

mink, winter ducks, roseate spoonbills, osprey, and of course, deer. The quirky, abandoned “Pickle Factory” provides a reminder of the area’s agricultural past.

The next phase of construction is the much-anticipated extension of the Trail to the Sands Beach in Port Royal and then from Clarendon Road to the Whale

Beautiful trail in excellent condition ... this has been one of the most enjoyable rides my wife and I have made in the US. Highly recommend it and suggest you take your time....

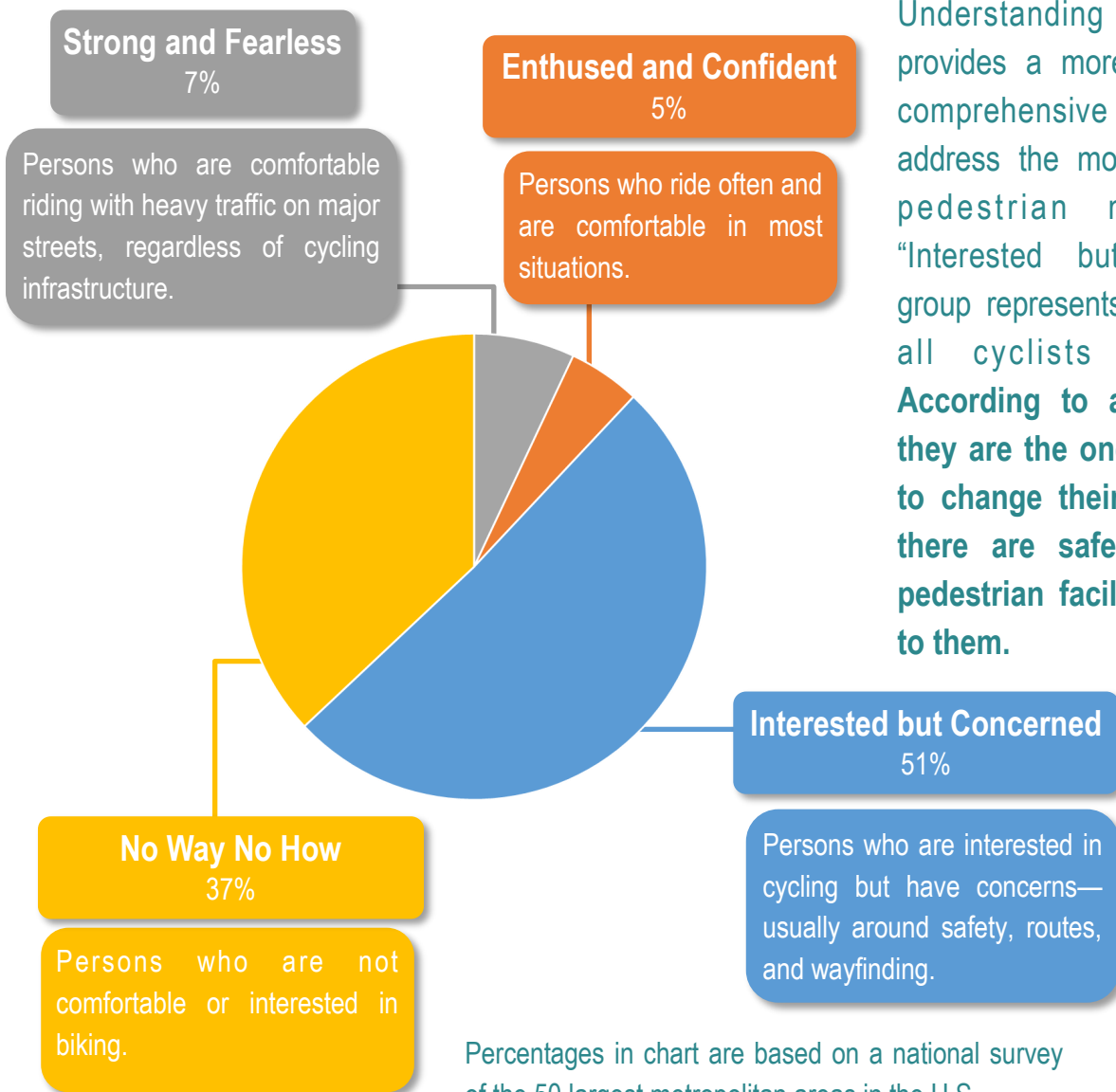
-Review from TrailLink

Branch River--bringing the Lowcountry a connected 16-mile Trail. A spur to historic Downtown Beaufort is currently being designed. As with so much of trail implementation, the downtown connector is a partnership effort between Beaufort County, the City of Beaufort, and The Friends.

Recognizing the gem that is the Spanish Moss Trail, in 2020, *Outside Magazine* named the Trail one of the ten best walking trails in America. Truly, the Spanish Moss Trail has become one of the County’s greatest assets.

USER TYPES

Cycling is increasing nationally as a transportation and recreation choice. From 2000 to 2019, bicycle commuting rates increased 58% nationally and 88% in communities that have invested heavily in bicycle infrastructure. When considering bicycle facilities, it is important to understand what types of investments have the greatest potential to promote cycling. To better understand the needs of cyclists, we relied on four commonly used cyclist categories based on comfort level and willingness to consider cycling a viable transportation mode.



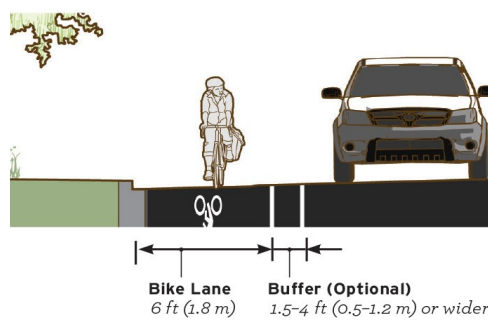
Understanding user types provides a more efficient and comprehensive network to address the most bicycle and pedestrian needs. The “Interested but Concerned” group represents about half of all cyclists nationwide. According to a 2016 study, they are the ones most likely to change their habits when there are safe bicycle and pedestrian facilities available to them.

Percentages in chart are based on a national survey of the 50 largest metropolitan areas in the U.S.

FACILITY TYPES

In order to meet the mission and objectives of this plan, emphasis must be placed on serving the needs of the “Interested but Concerned” group with a comprehensive network of multi-use paths and bike friendly streets. For the purposes of this plan, there are four general types of bicycle and pedestrian facilities:

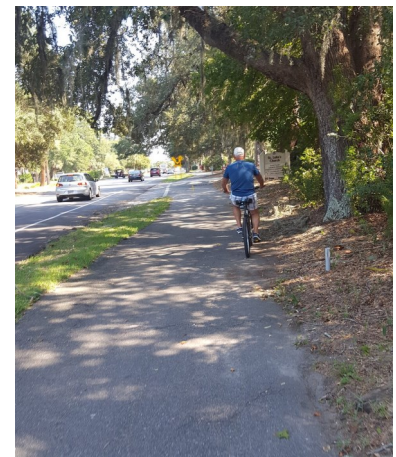
On-Road Facilities: On-road facilities, including shared lanes, paved shoulders, bike lanes, and protected bike lanes (“cycle tracks”), are primarily used by the “strong and fearless” and “enthused and confident” types of cyclists. While paved shoulders greatly improve safety, especially where



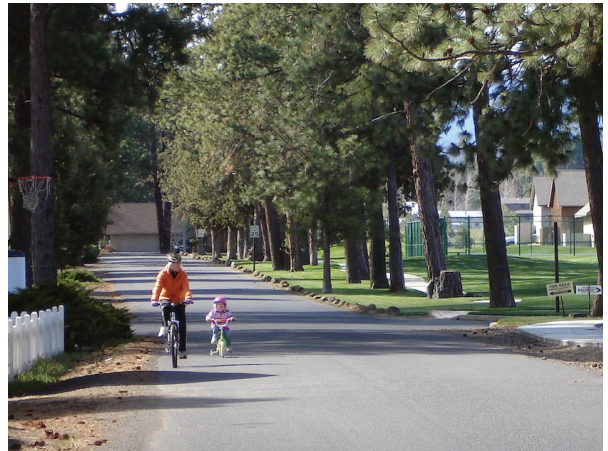
there are higher speeds or traffic volumes, inadequate shoulder width and presence of rumble strips frequently stand in the way for even the most fearless cyclists. Adequate, paved on-

road facilities should be targeted for rural and suburban areas. On lower speed urban streets, designated bike lanes have the potential to increase the number of “interested but concerned” cyclists.

Multi-Use Paths: Multi-use paths are pedestrian/bikeways that are typically separated from motorized traffic by an open space or barrier and are either within the highway right-of-way or within an independent right-of-way. When designed correctly, multi-use paths provide the greatest level of comfort and safety for cyclists and pedestrians and have the greatest potential to increase ridership among “interested but concerned” cyclists, including children and the elderly. They also provide safe facilities for cyclists and pedestrians with no other transportation choices.



Bike-Friendly Streets: Bike-friendly streets are low volume/low speed streets that provide a safe environment for bicyclists. Included in this category is the “Bicycle Boulevard”, which is optimized for bicycle travel with treatments such as traffic calming and traffic reduction, signage and pavement markings, and intersection crossings. These treatments allow through movements for cyclists while discouraging similar through trips by nonlocal motorized traffic. Maximum traffic speeds should not exceed 25 MPH.



Sidewalks: The primary purpose of sidewalks is to provide a safe path for pedestrians that is separated from vehicular traffic by on-street parking or a planting strip. Width of sidewalks should be a minimum of 5 feet in low density residential areas and increase in width in areas of high pedestrian traffic. Sidewalks should be prioritized where they provide safe and convenient access for pedestrians to schools, parks, retail, and services.

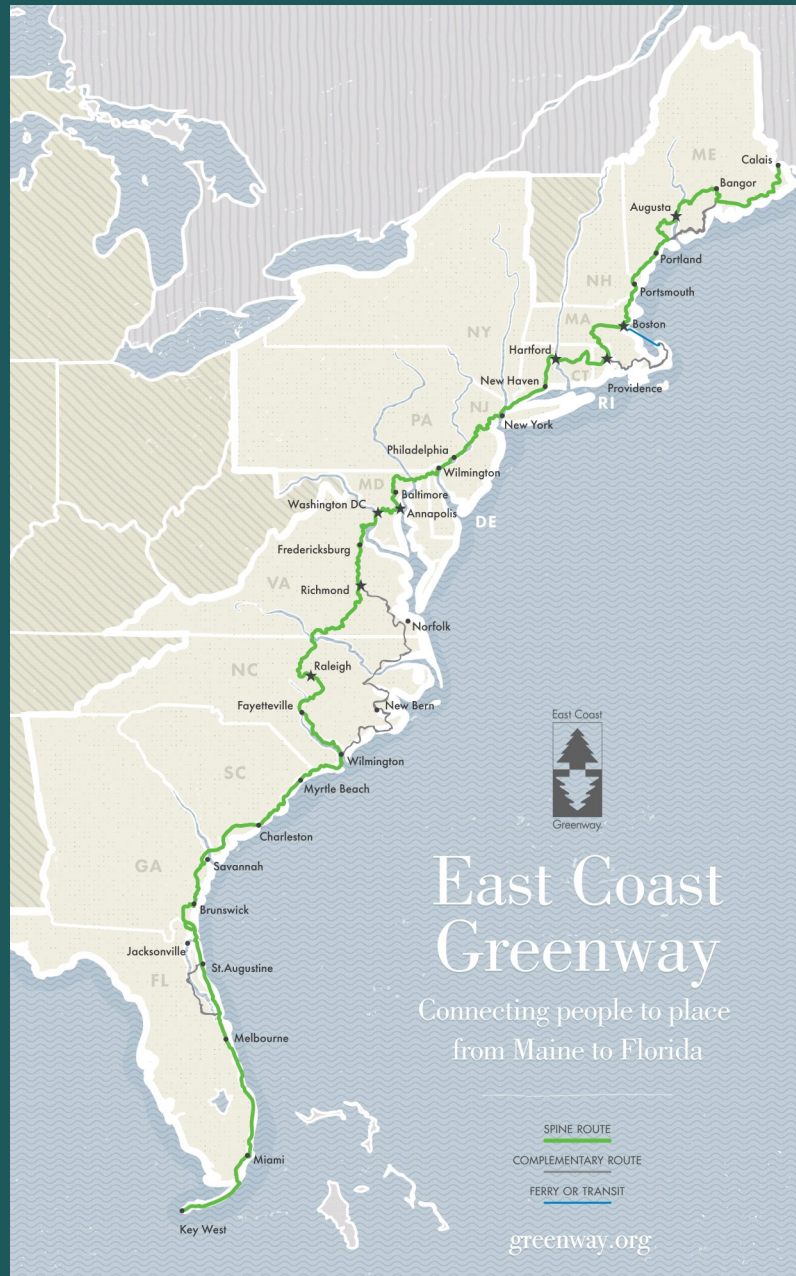
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SPOTLIGHT: EAST COAST GREENWAY

In coastal South Carolina, 20% of the spine route of the East Coast Greenway (ECG) has been completed as a paved, traffic-separated, multi-use path. Beaufort County features three completed segments of the ECG spine route: the Gardens Corner Greenway, the Spanish Moss Trail, and the SC-170 side path. Completed segments are those that meet the requirements described in the *Greenway Guide* (www.greenway.org/design-guide) and are typically 10-12' wide paved trails, also known as greenways, sidepaths, and multi-use paths.

The East Coast Greenway (ECG) is an envisioned 3,000-mile, non-motorized trail system connecting cities, towns, and natural areas from Maine to Florida. The non-profit East Coast Greenway Alliance coordinates efforts to complete and promote the ECG.

When completed, the ECG will consist of a network of locally developed multi-use paths, rail-trails, and similarly non-motorized facilities, linked to form a continuous spine trail passing through more than 450 communities in fifteen coastal states and Washington DC.





Above: The multi-use path along SC 170 in Okatie is an approximately 4.5 mile segment of the ECG stretching from US 278 to SC 46.



Left: The Spanish Moss Trail makes up 10 miles of the ECG spine route through Beaufort County and will account for a total of 16 miles when fully developed.

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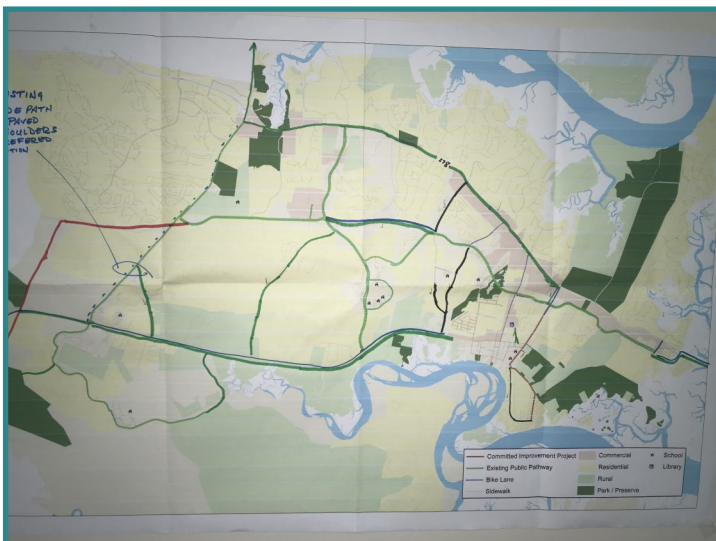
CHAPTER 2:

PROCESS AND PUBLIC INPUT

TASK FORCE PROCESS OVERVIEW

In the fall of 2019, Beaufort County Planning staff assembled a Bicycle and Pedestrian Task Force comprised of local and regional planners representing various municipalities and organizations, as well as pathway and cycling advocates from across the County. The initial goal of this group was to **identify the most urgent needs for facilities in the existing bicycle and pedestrian network, recommend future projects to address those needs, and develop consistent policies for what types of bicycle and pedestrian facilities are appropriate for urban, suburban, and rural areas of the County.** The group soon decided this effort was critical enough to result in a stand-alone Bicycle and Pedestrian Plan.

The task force worked to identify the areas of greatest need in the existing network using maps of existing pathways, committed future pathways, and landmarks such as schools, parks, libraries, and major employers. The group then performed a mapping exercise and created a list of potential pathway projects to meet its objectives. Over the course of several months, the initial project list was reworked to address additional gaps and ensure efficiency of the proposed network.



Proposed facilities ranged from multi-use paths, to sidewalks, to protected bike lanes based on the needs of the community. Once the task force had an established list of projects, focus shifted to engaging the public.

PUBLIC INPUT SURVEY

In the summer of 2020, the County released an online survey to gain public input regarding citizens' walking and cycling habits and desires. The survey was available from the first week of July until the first week of August on the County website and was advertised by the participating municipalities and by advocacy groups including the Coastal Conservation League, the Sea Island Coalition, and Bike Walk Hilton Head Island. The survey consisted of two parts:

- A multiple-choice question and answer section; and
- A mapping exercise in which respondents were asked to indicate improvements or new facilities they would like to see.

A total of 1,946 people responded to the survey. Of the almost 2,000 respondents, 57% identified as female, 42% as male, with the remainder choosing not to identify as a particular gender. Over 70% of the respondents were adults over 55. Almost 42% were over 65.

In general, people feel safe walking in their neighborhood. When asked if they felt safe walking in their community, almost 80% of all participants responded yes. The areas where people did not feel safe walking were on Lady's Island, where almost 30% stated they did not feel safe walking, and in Burton, zip code 29906, where approximately 24% indicated they did not feel safe walking. Okatie and City of Beaufort respondents felt the most comfortable walking, with 89% in Okatie and 88% in Beaufort stating they felt safe walking in their neighborhood.

Residents feel a little less comfortable when on a bike, but in general, still feel safe. Slightly over 75% of those responding indicated they felt safe cycling in their community, while one in four people stated the opposite. Lady's Island was again the area where the highest percentage of respondents indicated they did not feel safe cycling (45.5%). The Burton area (zip code 29906) also

had a higher than average percentage of residents feeling uncomfortable riding (33%). In contrast, The Town of Hilton Head Island had the highest percent of respondents that felt safe riding (80%). This reflects the extensive investments the Town has made in bike paths and promoting Hilton Head as a Bike Friendly Community.

To encourage people to walk more, it is important to identify what impediments there might be to traveling on foot. Respondents were given a list of eight items and asked to identify which of these stopped them from walking as much as they'd like. The top three issues identified were:

- not enough sidewalks;
- motorists don't exercise caution; and
- the places they need to go are beyond walking distance.

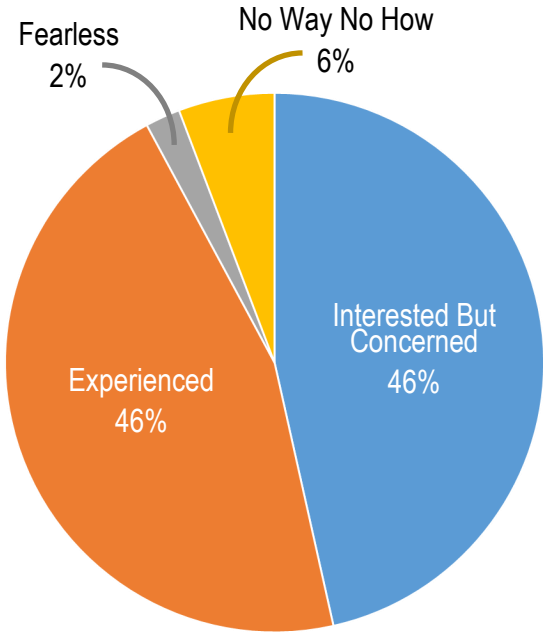
These findings have important implications for the County's comprehensive land use planning effort. Promoting a policy of "complete streets" at the state and local level will help ensure that new roads and road improvements provide safe, convenient places for pedestrians to walk. Making the design of streets "context sensitive" will help control vehicle speeds. Promoting mixed-use, walkable developments will put people close to shopping and services, and provide safe means of access for pedestrians and cyclists.

Issues that were not major impediments were inadequate accommodations for people with disabilities, lack of enforcement of traffic laws, and safety/security concerns.

Survey results indicate that investments in cycling infrastructure and cycling programs could have major payoffs. Only 6% of participants stated they had no interest in cycling. When asked to rate their experience and interest in cycling, 46% of participants stated they were interested in cycling but had concerns with safety, routes, and wayfinding. Expanding cycling infrastructure and targeting education and promotional events at this large segment of the population could greatly expand the cycling community

ADDITIONAL SURVEY FINDINGS

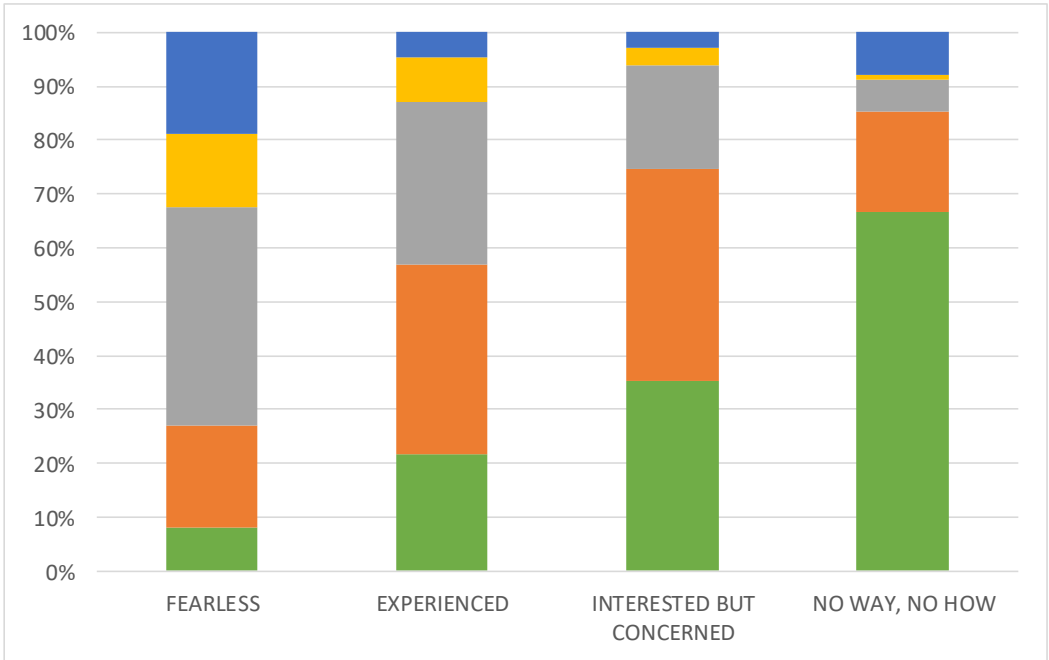
All survey respondents were asked questions about safety, comfort, and existing facilities:

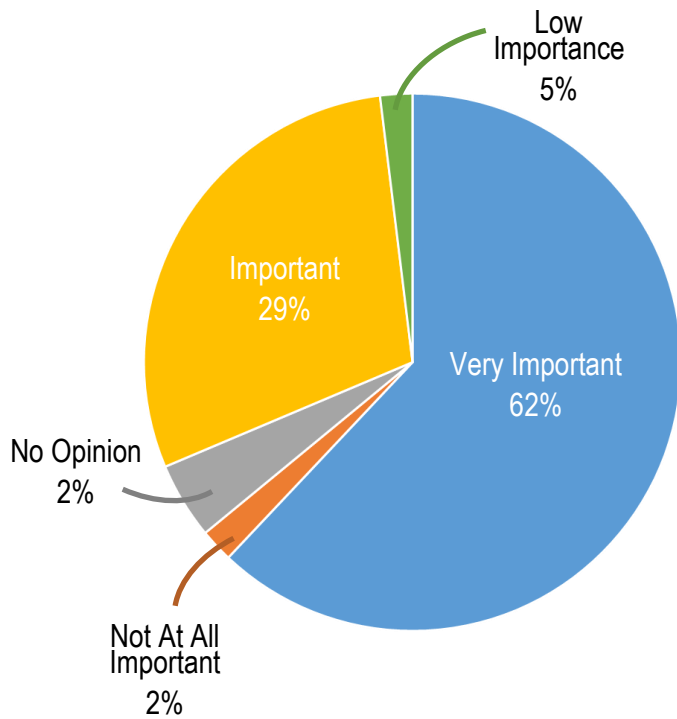


When asked to identify the type of cyclist closest to their own comfort level, over 46% of respondents self-identified as “Interested but Concerned.” **Almost 50% of that group would like walking or biking to be their primary mode of transportation.**

At what traffic speed do you feel unsafe riding a bicycle in mixed traffic (by cyclist type)?

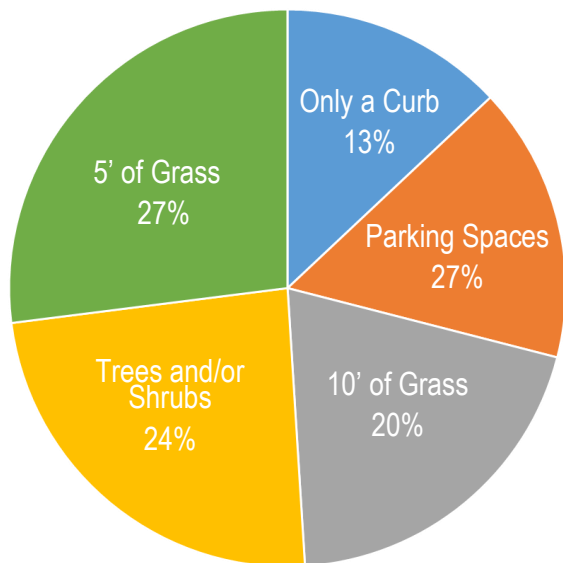
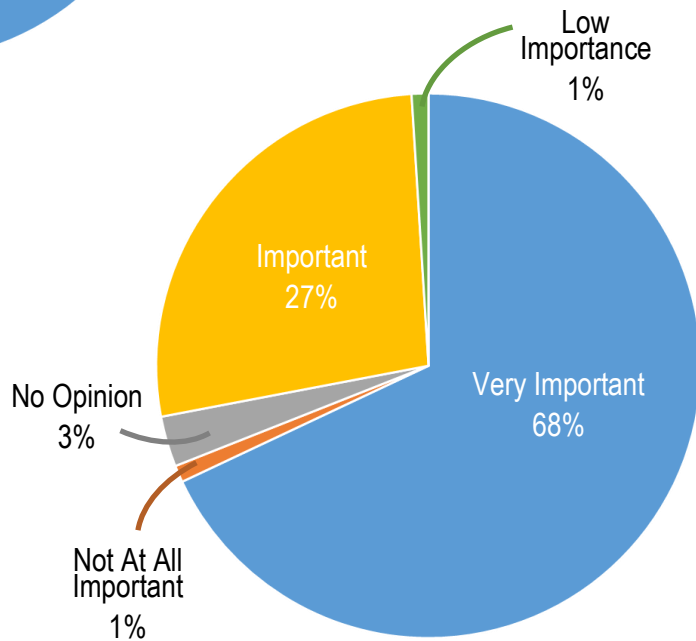
- Never Uncomfortable
- 55 MPH or higher
- 45 MPH or higher
- 35 MPH or higher
- 25 MPH or higher





How important are bikeability and/or walkability in your choice of where to live or work?

How important is it for county and local governments to invest in bicycle and pedestrian systems?



I feel safe when “insert option here” separates the sidewalk from the road.

MAPPING EXERCISE

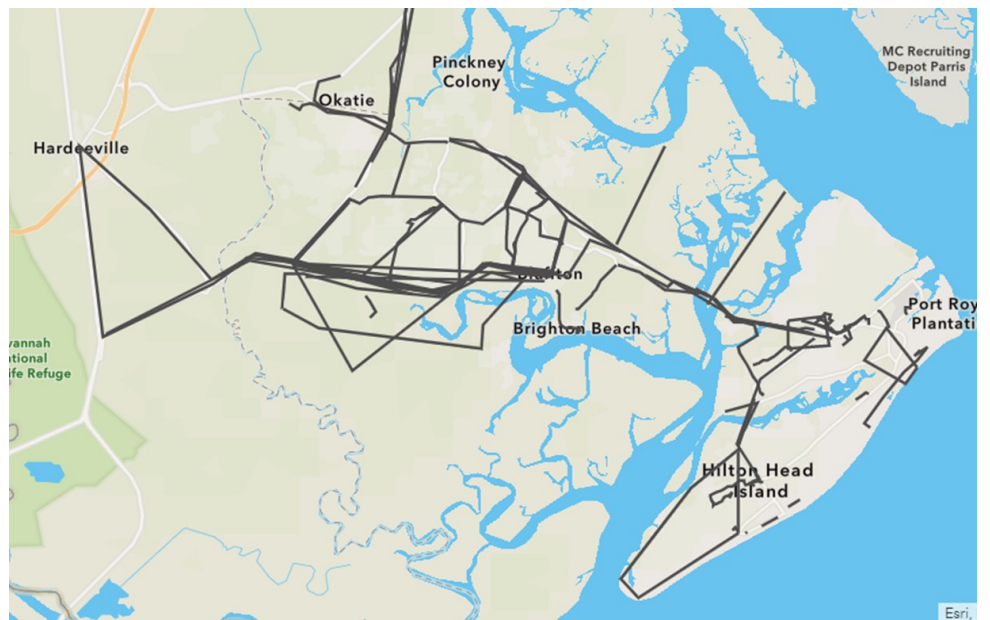
FINDINGS

Next, respondents were asked to identify bicycle and pedestrian routes most in need of facilities and/or existing infrastructure in need of improvements. Respondents were also able to give written descriptions of their recommendations.



Responses in Northern Beaufort County focused on major corridors and connections between downtown Beaufort, the Town of Port Royal, and Lady's Island/St. Helena Island out to Hunting Island.

Similarly, Southern Beaufort County respondents frequently identified routes between established residential areas and newer commercial development, between Bluffton and Hilton Head Island, and heading north on SC-170.



MAJOR THEMES

MAKING CONNECTIONS:

Respondents frequently mentioned connecting neighborhoods, commercial locations, civic areas, and existing bicycle and pedestrian trails.

SPINE AND SPUR:

Many responses suggested using certain portions of existing trails and planning efforts as a “backbone” or “spine” to the regional network. Several others mentioned creating “spurs” or “loops” from the spine out to destinations.

Other important themes included:

- Safety improvements.
- Wayfinding and signage for bicycle and pedestrian access.
- Education initiatives including a phone app with route-making capabilities, safety resources, and updates on regional bicycle and pedestrian planning efforts.

TOP MENTIONED ROUTES / IMPROVEMENTS

1. Connection from Spanish Moss Trail to Downtown Beaufort
2. May River Road
3. Sams Point Road / Brickyard Point Road / Middle Road
4. Buck Island Road between Bluffton Parkway and US 278
5. SC 170 connecting Northern and Southern Beaufort County
6. Main Street (Hilton Head Island)

CHAPTER 3:

PROJECT PRIORITIZATION

PRIORITIZATION METHODOLOGY

After collecting public input, the Task Force developed a process for prioritizing the proposed recommendations using the “Making Connections” and “Spine and Spur” themes resulting from the public input survey. Several precise criteria were also used in the decision-making process. Project prioritization does not preclude implementing projects on an opportunistic basis, where cost-efficiencies or new project partnerships become available.

Therefore, the results of the prioritization process are intended as a flexible framework for seeking funds to design and engineer the highest priority projects.

GUIDING PRINCIPLES

Making Connections:

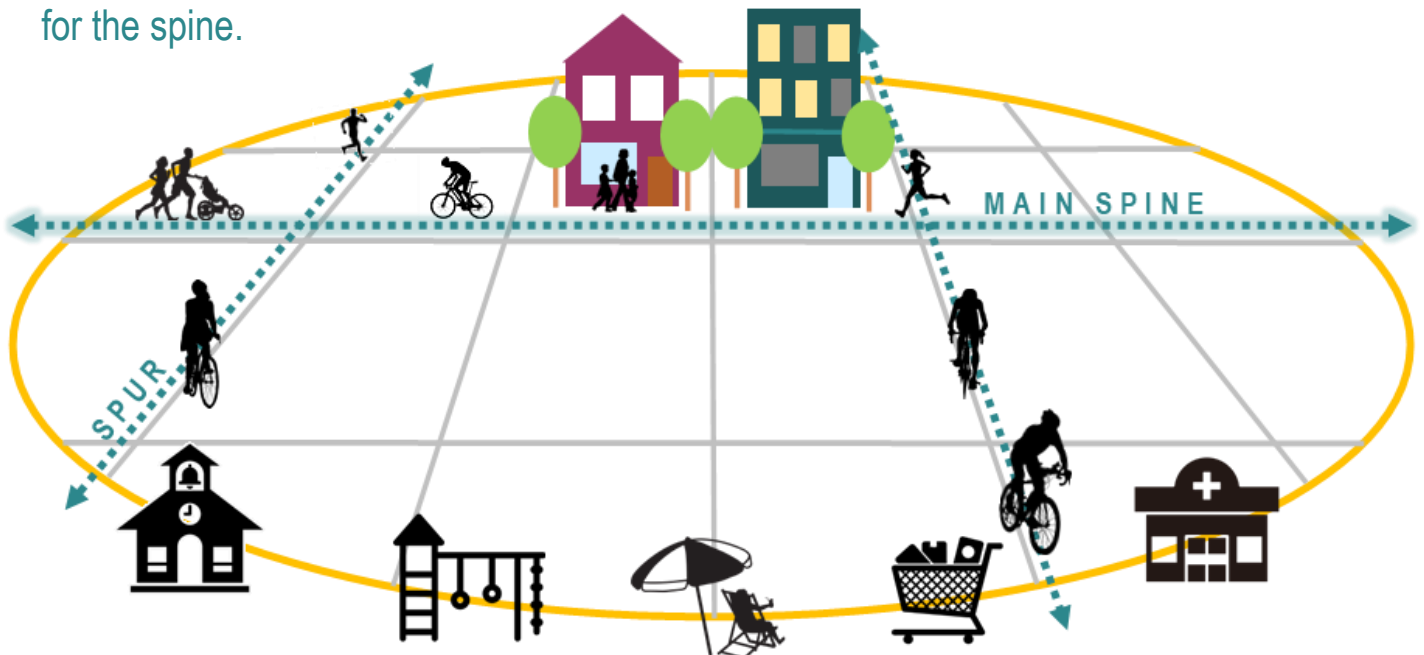
This plan aims to connect residents and visitors to jobs, schools, parks, shopping, nature, and other destinations in the region. Recommended projects have been prioritized on their merit in relation to this goal.

Target the “Interested but Concerned”:

46% of users in Beaufort County are “Interested but Concerned” and most likely to change their habits. Multi-use paths, signage, and educational opportunities through schools programs, pamphlets, or other publications are critical pieces of the puzzle in making more people feel “Enthused and Confident.”

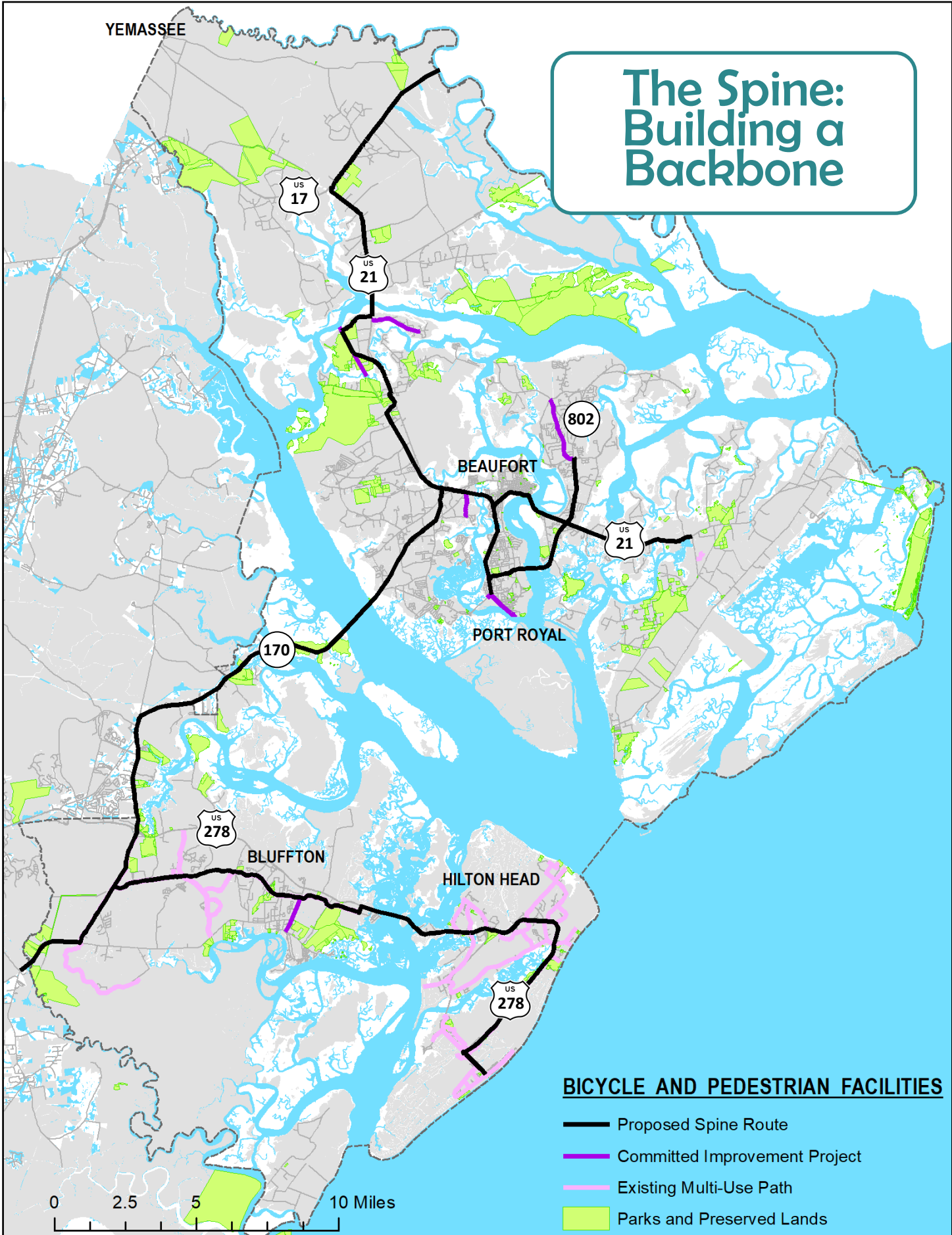
Spine and Spur Approach:

This approach identifies a central “spine” of the network and strives to add connected “spurs” that reach into communities and provide safe, efficient access to the existing network. Beaufort County has an existing pathway network in the Spanish Moss Trail, Bluffton Parkway, and throughout Hilton Head Island that should be used as the basis for the spine.



YEMASSEE

The Spine: Building a Backbone



POLICY AND PROGRAM RECOMMENDATIONS

Policies supporting non-motorized travel are as important to improving walking and bicycling conditions as are engineering projects. Policies and programs are crucial in developing a culture where walking and bicycling are every day activities, and support for these transportation alternatives is institutionalized. Non-infrastructure recommendations fall into two categories--- policy recommendations that are implemented by County leadership and staff; and program recommendations, implemented by a variety of governmental and nonprofit partners.

These recommendations have been developed using the nationally recognized five “E’s” strategy for better walking and bicycling accommodation. This is a holistic approach to

pedestrian and bicycle planning that considers engineering, encouragement, education, and evaluation/planning activities implemented in an equitable fashion.

The Five “E’s” are:

Equity: A bicycle and walk-friendly community for everyone;

Engineering: Creating safe and comfortable pedestrian and bicycle facilities;

Education: Educating pedestrians, bicyclists, and motorists to ride and drive;

Encouragement: Creating a strong multi-modal culture that welcomes and celebrates walking and biking; and

Evaluation & Planning: Planning for walking and bicycling as safe and viable transportation options.



POLICY RECOMMENDATIONS

- 1 Encourage each jurisdiction on the Bicycle and Pedestrian Task Force to adopt Beaufort County Connects 2021 by resolution and incorporate the document into their respective comprehensive plans. **(Evaluation & Planning)**
- 2 Adopt the Immediate, Mid-, and Long Term project list in this plan. **(Engineering)**
- 3 Use the Prioritization Matrix in this plan to further evaluate each proposed project, ensuring that the implementation process focuses on projects of most merit to the connectivity of the regional bicycle and pedestrian network. **(Engineering)**
- 4 Develop a funding strategy and anticipated annual revenue stream for bicycle and pedestrian projects that includes Accommodations Tax, Guideshare funds, Capital Project Sales Tax, dedicated local funding, and state and federal grants. **(Evaluation & Planning)**
- 5 Create a staff position within the Beaufort County government whose primary responsibility is to oversee the implementation of the Beaufort County Connects 2021. **(Evaluation & Planning)**
- 6 Consider a 2022 ballot initiative to re-impose a 1% capital project sales tax to fund transportation improvements that include complete streets and multi-use paths and establish a regular schedule for future referendums. **(Equity, Evaluation & Planning)**
- 7 Encourage local jurisdictions to adopt a Complete Streets policy that requires all streets to be planned, designed, operated, and maintained to enable safe access for all users, including pedestrians, bicyclists, and transit riders of all ages and abilities. All future transportation projects should adhere to the Complete Streets policy in an appropriate urban, suburban, or rural context. **(Equity, Engineering)**
- 8 Encourage municipalities and SCDOT to make Complete Streets policies mandatory in all new construction and repair projects. **(Equity, Evaluation & Planning)**
- 9 Identify streets where Shared Lane Markings (“sharrows”) should be added to improve conditions for bicyclists. Work with SCDOT, the County, and municipalities as appropriate to have these added. **(Equity, Evaluation & Planning)**
- 10 Work with Lowcountry Area Transportation Study (LATS) during the update of the Long Range Transportation Plan to incorporate bicycle and pedestrian projects in the Beaufort County Connects 2021 and advocate for a target percentage of funding to be devoted to bicycle and pedestrian facilities. **(Equity, Evaluation & Planning)**

- 11** Identify rural roads with moderate to high traffic volumes where paved shoulders are needed. Work with SCDOT to include paved shoulders as part of road repaving. **(Equity, Evaluation & Planning)**
- 12** Establish an agreement with local utilities for use of utility corridors as walking and bicycling paths. **(Equity, Evaluation & Planning)**
- 13** Revise the Community Development Code to require that path corridors are reserved, dedicated, or constructed in new developments where path corridors are shown in an adopted plan or where a property connects to an existing or proposed greenway. **(Equity, Evaluation & Planning)**
- 14** Actively engage with the Beaufort County School District for their assistance in planning and implementing sidewalks and pathways so that children can walk or bike to school. **(Equity, Evaluation & Planning)**
- 15** Advocate for state funding for the Safe Routes to School Program in concert with the Beaufort County School District. **(Equity, Evaluation & Planning)**
- 16** Develop a non-profit organization to advocate for pathway projects in Beaufort County and work to raise private donations. **(Encouragement, Evaluation & Planning)**
- 17** Work with the Friends of the Spanish Moss Trail to expand their role to advocate and raise private donations for pathway projects that connect to the trail. **(Encouragement, Evaluation & Planning)**
- 18** Endorse the Vision Zero Policy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. **(Equity)**
- 19** Install pedestrian facilities such as crosswalks, countdown signals, and curb ramps at all intersections where there is an existing sidewalk or planned sidewalk or trail. **(Equity, Evaluation & Planning)**
- 20** Provide raised medians or pedestrian refuge islands, where practical, at crosswalks on streets with more than three lanes, especially on streets with high volumes of traffic. **(Equity, Evaluation & Planning)**
- 21** Require bicycle parking in all new commercial, civic, government, and multi-family land uses. Encourage municipalities to have similar requirements. **(Equity, Evaluation & Planning)**
- 22** Work with the East Coast Greenway to develop a strategy to complete the East Coast Greenway trail through Beaufort County. **(Evaluation & Planning)**
- 23** Encourage the SC Legislature to adopt a Safety Stop bill that allows bicyclists to treat a stop sign as a yield sign if the cyclist has slowed down to a speed that would allow them to stop if needed. Studies have shown that Safety Stops are safer and more efficient for the cyclist. **(Equity, Evaluation & Planning)**
- 24** Encourage large employers to provide showers and clothes lockers at work to promote commuting by bike. **(Equity, Evaluation & Planning)**

PROGRAM RECOMMENDATIONS

- 1** Establish a Bicycle and Pedestrian Advisory Committee to assist the County in the planning, funding, development, and implementation of facilities and programs that will result in the increased safety and use of bicycle and pedestrian travel as a mode of transportation and recreation. **(Education, Encouragement, Evaluation & Planning)**
- 2** Support or partner with municipalities on bike sharing and e-scooter programs in an effort to promote cycling and mobility. **(Equity, Encouragement)**
- 3** Sponsor, support, and/or promote national events that promote walking and cycling **(Education, Encouragement)**:
 - **National Bike Month.** National Bike Month is a chance to showcase the many benefits of bicycling and encourage more people to give biking a try.
 - **Bike-to-Work Day.** Bike-to-Work Day promotes the bicycle as an option for commuting to work by providing route information and tips for new bicycle commuters.
 - **Car-Free Day.** Car Free Day, an international day to celebrate getting around without cars, coincides with the beginning of the school year and is the perfect way to kick-off programs that promote bicycling and raise awareness for environmental issues.
- **Earth Day.** Earth Day can encourage residents to help the environment by bicycling to destinations and staying out of their cars and provides an excellent opportunity to educate people of all ages in the community.
- 4** Become a designated Walk Friendly Community. This program recognizes communities that have shown a commitment to improving and sustaining walkability and pedestrian safety through comprehensive programs, plans, and policies. **(Encouragement)**
- 5** Become a designated Bicycle Friendly Community. This program provides a roadmap to improving conditions for bicycling and guidance to help improve the community by providing safe accommodations for bicycling and encouraging people to bike for transportation and recreation. **(Encouragement)**
- 6** Consider participating in the Open Streets Program to temporarily open selected streets to pedestrians by closing them to cars. **(Education, Encouragement)**

- 7 Encourage and support events hosted by private non-profit groups that promote walking and cycling such as bike rodeos, weekend walkabouts, lunchtime bicycle rides, cycle the bridges, ride to beach, etc. **(Education, Encouragement)**
- 8 Support and partner with private nonprofit groups, such as Eat Smart Move More South Carolina, that focus on helping communities create healthy eating and active living options. **(Education, Encouragement)**
- 9 Develop an education program similar to Charleston's **Bike Right, Drive Right Campaign** to educate both bicyclists and motorists on safe and respectful sharing of our roads. **(Education)**
- 10 Develop a regional wayfinding program. **(Encouragement)**
- 11 Develop an interactive bike map that outlines bike routes and bike parking. **(Encouragement)**
- 12 Support the School District in implementing a Walk and Bike to School day. **(Education, Encouragement)**
- 13 Conduct county-wide pedestrian and bicycle counts on a regular basis. **(Evaluation & Planning)**
- 14 Encourage training courses for law enforcement officers on state and local laws for motorists, bicyclists, and pedestrians to focus enforcement of speeding and failing to yield the right-of-way to pedestrians and bicyclists, as

well as bicyclists and pedestrians failing to follow traffic signs and signals and wrong way riding on the road. **(Education)**

POTENTIAL PARTNERS

The following agencies, institutions, and organizations have been identified as potential partners in implementing the Beaufort County Connects 2021:

Agencies and Institutions:

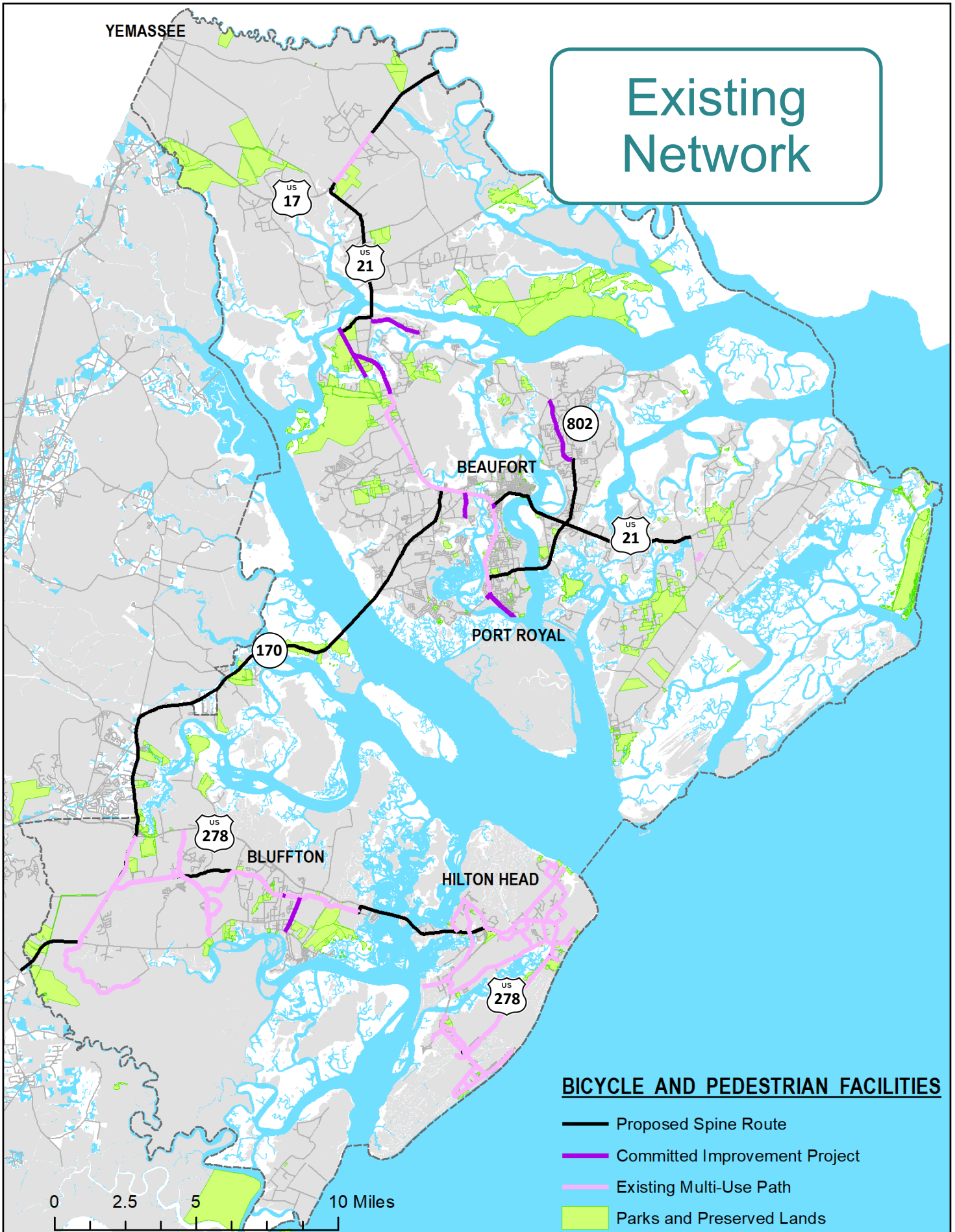
Department of Defense, SC DOT, SC DHEC, Beaufort County PALS, Beaufort County School District, Beaufort County Libraries, City of Beaufort Public Works, Town of Port Royal Public Works, Town of Bluffton Engineering, Town of Hilton Head Island, USCB, TCL, Palmetto Breeze, Beaufort Memorial Hospital, Hilton Head Regional Health Care, Coastal Carolina Hospital

Nonprofits: Eat Smart Move More South Carolina, Coastal Conservation League, Friends of the Spanish Moss Trail, Bike Walk HHI, YMCA, AARP, Diabetes Association, Palmetto Cycling Coalition, Sun City Cycling Club, Hilton Head Island Bicycling Club, EZ Riders Bicycle Club, Kickin' Asphalt Bicycle Club, Chain Gang Bicycle Club

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MAPPING A NETWORK

The next pages of this plan tell a story through maps. Beginning with the existing bicycle and pedestrian network in Beaufort County and proposed spine routes, each subsequent map visualizes how infrastructure improvements and new bicycle and pedestrian projects will expand upon the current network. Each project has merit as part of the “Spine” or a connected “Spur” of the network, and each is designated as one of three levels of priority: Immediate Term (0-5 years), Mid-Term (5-10 years), and Long Term (10+ years).



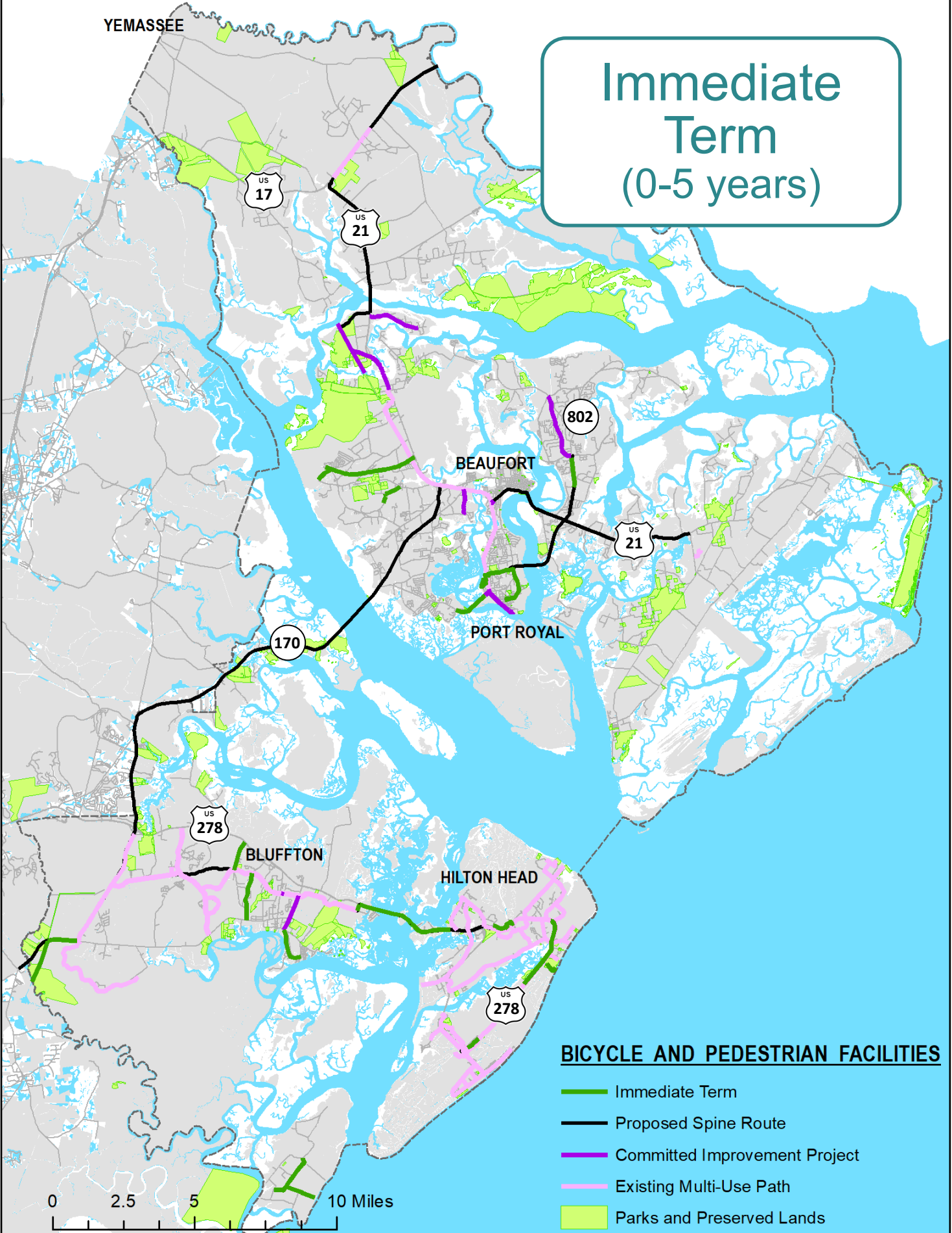
Existing Network

BICYCLE AND PEDESTRIAN FACILITIES

- Proposed Spine Route
- Committed Improvement Project
- Existing Multi-Use Path
- Parks and Preserved Lands

0 2.5 5 10 Miles

Immediate Term (0-5 years)



BICYCLE AND PEDESTRIAN FACILITIES

- Immediate Term
- Proposed Spine Route
- Committed Improvement Project
- Existing Multi-Use Path
- Parks and Preserved Lands

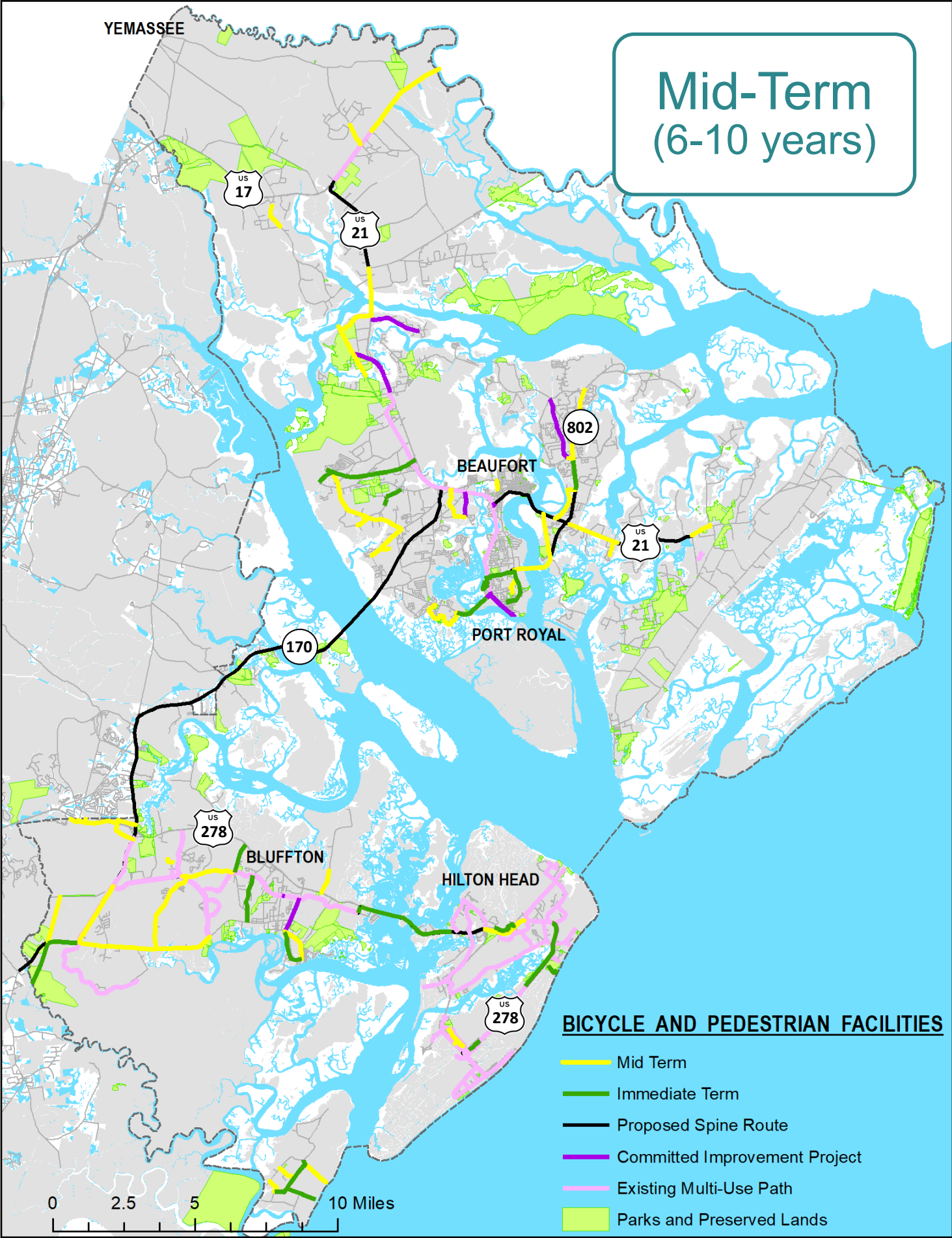
0 2.5 5 10 Miles

Project	Length (mi)	Approximate Costs	Operation (yearly)	Jurisdiction(s)
Spanish Moss Trail from Clarendon to Whale Branch	3.0	\$1,500,000	\$19,500	Beaufort County
Laurel Bay Rd	3.4	\$3,900,000	\$22,100	Beaufort County
Rugrack Rd from Joseph Shanklin Elementary to Laurel Bay Rd (Sidewalk)	0.5	\$150,000	\$3,250	Beaufort County
Pine Grove Rd / Burton Wells Rd	0.9	\$1,000,000	\$5,850	Beaufort County
Russell Bell Bridge from Spanish Moss Trail to Broad River Dr	1.3	\$650,000	\$8,450	Beaufort County, Port Royal
Waddell Rd /Battery Creek Rd / Riverside Dr from Ribaut Rd to Spanish Moss Trail (Bike Lane)	1.0	\$750,000	\$6,500	City of Beaufort, Town of Port Royal
Sams Point Rd from Wallace Rd to southern terminus of Middle Rd Pathway	1.1	\$550,000	\$7,150	Beaufort County, City of Beaufort
Lady's Island Dr to Port Royal Elementary / Live Oaks Park via Old Shell Rd / 14th St	1.3	\$650,000	\$8,450	Beaufort County
New River Liner Trail from Hwy 46 south to New River (Paving)	1.5	\$750,000	\$9,750	Beaufort County, Town of Bluffton
SC-46 from New River Park to New River Linear Trail	0.6	\$300,000	\$3,900	Beaufort County, Town of Bluffton
Buck Island Rd from Bluffton Pkwy to US-278	1.0	\$500,000	\$6,500	Beaufort County, Town of Bluffton
Alljoy Rd	1.6	\$750,000	\$10,400	Beaufort County, Town of Bluffton
School Rd (Crush and run path)	1.6	\$584,000	\$10,400	Beaufort County
Beach Rd from School Rd to terminus (Crush and run path)	1.2	\$438,000	\$7,800	Beaufort County
Main Street from Wilborn Rd to Whooping Crane Way	1.1	\$1,200,000	\$6,875	Town of Hilton Head Island, Beaufort County
Shelter Cove Lane from US 278 Bus to Shelter Cove Park	0.2	\$225,000	\$1,250	Town of Hilton Head Island
Woodhaven Drive/Lane, Phase I Boggy Gut Pathway	0.2	\$225,000	\$1,250	Town of Hilton Head Island
US 278 Bus E from Mathews Dr to Dillon Rd	1.1	\$1,200,000	\$6,875	Town of Hilton Head Island
Singleton Beach Rd from Chaplin Park to Collier Beach Park	0.4	\$300,000	\$2,500	Town of Hilton Head Island
US 278 Bus E from Arrow Rd to Village at Wexford	0.4	\$400,000	\$2,500	Town of Hilton Head Island
US 278 from Squire Pope Rd to Bridges (SCDOT Project)	1.5	N/A*	\$9,375	Town of Hilton Head Island, Beaufort County
US 278 from Jenkins Island to Mainland (SCDOT Project)	1.8	N/A*	\$11,250	Town of Hilton Head Island, Beaufort County
Chaplin Linear Park	1.2	\$2,150,000	\$9,825	Town of Hilton Head Island
TOTAL	27.9	\$18,172,000	\$181,700	

*Final alignment and facility improvements not known at this time

YEMASSEE

Mid-Term
(6-10 years)



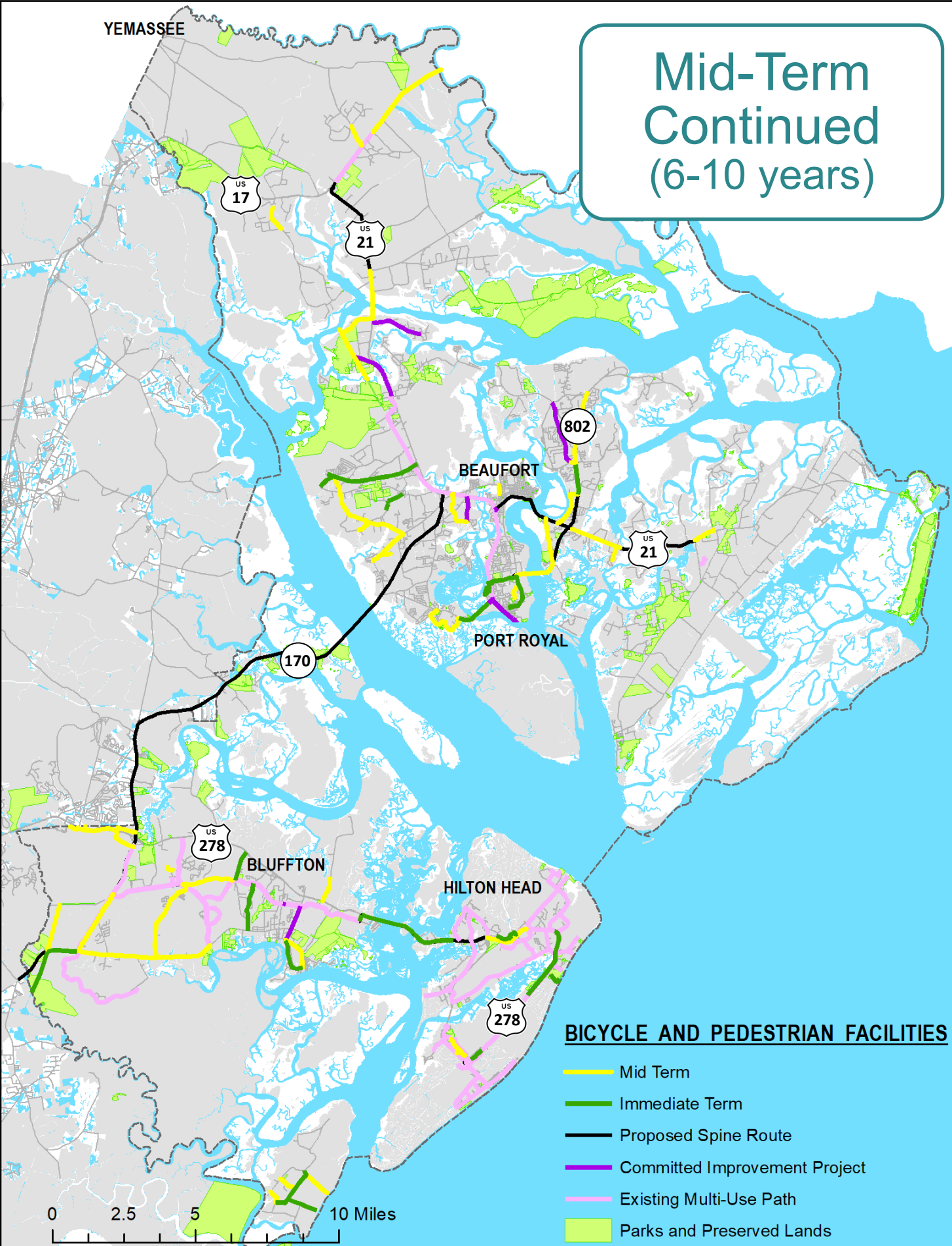
BICYCLE AND PEDESTRIAN FACILITIES

- Mid Term
- Immediate Term
- Proposed Spine Route
- Committed Improvement Project
- Existing Multi-Use Path
- Parks and Preserved Lands

0 2.5 5 10 Miles

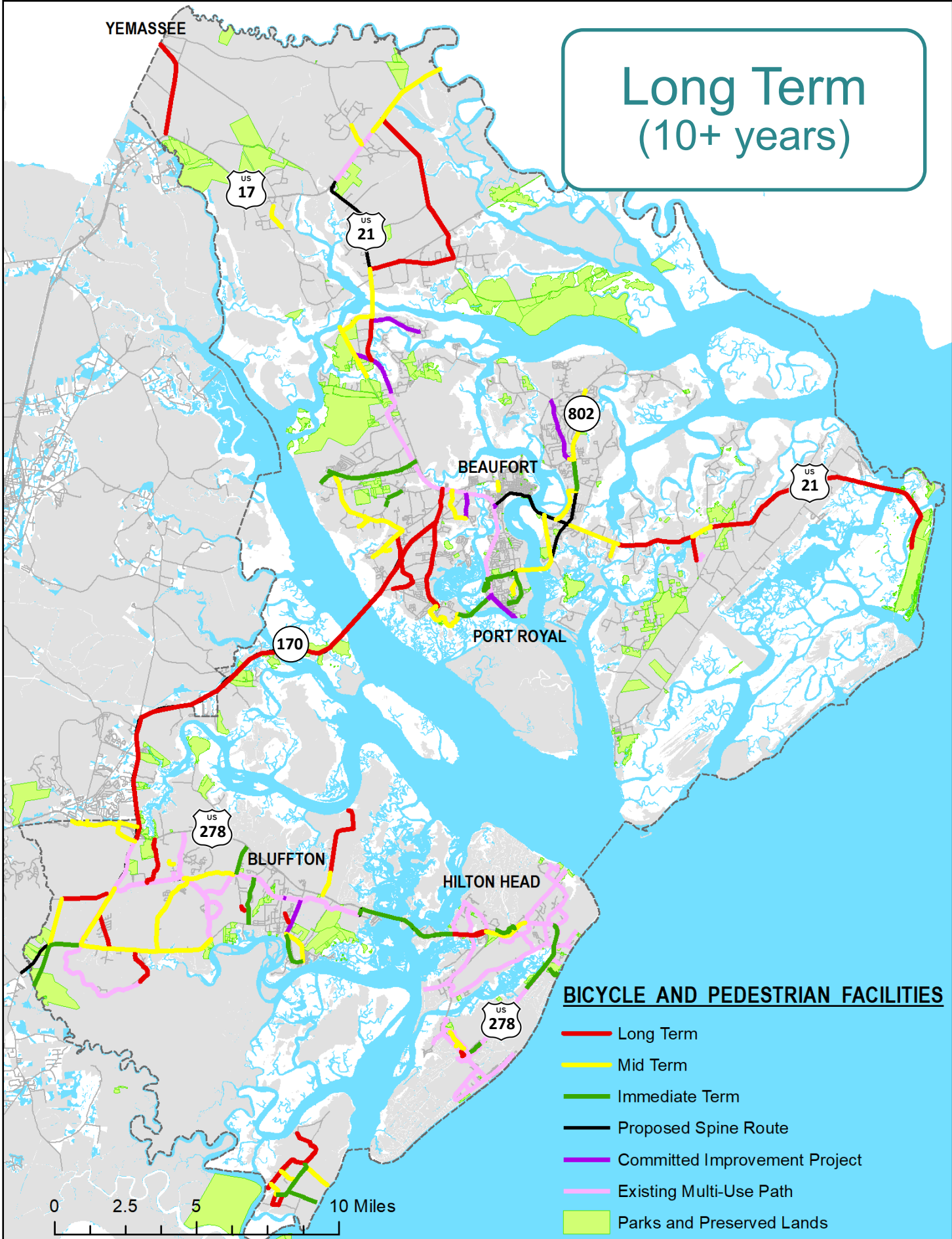
Project	Length (mi)	Approximate Costs	Operation (yearly)	Jurisdiction(s)
Big Estate Road from Hwy 17 to Big Estate Circle	1.4	\$2,000,000	\$9,100	Beaufort County
US-17 from Big Estate Rd to Harriet Tubman Bridge	3.0	\$1,000,000	\$19,500	Beaufort County
Seabrook Rd from US-21 to Spanish Moss Trail	1.3	\$1,000,000	\$8,450	Beaufort County
US-21 from Seabrook Rd to Keans Neck Rd	1.7	\$850,000	\$11,050	Beaufort County
US-21 from Detour Rd to Seabrook Rd (Sidewalk)	1.6	\$480,000	\$10,400	Beaufort County
Broad River Drive	1.7	\$2,000,000	\$11,050	Beaufort County, Town of Port Royal
Burton Wells Park to Habersham Market	0.5	\$250,000	\$3,250	Beaufort County
Wallace Rd and Sunset Blvd	1.5	\$750,000	\$9,750	Beaufort County, City of Beaufort
Joe Frazier Rd from Broad River Blvd to Laurel Bay Rd	3.5	\$1,800,000	\$22,750	Beaufort County
Sams Point Rd from traffic circle to Springfield Rd	2.5	\$1,250,000	\$16,250	Beaufort County
Meridian Road	1.6	\$1,750,000	\$10,400	Beaufort County, City of Beaufort
US-21 from Sams Point Way to Airport Cir	0.8	\$400,000	\$5,200	Beaufort County, City of Beaufort
Chowan Creek Bluff from US-21 to Lady's Island Elementary (Sidewalk)	0.4	\$230,000	\$2,600	Beaufort County, City of Beaufort
Marsh Road from Duke St o Boundary St (a portion to be boardwalk for marsh protection)	0.3	\$150,000	\$1,950	Beaufort County, City of Beaufort
Burton Hill/Old Salem Road	1.4	\$2,000,000	\$9,100	Beaufort County, City of Beaufort
MLK Jr Blvd to St. Helena Elementary School	0.8	\$400,000	\$5,200	Beaufort County
Broad River Blvd/Riley Road	1.1	\$750,000	\$7,150	Beaufort County, Town of Port Royal
McTeer Bridge Protected Bike Lanes	1.0	\$300,000	\$6,250	Beaufort County
TOTAL	26.1	\$17,360,000	\$169,400	

Mid-Term Continued (6-10 years)



Project	Length (mi)	Approximate Costs	Operation (yearly)	Jurisdiction(s)
Naval Park to Cypress Wetlands	0.4	\$200,000	\$2,600	Town of Port Royal
Shell Point Rd from Broad River Dr to Savannah Hwy	1.6	\$800,000	\$10,400	Beaufort County, Town of Port Royal
Okatie Center Blvd N & S and US-278 from SC-170 to University Blvd	2.2	\$1,100,000	\$14,300	Beaufort County
Northbound side of SC-170 from SC-46 to Bluffton Pkwy	2.3	\$1,700,000	\$14,950	Beaufort County, Town of Bluffton
New River Linear Trail from SC-46 to Del Webb Trailhead (Paving)	1.8	\$900,000	\$11,700	Beaufort County
Old Miller Rd / Lake Point Dr Connection	0.4	\$3,000,000	\$2,600	Beaufort County, Town of Bluffton
Sawmill Creek Rd (Sidewalk)	0.7	\$350,000	\$4,550	Beaufort County
SC-46 from traffic circle to Buckwalter Pkwy	4.8	\$2,400,000	\$31,200	Beaufort County, Town of Bluffton
Ulmer Road/Shad Road	1.3	\$2,000,000	\$8,450	Beaufort County, Town of Bluffton
US 278 Bus E from Gardner Dr to Jarvis Park Dr	1.4	\$1,800,000	\$8,750	Town of Hilton Head Island
Arrow Rd R/W Pathway from Bristol Sports Arena to Target Rd	0.9	\$950,000	\$5,625	Town of Hilton Head Island
Archer Rd Pathway	0.2	\$200,000	\$1,250	Town of Hilton Head Island
Lagoon Rd/Ibis St Pathway from Avocet St to North Forest Beach Dr	0.8	\$800,000	\$4,690	Town of Hilton Head Island
Benjies Point Rd from School Rd to Haig Pt (Crush and run path)	0.5	\$182,500	\$3,125	Beaufort County
Church Rd (Crush and run path)	0.6	\$219,000	\$3,900	Beaufort County
Turtle Beach Rd from Oak Ridge Ln to terminus (Crush and run path)	1.0	\$365,000	\$6,500	Beaufort County
TOTAL	20.9	\$16,966,500	\$134,590	

Long Term (10+ years)

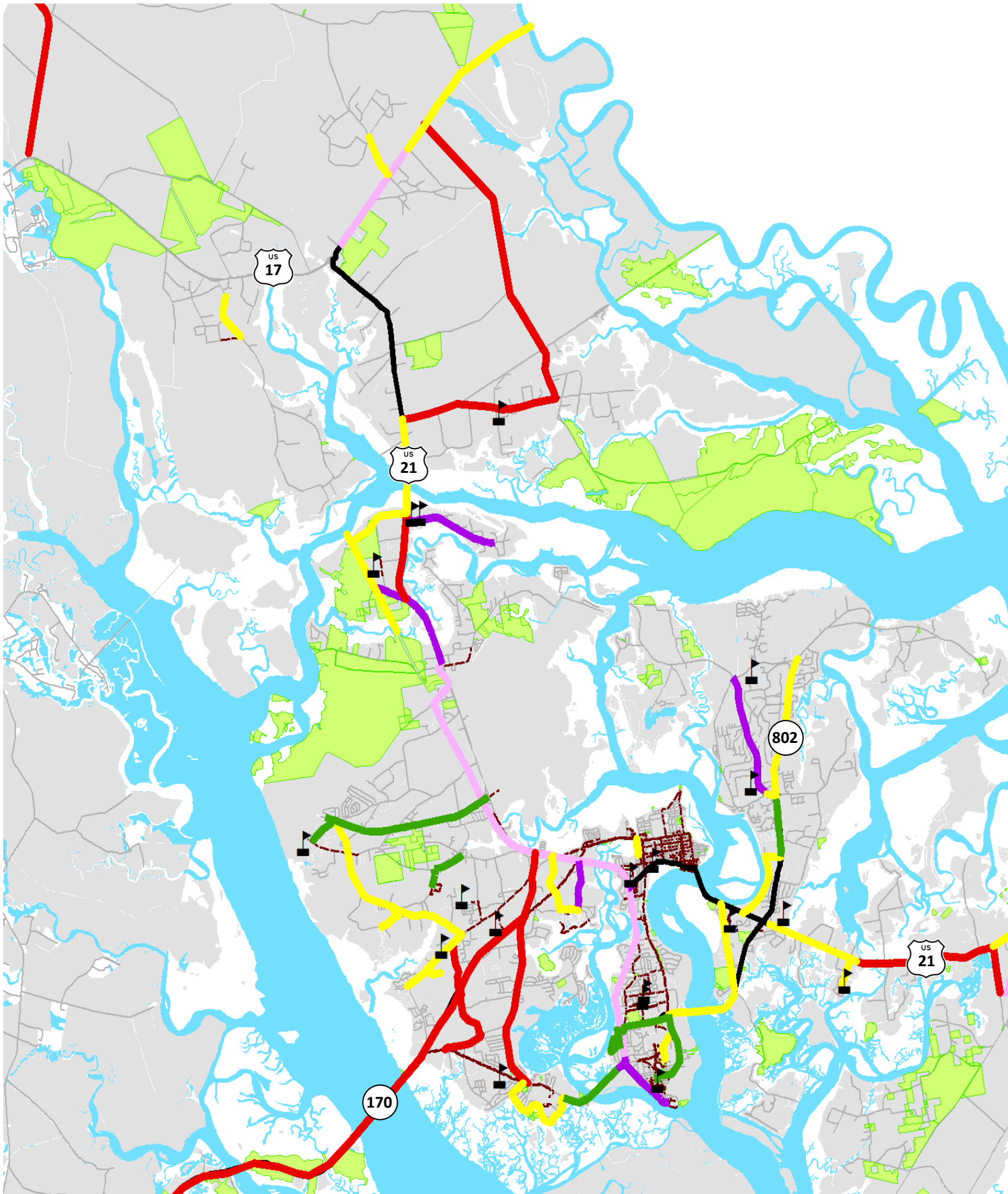


BICYCLE AND PEDESTRIAN FACILITIES

- Long Term
- Mid Term
- Immediate Term
- Proposed Spine Route
- Committed Improvement Project
- Existing Multi-Use Path
- Parks and Preserved Lands

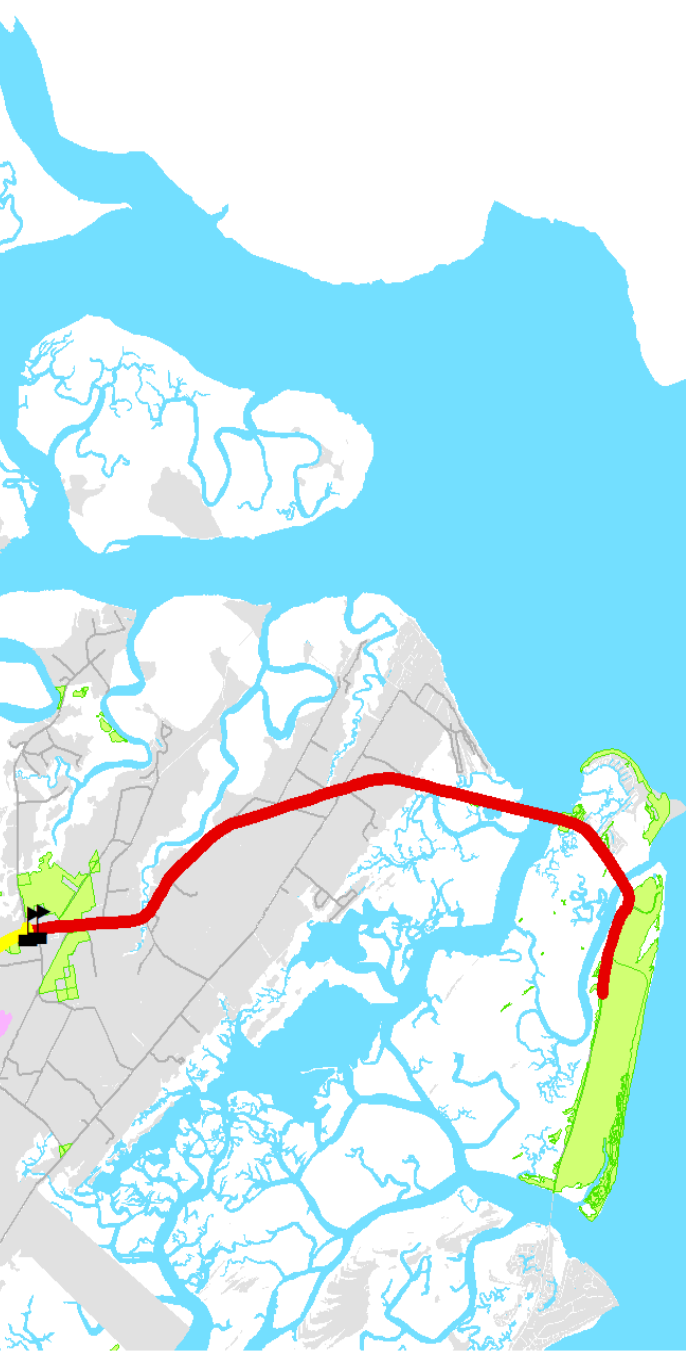
Project	Length (miles)	Approximate Costs	Operation (yearly)	Jurisdiction(s)
Castle Hall Rd from Wall St to US-17	3.5	\$1,750,000	\$22,750	Town of Yemassee
US-21 from Keans Neck Rd to US-17	3.3	\$1,700,000	\$21,450	Beaufort County
US-21 from Airport Cir to MLK Jr Blvd	3.7	\$1,850,000	\$24,050	Beaufort County
US-21 from St. Helena Elementary to Hunting Island Dr	9.5	\$4,750,000	\$61,750	Beaufort County
Parris Island Gtway from Savannah Hwy to US-21	4.3	\$2,200,000	\$27,950	Beaufort County, City of Beaufort, Town of Port Royal
SC-170 from Broad River Bridge to Spanish Moss Trail	5.4	\$2,700,000	\$35,100	Beaufort County, City of Beaufort, Town of Port Royal
Grober Hill Rd and Castle Rock Rd from Savannah Hwy to Broad River Blvd (Bike Lane)	2.6	\$780,000	\$16,900	Beaufort County, Town of Port Royal
SC-170 from Callawassie Dr to Broad River Bridge	4.8	\$2,400,000	\$31,200	Beaufort County, Jasper County
SC-170 from Cecil Reynolds Dr to Oldfield Way	4.0	\$2,000,000	\$26,000	Beaufort County, Jasper County
SC-170 from Oldfield Way to Callawassie Dr	3.8	\$1,900,000	\$24,700	Beaufort County, Jasper County
Gibbet Rd	1.3	\$650,000	\$8,450	Beaufort County, Town of Bluffton
From Old Palmetto Bluff Rd to SC-46	1.0	\$500,000	\$6,250	Beaufort County, Town of Bluffton
5A (Future Bluffton Pkwy)	1.8	\$900,000	\$11,700	Beaufort County, Town of Bluffton
Hampton Pkwy from Bluffton Pkwy to US-278	1.7	\$850,000	\$11,050	Beaufort County, Town of Bluffton
From Bruin Rd to Bluffton Community Library via Hawkes Rd	0.3	\$150,000	\$1,950	Beaufort County, Town of Bluffton
From Future Bluffton Pkwy to US-278	1.6	\$800,000	\$10,400	Beaufort County, Town of Bluffton
Sawmill Creek Rd from US-278 to Trask Boat Landing (Bike Lane)	3.5	\$262,500	\$22,750	Beaufort County
Island West / Buckwalter Place Connector Path	0.3	\$150,000	\$1,950	Beaufort County, Town of Bluffton
US 278 from Gumtree to Squire Pope Rd	1.0	\$1,200,000	\$6,250	Town of Hilton Head Island
US 278/US 278 Bus from Sea Pines Circle to Welcome Center	0.3	\$150,000	\$1,875	Town of Hilton Head Island
Jonesville Rd	1.1	\$1,250,000	\$6,875	Town of Hilton Head Island
Martinangele Rd Easement to Prospect Rd to Benjies Pt Rd to School Rd (Crush and run path)	1.0	\$365,000	\$6,250	Beaufort County
Cooper River Landing Rd and Haig Point Rd from Freeport Marina to Daufuskie Island Boat Landing (Bike Lane)	3.5	\$1,750,000	\$22,750	Beaufort County
TOTAL	63.3	\$31,007,500	\$410,350	

*Final alignment and facility improvements not known at this time



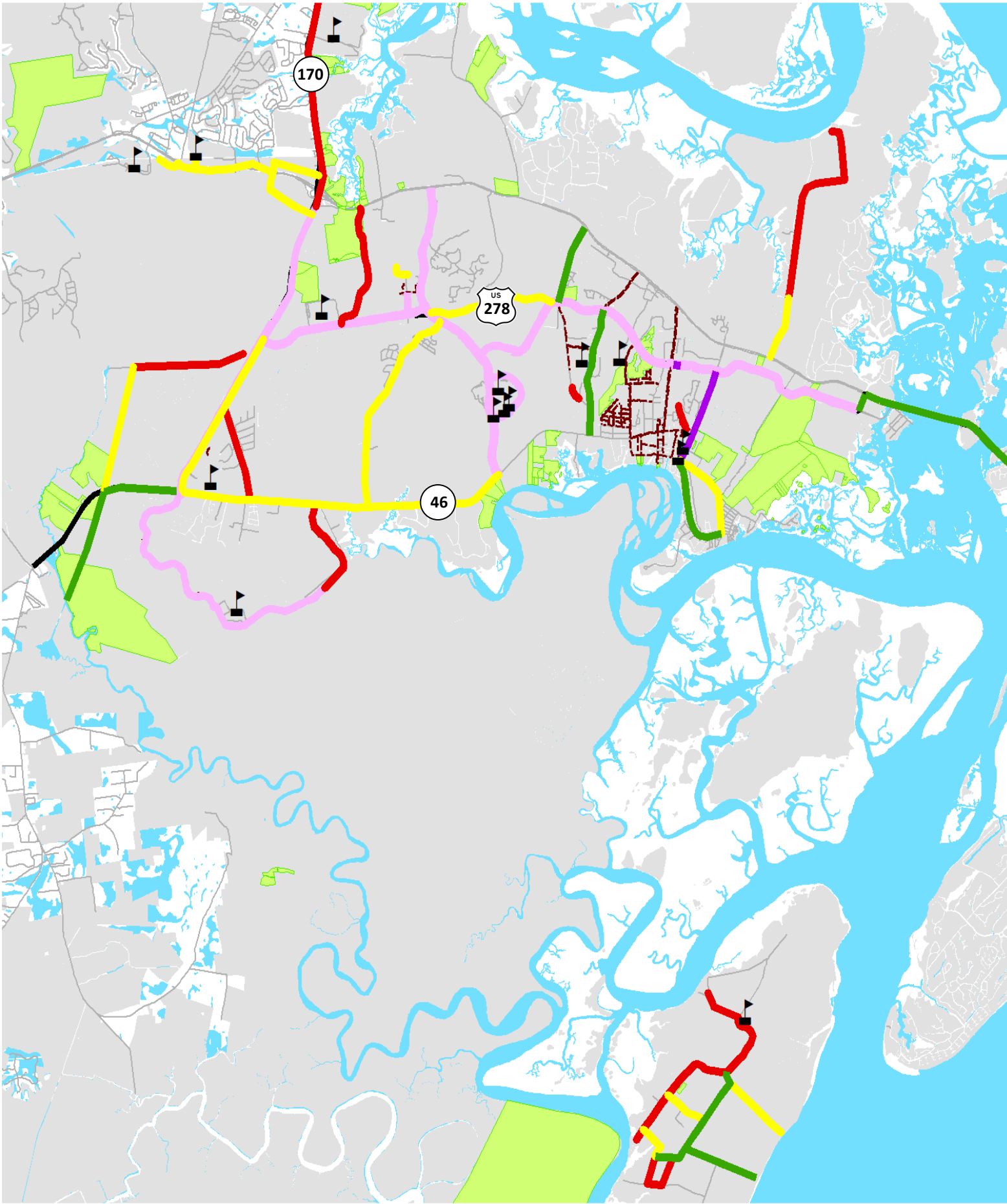
NORTHERN BEAUFORT COUNTY

The pathway network in Northern Beaufort County begins at the north end of the County on the Gardens Corner Greenway, which is part of the East Coast Greenway. From there, pedestrians and cyclists will be able to safely travel the US 21 corridor into historic Downtown Beaufort. In town, users can explore the City of Beaufort and the Town of Port Royal on local roads or via the Spanish Moss Trail. The completed pathway network will take residents and visitors from the Waterfront Park in Beaufort, across the Woods Memorial Bridge to the multi-purpose pathways on Lady's Island. Cyclists and pedestrians will then be able to continue across St. Helena Island, and on to Hunting Island State Park. Returning to Beaufort, users can rejoin the East Coast Greenway, now adjoining the SC 170 corridor, and cross the Broad River Bridge into Southern Beaufort County.



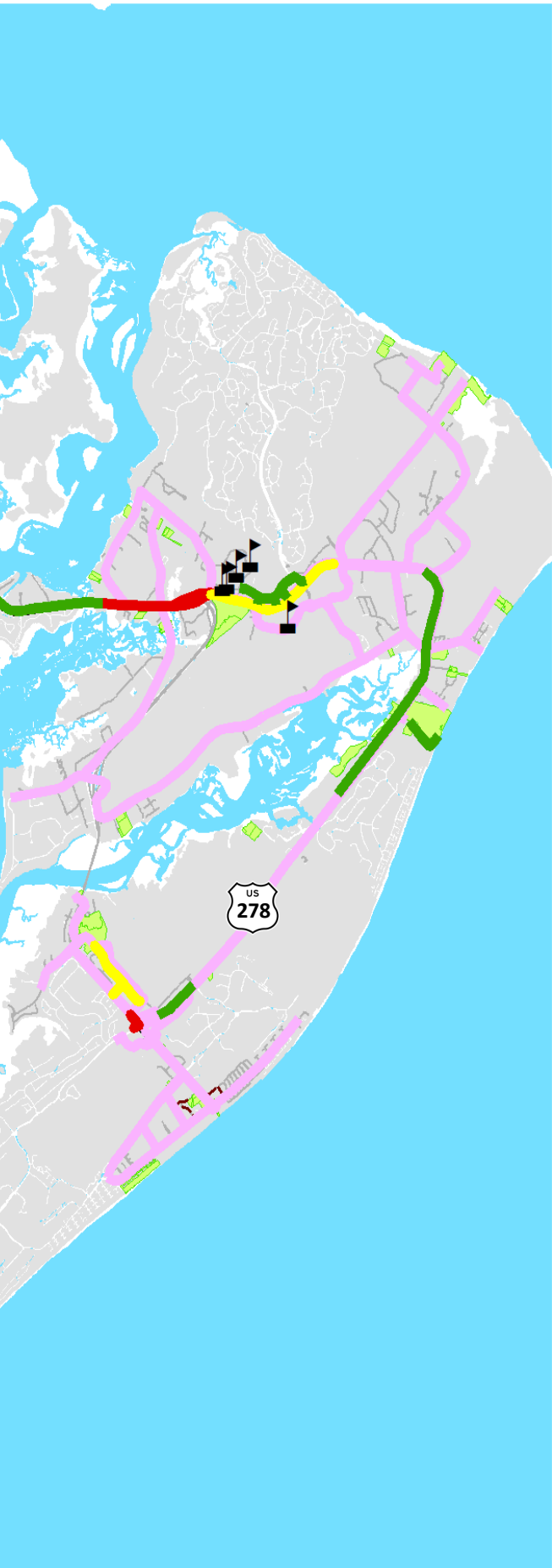
BICYCLE AND PEDESTRIAN FACILITIES

-  Long Term
-  Mid-Term
-  Immediate Term
-  Proposed Spine Route
-  Committed Improvement Project
-  Existing Multi-Use Path
-  Existing Sidewalks
-  Schools
-  Parks and Preserved Lands



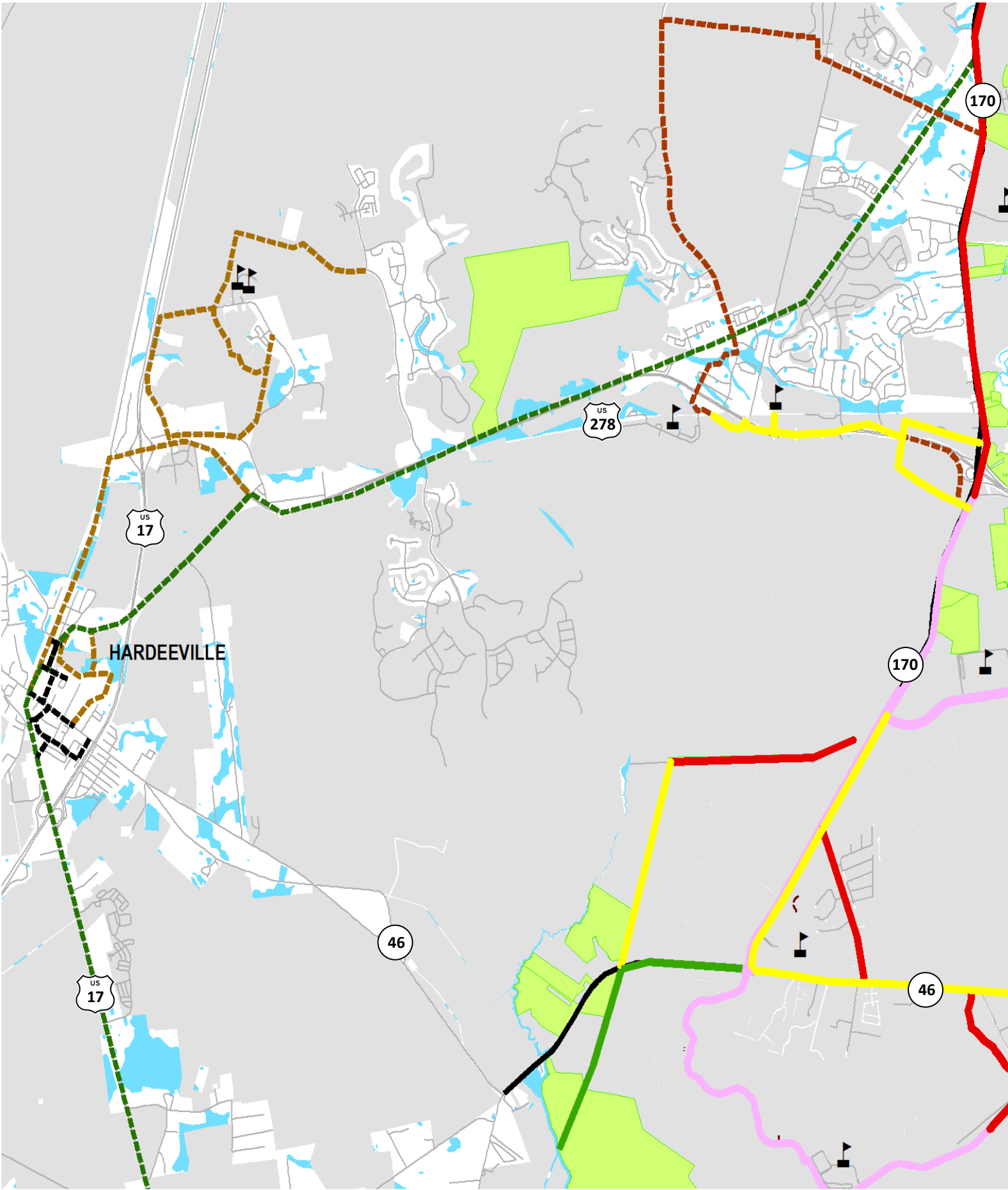
SOUTHERN BEAUFORT COUNTY

The network continues into Southern Beaufort County over the Broad River Bridge on the East Coast Greenway along SC 170. The trail continues through Okatie before crossing US 278. From there, users can continue on the East Coast Greenway to Savannah. Before crossing into Jasper County, users can take a side trip along the New River Linear Trail. Bikers and walkers interested in continuing their Beaufort County explorations will want to turn east onto the Bluffton Parkway multi-use path. Old Town Bluffton will be accessed from the path along Burnt Church Road. While in Old Town, a walk (or ride) through Brighton Beach is a must-do. Back on the Bluffton Parkway Side Path, the Town of Hilton Head is just over the J. Byrnes Bridge. On Hilton Head, over 60 miles of trails crisscrossing the island await pedestrians and bicyclists in this Gold-rated “Bicycle Friendly Community.”



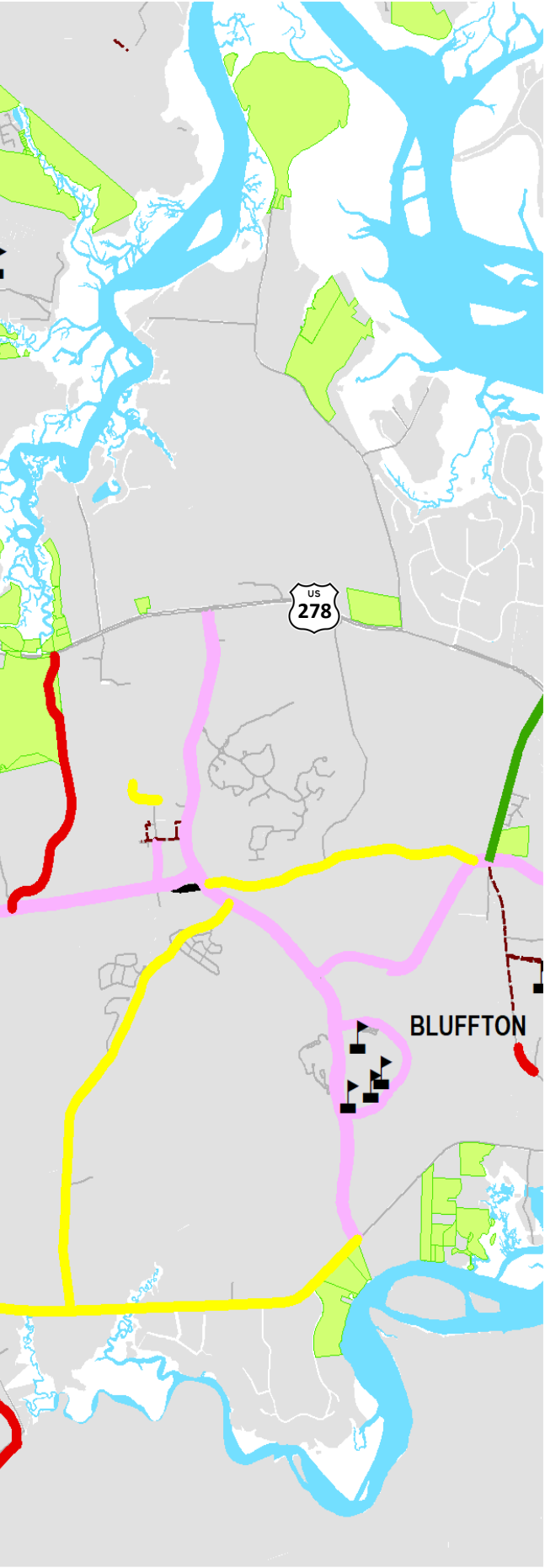
BICYCLE AND PEDESTRIAN FACILITIES

- Long Term
- Mid-Term
- Immediate Term
- Proposed Spine Route
- Committed Improvement Project
- Existing Multi-Use Path
- - - Existing Sidewalks
- Schools
- Parks and Preserved Lands



JASPER COUNTY CONNECTIONS

The success of this plan relies on regional cooperation between Jasper County, Beaufort County, and Hardeeville. Shared facilities begin at Snake Rd and SC 170 along the East Coast Greenway. At Argent Blvd, bikers and walkers can branch off into Jasper County along the proposed Hardeeville extension of the East Coast Greenway. From there, they can visit destinations like Sergeant Jasper Park, downtown Hardeeville, and the Hardeeville Recreation Complex before continuing south to Georgia. At Short Cut Rd on SC 170, students and professors living along the corridor can use the proposed Sand Shark Trail to access both the TCL New River and the USC Bluffton campuses. Additional connections to the campuses are north and south of US 278 on Okatie Center Blvd N & S. This same network will tie into the Coastal Carolina Hospital, providing staff, visitors, and patients access to jobs and medical services.



BICYCLE AND PEDESTRIAN FACILITIES

- - - - - Hardeeville Proposed Sand Shark Trail
- - - - - Hardeeville Proposed East Coast Greenway
- - - - - Hardeeville Proposed Sergeant Jasper Trail
- - - - - Hardeeville Proposed Sidewalks
- Long Term
- Mid Term
- Immediate Term
- Proposed Spine Route
- Committed Improvement Project
- Existing Multi-Use Path
- Schools
- Parks and Preserved Lands

PRIORITIZATION MATRIX

This prioritization matrix should be used by the bicycle and pedestrian coordinator and any future oversight committee to further evaluate each project, ensuring that the implementation process focuses on projects of most merit to the connectivity of the regional bicycle and pedestrian network over the long-term life of this document.

Criteria	Definition	Rank	Measurement
Connectivity	Does the project overcome barriers or fill gaps in the bicycle and pedestrian network?	High	Project closes gap between existing facilities
		Low	Project does not close gap between existing facilities
Safety	Does the project provide an immediate safety improvement where collision data, speed, and/or street design indicate potential safety concerns?	High	Project location has a significant crash history, high speeds, and a street design that indicates a potential safety concern
		Medium	Project location has two of the following qualities: a significant crash history, high speeds, and a street design that indicates a potential safety concern
		Low	Project location has one of the following qualities: a significant crash history, high speeds, or a street design that indicates a potential safety concern
Accessibility	Does the project modify a completely non-accessible route or enhance accessibility along routes that already have some level of access?	High	Project provides or enhances access along a route with no or limited access
		Low	Project does not provide or enhance access along a route with no or limited access

Criteria	Definition	Rank	Measurement
Demand	Is it likely that walkers and bikers will use the facility? Will the project attract new walking and biking trips for existing destinations?	High	Project will attract new trips, and it is likely walkers and bikers will use the facility
		Low	Project will attract new trips, or it is likely that walkers and bikers will use the facility
Ease of Implementation	Does the project require easements, property acquisition, or additional right of way? Does the project have jurisdictional/stakeholder support? Is the project a strong contender for grant funding?	High	Project is feasible, has political/stakeholder support, and is a strong contender for grant funding
		Medium	Project has two of the following qualities: is feasible, has political support, and is a strong contender for grant funding
		Low	Project has one of the following qualities: is feasible, has political support, and is a strong contender for grant funding
Cost	What are the capital, operating, and maintenance costs of the improvement?	High	Construction and operating costs over 10 years are <\$750,000
		Medium	Construction and operating costs over 10 years are between \$750,000 and \$1,250,000
		Low	Construction and operating costs over 10 years are >\$1,250,000
Equity	Does the project improve access for underserved populations?	High	Improves access for underserved populations
		Low	Does not improve access for underserved populations

POTENTIAL FUNDING SOURCES

This table outlines sources of funding for pathway projects in Beaufort County. The recommended bicycle and pedestrian coordinator will use Chapter 4 of this plan as a guideline for prioritizing and funding projects. Many projects will require several funding sources from multiple levels of government (federal, state, local) and private sources.

POTENTIAL FUNDING SOURCE	POTENTIAL ANNUAL REVENUE	PROJECT TYPES
Local Accommodations Tax	Up to \$500,000	Small projects, local matches for grants
Capital Project Sales Tax	Up to \$1 million annually (assume successful referendum every 10 years with \$10 million dedicated to bicycle and pedestrian projects)	Large projects, small projects
LATS	Up to \$3 million annually (assume small % to fund bicycle and pedestrian projects in County)	Small projects
LCOG Federal Transportation Dollars	Assume small % of annual Guideshare funds for bicycle and pedestrian projects in County	Small projects in Sheldon or St. Helena Island
SCPRT Recreational Trails Program	\$50,000 (assume successful \$100,000 grant every two years)	Very small projects, trailheads, other enhancements
SCDOT Transportation Alternative Program	\$250,000 (assume successful grant every two years)	Small projects
Private Funding	N/A	Matching local grants, maintenance, enhancement
RAISE Discretionary Grants	2019 avg. award: \$17.4 million 2020 max.: \$25 million/project	Largest projects
AARP Livable Communities Grants	Average in 2018: \$10,000	Very small projects
Foundation Grants	N/A	Diverse projects and programs
Community Development Block Grant	\$200,000 - \$500,000	Medium projects

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CHAPTER 4:

IMPLEMENTATION PLAN

IMPLEMENTATION PLAN

RECOMMENDATION	Each jurisdiction represented on the Bicycle and Pedestrian Task Force should be encouraged to adopt the Beaufort County Connects 2021 by resolution and incorporate the document into their respective comprehensive plans.	Adopt the Immediate, Mid-, and Long Term project list in this plan.	Use the Prioritization Matrix in this plan to further evaluate each proposed project, ensuring that the implementation process focuses on projects of most merit to the connectivity of the regional bicycle and pedestrian network.
INVESTMENT	Low	Low	Low
TIME FRAME	Short	Short	Ongoing
PARTNER(S)	County Council, Municipalities, LATS	County Council, Municipalities, LATS, Nonprofits	County Planning & Zoning Department, County Engineering Municipalities, LATS
INITIATED			
COMPLETE			

IMPLEMENTATION PLAN

RECOMMENDATION	Develop a funding strategy and anticipated annual revenue stream for bicycle and pedestrian projects that includes Accommodations Tax, Guideshare funds, Capital Project Sales Tax, dedicated local funding, and state and federal grants.	Create a staff position within the Beaufort County government whose primary responsibility is to oversee the implementation of the Beaufort County Connects 2021.	Consider a 2022 ballot initiative to re-impose a 1% capital project sales tax to fund transportation improvements that include complete streets and multi-use paths and establish a regular schedule for future referendums.
INVESTMENT	Low	Low	Low
TIME FRAME	Short	Short	Short
PARTNER(S)	County Council, Municipalities, LATS	County Council	County Council, Municipalities
INITIATED			
COMPLETE			

RECOMMENDATION	Encourage each local jurisdiction to adopt a Complete Streets policy that requires all streets to be planned, designed, operated, and maintained to enable safe access for all users, including pedestrians, bicyclists, and transit riders of all ages and abilities.	Encourage municipalities and SCDOT to make Complete Streets policies mandatory in all new construction and repair projects.	Identify streets where Shared Lane Markings (“sharrows”) should be added to improve conditions for bicyclists. Work with SCDOT, the County, and municipalities as appropriate to have these added.
INVESTMENT	Low	Low	Low
TIME FRAME	Short	Ongoing	Ongoing
PARTNER(S)	County Council, Municipalities, LATS	County Planning & Zoning Department, County Engineering, Municipalities, SCDOT, Nonprofits	County Planning & Zoning Department, County Engineering, Municipalities, SCDOT, Nonprofits
INITIATED			
COMPLETE			

IMPLEMENTATION PLAN

RECOMMENDATION	Work with LATS during the update of the Long Range Transportation Plan to incorporate bicycle and pedestrian projects in Beaufort County Connects 2021 and advocate for a target percentage of funding to be devoted to bicycle and pedestrian facilities.	Identify rural roads with moderate to high traffic volumes where paved shoulders are needed. Work with SCDOT to include paved shoulders as part of road repaving.	Establish an agreement with local utilities for use of utility corridors as walking and bicycling paths.
INVESTMENT	Low	Low	Low
TIME FRAME	Short	Short	Mid-
PARTNER(S)	County Planning & Zoning Department, LATS, Municipalities	Beaufort County Engineering, Beaufort County Planning & Zoning, SCDOT	County Council, Municipalities, SCDOT, Dominion Energy
INITIATED			
COMPLETE			

RECOMMENDATION	Revise the Community Development Code to require that path corridors are reserved, dedicated, or constructed in new developments where path corridors are shown in an adopted plan or where a property connects to an existing or proposed greenway.	Actively engage with the Beaufort County School District for their assistance in planning and implementing sidewalks and pathways so that children can walk or bike to school.	Advocate for state funding for the Safe Routes to School Program in concert with the Beaufort County School District.
INVESTMENT	Low	Low	Low
TIME FRAME	Short	Ongoing	Ongoing
PARTNER(S)	County Planning & Zoning Department, County Council	School District, County Planning & Zoning Department, County Engineering, Municipalities	County Planning & Zoning Department, County Engineering, Municipalities, SCDOT, School District, LATS
INITIATED			
COMPLETE			

IMPLEMENTATION PLAN

RECOMMENDATION	Develop a non-profit organization to advocate for pathway projects in Beaufort County and work to raise private donations.	Work with the Friends of the Spanish Moss Trail to expand their role to advocate and raise private donations for pathway projects that connect to the trail.	Endorse the Vision Zero Policy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all.
INVESTMENT	Low	Medium	Low
TIME FRAME	Mid-	Ongoing	Short
PARTNER(S)	County Planning & Zoning, Municipalities	Friends of the Spanish Moss Trail, County Planning & Zoning, County Engineering	County Council, Mayors, County Planning & Zoning, County Engineering, Local Law Enforcement Agencies
INITIATED			
COMPLETE			

RECOMMENDATION	Install pedestrian facilities such as crosswalks, countdown signals, and curb ramps at all intersections where there is an existing sidewalk or planned sidewalk or trail.	Provide raised medians or pedestrian refuge islands, where practical, at crosswalks on streets with more than three lanes, especially on streets with high volumes of traffic.	Require bicycle parking in all new commercial, civic, government, and multi-family land uses. Encourage municipalities to have similar requirements.
INVESTMENT	Medium	Medium	Low
TIME FRAME	Mid-	Mid-	Short
PARTNER(S)	County Engineering, SCDOT, Municipal Engineering Departments	County Engineering, SCDOT, Municipal Engineering Departments	County Planning & Zoning Department, Municipalities
INITIATED			
COMPLETE			

IMPLEMENTATION PLAN

RECOMMENDATION	Work with the East Coast Greenway to develop a strategy to complete the East Coast Greenway trail through Beaufort County.	Encourage the SC Legislature to adopt a Safety Stop bill that allows bicyclists to treat a stop sign as a yield sign if the cyclist has slowed down to a speed that would allow them to stop if needed.	Encourage large employers to provide showers and clothes lockers at work to promote commuting by bike.
INVESTMENT	Medium	Low	Low
TIME FRAME	Short	Ongoing	Ongoing
PARTNER(S)	County Planning & Zoning, County Engineering, SCDOT, East Coast Greenway Alliance, LATS	Local Delegates, Advocacy Groups	Advocacy Groups
INITIATED			
COMPLETE			

RECOMMENDATION	Establish a Bicycle and Pedestrian Advisory Committee to assist the County in the planning, funding, development, and implementation of facilities and programs that will result in the increased safety and use of bicycle and pedestrian travel as a mode of transportation	Support or partner with municipalities on bike sharing and e-scooter programs in an effort to promote cycling and mobility.	Sponsor, support, and/or promote national events that promote walking and cycling: National Bike Month, Bike-to-Work Day, Car-Free Day, Earth Day
INVESTMENT	Low	Low	Low
TIME FRAME	Short	Ongoing	Ongoing
PARTNER(S)	County Planning & Zoning, County Engineering	County Planning & Zoning, Municipalities	County Planning & Zoning, Municipalities, Nonprofits
INITIATED			
COMPLETE			

IMPLEMENTATION PLAN

RECOMMENDATION	Become a designated Walk Friendly Community.	Become a designated Bicycle Friendly Community.	Consider participating in the Open Streets Program to temporarily open selected streets to pedestrians by closing them to cars.
INVESTMENT	Low	Low	Low
TIME FRAME	Mid-	Mid-	Mid-
PARTNER(S)	County Council, County Planning & Zoning, County Engineering, Nonprofits	County Council, County Planning & Zoning, County Engineering, Nonprofits	County Council, County Planning & Zoning, County Engineering, Nonprofits
INITIATED			
COMPLETE			

RECOMMENDATION	Encourage and support events hosted by private non-profit groups that promote walking and cycling such as bike rodeos, weekend walkabouts, lunchtime bicycle rides, cycle the bridges, ride to beach, etc.	Support and partner with private nonprofit groups, such as Eat Smart Move More South Carolina, that focus on helping communities create healthy eating and active living options.	Develop an education program similar to Charleston's Bike Right, Drive Right Campaign to educate both bicyclists and motorists on safe and respectful sharing of our roads.
INVESTMENT	Low	Low	Low
TIME FRAME	Ongoing	Ongoing	Ongoing
PARTNER(S)	County Council, County Planning & Zoning, Municipalities, Nonprofits, School District, Beaufort Memorial Hospital	County Council, County Planning & Zoning, Municipalities, Nonprofits, School District, Beaufort Memorial Hospital	Local Law Enforcement Agencies, Nonprofits, School District
INITIATED			
COMPLETE			

IMPLEMENTATION PLAN

RECOMMENDATION	Develop a regional wayfinding program.	Develop an interactive bike map that outlines bike routes and bike parking.	Support the School District in implementing a Walk and Bike to School day.
INVESTMENT	Medium	Low	Low
TIME FRAME	Mid-	Mid-	Short
PARTNER(S)	County Planning & Zoning, County Engineering, SCDOT,	County Planning & Zoning, County GIS, SCDOT, Municipalities	County Planning & Zoning, School District, Local Law Enforcement
INITIATED			
COMPLETE			

RECOMMENDATION	Conduct county-wide pedestrian and bicycle counts on a regular basis.	Encourage training courses for law enforcement officers on state and local laws for motorists, bicyclists, and pedestrians.	
INVESTMENT	Medium	Low	
TIME FRAME	Ongoing	Short	
PARTNER(S)	County Planning & Zoning, County Engineering	County Planning & Zoning, Local Law Enforcement Agencies	
INITIATED			
COMPLETE			



Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Request for Approval of a Public Project Application by Palmetto Rural Telephone Cooperative for Phase 1 of a Fiber optic buildout within the Town of Yemassee with the Project Area located West of U.S. Highway 17A, North of SC-68 and East of Gordon Street and a Resolution Authorizing Execution of an Easement for a communications equipment on the southwest corner of the Municipal Complex property. [Resolution 22-03]

Department: Administration

Attachments:

	Ordinance	√	Resolution		Other
√	Support Documents		Motion		

Summary: Palmetto Rural Telephone has submitted a Public Project Application for Phase 1 of their fiber optic buildout.

Recommended Action: Approve Public Project Application and Resolution 22-03

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other



**TOWN OF YEMASSEE
PUBLIC PROJECT APPLICATION**

Town of Yemassee
Administration Department
101 Town Cir
Yemassee, SC 29945-3363
(843) 589-2565 Ext. 3
www.townofyemassee.org

Applicant		Property Owner	
Name: <i>Palmetto Rural Telephone Coop.</i>		Name: <i>Town of Yemassee / SCBOT</i>	
Phone: <i>843-538-2020</i>		Phone:	
Mailing Address: <i>1682 Academy Rd. Walterboro SC 29488</i>		Mailing Address:	
E-mail: <i>downy_colson@prtc.us</i>		E-mail:	
Town Business License # (if applicable):			
Project Information			
Project Name: <i>Fiber Optic Cable Installation</i>		<input checked="" type="checkbox"/> New	<input type="checkbox"/> Amendment
Project Location: <i>Town of Yemassee</i>		Acreage:	
Zoning District:			
Tax Map Number(s): <i>Within the Town Limits of Yemassee</i>			
Project Description: <i>Installing Fiber Optic Cables to provide high-speed DATA services with the</i>			
Minimum Requirements for Submittal <i>Town of Yemassee</i>			
<input type="checkbox"/> 1. Two (2) full sized copies and digital files of the Preliminary or Final Public Project Plans. <input type="checkbox"/> 2. Recorded deed and plat showing proof of property ownership. <input type="checkbox"/> 3. Project Narrative describing reason for application <input type="checkbox"/> 4. An Application Review Fee as determined by the Town of Yemassee Schedule of Rates and Fees			
Note: A Pre-Application Meeting is required prior to Application submittal.			
Disclaimer: The Town of Yemassee assumes no legal or financial liability to the applicant or any third party whatsoever by approving the plans associated with this permit.			
I hereby acknowledge by my signature below that the foregoing application is complete and accurate and that I am the owner of the subject property. As applicable, I authorize the subject property to be posted and inspected.			
Property Owner Signature:		Date:	
Applicant Signature: <i>Downy Colson</i>		Date: <i>1-19-22</i>	
For Office Use			
Application Number:		Date Received:	
Received By:		Date Approved:	

STATE OF SOUTH CAROLINA)

DURATIONAL RIGHT-OF-WAY EASEMENT

COUNTY OF HAMPTON)

This Durational Right-of-Way Easement is made as of the, _____ day of _____ by _____ Colin J. Moore _____, Grantor, to Palmetto Rural Telephone Cooperative, Inc., Grantee.

KNOW ALL MEN BY THESE PRESENTS that, Colin J. Moore _____, (Grantor) for, The Town of Yemasee _____, (owner) and in consideration of the mutual promises and at or before the sealing of these presents by Palmetto Rural Telephone Cooperative, Inc., the receipt of which is hereby acknowledged, has/have granted, bargained, sold and released and by these presents does/do grant bargain, sell and release unto the said Palmetto Rural Telephone Cooperative, Inc., its successors and assigns, a right-of-way easement described as follows:

A non-exclusive easement for a term of 25 years from the date hereof for the construction, location, installation, operation, maintenance, repair, and replacement of one or more telephone lines and equipment over, under and upon the property described in the attached Schedule "A".

This grant of easement is granted for access, ingress and egress for the uses and purposes above described.

IT IS UNDERSTOOD AND AGREED that the easement above described is granted and accepted upon the following terms and conditions, to with:

(a) The Grantor will make no use of the area occupied by easement which is inconsistent with the uses and purposes for which the easement has been granted, and without limiting the generality of this provision, the Grantor agrees that no permanent structures such as buildings, sheds and other structures shall be placed upon the easement area at any time.

(b) The Grantee agrees that, if it becomes necessary in the future to disturb the surface in order to effect maintenance, repair or replacements, it will promptly restore the surface to the extent practicable.

The easement granted herein shall be appurtenant to and shall run with the title and shall be an encumbrance to the land described herein above.

TO HAVE AND TO HOLD the aforesaid said easement in, over and upon the above-described land of the Grantors with all the rights, privileges, and appurtenances there to belonging or in anywise appertaining unto the Grantee, its successors, and assigns, for a term of 25 years from the date hereof.

GRANTOR(s) does/do hereby bind himself/herself/ itself/themselves, his/her/its/their heirs and assigns/successors and assigns to warrant and forever defend, all and singular the title to the lands affected by said rights and privileges granted herein to said Grantee, its successors and assigns, against herself/himself/itself/themselves, their lawful heirs and assigns/successors and assigns and all persons whomsoever lawfully claiming or to claim the same, or any part thereof.

IN WITNESS WHEREOF, the Grantor has executed this Durational Right-of-Way Easement as of the _____ day of _____.

WITNESSES:

Grantor

STATE OF SOUTH CAROLINA
COUNTY OF HAMPTON

PERSONALLY, appeared before me the undersigned witness and made oath that (s) he saw the within named _____ sign, seal and as his/her/its act and deed, deliver the within written Right-of-Way Easement for the uses and purposes therein mentioned and that (s) he with the other witness witnessed the execution thereof.

SWORN to before me this _____ day
of _____

Notary _____ Public _____ for _____ South _____ (L.S.)
My Commission Expires _____ Carolina

Schedule "A"

Right-Of-Way Easement on the property identified as Parcel # 204-02-02-004 on the Hampton County Tax Map

Grantor---Colin J. Moore

Owners---Town of Yemassee

Grantee---Palmetto Rural Telephone Cooperative Inc.

Three hundred thirty-five (335') feet from the centerline of Church St. N and four hundred forty-five (445') feet from the centerline of Mixon St. A fifteen-foot by twenty-foot utility easement that parallels Zahler St. for the purpose of supplying fiber optic data services within the Town of Yemassee. A three-by-three cabinet and a three by four backup generator will be place on concrete pads. A fiber distribution cabinet will be placed on a buried vault where fiber cables will be stored.

15' x 20' Easement

335' from the Centerline of Church St. N and 30' from the centerline Zahler St.
Approximately 2 feet from existing fence and 1 foot behind SCDOT right-of-way.

15 Ft.

Natural Gas
Back-up
Generator

Fiber Optic
Cabinet

Fiber
Distribution
Hub

20 Ft.

15' x 20' Easement

ZAHLER ST.

STATE OF SOUTH CAROLINA)
COUNTY OF HAMPTON)

DURATIONAL RIGHT-OF-WAY EASEMENT

This Durational Right-of-Way Easement is made as of the _____ day of _____ by
Colin J. Moore _____ Grantor, to Palmetto Rural Telephone Cooperative, Inc., Grantee.

KNOW ALL MEN BY THESE PRESENTS that, Colin J. Moore _____, (Grantor) for, The Town of Yemasee _____, (owner) and in consideration of the mutual promises and at or before the sealing of these presents by Palmetto Rural Telephone Cooperative, Inc., the receipt of which is hereby acknowledged, has/have granted, bargained, sold and released and by these presents does/do grant bargain, sell and release unto the said Palmetto Rural Telephone Cooperative, Inc., its successors and assigns, a right-of-way easement described as follows:

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(a) The Grantor will make no use of the area occupied by easement which is inconsistent with the uses and purposes for which the easement has been granted, and without limiting the generality of this provision, the Grantor agrees that no permanent structures such as buildings, sheds and other structures shall be placed upon the easement area at any time.

(b) The Grantee agrees that, if it becomes necessary in the future to disturb the surface in order to effect maintenance, repair or replacements, it will promptly restore the surface to the extent practicable.

The easement granted herein shall be appurtenant to and shall run with the title and shall be an encumbrance to the land described herein above.

TO HAVE AND TO HOLD the aforesaid said easement in, over and upon the above-described land of the Grantors with all the rights, privileges, and appurtenances there to belonging or in anywise appertaining unto the Grantee, its successors, and assigns, for a term of 25 years from the date hereof.

GRANTOR(s) does/do hereby bind himself/herself/ itself/themselves, his/her/its/their heirs and assigns/successors and assigns to warrant and forever defend, all and singular the title to the lands affected by said rights and privileges granted herein to said Grantee, its successors and assigns, against herself/himself/itself/themselves, their lawful heirs and assigns/successors and assigns and all persons whomsoever lawfully claiming or to claim the same, or any part thereof.

IN WITNESS WHEREOF, the Grantor has executed this Durational Right-of-Way Easement as of the _____ day of _____.

WITNESSES:

Grantor

STATE OF SOUTH CAROLINA
COUNTY OF HAMPTON

PERSONALLY, appeared before me the undersigned witness and made oath that (s) he saw the within named _____ sign, seal and as his/her/its act and deed, deliver the within written Right-of-Way Easement for the uses and purposes therein mentioned and that (s) he with the other witness witnessed the execution thereof.

SWORN to before me this _____ day
of _____.

Notary _____ Public for _____ South (L.S.)
My Commission Expires _____ Carolina

Schedule "A"

Right-Of-Way Easement on the property identified as Parcel # 204-02-02-004 on the Hampton County Tax Map

Grantor---Colin J. Moore

Owners---Town of Yemassee

Grantee---Palmetto Rural Telephone Cooperative Inc.


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Easement for FCH, Cabinet and Gen set

Matt Sigman <matt.sigman@prtc.us>

Tue 11/9/2021 14:16

To: Matthew Garnes <mattgarnes@townofyemassee.org>

 3 attachments (8 MB)

Allendale Cabinet.jpg; Cabinet A.jpg; cabinet b.jpg;

Per our discussion attached are the photos of the equipment we are looking for which we are looking for an easement. Please let me know what else we may need to provide.

Comments per engineering

“The first pic is of a recent install with a cabinet and back-up generator—this will show the basic layout of an install. The install in Yemassee will be a little different because of delay in materials being shipped to us. We will be adding a cabinet at this install because of this delay. This install will consist of 3 units: ‘Cabinet A’---‘Cabinet B’—Back-up Generator.”

The dimensions of Cabinet A= 32" x 32" x 72"

Cabinet B= 42" x 15" x 48"

Generator= 30" x 30" x 60"

Thank you,

Matt Sigman
Business Development Manager
Palmetto Rural Telephone Cooperative, Inc.
Desk: [843-538-9381](tel:843-538-9381)
Mobile: [843-217-3653](tel:843-217-3653)
Business Direct: [843-538-SALE\(7253\)](tel:843-538-SALE(7253))
Email: matt.sigman@prtc.coop
Business Direct: busdirect@prtc.coop
[292 Robertson Blvd.](#)
Walterboro, SC 29488



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15' x 20' Easement

335' from the Centerline of Church St. N and 30' from the centerline Zahler St.
Approximately 2 feet from existing fence and 1 foot behind SCDOT right-of-way.

15 Ft.

Natural Gas
Back-up
Generator

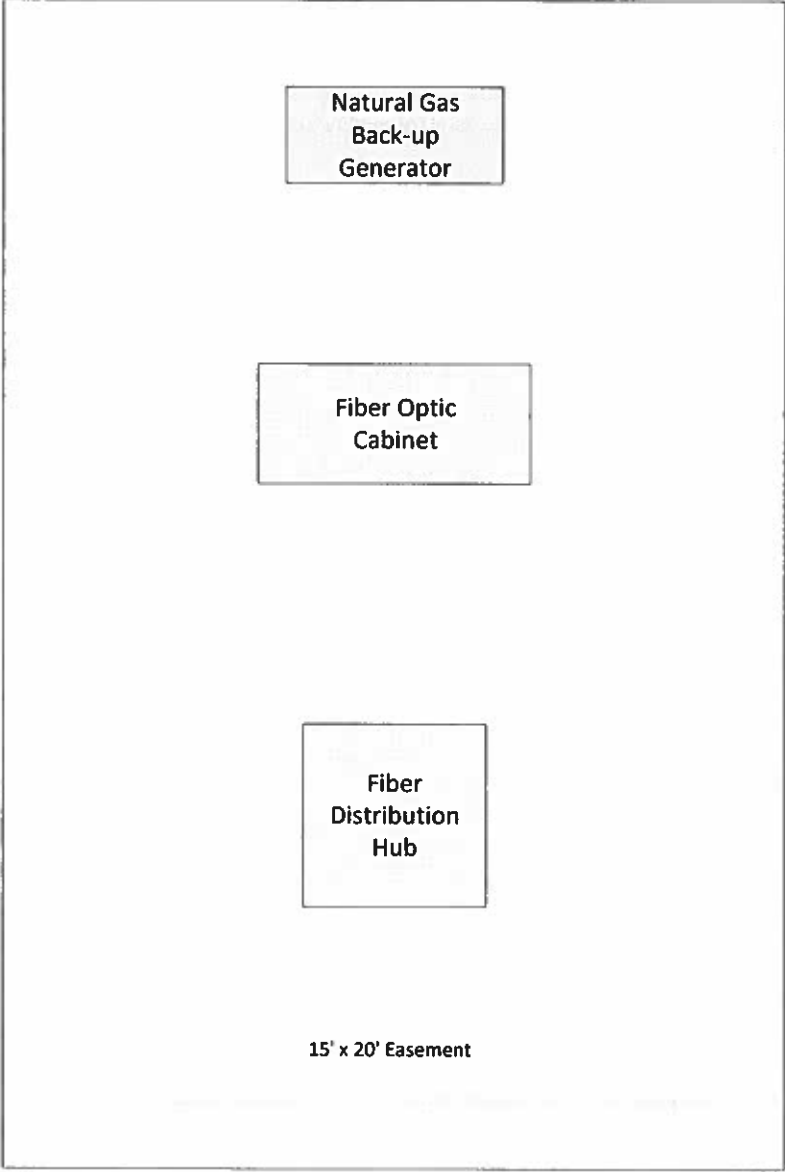
Fiber Optic
Cabinet

Fiber
Distribution
Hub

20 Ft.

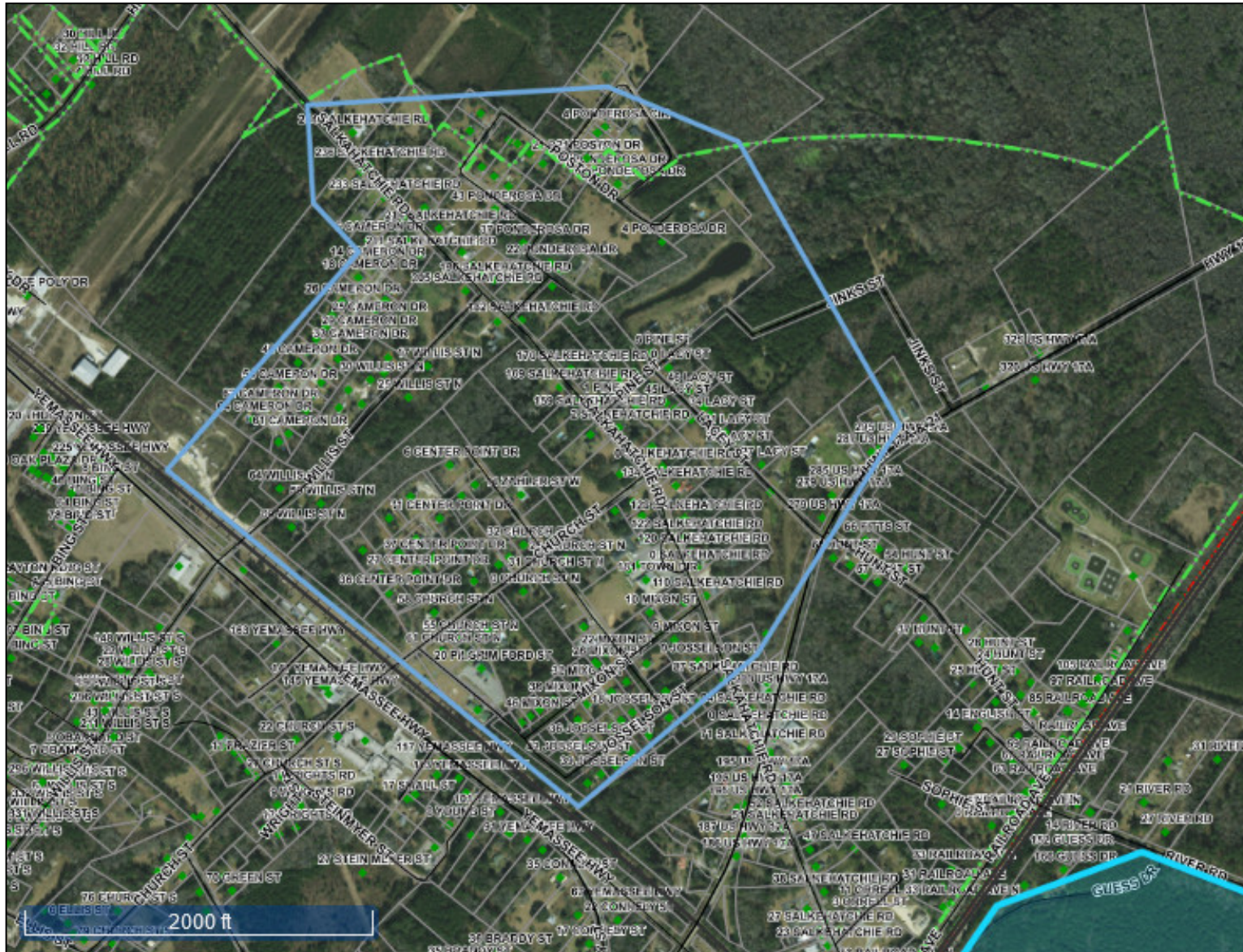
15' x 20' Easement

ZAHLER ST.





Town of Yemassee Public Project Area



Legend

- ◆ Address Points Beaufort
- Parcels Beaufort
- ◆ Address Points Hampton
- Parcels Hampton
- ◆ Address Points Jasper
- Parcels Jasper
- Road Names

- ### Roads
- Roads
 - Major Roads
 - Interstate

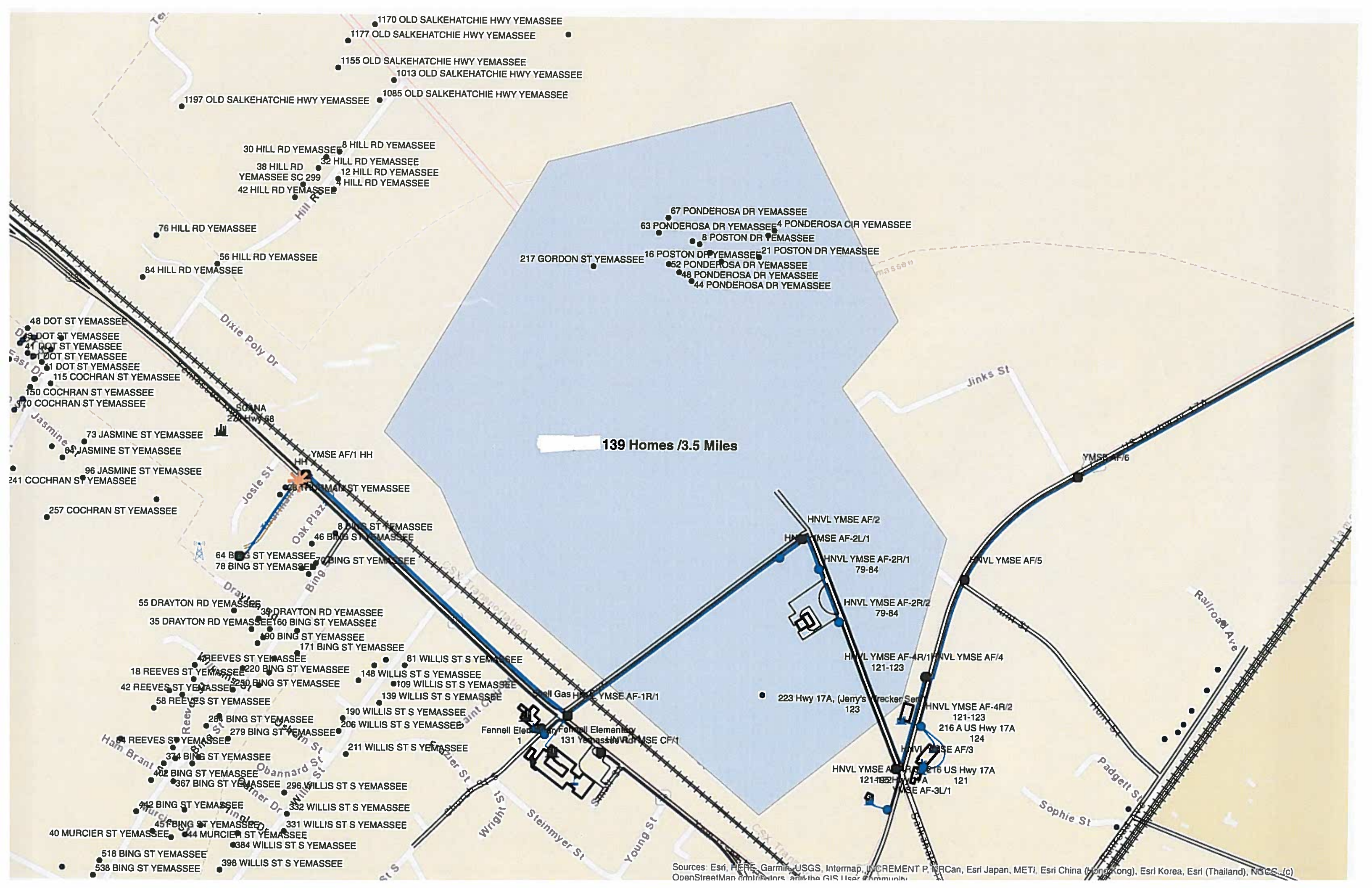
Road Names Jasper

- ### Roads Jasper
- Roads
 - Major Roads
 - Interstate

- Railroads
- County Boundary Beaufort
- County Boundary Hampton
- County Boundary Jasper
- Yemassee Boundary

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THIS MAP IS NOT TO BE USED FOR NAVIGATION



139 Homes / 3.5 Miles

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Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Request for An Ordinance Approving Annexation of Approximately 3.25 Acres of land, located at 183 Trask Parkway, and further identified by Beaufort County TMS: R700 012 000 0029 0000. [Ordinance 22-01]

Department: Administration

Attachments:

√	Ordinance		Resolution		Other
√	Support Documents		Motion		

Summary: The applicant, Brian Cobban has petitioned the Town of Yemassee seeking annexation into the Town of Yemassee Corporate limits. The parcel is currently a small farm with chickens and goats and a small storage building for feed. See attached Staff Report

Recommended Action: Approve first reading on Annexation Ordinance 22-01.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

STATE OF SOUTH CAROLINA)
COUNTY OF BEAUFORT)
TOWN OF YEMASSEE)
ORDINANCE NUMBER:)
(22-01)

An Ordinance Annexing One Parcel of Land owned by Brian Cobban into the Town of Yemassee, South Carolina.
--

AN ORDINANCE ANNEXING INTO THE TOWN OF YEMASSEE, ONE PARCEL OF LAND OF APPROXIMATELY 3.25 ACRES, LOCATED AT 183 TRASK PKWY OWNED BY BRIAN COBBAN, IN BEAUFORT COUNTY, NOT ALREADY WITHIN THE YEMASSEE TOWN LIMITS AND INCLUDING ALL ADJACENT PUBLIC RIGHTS OF WAY, RAILROAD RIGHTS OF WAY, WATERS, LOWLANDS AND WETLANDS.

Section 1. Findings of Facts

As an incident to the adoption of this ordinance, Town Council of Yemassee finds the following facts to exist:

- a) Section 5-3-150, Code of Laws of South Carolina (1976) as amended, provides a method of annexing property to a city or town by a Petition signed by all persons owning real estate in the area requesting annexation.
- b) A proper Petition has been filed with Town of Yemassee by one hundred percent (100%) of the freeholders owning one hundred percent (100%) of the assessed value of the contiguous property herein described, petitioning for annexation of the property to the Town of Yemassee under the provisions of South Carolina Section 5-3-150(3) and is requesting the Town's zoning of Agricultural and have submitted proper submission materials supporting each application in accordance with Town requirements.
- c) It appears to Town Council that the annexation would be in the best interest of the property owners and the town.
- d) The Town Council is zoning the parcel Agricultural.
- e) The Yemassee Town Council finds the proposed annexation and rezoning is consistent with the Yemassee Comprehensive Plan (as amended and revised);

Section 2.

NOW, THEREFOR IT BE ORDAINED by the Mayor and Council of the Town of Yemassee, South Carolina, duly assembled and with authority of the same, pursuant to Section 5-3-150 and Section 5-3-100, Code of Laws of South Carolina (1976), as amended, the following described property is hereby annexed to and made part of the Town of Yemassee, to wit:

ALL THOSE CERTAIN PIECES, PARCELS OR TRACTS OF LAND being known as R700 012 000 0029 0000 & 3.25 acres, and all adjacent public rights of ways and wetlands as shown on the attached map.

This Ordinance shall become effective upon ratification.

SO ORDERED AND ORDAINED THIS _____ Day of _____ 2022

By the Yemassee Town Council being duly and lawfully assembled.

Colin Moore, Mayor

Matthew Garnes, Town Clerk

Peggy Bing-O'Banner, Council Member

Stacy Pinckney, Council Member

David Paul Murray, Council Member

Alfred Washington, Council Member

(Seal)

First Reading:
Second Reading:



Staff Report Administration



January 17, 2022

Project: 183 Trask Pkwy Annexation (Cobban)

Case Number: ANNX-01-22-1000

1. Subject

Annexation: The applicant and owner, Brian Cobban, has petitioned to the Town of Yemassee to annex a parcel of real property, located in the Sheldon community within Beaufort County, at 183 Trask Pkwy into the town limits of Yemassee

Tax Map Number: R700 012 000 0029 0000

Acreage: 3.25

Current Zoning: T2R

Current Use: Used as cropland with animal pens

Future Land Use: (per Beaufort County Community Development Code) “This Zone implements the Comprehensive Plan goals of preserving the rural character of portions of Beaufort County. The primary intent of this Zone is to preserve the rural character of the County. This Zone applies to areas that consist of sparsely settled lands in an open or cultivated state. It may include large-lot residential, farms where animals are raised or crops are grown, as well as parks, woodlands, grasslands, trails, and open space areas.

Proposed Zoning: Agricultural AG (Town of Yemassee)

Comprehensive Plan: The parcel petitioning for annexation is contiguous to the primary service area. The parcel is within the Future Annexation Map of the Town of Yemassee. The proposed annexation would aid in closing a donut hole and allow for more efficient delivery of service.



Staff Report Administration



Adjacent Land Use/Zoning: The parcel is surrounded by the following properties and jurisdictions,

Direction	Parcel	Owner	Jurisdiction
North	R700 012 000 030B 0000 14, 16 Deveaux Hill Rd	Ohilda Bryant	County *Annexation Req Recvd
East	R710 012 000 0002 0000 124 Trask Pkwy	Flannigan-Bennet Trust	Town of Yemassee
West	R700 012 000 0023 0000 34 Buckfield Rd	Joyce Shaw	Beaufort County
South	R700 012 000 0028 0000 179 Trask Pkwy	Leroy Mack	Beaufort County

2. Staff Comments

Special Notes

The Town of Yemassee will be able to furnish all town services upon annexation.

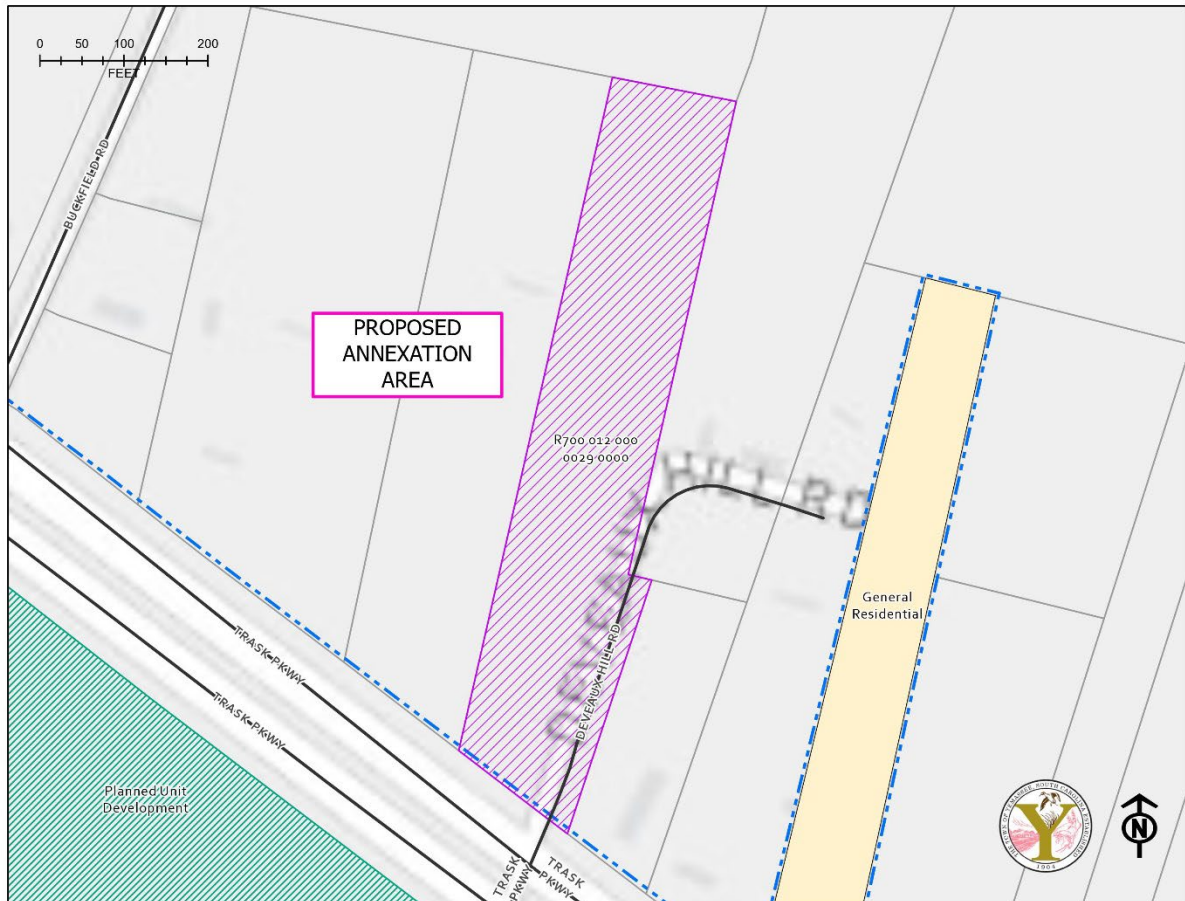
The parcel would be subject to the adopted millage rate at the time of annexation, the adopted millage rate within the Beaufort County portion of the Town of Yemassee, is 66.60 mills.



Staff Report Administration



3. Maps



*Parcel proposed for annexation outlined in purple.



Staff Report Administration



4. Analysis

The following analysis has been conducted on the parcel petitioning for Annexation.

- 1.) The application is in the best interests of the Town of Yemassee and its residents.
 - a. *Finding:* Staff completed a Cost/Benefit Analysis and provided the property owner with an estimated tax liability upon Annexation. Any vehicles or personal/business property taxed by Beaufort County will be subject to the city tax rate imposed for FY2022 which is 66.60 mills. Additionally, the property will close a donut hole along the Trask Pkwy corridor in Sheldon which will allow for a more efficient delivery of services.
- 2.) The property has contiguity to the Town of Yemassee corporate limits
 - a. *Finding:* The property is contiguous to the Town of Yemassee corporate limits to the east of the property and is established by the connecting parcel (Bindon). The adjacent parcels were annexed into the Town concurrent with a Planned Unit Development Plan for Bindon in 2006 via the 100% Petition & Ordinance method.
- 3.) Does the Annexation avoid creating new doughnut holes or enclaves in the Town Limits?
 - a. *Finding:* The proposed Annexation will not create any new doughnut holes or enclaves in the Town of Yemassee corporate limits.
- 4.) The Annexation will not create a tax burden or measurably reduce the level of service(s) provided to existing citizens and property owners.
 - a. *Finding:* Based on the current use of the property, a tax burden is not created and a reduction in the level of service is not anticipated in the first year of Annexation.
- 5.) Consideration of the Annexation areas existing utilities, transportation, and infrastructure.
 - a. *Finding:* The franchised water and sewer provider in the Town of Yemassee is Lowcountry Regional Water System although this community is not currently served with water or wastewater services. Dominion Energy currently provides electric and natural gas services.



Staff Report

Administration



Telecommunications service can be provided by Frontier, Hargray and Xfinity Communications.

6.) The full impact the Annexation will have on Law Enforcement has been considered.

- a. *Finding:* The Police Department has advised this parcel will not have a negative impact on the services provided by the Yemassee Police Department. Upon annexation, the primary response agency will be the Yemassee Police Department, with backup provided via a Mutual-Aid agreement with the Beaufort County Sheriff's Office.

7.) Does the petitioner understand all potential/costs & benefits associated with Annexation?

- a. *Finding:* The applicant has been provided with an estimated tax bill upon Annexation. As of this report, there have been no additional questions from the petitioner regarding the estimated tax bill. The petitioner is aware that upon Annexation the property will receive the following services/benefits
 - i. Police Protection – The residence will be served by the Yemassee Police Department for emergency and non-emergency calls. The property owner or any residents will be assigned to the Zone C Crime Watch Zone and are encouraged to attend the monthly meetings.
 - ii. Town Trash Service – The property will now be eligible for Town trash service which is contracted out to S&S Disposal.
 - iii. Building Inspection & Building Permits – The owners/residents would be eligible to apply for Building Permits and receive inspections through the Town's staff. The applicant is aware that they will be able to come to the Municipal Complex to apply for any permitting for residential modifications.
 - iv. Persons Registered to vote will be eligible to run for office and/or serve on Town Appointed boards and committees – Any future residents of the property are aware that upon Annexation and potential development they will be eligible to vote in Town Elections & serve on Town boards and/or committees after being a registered voter in the Town of Yemassee for a minimum of thirty



Staff Report Administration



(30) days. Upon Annexation, a copy of the ordinance will be sent to Beaufort County Board of Voter Registration & Elections.

- v. Streetlights – The residents understand that upon Annexation the Town will place a streetlight on the right-of-way near the parcel.

Staff Recommendation

Recommendation – Staff believe this Annexation would benefit the Town and allows for more efficient delivery of Town service to the Sheldon area. Staff concur that the property should be Annexed into the Town.

8.) Attachments

- a. Annexation Ordinance
 - i. Annexation Petition
 - ii. Map of general area
 - iii.** Annexation Petition
 - iv. Zoning Certification
 - v. Northern Beaufort County Regional Plan Growth Boundary



**TOWN OF YEMASSEE
ANNEXATION APPLICATION**

Yemassee Municipal Complex
P.O. BOX 577
Yemassee, SC 29945-0577
(843) 589-2565

Applicant		Property Owner	
Name: Brian Cobban		Name: Brian Cobban	
Phone: 843-321-3210		Phone: 843-321-3210	
Mailing Address: 69 Robert Smalls Hwy 2F Beaufort, SC 29906		Mailing Address: 69 Robert Smalls Hwy 2F Beaufort, SC 29906	
E-mail: bcobban@yahoo.com		E-mail: bcobban@yahoo.com	
Town Business License # (if applicable): N/A			
Project Information			
Project Name: Cobban Tract		Acreage: 3.25	
Project Location: 183 Trask Pkwy			
Existing Zoning: TAR Sheldon		Proposed Zoning: Agricultural AG	
Tax Map Number(s): R700 012 000 0029 0000			
Project Description: Annexation of 3.25 ac			
Select Annexation Method			
<input checked="" type="checkbox"/> 100 Percent Petition and Ordinance Method		<input type="checkbox"/> 75 Percent Petition and Ordinance Method	<input type="checkbox"/> 25 Percent Elector Petition and Election Method
Minimum Requirements for Submittal			
<input checked="" type="checkbox"/> 1. Completed Annexation Petition(s)			
<input checked="" type="checkbox"/> 2. Copy of plat and/or survey of area requesting annexation			
Note: Application is not valid unless signed and dated by property owner.			
Disclaimer: The Town of Yemassee assumes no legal or financial liability to the applicant or any third party whatsoever by approving the plans associated with this permit.			
I hereby acknowledge by my signature below that the foregoing application is complete and accurate and that I am the owner of the subject property.			
Property Owner Signature:		Date: 1/14/22	
Applicant Signature:		Date: 1/14/22	
For Office Use			
Application Number: ANNEX-01-22-1000		Date Received: 01/14/22	
Received By: V. Singleton		Date Approved:	



Beaufort County, South Carolina

generated on 1/14/2022 3:35:16 PM EST

Property ID (PIN)	Alternate ID (AIN)	Parcel Address	Data refreshed as of	Assess Year	Pay Year
R700 012 000 0029 0000	00523151	183 TRASK PKWY,	1/7/2022	2020	2020

Current Parcel Information

Owner	COBBAN BRIAN	Property Class Code	ResVac Platted&Unplatted
Owner Address	69 ROBERT SMALLS PKWY STE 2F BEAUFORT SC 29906	Acreage	3.2500
Legal Description	POR DEVEAUX HILL PLANT *3/11 ACREAGE CHANGED BY PB131 P74		

Historic Information

Tax Year	Land	Building	Market	Taxes	Payment
2021	\$23,700		\$23,700	\$413.88	\$0.00
2020	\$23,700		\$23,700	\$403.95	\$539.54
2019	\$23,700		\$23,700	\$399.11	\$399.11
2018	\$23,700		\$23,700	\$372.07	\$372.07
2017	\$22,700		\$22,700	\$372.19	\$372.19
2016	\$22,700		\$22,700	\$363.21	\$363.21
2015	\$22,700		\$22,700	\$348.73	\$526.04
2014	\$22,700		\$22,700	\$383.77	\$566.34
2013	\$22,700		\$22,700	\$373.02	\$503.97

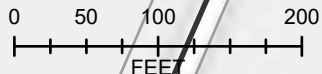
2012	\$32,465	\$32,465	\$422.16	\$464.38
2011	\$32,465	\$32,465	\$417.19	\$479.77

Sales Disclosure

Grantor	Book & Page	Date	Deed	Vacant	Sale Price
WESTER TREVOR	3930 636	11/2/2020	Li		\$17,700
HAGOOD MAEOLA WILLIE	3652 1190	3/7/2018	De		\$1,400
HAGOOD MEAOLA	2782 2085	11/10/2008	QC		\$1
DEVEAUX ROSCOE	2687 867	2/7/2008	QC		\$20,000
DEVEAUX B M HRS OF DEVEAUX BRENDA A COX JOAN M	2475 270	11/14/2006	Ta		\$890
DEVEAUX B M HRS OF % ROSCOE E DEVEAUX	1148 1089	3/8/1999	Ex		\$0
UNKNOWN OWNER 00523151		12/31/1776	Or		\$0
		12/31/1776	Or		\$0

Improvements

Building	Type	Use Code Description	Constructed Year	Stories	Rooms	Square Footage	Improvement Size
----------	------	----------------------	------------------	---------	-------	----------------	------------------



BUCKFIELD RD

PROPOSED ANNEXATION AREA

R700 012 000
0029 0000

DEVEAUX HILL RD

General Residential

TRASK PKWAY

TRASK PKWAY

Planned Unit Development

TRASK PKWAY
TRASK PKWAY



**ZONING
DEPARTMENT**

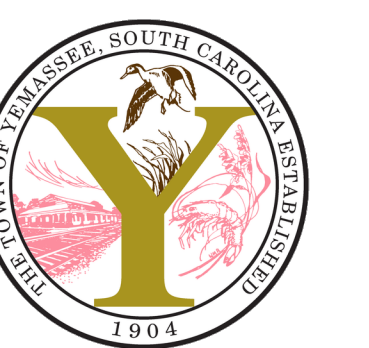
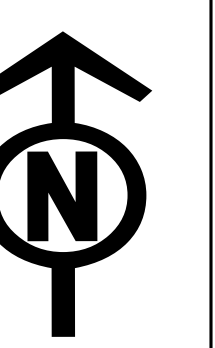
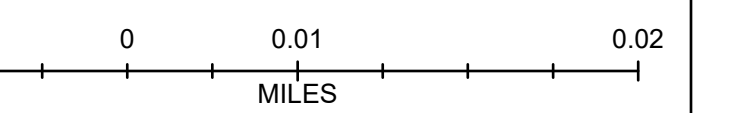
**PROPOSED
ANNEXATION
AREA**

LEGEND

- ROADS
- TOWN BOUNDARY
- YEMASSEE ZONING**
- General Residential
- Planned Unit Development
- PROPOSED ANNEXATION
- Parcels - Beaufort



DATE CREATED: 2/8/2021
DATE UPDATED: 1/18/2022
PREPARED BY: SPATIAL ENGINEERING, INC.
CARTOGRAPHY BY: GOVI HINES, GISP



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NORTHERN BEAUFORT COUNTY
SOUTH CAROLINA

REGIONAL PLAN

Acknowledgements

Steering Committee of the Northern Beaufort County Regional Plan

Jim Hicks, Chairman, Beaufort County Planning Commission	William McBride, Lowcountry Council of Governments
Gerald Dawson, Beaufort County Council	Samuel E. Murray, Mayor, Town of Port Royal
Vernon DeLoach, Port Royal Town Council	Ronald Petit, Beaufort County Planning Commission
Mark Generales, Beaufort County Council (Apr. 2006 – Dec. 2006)	Dave Radford, Joint Planning Commission (Apr. 2006 – Apr. 2007)
J. L. Goodwin, Mayor, Town of Yemassee	Bill Rauch, Mayor, City of Beaufort
Patty R. Kennedy, Joint Planning Commission	Paul Sommerville, Beaufort County Council (Jan. 2007 -)
Frank Koltonski, Beaufort County School District	W. R. "Skeet" Von Harten, Beaufort County Council
Harley Laing, Joint Planning Commission (May 2007 -)	

Technical Advisory Committee

Ken Bush, Lady's Island Business and Professional Assoc.	Cynthia Pierce, Home Builders Association
Jim Collins, P.E., Thomas & Hutton Engineering Co.	Donald J. Smith, Jr., Stormwater Utility Advisory Board
Dick Deuel, Beaufort-Jasper Water Sewer Authority	Nick Stanley, P.E., Thomas & Hutton Engineering Co.
Rochelle Ferguson, Lowcountry Rapid Transit Authority	Kim Statler, Executive Director, Greater Beaufort – Hilton Head Economic Partnership, Inc.
Larry Holman, Beaufort County Black Chamber of Commerce	David Tedder, David L. Tedder, P.A. & Assoc.
Alice Howard, NREA Officer, US Marine Corps Air Station	Jim Tiller, J.K. Tiller Associates, Inc.
Russ Marane, Trust for Public Lands	Carlotta Ungaro, Beaufort County Chamber of Commerce
Tara McGrath, Coastal Conservation League	Alan Warren, Univ. of South Carolina, Beaufort
Dean Moss, Beaufort-Jasper Water Sewer Authority	Larry Wilson, Beaufort County School District
	Jeanne Woods, Beaufort County Board of Realtors
	Wendy Zara, Affordable Housing Governing Council

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Town of Port Royal

Linda Bridges, Planning Administrator

City of Beaufort

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Lowcountry Council of Governments

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Executive Summary

Introduction

The Northern Beaufort County Regional Plan represents agreement reached by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee as to how the region will grow and develop. The plan begins with a series of common regional goals that serve as the foundation on which the plan is built.

The plan delineates a future growth boundary that focuses new growth in well-defined areas, preserving over 60% of the land area for rural related uses. The plan includes a future land use plan that creates a framework within which each community will continue to plan their own futures within a regional vision. It includes a transportation planning strategy that will enable effective regional transportation planning in a changing and unpredictable environment. It addresses the fiscal aspects of planning so that allocating regional costs of growth can be prepared for. It includes improved baseline environmental standards and other planning initiatives. Finally, it sets the stage for continued oversight of the implementation of the plan through intergovernmental action.

The Planning Process

This plan was prepared in close consultation with a Steering Committee that was appointed by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee. It had representatives from Beaufort County Council, Beaufort City Council, Port Royal Town Council, Yemassee Town Council, the Beaufort County Planning Commission, the Joint Planning Commission, the Lowcountry Council of Governments, and the Beaufort County School District.

The Steering Committee generally met on a monthly basis for more than a year to prepare this plan. It was supported by planning staffs from each jurisdiction working together with planning consultants as a unified planning team. In addition, the Technical Advisory Committee was formed with representatives of many other community organizations and agencies to provide advice and expertise on particular topics relevant to the plan. The Technical Advisory Committee, in turn,

organized itself into a series of special topic working groups who provided focused recommendations on different elements of this plan.

The Steering Committee held public meetings over the course of the planning process at locations throughout the county in order to provide public input and comment. In addition, all meetings of the Steering Committee were open to the public, and public comments were taken by the Committee.

The Steering Committee worked its way through the planning process in a logical and orderly manner. It began by working with the planning staff team to develop a series of “guiding principles” that set the scope and tone of the planning process. Those guiding principles were eventually translated into the Common Goals that are in Chapter I of this plan. The Steering Committee worked with staff to understand possible growth forecasts and alternative future growth scenarios, and ultimately focused in on a particular growth scenario that evolved into what is now embodied in the growth boundaries and land use plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The Committee spent a great deal of time analyzing what future growth meant in terms of transportation needs, and ultimately developed a transportation strategy for the future. Following the transportation analysis, the Committee then worked with a fiscal impact consultant to understand the regional costs of growth related to transportation and other public facilities.

The working groups of the Technical Advisory Committee worked hard to develop specific recommendations for other plan elements, particularly the need for baseline environmental standards, and these recommendations were embraced by the Steering Committee and are included in this plan. Finally, the Committee worked hard to develop a system for future implementation and monitoring of the plan, so that it could become a regional reality.

The Plan

The Northern Beaufort County Regional Plan is organized into eight chapters.

Chapter I – Regional Growth and Common Goals: This chapter contains a series of Common Goals that were derived from the initial Guiding Principles created by the Steering Committee early in the process. These Common Goals are in effect the regional planning “values” that are the foundation for the plan. They include a series of regional planning themes, including:

- The importance of each community working together to coordinate growth in a collaborative way,
- The related importance of coordinated regional infrastructure planning, such as regional transportation facilities,
- The importance of a strong and diverse regional economy,
- The need for a sustainable and fair way of funding regional infrastructure,
- The need for consistent natural resource protection from one jurisdiction to another,
- The desire to focus growth in certain areas, thereby preserving rural character and avoiding inefficient sprawl,
- The importance of preserving open spaces,
- The desire to preserve socioeconomic diversity of the region,
- The regional need for affordable and workforce housing for residents,
- The role that high quality compatible infill can play in regional development,
- Recognition of the need to balance planning policies with the rights of land owners,
- The importance of military facilities in the regional economy and the importance of coordination with military planners,
- The need for continued coordination of the various governments, and
- The need to institutionalize this plan through local community plans and regulations.

Chapter 2 – Growth Coordination Principles: This chapter contains what is in many ways the heart of the plan – future growth boundaries and growth principles. While all elements of the plan are important, this plan revolves around agreement on boundaries for where communities are to grow, and where they agree not to grow, making it possible for the municipalities to plan for their services and for the county to encourage long term sustainable rural areas. The growth boundaries create predictability for both the municipalities and the county by addressing where growth will occur. The growth principles that go with the boundaries lay the groundwork for future agreements as to how the growth will occur, in particular the future “rules” for how development and annexations will be reviewed. The emphasis in the plan is on jurisdictions working together to maximize benefits of growth while mitigating its negative impacts, particularly cross jurisdiction impacts.

Chapter 3 – Land Use: This chapter works in concert with Chapter 2 by defining a future land use plan that fits within the growth boundaries framework. It defines land uses at a level of detail that

creates a regional vision, while allowing each community to continue to do more fine grained land use planning within the regional plan.

Chapter 4 – Transportation and Other Public Facilities: This chapter outlines a strategy for transportation and other public facilities. It recognizes that transportation, perhaps more than any other element, is the “canary in the mine”, meaning that road congestion is often the first and most visible evidence of negative impacts of growth. The plan recognizes, however, that transportation planning occurs in a very dynamic environment, making it difficult to plan at a 20 year horizon with great specificity. For example, many alternatives are identified in this plan that could make certain road projects unneeded in the 20 year horizon, such as mass transit, improved pedestrian and bicycle facilities, and enhanced access management, but no one can predict with certainty how effective these alternatives can be in reducing the growth of vehicular traffic. For this reason, this plan suggests that certain road improvements be included in this plan for continued planning and evaluation, such as the US 21 widening, and the western bypass, recognizing that there is a strong desire by many in the region to avoid having to construct those projects due to perceived negative impacts on the quality of the community.

Chapter 5 – Fiscal Impact of Growth: This chapter places the price tag on future growth. Not surprising, the fiscal analysis points out that current funding sources will not allow the region to keep up with the capital and operating costs of regional public facilities. The unfunded capital costs for transportation, libraries, parks and recreation, and other regional governmental services is expected to be over \$216 million over the next twenty years, 77% of which are transportation related. Another \$230 million in operating and maintenance costs are expected over the same time period. The net fiscal deficit for regional facilities, including capital and operating costs, is forecasted to be in excess of \$217 million over 20 years. This analysis makes it clear that the communities of Northern Beaufort County must work together to identify and plan for new tools to fund this projected deficit, such as updated impact fees, and capital sales tax. Efforts to fund operating costs will be a particular challenge.

Chapter 6 – Baseline Environmental and Corridor Standards: This chapter along with Chapter 7 represents the efforts of the Technical Advisory Committee Working Groups. These Working Groups developed excellent recommendations that address specific implications of plan policies and are an excellent guide to some of the actions that are needed to carry the plan forward. Chapter 6 contains recommendations for improved baseline environmental standards. These include implementation of the Beaufort County Special Area Management Plan (SAMP), storm water “best management practices”, critical line setbacks and natural vegetative buffers, baseline standards for the protection of freshwater wetlands, and others. Baseline standards are also recommended for shared scenic and travel corridors

throughout the region, and for the use of transfer of development rights to preserve open space.

Chapter 7 – Regional Planning Initiatives: This chapter contains recommendations for a series of additional regional planning initiatives related to economic health and diversity, socioeconomic diversity, affordable and workforce housing, infill and redevelopment, military base coordination, and a regional growth tracking system.

Chapter 8 – Implementation Oversight: This chapter provides an overall framework for the implementation of the plan. It provides a four point approach to implementing the plan, including a continuing role for the Steering Committee as an implementation oversight group, the use of intergovernmental agreements to ratify certain plan elements, the inclusion of regional plan policies in local plans and regulations, and ongoing work by the Technical Advisory Committee on additional planning initiatives.

This plan represents a quantum leap forward for regional planning in Northern Beaufort County. In the past, each community engaged in local community planning; while each community tried to plan responsibly, they planned without a sense of the regional implication of their own actions. This regional plan creates a starting point for local planning within a regional framework. While this plan respects the planning autonomy of each community, it represents an agreement by each community to plan as part of the larger regional entity.



1

Regional Growth and Common Goals

Introduction

Northern Beaufort County has experienced steady growth over the last decade. It has not grown as rapidly as the southern portion of the county, but it appears that growth pressures may be increasing – at the very least, we can expect that growth pressures will remain steady. This growth is occurring in an extremely sensitive natural environment that is home to many historic rural, urban, and suburban communities, each of which contributes to a unique and much treasured quality of life.

Growth forecasts were prepared for Northern Beaufort County as part of this regional planning process using the methodology developed originally for the regional transportation planning model. The method of making those forecasts is explained more fully in Appendix A of this plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The following table illustrates the breakdown by planning sub area, and also shows how that population translates into potential dwelling units. During the process of preparing this plan, some members of the public suggested that growth may occur faster than that forecasted using this methodology. It was suggested, for example, that the population could exceed 145,000 in the next twenty years. It should be noted that these population forecasts are not intended to be “predictions” of the future. There are many variables that can influence future growth, including local, regional, national, and global economic trends and changes. Rather, these forecasts should be considered as reference points for planning purposes.

Figure 1

Planning Area	2006	2006	2025	2025
	Dwelling Units	Population	Dwelling Units	Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

In addition to an increase in population and resulting residential dwelling construction, there will also be a corresponding increase in non-residential growth, for uses such as retail, office, industrial, and institutional uses. It is estimated that an additional 6.4 million square feet of non-residential land uses could be added over the next twenty years, most of which would be in the form of retail and office uses (2.3 million square feet of retail, and 2.2 million square feet of office).¹

The communities that make up Northern Beaufort County, including the City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County (together referred to as The Participating Local Governments), recognize that a regional approach is needed to manage this growth, to supplement ongoing local planning in each community. For this reason, the four local governments agree to cooperate and coordinate on regional planning issues that transcend local boundaries. This regional plan is the starting point for an ongoing collaborative regional planning process.

Unlike the southern portion of the county, the communities of Northern Beaufort County are able to set the pattern of growth in the future. In the southern portion of the county, over 90% of the land is already committed in one form or another. In the Northern portion of the county, over two thirds of the land remains uncommitted, which means that the land use pattern has yet to be set.

This plan begins with a series of common regional goals. These common goals are a broad statement of regional planning values and aspirations and serve as the foundation of other plan recommendations in subsequent chapters of this plan.

¹ The methodology for the growth forecasts is described in Appendix A.

Recommendation 1.1: *The Participating Local Governments should work together to achieve common goals related to:*

- *Coordinated Growth*
- *Public Facilities*
- *Economy*
- *Fiscal Health*
- *Environment*
- *Quality of Growth*
- *Open Space*
- *Cultural Diversity*
- *Affordable and Workforce Housing*
- *Infill and Redevelopment*
- *Individual Property Rights*
- *Military Facilities*
- *Local Planning within the Regional Plan*
- *Intergovernmental Coordination*

Each of these is discussed below.

Coordinated Growth

Northern Beaufort County includes four different units of local government, including the City of Beaufort, the Towns of Port Royal and Yemassee, and Beaufort County, each of which is responsible for a wide range of local government services. Each entity has jurisdiction over diverse areas that are unique in their challenges and opportunities, and each entity values their autonomous ability to act in their best interests. Further, there is desire to continue to have distinct and unique communities, each with their own identities.

While recognizing this autonomy and uniqueness of interests, there also are many regional growth and development issues that transcend the boundaries of individual jurisdictions. Chief among these are transportation, natural resource protection, education, workforce housing, and providing public facilities. The livability of individual communities or areas is, in fact, heavily influenced by what happens in other jurisdictions. For this reason, it is agreed by all jurisdictions that certain regional planning issues must be addressed through coordinated regional actions. It is not effective for any one jurisdiction to try to address these regional issues without the coordinated action of all jurisdictions. It is agreed that growth and development, particularly near areas where jurisdictional boundaries meet, should be subject to

strong collaborative planning, while respecting individual jurisdiction autonomy.

Compounding the issue, the unique geography and topography of Northern Beaufort County makes it difficult to define and predict the pattern of future growth, thereby making it difficult to plan for community “edges”. The relationship between historic land use patterns and the unique nature of upland, lowland, island, and water does not lend itself to an easy pattern of concentric growth radiating out from existing communities. Nonetheless, it is critical to the future health and sustainability of the region for the various jurisdictions to come together through a collaborative planning process to address the issues of future growth. A key building block for this regional plan will be agreement on an approach to municipal annexation of property that is currently in the county’s jurisdiction, with mechanisms to facilitate joint planning for such development.

Common Goal 1:

The City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County will coordinate growth in Northern Beaufort County, especially around the current and future edges of the communities.



Timing and Adequacy of Infrastructure and Public Facilities

The provision of infrastructure and public facilities, such as roads, schools, utilities, public safety services and facilities, and libraries is a fundamental purpose of local government. It is incumbent upon local government to provide adequate levels of public service for existing population and businesses and to plan for future facilities to serve anticipated future population. Further, it is incumbent of local government to provide these services in a timely manner relative to the rate of new growth, and to do so in a fiscally responsible manner that fairly allocates the cost of the services relative to existing and new population.

Individual jurisdictions are responsible for various local infrastructure and public facilities within their own jurisdictions and those local facilities are not appropriately addressed as part of this regional planning effort. However, certain facilities have a regional role that goes beyond individual jurisdictions, such as regional roads, bridges, regional parks, schools, and libraries. Other services are provided locally, but can benefit from multi-jurisdictional cooperation, such as public safety services (i.e. police and fire/EMS).

The region's transportation facilities are among the most important in terms of continued economic health and community livability, and they are also the facility that would most benefit from a regional approach. Safe and adequate transportation facilities are important for many reasons: economic trade, convenience of residents and businesses, safety service accessibility, and hurricane evacuations. The planning for and reservation of adequate transportation corridors relative to anticipated growth, and the planning for capital investment and maintenance of roads, are paramount regional challenges to be addressed in this plan.

Common Goal 2:

Adequate and timely regional infrastructure and public facilities will be provided in a fair and equitable manner through a cooperative process in which all units of local government participate and act in the spirit of partnership.

Economic Health and Diversity

One of the critical success factors for any region is to have a strong, vibrant, and healthy local economy. A strong local economy provides employment opportunities for residents, creates a sense of progress and activity, and generates tax dollars that fund local public services and facilities.

There are continuing efforts to actively encourage economic development through agencies such as the Economic Development Partnership and the Beaufort County Chamber of Commerce, and through efforts such as the Beaufort Commerce Park. Part of the challenge in such efforts is to identify and set aside land well served by adequate transportation facilities and other supporting infrastructure.

Beaufort County is in very serious need of new economic development that draws capital and investment from outside the county and provides good wages and opportunities for our citizens. While the county has the highest per-capita income of any county in South Carolina, it has one of the lowest wage rates. It also relies heavily on its residential tax base for property tax revenue. To change this, the county must make a priority of attracting and retaining new business and industry that can make substantial capital investment, and pay good, above state average wages.

Northern Beaufort County is well situated between the ports and airports of Charleston and Savannah, and is close to Interstate 95 and the major east coast rail corridor. The quality of life is high and the county is increasingly a destination for early retirees from eastern metropolitan areas. In spite of these locational advantages, four obstacles have been identified to economic development in Northern Beaufort County.

- The region lacks an adequate supply of appropriately zoned and appropriately located land for non-retail commercial uses. While Northern Beaufort County has two designated industrial parks, one of these, the Yemassee Park, is almost completely wetlands. A more suitable site closer to I-95 should be established to benefit from the locational advantages described above.
- The region also lacks suitable vacant industrial buildings that businesses wishing to locate here can use. The one suitable building available, the Vanguard Building on US 21, was acquired by the Economic Development Partnership and transferred to Greenline Industries, a manufacturing firm that has hired forty persons for good wages and intends to hire more. If more vacant buildings were available, there would be more success in attracting suitable firms to the region.

- Even when a suitable site is available, the development approval and permitting process in Beaufort County and in most municipalities can be time consuming and may discourage potential industrial companies and speculative building developers from locating in the county.
- Finally, a critical piece of our challenge with economic development lies with our workforce. Because we have had few skilled employment opportunities, we have not attracted a pool of skilled labor nor have we provided incentives for our young people to acquire technical skills. Therefore, when a prospective business looks at the availability of skilled workers, the pool is lacking.

Common Goal 3:

A strong, vibrant, and healthy economy will be achieved through a successful economic development program in order to ensure the long term success and viability of the Northern Beaufort County region.

Fiscal Sustainability

As new growth occurs, it will bring with it demands for new regional public service and facilities along with the need for maintenance of both new and old facilities. The construction and maintenance of those facilities will be funded by tax revenues. When tax revenues are not adequate to fund those needs, there will be a fiscal imbalance that can not be maintained in the long run. Therein lays the challenge: how to achieve a land use balance and a revenue structure that funds regional public service and facility needs in a fair and equitable manner among existing and new population and among the Participating Local Governments.

Common Goal 4:

Northern Beaufort County will maintain a fiscally sustainable system of funding regional capital infrastructure, operating, and maintenance needs.

Consistency of Environmental Standards

Natural resource protection is an obvious and classic instance of where impacts transcend political boundaries. Further, the natural environment in Northern Beaufort County is of paramount importance to its lifestyle, image, and economy, more so than in most regions of the country. During the Southern County Regional Plan process, the natural resources deemed most important for protection were salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and freshwater wetlands. That plan also recognizes the importance of mechanisms to permanently preserve open space as a way to protect these natural resources. This planning effort embraces these same natural resources.

While each jurisdiction is free to develop natural resource protection measures that best fit its area, there is great value in having an agreed upon base of environmental protection standards below which no jurisdiction should go. Consistency among jurisdictions in standards relating to water quality is especially important.

Common Goal 5:

Northern Beaufort County will be protected by baseline standards for natural resources including salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and open space preservation that each jurisdiction adopts as part of their planning policies and regulations.

Quality and Form of Development

Northern Beaufort County has a rich diversity of unique “places” – far from the homogeneity of many growing suburban areas, one can experience a full range of natural and man made environments. From the rural historic landscape of Sheldon, to the historic neighborhoods of Beaufort and Port Royal, to the coastal island environment of St. Helena, to the new urbanism styles in communities such as Habersham and Point View, the area is home to distinct “forms” of development and environment. As the region continues to feel growth pressure in the future, all agree that we should strive to maintain its unique sense of place.

Further, the relationship of existing and new communities and neighborhoods is important. The concept of “connectivity”, while it has many dimensions, is an important regional issue. The way in which existing and newly developing areas are connected with roads, pedestrian facilities, and environmental corridors can help contribute to a sense of integrated community, rather than a sense of isolated pods of development.

One of the ways in which a sustainable regional form can be accomplished is to identify a regional vision for the overall form of new development relative to existing development and the natural environment, and then to implement local planning policies and regulations to implement that vision. While each community will continue to have its own responsibility to implement such policies at the local level, the region as whole benefits from a common understanding of the how the individual communities will fit together as a region. While it would not be desirable to have each community have the same standards – having all the communities look alike would detract from diversity of the area – it is very desirable for each community to understand where it fits into the regional form.

Common Goal 6:

Northern Beaufort County will maintain a distinct regional form of compact urban and suburban development surrounded by rural development for the purpose of reinforcing the valuable sense of unique and high quality places within the region.



Open Space Preservation

One of the features that most contributes to the character of Northern Beaufort County is its extensive amount of open spaces. These open spaces take many forms – water, marshes, pine forests, farms, and simple vacant land. The long term preservation of some of these open spaces is important to preserve community character. The open space preservation issue is closely tied to both the natural resource protection and regional form issues discussed in those respective common goals. The preservation of natural resources often also preserves open space, and a well designed regional open space system contributes heavily to an overall regional form.

Substantial preserved open spaces that form a regional system will not occur without a strong regional effort. It is true that participating local government can and should pursue open space preservation at a local level, but those efforts should be part of a regional framework to ensure that they fit together in such a way that they reinforce natural resource and regional form goals.

It is also important to recognize as part of this regional planning effort that the extensive open spaces that currently exist can not be expected to remain without active efforts by the communities. Most open spaces (other than those already permanently protected) are in private ownership. In a sense, this is “borrowed open space” - much of the general public appreciates and enjoys that open space, but we can not expect private land owners to carry the burden of providing open space in the long term.

Common Goal 7:

Methods of creating and permanently preserving a regional open space system will be developed.

Diversity

Northern Beaufort County is blessed with a diverse population, both ethnic and socioeconomic. It has many people whose families and culture date back centuries, and whose roots and commitment to the community are deep. However, as a potential high growth region with tremendous natural beauty and character, there is concern about the ability of many within the indigenous population who were in Beaufort County prior to modern development in the later part of the twentieth century to remain in the region as land values and housing costs rise.

There are many regions around the country where high growth changes the fundamental nature of the local economy, making it difficult for many people to afford to continue to live in the area (including being able to afford real estate based taxes) or to participate fully in the economic prosperity and opportunities that growth can bring. This is particularly true of the underprivileged or poor.

Northern Beaufort County and its Participating Local Governments want to avoid this phenomenon of cultural and economic displacement and isolation of certain populations in the region. All of the local ethnic and socioeconomic groups contribute to the quality of the region and its communities, and this plan recognizes the role that they have played in making the area what it is.

Common Goal 8:

An integrated ethnic and socioeconomic diversity of the region will be promoted regionally, and in particular the ability of indigenous population groups to remain a contributing part of the region and benefit from the opportunities that come from growth will be protected.

Affordable and Workforce Housing

Related to the issue of diversity is the provision of affordable and workforce housing. While the availability of affordable housing and the provision of work force housing for local workers are different issues, they are part of the same larger need to ensure that the region is providing a full range of housing to meet a growing and changing population.

Common Goal 9:

Affordable and workforce housing will be addressed on a regional basis through a multi-jurisdictional approach.

Infill and Redevelopment

Infill and redevelopment refers to the development of vacant land that is surrounded by development, or the redevelopment of land that had previously been developed but which is underutilized under current market conditions. While this is not often an issue addressed at the regional level, infill and redevelopment can have regional implications in that may reduce pressure for growth in “greenfield” areas. Thus, while each community will wish to have its individual infill and redevelopment policies to ensure that this type of development occurs in a way that is compatible with the community, the regional plan embraces the idea of infill and redevelopment as a way to absorb some share of regional growth, perhaps reducing pressure around the edges.

Common Goal 10:

Compatible local infill and redevelopment by the local governments will be supported on a regional basis.



Balancing of the Broad Public Interests with Fairness to Individual Property Owners

Planning for the future of a region inevitably involves the balancing of interests. Local governments have the right and responsibility to plan for the broad public interest, in the manner that such public interest gets defined in an individual community. Much of the planning that occurs directly affects people who own private property. While it is well established that local governments have the ability to regulate the use of private property within the limits of law, the importance of private property rights is also a core value.

Land in Beaufort County is obviously owned by a wide range of interests. Some is owned in large assemblages and some is owned in small holdings. Some is owned by relative newcomers to the region, and some has been in family hands for many generations. Some is owned by interests who wish to capitalize on it as an investment, and some is owned by people who intend to use their land as is indefinitely into the future. In all cases, planning must involve a balancing of property ownership and public interests, a balancing that is unique in each region.

Common Goal 1 I:

The Northern Beaufort Regional Plan will promote the broad public interest, but it will be mindful of the impacts that planning policies have on private property interests.

Relationship of Growth to the Military Facilities in Northern Beaufort County

The military facilities in Northern Beaufort County, such as the Marine Corp Air Station, the Naval Hospital, and Paris Island are important components of the regional planning effort. The military facilities are long-time major economic engines for the County, and their continued presence is important to the long term economic health of the region. The Participating Local Governments all agree that this plan must

respect the operational needs and constraints presented by the presence of the military facilities.

The Air Station in particular has potential impacts that affect this planning effort. The Air Station has been clear in identifying its potential impacts on the region through the publication of AICUZ maps (Air Installation Compatible Use Zones). The Station has also been a willing participant in intergovernmental planning efforts designed to plan for the external impacts of the base. Further, potential changes in the mission and types of aircraft associated with the base may expand the zone of impacts of future flight patterns.

Common Goal 12:

The Northern Beaufort Regional Plan will result in continued collaboration with military facility planners, and in particular will respect the AICUZ contours.

Preparation of Comprehensive Plans

Beaufort County and its municipalities face statutory requirements for preparing new Comprehensive Plans in 2007 and 2008. With overlapping geographic areas of common interest, along with issue areas that transcend jurisdictional borders, it is important that these new individual policy documents contain common approaches to regional challenges. The plans should be based on a common expectation for growth patterns in the county, and contain consistent approaches to transportation, environmental, and housing issues.

Common Goal 13:

Preparation of individual Comprehensive Plans for each of the county's jurisdictions in 2007 and 2008 will use this Northern Regional Plan as a common policy base for growth patterns and issues of regional scale.

Intergovernmental Coordination

Overlaying all the issues identified in these Common Goals is the need to identify a way in which to accomplish the regional strategies that ultimately arise from this plan. It is clear to all that close cooperation, collaboration, and communication is needed on these issues.

Common Goal 14:

The regional planning effort will require future intergovernmental coordination to implement this plan.



2

Growth Coordination Principles

Introduction

The Northern Beaufort County Regional Plan provides a framework for the Participating Local Governments to plan cooperatively for the future. While it is fully recognized that each jurisdiction will continue to plan for their own best interests, it is also recognized that there is a strong need for an overall organizing vision for the region's and the people's common good that transcends local boundaries. Further, the Participating Local Governments agree that a shared regional vision put into practice benefits not just the region and its citizens, but each community individually as well.

The regional plan is wide ranging and far reaching, addressing issues as diverse as land use, the delivery of essential public services, transportation, the environment, the economy, fiscal sustainability, and affordable housing. However, in order to successfully address these diverse issues on a regional level, it is necessary to embrace the overarching growth coordination principles set forth in this chapter.

The following principles propose agreement on a basic set of future growth boundaries, a future regional land use pattern, the implications that these boundaries and land uses have on future municipal growth and rural preservation, how this plan can be institutionalized in local planning programs, and how the implementation of this plan can be promoted. The over-riding principles to be applied in all instances are: (1) Mutual public benefit, (2) Mitigation of extra-territorial impacts, (3) Joint regional plan consistency, and (4) Plan implementation through inter-government agreements.

Recommendation 2.1: *The Participating Local Governments should work together to incorporate growth boundaries and growth principles into future regional and local planning efforts, policies, plans, and land use regulations.*

Growth Boundaries

Agreement on future boundaries of growth is a critical step for the Northern Beaufort region. Growth boundaries allow for the municipalities to plan for their future growth in an efficient and predictable manner. Likewise, growth boundaries allow for the county to plan for rural areas and focus its attention on county-wide issues such as transportation and environmental resources in a cooperative manner with the municipalities. In order to provide a clear boundary to growth and identify those areas anticipated to be preserved for rural uses, the Participating Local Governments agree:

- That the Growth Boundary identifies land that is envisioned as the future growth areas (inside the boundary, with the exception of the AICUZ areas and the northern portion of Lady's Island discussed separately in this plan) and land that is envisioned to remain rural in character (outside the boundary).
- That land located inside the Growth Boundary (see Figure 2) is expected to ultimately annex into a municipality with a demonstration that adequate public facilities are available or will be available at the time of development and that negative impacts of development will be mitigated.
- That land outside the Growth Boundaries is envisioned as developing at rural densities of no more than one unit per three acres gross density or subject to existing Community Preservation Districts (CPD), and that such land is not anticipated to be annexed into a municipality nor is it envisioned as being approved for urban densities. It is acknowledged by the Participating Local Governments that the county will further plan for and define rural planning policies through its comprehensive plan update and that this additional planning may further define rural development options and policies. However, the county agrees that the underlying policy of preservation of rural character and low density development patterns as contained in this regional plan will be respected in the comprehensive plan update.
- The Participating Local Governments agree that rural preservation is an important component of the overall system of Growth Boundaries and that it is in the regional interest to protect rural character and density while allowing economic use of rural property. In order to ensure longtime residents in the rural areas are protected, it is anticipated that the county will continue to allow family subdivision exemptions. Generally what the provision would do is exempt the transfer of certain size parcels from long-time landowners to their children. It is further anticipated that the county will seek to enhance economic opportunities for rural

residents by encouraging nonresidential activities that are compatible with rural areas through uses such as rural business districts, cottage industries, and continued agriculture and forestry.



Land Use Plan

Within the framework of the Growth Boundaries, it is also in the regional interest for the various communities to agree on an overall land use pattern (see Chapter 3). This will allow for closer coordination of land use planning and provision of services among and between the communities as they continue to engage in their own local planning and land use regulation. In order to provide a long term regional land use vision, the Participating Local Governments agree:

- That the Future Land Use Plan will serve as the regional guide to future land uses in order to ensure that growth will occur in an orderly and coordinated manner.
- That the Future Land Use Plan will be supplemented with land use definitions and policies that identify the circumstances under which they are considered appropriate.

Annexation Principles

While it is important to agree on growth boundaries and recognize that annexation is likely within those boundaries, it is also important for the communities within the region to agree on how annexations will occur, and in particular how land use and service delivery will be addressed relative to multi jurisdictional impact. In order to provide for efficient annexation that promotes the long term economic health of municipalities, allows for reasonable growth within designated growth boundaries, and mitigates negatives impacts on unincorporated land and provision of services, the Participating Local Governments agree:

- To develop mutually agreeable annexation principles that address mitigation of extraterritorial impacts associated with annexations, including protection for designated CPD's, public facility standards, traffic impact study requirements, baseline open space requirements, and baseline environmental standards that will be met prior to annexation occurring. These will include at least the following:
 - The Participating Local Governments agree to develop procedures for notices of proposed annexations by a municipality with an ample opportunity for comment by the county.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze and mitigate the potential impacts of proposed annexations on the delivery and level of service of public services and facilities, including fire, parks, library facilities, law enforcement, schools, transportation and roads, and public water (river) access in order to assure that adequate public services and facilities will be available to serve development expected as a result of annexations.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze the impact of proposed annexations on the efficiency of services. This will include the ways in which services can be coordinated among jurisdictions, the avoidance of inefficient overlap of services or potential gaps in services, and a fair and proportional funding of services between the municipality and the county.
 - When, or if, after review and comment by the county, there is disagreement as to the consistency of the annexation with the regional plan, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.
- To develop mutually agreeable principles that address enclaves of unincorporated county territory within the Growth Boundary to provide for the most efficient pattern of land uses and provision of services consistent with the regional plan. Mutually agreeable

principles will also be developed that address instances in which development approval is requested, but where municipal annexation is not yet practical or desirable due to lack of contiguity with a municipality. These will include at least the following:

- The Participating Local Governments agree that it is the policy of this plan that land contiguous to municipalities will not be increased in authorized density without annexation to a municipality.
- For properties that are not contiguous to a municipality, the Participating Local Governments agree that the most appropriate method of urban or suburban development is through eventual annexation to a municipality. The Participating Local Governments agree that it is contrary to this regional plan for the municipalities and the county to compete for urban or suburban development or to allow the jurisdictions to be a party to zoning “jurisdiction shopping” by applicants. The county agrees that it will encourage property owners / developers who desire to increase density on non-contiguous property to first explore the feasibility of annexation, including consultation with the municipality and contiguous property owners.
- The Participating Local Governments agree that it is the policy of this plan not to increase density on property within the Growth Boundaries that is not contiguous to a municipality unless feasible annexation options have been ruled out and until the municipality has been provided the opportunity to review and comment on the request. If it is determined that it is not feasible to annex due to a lack of contiguity, the Participating Local Governments agree to develop guidelines for municipal review and comment to the county prior to their being considered for rezoning.
- Further, the Participating Local Governments agree that it is in the regional interest to avoid the creation of developed enclaves of unincorporated land that create inefficient service patterns. The Participating Local Governments agree to work together to find ways to encourage the eventual annexation of non contiguous urban or suburban development. Specifically, the Participating Local Governments agree to explore legal mechanisms whereby urban or suburban development could be subject by agreement by property owners to annex to a municipality under prescribed circumstances at a later date, subject to law.
- The Participating Local Governments agree to develop guidelines for the protection of existing Community Preservation Districts within the Growth Area.
- When, or if, after review and comment by the municipality, there is disagreement as to the consistency of the rezoning and development standards with the regional plan and agreed upon guidelines, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.

- The Participating Local Governments agree to develop approaches to addressing existing enclaves of unincorporated county land surrounded by municipal land, particularly to assure an orderly and efficient provision of public services and facilities, and the possible ultimate annexation of such areas.

Comprehensive Plans and Regulations

There is a clear desire on the part of the communities in the region for this regional plan to become ingrained in local planning policies and practices and serve as a true regional planning guide. In order to make this regional plan a part of the local planning and regulatory systems, the Participating Local Governments agree:

- To incorporate the policies and recommendations of this plan into their local comprehensive plans and local land use regulations.

Ongoing Implementation

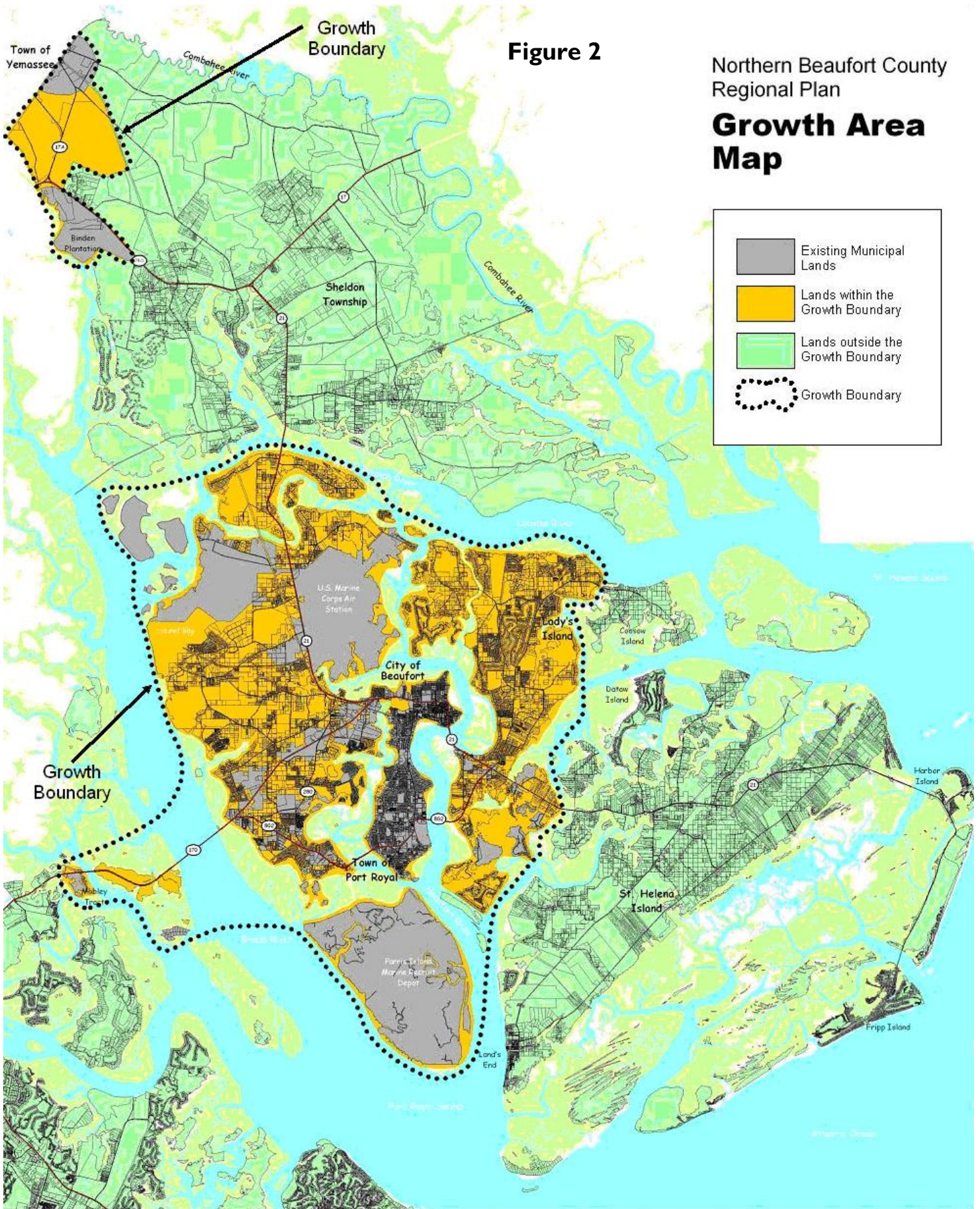
Just as there is a desire for this plan to make a difference at the local level, it is important that this plan be accompanied by measures designed to make it a reality. In order to insure that this regional plan is implemented, the Participating Local Governments agree:

- That once the Northern Beaufort County Regional Plan is completed the Regional Plan Steering Committee will continue to exist under the name of the Northern Beaufort County Regional Plan Implementation Oversight Committee and meet with responsibility for monitoring and facilitating implementation of this plan.
- To pursue development of an intergovernmental agreement that will establish the provisions for complying with, monitoring, overseeing implementation, and updating this plan.

Figure 2

Northern Beaufort County
Regional Plan

**Growth Area
Map**



3

Land Use

Introduction

The growth boundaries described in Chapter 2 establish a broad and critical regional vision of growth areas and rural areas. Within this framework, it is also important to define a regional land use pattern. This chapter summarizes the future regional land use pattern envisioned by the Participating Local Governments for Northern Beaufort County. This regional land use plan will serve as the basis for updates to land use plans for each of the individual communities.

The Future Land Use Map (See Figure 3) identifies a land use pattern that builds on the Growth Area Map. It includes land uses organized into six categories, including residential, commercial, light industrial, rural, preserved, and military. Within the broad categories there are more detailed breakdowns of land uses, along with definitions of the land uses. Also, the land use categories include additional discussion of the regional issues associated with those land uses in order to further guide the individual communities in their local planning processes.

Generally speaking, the areas within the growth boundaries are designated for either commercial, light industrial, urban residential, or neighborhood residential uses, and the areas outside the growth boundaries are designated for rural uses. There are, however, several exceptions to this pattern:

- The area around the Marine Corp Air Station is designated as low density residential,” as part of the joint planning effort designed to minimize growth within potential noise or hazard zones.
- The area on the northern portions of Lady’s Island is designated as “rural” use. While this is within the growth boundary, it is not desirable for this area to develop at higher than rural densities due to the regional transportation constraints (namely the bridge crossings between Lady’s Island / St. Helena and Port Royal Island). At such time that a third crossing or other relief can be provided in the future, this plan could be reevaluated relative to rural

designations within the growth boundary as part of a regional plan update.

- There are several “neighborhood residential” areas designated on Fripp and Harbor Islands, simply reflecting the existing development patterns. This plan does not envision those neighborhood residential areas expanding beyond their current boundaries.

Recommendation 3.1: *The Participating Local Governments should work together to implement the regional land use plan through their own local plans and land use regulations.*

Residential Land Uses

To promote a desirable regional pattern, new residential uses should develop in a pattern that maximizes the efficiency of regional infrastructure and the avoidance of sprawl or “leap-frog” patterns. Residential uses are encouraged to develop inter-connected neighborhoods, not isolated subdivisions that lack regional connections. Residential areas should promote regional pedestrian connections and should be coordinated with regional parks and open space facilities where feasible.

The Residential Land Use group includes urban residential and neighborhood residential land uses.

Urban Residential - Future development within the urban residential area is anticipated to be similar to the type and mix of land use currently found in the City of Beaufort and the Town of Port Royal. Infill and redevelopment would be targeted within Beaufort and Port Royal and in the Shell Point areas, parts of Lady’s Island and Burton (outside of the Airport Overlay District). Gross residential densities are between 2 and 4 dwelling units per acre with some denser pockets.

Neighborhood Residential - Neighborhood residential use implies that residential is, in fact, the primary use, with some supporting neighborhood retail establishments. New development is encouraged to be pedestrian-friendly, have a mix of housing types, a mix of land uses and interconnected streets. Maximum gross residential density is approximately 2 dwelling units per acre. It is assumed that 5% to 10% of the land area may consist of commercial development. This designation also includes Dataw, Fripp, and Harbour Islands.

Low Density Residential - Low density residential uses, which are located in northern Port Royal Island and Lady’s Island, are affected by

the noise contours and accident potential zones associated with the U.S. Marine Corps Air Station. Residential development and places of assembly would be highly limited in those areas. Light industrial, commercial, and agricultural uses would be recommended in these areas.



Regional Planning Issues Associated with Residential Uses:

- It is recognized that urban and neighborhood residential areas will include a mix of uses, housing types, and residential densities, however it is important that the overall density remain within the parameters established in the above definitions and that the mixture of non-residential uses not overwhelm the residential character of these areas. While local commercial uses are envisioned as appropriate and desirable in residential areas, they should retain the local commercial scale so as to not overwhelm the residential neighborhoods. Similarly, while higher density multi-family uses are envisioned as being appropriate in residential areas, they should be offset with lower density residential and open space in the neighborhood to maintain the residential neighborhood character.
- Residential uses should be designed and developed to improve regional transportation connectivity. While the design of streets in individual neighborhoods is a local matter, the promotion of multiple road connection options on a regional level should be encouraged in residential developments.
- Residential developments that are made possible by annexation should be sensitive to and mitigate negative impacts on surrounding residential areas, including those in remaining unincorporated land.

Commercial Land Uses

Commercial development in Northern Beaufort County should embody high quality site plan and design principles, particularly related to landscape, signage, building design and orientation, and parking lot designs. Commercial development should be compatible with surrounding residential areas and should be connected to pedestrian systems such as sidewalk and trail systems that exist. Commercial uses should focus on key transportation nodes, avoiding strip patterns.

The commercial land use group includes core commercial, regional commercial, and community commercial.

Core Commercial - Core commercial uses include downtown Beaufort and Port Royal and areas along Boundary Street that are planned to have pedestrian scale, zero lot line oriented commercial development.

Regional Commercial - Regional commercial uses are those uses due to their size and scale that will attract shoppers and visitors from a larger area of the county and outside the county. Typical uses include “big box” retail uses, chain restaurants, and supporting retail.

Community Commercial - Community commercial uses typically serve nearby residential areas, such as a shopping district anchored by a grocery store. Good local examples of community commercial areas are at the intersection of US 21 and SC 802 on Lady’s Island and Midtown Plaza (Bilo) in Shell Point.

Regional Planning Issues Associated with Commercial Uses:

- Commercial land uses should be designed according to sound access management principles and techniques in order to provide for efficient ingress and egress of traffic to minimize the efficiency and capacity of the regional transportation system.
- Commercial uses should promote regional transportation connections, and should avoid being designed and located so as to impede efficient regional transportation flow.

Light Industrial Land Uses

Chapter 7 of this plan identifies the need for providing a sufficient quantity of suitable located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Uses in this category include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.

Rural Land Uses

The historic character of rural areas should be preserved and strengthened respecting existing Community Preservation Districts, providing for family subdivision options, by promoting compatible density and intensity, and by allowing rural economic opportunities that are compatible with rural areas.

The Rural Land Use group includes rural areas and rural communities.

Rural Community - These areas roughly correspond with the areas designated as “community preservation” in the county's Comprehensive Plan. These areas are proposed to serve the surrounding rural community with small scale retail and service uses and low to moderate density residential – approximately 1 dwelling unit per acre.

Rural - Rural areas are situated outside of the urban service area. Except where noted, these areas would retain their rural character with low density residential development, supporting small scale commercial development, and agricultural land uses. Future development in rural areas is anticipated to be similar to the type and mix of land uses currently found in the Sheldon area and St. Helena Island. Maximum gross residential density – 1 dwelling unit per 3 acres.



Regional Planning Issues Associated with Rural Uses:

- The Rural Land Use categories assume a mix of land uses, including agricultural, residential, and commercial. However, commercial land uses should be limited to those supporting the surrounding residential or agricultural areas and should typically be located along arterials.
- This Regional Plan acknowledges and respects the rural communities. In several of the rural communities, local plans have been undertaken and will continue to govern planning in those areas. It is anticipated that local plans will be completed for other rural communities as designated on the future land use map.

Preserved Lands

The Participating Local Governments should continue to preserve lands for open space purposes consistent with this regional plan.

This category includes all park lands and public and private lands preserved through conservation easements.

Military

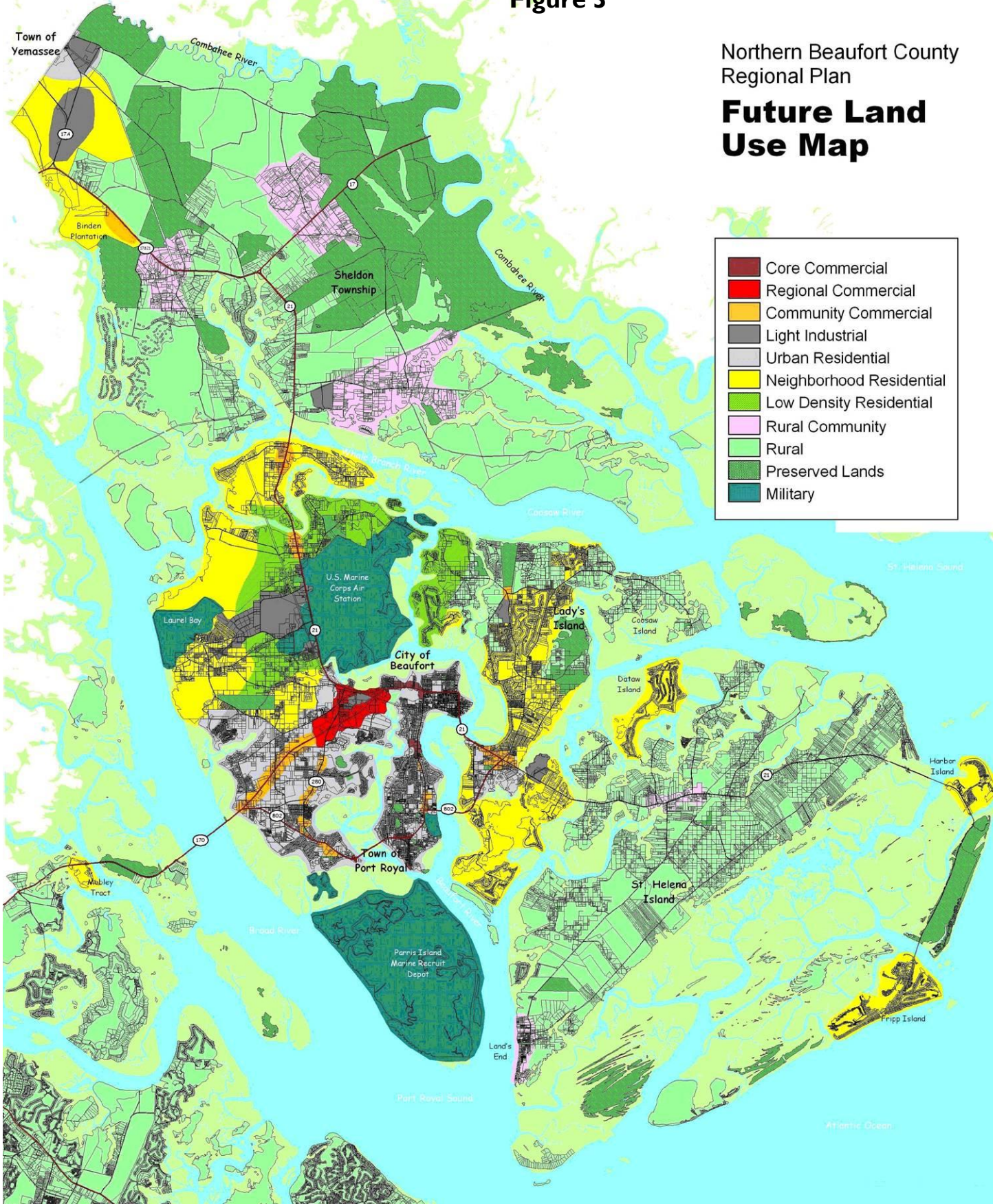
The Participating Local Governments should continue to coordinate land use planning with military installation planning consistent with this regional plan.

This category includes all military installations.



Figure 3

Northern Beaufort County
Regional Plan
Future Land Use Map



4

Transportation and Other Public Facilities

Introduction

One of the common goals of this plan is to provide public facilities in a coordinated way concurrent with new growth. While some local public facilities are best planned for and provided by individual communities and are beyond the scope of this plan, some public facilities raise issues that go beyond the ability of individual communities to address.

Traffic congestion is the most tangible and noticeable indicator of the declining quality of life caused by new growth. This is not to suggest that other public facilities, the natural environment, and other elements of this plan are any less important, but transportation level of service, particularly related to vehicular traffic congestion, is where we often see the earliest impacts of growth. It is the proverbial “canary in the mine”. For this reason, this plan focuses attention on understanding the implications of growth for transportation, the potential solutions to address impacts of growth, estimated costs of those improvements, and a strategy for responding to the uncertainties involved in planning for transportation improvements in an ever changing environment.

This plan also identifies public facility needs and costs related to parks and recreation, sheriff’s facilities, detention facilities, general government and courts, health and human services, libraries, and emergency medical services.

Transportation

The transportation strategies identified in this chapter are based upon extensive analysis performed to determine transportation needs in the northern region of Beaufort County. The land use assumptions developed in the plan (as explained in Appendix A) were incorporated into the transportation analysis. In addition to the capacity of the existing road network, the analysis factored in committed and planned transportation improvements. Even with these committed and planned projects, the analysis identified future road deficiencies that will likely result from new growth in the next 20 years. Rather than simply addressing these deficiencies by building more roads, this analysis first looked at how future road capacity could be preserved and enhanced by pursuing the following alternative transportation strategies:

- Transit
- Travel Demand Management
- Pedestrian and Bicycle Connections
- Access Management
- Intersection Operational Improvements

Transportation projects are summarized in two categories: “planned and committed” projects, and “recommended additional transportation solutions”. Each is discussed below.

Planned and Committed Transportation Projects in Northern Beaufort County

The analysis of future transportation conditions was based on year 2025 and reflected projects with committed funding (committed project) or for which significant studies have been performed and are included in the Beaufort County planning process for future funding (planned projects). The analysis results for the “committed and planned projects” assumed to be in place in the future year 2025 are shown in Figure 4.

Recommendation 4.1: *The Participating Local Governments should work together to implement planned and committed road widenings, new road alignments, and planned intersection improvement projects:*

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes)
- 2) US 17 from US 21 to SC 64 (4 lanes)

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road)
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road)

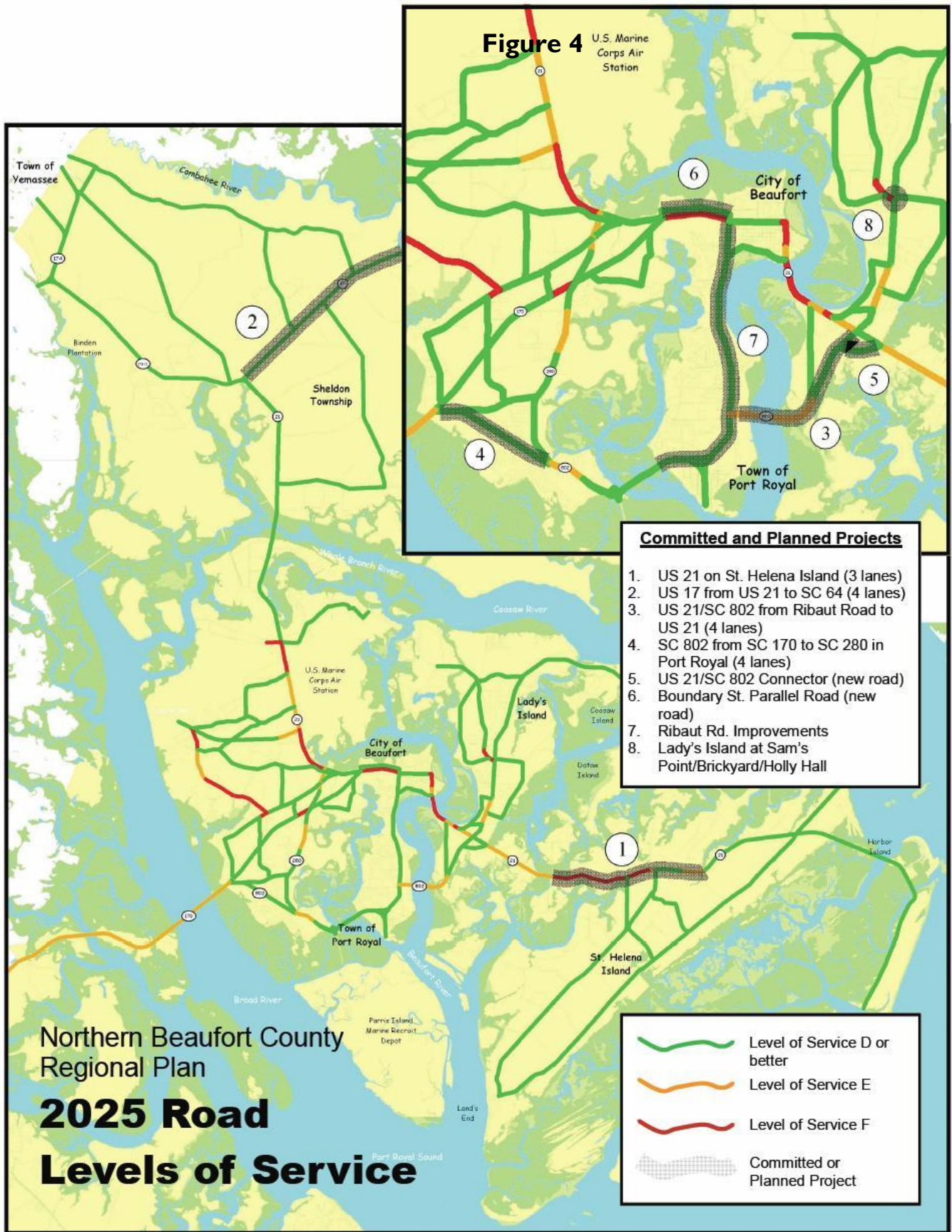
Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road)
- 6) Boundary Street Parallel Road (new 2-lane road)

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall





Recommended Additional Transportation Solutions

The transportation analysis shows that even with the planned and committed projects, additional transportation solutions are needed for longer term growth. Specifically, assuming the planned and committed projects are built, the following areas are forecasted to be deficient in the long run (by year 2025) based on growth forecasts:

- US 21 (Broad River Boulevard to Clarendon Road)
- US 21 (SC 170 to Ribaut Road)
- US 21 (Boundary Street to St. Helena Island)
- SC 802 (east of Ribaut Road)
- SC 802 (north of US 21)
- Joe Frazier Road (north of Broad River Boulevard)
- SC 170 (west of SC 802)
- SC 280 (US 21 to Mink Point Boulevard)

Thus, additional improvement recommendations were prepared after considering a wide range of solutions, including major capacity improvements, transit, pedestrian and bicycle connections, access management, and operational improvements.

Recommendation 4.2: *The Participating Local Governments should work together to explore and evaluate a range of transportation improvements, including road capacity improvements, transit, pedestrian and bicycle connections, enhanced access management, and operational improvements. It is important to recognize that these approaches should be explored and evaluated, and that flexibility is needed to determine the best specific solutions based upon analysis of changing conditions.*

Transit and Travel Demand Management – *A transit route could reduce the trips made across the key Woods Memorial Bridge and SC 802 river crossings. A circulator between these areas would need to operate with frequent service/short headways to be effective in attracting riders to switch modes from automobile use. A program to provide an organized approach to teleworking, flexible work hours, carpool matching, and vanpool services is recommended for the Downtown Beaufort and Port Royal areas. A second program to focus on U.S. Marine Air Station carpooling is also recommended. The transit and travel demand management strategies will require more detailed study to determine the anticipated level of benefits and feasibility.*

Pedestrian and Bicycle Connections – *Providing local pedestrian and bicycle connections where commercial areas are present near residential*

communities could reduce trip making along adjacent arterials. On a larger scale, implementation of a bike corridor along the abandoned railroad corridor west of US 21 is recommended to provide access to an alternative transportation mode for those along the US 21 corridor. This corridor would provide a trail that is separated from automobile traffic, enhancing safety for all users over on-street bike lanes or “share the road” designations.

Access Management – Access management along major corridors is recommended to maximize the capacity available to move through traffic. Access management is recommended along the following corridors:

- US 21 north of SC 170
- US 21 south of the Beaufort River to St. Helena Island
- SC 170 from US 21 to the Broad River
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) – The US 21 corridor experiences significant capacity limitations that are beyond those effectively addressed with the alternatives to capacity expansion examined. Further, significant growth management would be needed to reduce trip making to mitigate deficiencies along the corridor. Therefore, widening of US 21 north of SC 170 is recommended to accommodate these travel needs. This should be designed as a “complete streets” application to include automobile, pedestrian, bicycle, and transit considerations, as well as landscaping.

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) – This connection will provide a link from the US 21 corridor to the SC 170 and SC 802 corridors. This connection has the potential to relieve US 21 for traffic traveling to/from SC 170, as well as serving some traffic along US 21 north of Beaufort that is destined for Port Royal, Lady’s Island, or St. Helena Island. This project will provide the planning and analysis needed for consideration of this alternative for application beyond year 2025.

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) – The capital project sales tax currently provides funding for a possible alignment (the northern bypass) for a third crossing from Lady’s Island to the mainland. Pursuant to Federal concept definition/NEPA requirements, this feasibility study would include analysis of the mobility, economic, and community/environmental impacts and benefits of various alignment options.

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) – This road would connect from SC 170 near Neil Road eastward via an abandoned rail corridor toward Downtown Beaufort. This linkage would provide direct relief to the congested section of US 21 between SC 170 and Ribaut Road, as well as provide a bicycle connection through the area. In order to minimize long distance through travel, the roadway cross

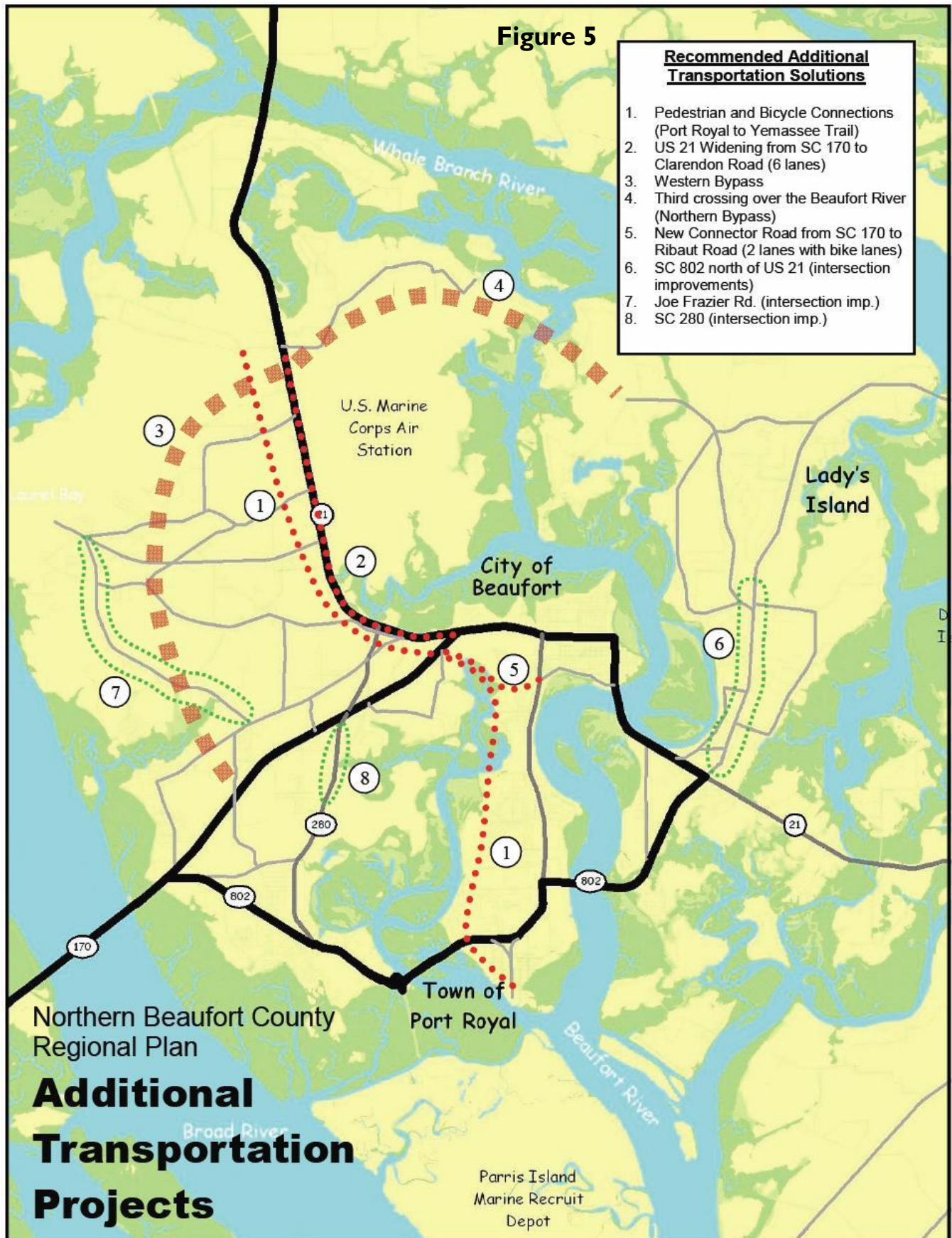
section and speed design should be that of a collector road for local connectivity.

Intersection and Roadway Operational Improvements – Implementation of turning lanes at appropriate locations and intersection improvements to enhance flow at bottleneck intersections could free underutilized capacity along key corridors. Operational improvements are recommended in the following areas:

- SC 802 north of US 21
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

The Recommended Additional Transportation Solutions are illustrated in Figure 5.





Transportation Cost Estimates

Capital cost estimates for transportation improvements are indicated below in 2006 dollars. The fiscal impact of these capital costs are evaluated in Chapter 5.

Committed and Planned Roadway Improvements

Below is a list of the eight “committed and planned” projects and their associated costs, totaling approximately \$178 million. The County sales tax will be used to match the larger state and federal shares of these projects. Based on the availability of state and federal funds, many of these projects could be implemented in the short-range (2007-2015).

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes) - \$12.3 million
- 2) US 17 from US 21 to SC 64 (4 lanes) - \$92 million for Beaufort County portion only

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road) - \$35.7 million
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road) - \$7.0 million

Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road) - \$6.0 million
- 6) Boundary Street Parallel Road (new 2-lane road including Boundary Street improvements) - \$22.0 million

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements - \$2.3 Million
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall - \$250,000

Additional Transportation Improvements

Beyond the eight planned and committed projects, this plan recommends an additional list of transportation improvements. These eight additional recommended projects result in an overall cost of \$122.3 million with \$33.7 million occurring in the short-range and \$88.6 million occurring in the long range. Some of these costs could be reduced through potential state or federal dollars. The transit improvements in particular could be assisted by up to a 50% match by the federal government. Further, it is possible that the costs of creation of a local transit authority could be avoided by working with the existing

Low Country Council of Governments (LCOG) authority. However, for the purpose of conservative planning, the total costs of these improvements are assumed to be a local responsibility.

Transit and Travel Demand Management - \$20.3 million

Pedestrian and Bicycle Connections – \$10.9 million

Access Management - \$6.9 million

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) - \$38.0 million

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) - \$12.6 million

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) - \$6.4 million

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) - \$9.5 million

Intersection and Roadway Operational Improvements - \$17.6 million

In summary, substantial transportation improvements will be needed to maintain acceptable levels of service as growth continues to occur. Many of those projects are already committed and planned for the region, at a cost of approximately \$178 million. However, the projects that are already committed and planned are not adequate for the long range planning horizon of 20 years. This plan recommends a strategy of exploring additional projects, at an additional cost of approximately \$122 million. Thus, the total capital cost of transportation improvements is approximately \$300 million for transportation. Note that some of this capital cost is already funded with state and federal funds, which affect its fiscal impact, as further discussed in Chapter 5.

Other Public Facilities

Additional public facilities will be needed as a result of the forecasted growth in Northern Beaufort County. In order to plan for this growth, including the need to finance public facilities, estimates are made about new facility demands that could be created by future growth. There are several important things to understand about these estimates:

First, they focus on county level facilities. Individual communities will continue to have responsibility for providing certain local public facilities on a local basis.

Second, they assume that current levels of service are maintained in the future. It isolates the public facility needs created only by future growth assuming the future growth is served with public facilities at the same level as is current population. To the extent that the region desires to increase levels of services for existing population and for future growth, those costs would be in addition to those assumed for this analysis. For example, the current library administrators for Beaufort County note that the existing levels of service for libraries do not meet national standards and would propose to raise the local level of service to achieve those national standards. This regional plan certainly does not suggest that increased levels of service are inappropriate; however for the purpose of estimating needs created by new growth, estimating costs, and examining the fiscal implications of those needs and costs (see Chapter 5), existing levels of service are assumed to be the minimum standards for the future.

Recommendation 4.3: *The Participating Local Governments will work together to coordinate the planning and funding of parks and recreation, libraries, schools, sheriff and public safety, general government, courts, health, and human services, and other regional public facilities.*

The following public facility needs and costs are estimated at almost \$50 million as follows:

- *Parks and Recreation (\$27.9 million)*
 - New capital facilities include ten neighborhood parks (100 acres total) and six community parks (150 acres total)
- *Library (\$7.2 million)*
 - Two additional library branches totaling 23,000 square feet would be constructed using the current standard of 0.6 square feet per capita
- *Sheriff and Public Safety (\$5.4 million)*
 - 4,606 square feet of additional Sheriff's space would need to be constructed
 - 25,630 square feet of Detention Center space would need to be constructed
- *General Government (\$2.9 million)*
 - 12,355 square feet of additional General Government office space would need to be constructed
- *Courts (\$2.7 million)*
 - 12,716 square feet of additional Court space would need to be constructed

- *Health and Human Services (\$2.8 million)*
 - 3,709 square feet of additional Health Department office space would need to be constructed
 - 8,390 square feet of Human Services space would need to be constructed

The fiscal implications of these costs are explored in the following chapter.



5

Fiscal Impact of Growth

Introduction

Population in Northern Beaufort County is forecasted to grow by more than 53% over the next 20 years, from just over 80,500 to over 123,500. This population growth will create additional regional demands for transportation, parks and recreation, EMS, sheriff, general government, and health and human services capital infrastructure.

The costs of providing infrastructure to serve this new growth at current levels of service are estimated to be approximately \$350 million, including approximately \$300 million in transportation improvements, and \$50 million in other public facilities, as described in Chapter 4.2. Of the \$300 million for capital transportation costs, approximately \$134 million is already funded with state and federal dollars, leaving \$166 million to be funded. Thus, for fiscal modeling purposes, it is assumed that approximately \$216 million in capital costs will be funded locally. Note that this is a conservative estimate in that it assumes no state or federal funds for transportation beyond those already committed. Obviously the region will continue to actively pursue outside funding, which would mitigate the regional fiscal needs.

In addition to capital costs, there will be ongoing operations and maintenance costs that can be expected in excess of \$230 million over this planning period. The funding of operating and maintenance costs is

² Since this analysis focused on county facilities, it does not include schools or fire services. In the case of schools, the school district is currently in the process of conducting a space needs assessment, and that information is not yet available. However, as a follow up phase to the fiscal analysis, the capital costs of schools will be included on a county-wide basis.

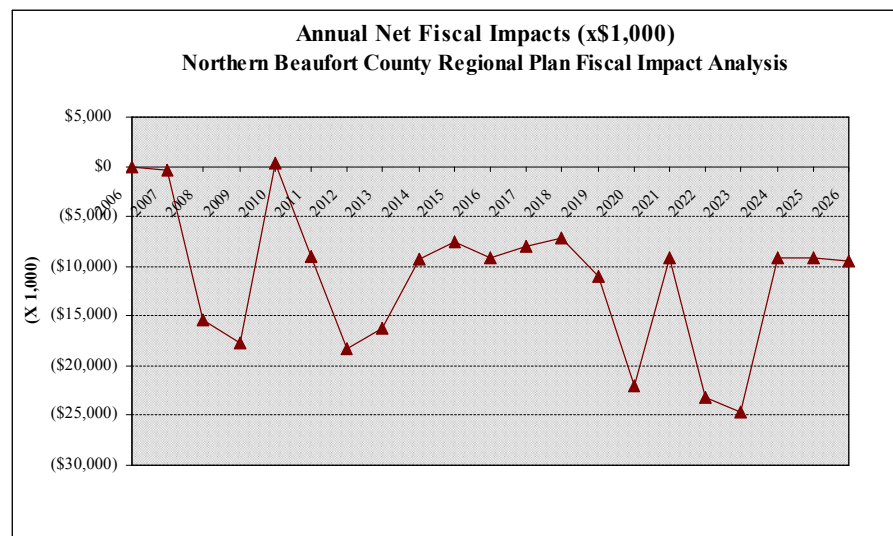
a county-wide problem that will be examined on a county-wide basis in the subsequent phase of the fiscal analysis, but it is included in this analysis in order to understand the magnitude of the issue.

In order to understand the net fiscal impact of this growth, a fiscal impact analysis was prepared as part of this regional planning process. Specifically, the fiscal impact analysis was performed to evaluate whether revenues generated by new growth are forecasted to be sufficient to cover the resulting costs to Beaufort County of continuing existing levels of public services and facilities for new growth.

Fiscal Impacts

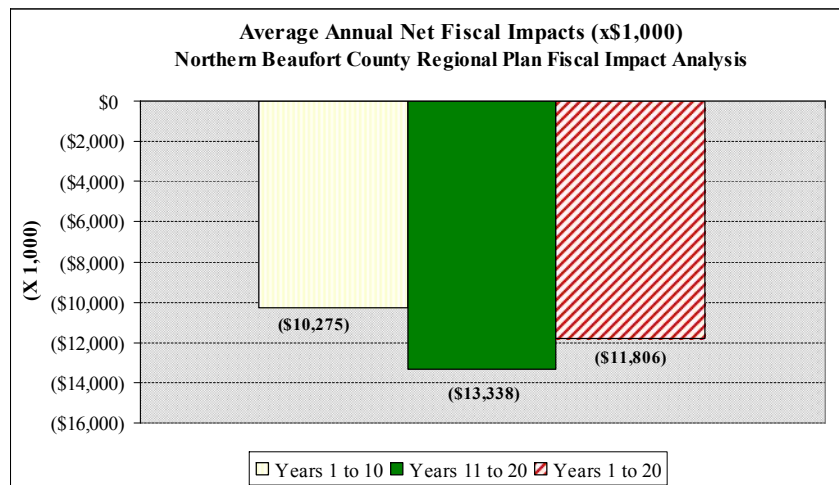
The fiscal impacts were summarized in several ways. First, annual net results are shown from one year to the next over the twenty year planning period. (These results are for new growth only, and do not include costs and revenues from existing population.) By showing the results annually, the magnitude, rate of change, and timeline of deficits and surpluses can be seen over time. As can be seen, on a year-to-year basis there are varying degrees of deficits – the “bumpy” nature of the line represents the opening of capital facilities and/or major capital operating costs being incurred. New growth is expected to generate annual deficits to the county in all but one year in the planning period. The greatest deficits will likely occur in the later half of the planning period primarily due to transportation improvements required after the current capital sales tax expires. At that time, the current impact fee structure is not adequate to offset these capital costs (see later discussion of potential next steps).

Figure 5



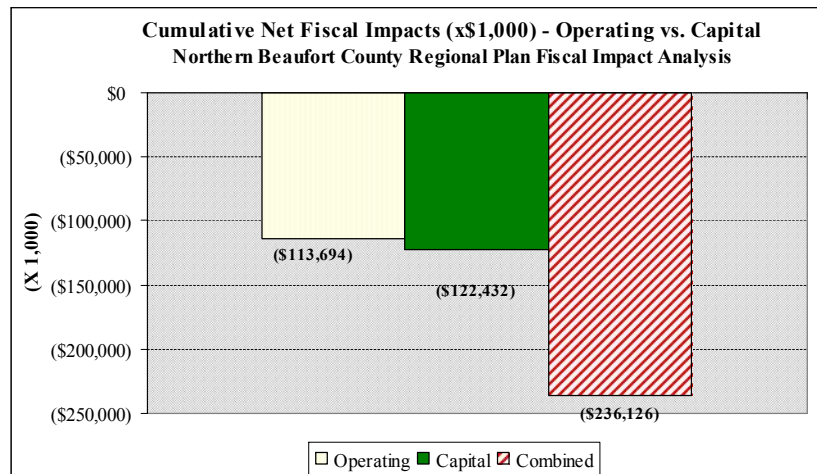
The fiscal impacts can also be summarized by the average net fiscal impact over the twenty year planning period, broken down in ten year increments. The net fiscal deficit, including capital and operating costs for years 1 – 10 are in excess of \$10 million per year; for years 10 – 20 they are in excess of \$13 million per year; and for the total 1-20 year period they average out at almost \$12 million per year. As can be seen, new growth generates average annual net deficits to the county in all three time periods. Once again, the higher deficits in the later half of the planning period are due to the current capital sales tax expiring in five years time, leaving the county with only impact fees as a dedicated funding source for transportation capital costs.

Figure 6



Finally, the fiscal impacts can be summarized by showing the net fiscal impact to the county for both capital and operating costs. As can be seen, cumulative net deficits are generated for both the operating and capital budget. The cumulative net impact of operating costs over the 20 year planning period is over \$113 million. The cumulative net impact of capital costs over the 20 year period is over \$122 million. The total net impact combined is over \$236 million.

Figure 7



Several conclusions can be drawn from the fiscal analysis:

- The average annual net deficits generated show that the county's present revenue structure cannot provide current levels of service to new growth without finding new revenue sources or raising existing rates. This is similar to what most other communities and regions in the country face – in order for growth to pay for itself, new funding sources and solutions must constantly be explored and evaluated.
- The total deficit including both capital and operating budgets is forecasted to be in excess of \$236 million over the planning period of 20 years.
- By far, the greatest shortfall for capital funding is for transportation and parks/recreation, which comprise 90 percent of the capital costs.
- In order to provide at least the current levels of service for new growth, additional funding sources must be identified or existing funding sources must either be continued or expanded.

Fiscal Impact Recommendations

The Southern Beaufort County Regional Plan also examined the fiscal impact of growth, and recommended a regional funding strategy to address the issue. That strategy is applicable in Northern Beaufort County, and is also endorsed in this plan, as follows. Specifically, the Northern Beaufort County communities agree to work together to explore regional approaches to funding regional infrastructure, focusing on a limited range of regional tools similar to those to be explored in the southern portion of the county, including:

Recommendation 5.1: Adopt Regional Level of Service (LOS) Standards: *In order to establish a foundation for coordinating transportation and parks planning across the region, each of the Participating Local Governments will adopt the same level of service standard for these facilities, that is consistent and coordinated with the LOS adopted by the other Participating Local Governments.*

Recommendation 5.2: Identify Existing Deficiencies and Future Capital Improvements Needs: *Using the agreed upon LOS standards, the Participating Local Governments will then work cooperatively to identify needed capital projects, determine their costs and identify revenue sources to fund the projects.*

Recommendation 5.3: Work Cooperatively with the School District: *While the School District has the responsibility to plan and provide funding for its capital needs, a framework needs to be established where the Participating Local Governments can work cooperatively with the School District and support its efforts to plan for the future deficiencies and future capital improvement needs for public schools.*

Recommendation 5.4: Develop an Overall Funding Strategy: *The following factors should guide the selection of revenue sources to address the capital and operating funding gap:*

- ***Revenue Potential:*** *Whether the tool can generate substantial sums of monies to fund capital infrastructure;*
- ***Geographic Application:*** *Whether the tool can be applied across the region;*
- ***Legislative Authorization:*** *Whether the tool requires legislative authorization;*
- ***Technical/Administrative Ease:*** *The ease of administering the tool; and*
- ***Public Acceptability:*** *How citizens will accept the tool.*

Recommendation 5.5: *Focus First on Available Funding Tools:* In order to take immediate action on addressing capital funding needs, it is important to concentrate first on revenue sources that the State of South Carolina enables local governments to use to fund capital improvements. These include property taxes, local sales, impact fees, and taxes. For example, the current capital sales tax is expected to generate approximately \$62,200,000 for capital transportation facilities in Northern Beaufort County. In addition, the impact fee for Southern Beaufort County was recently updated, demonstrating that when kept current impact fees could be expected to generate substantial additional capital revenues.

Recommendation 5.6: *Consider Funding Tools that Require Changes in State Legislation:* If the available funding tools are not adequate to address the funding gap, particularly the operating cost gap, it may be necessary to lobby the state to initiate legislation that would enable new funding sources.

Recommendation 5.7: *Explore New Institutional Arrangements:* Where appropriate, new institutional arrangements to facilitate multi-jurisdictional cooperation on funding issues should be explored.

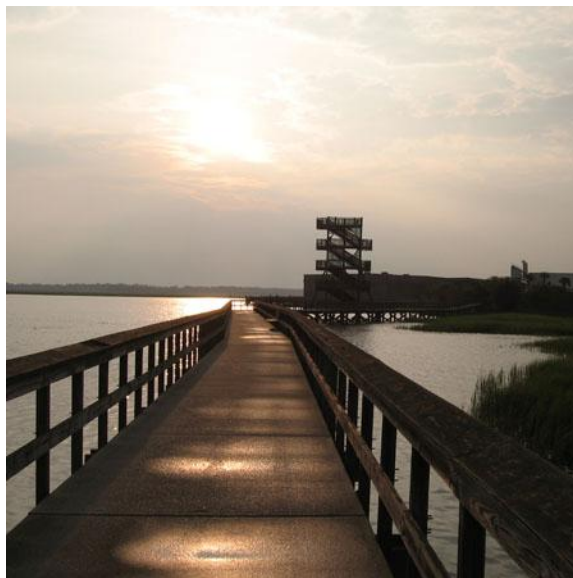


6

Baseline Environmental and Corridor Standards

Introduction

Several of the Common Goals contained in Chapter I involve the creation of agreed upon baseline standards, especially for environmentally sensitive areas and key travel corridors in Northern Beaufort County. This chapter offers specific actions that need to be taken to accomplish those goals. These actions should be addressed first through intergovernmental agreements and then ultimately through local plans, and especially through the land use regulations of the local communities, as is further discussed in Chapter 8 Implementation.



Consistency of Environmental Standards

Recommendation 6.1: *The Participating Local Governments should make it their priority to protect water quality by implementing the recommendations of the Beaufort County Special Area Management Plan (SAMP).*

- **Background:** *Much of the local efforts and initiatives that address water quality and environmental protection in the last seven years are a direct result of the Beaufort County Special Area Management Plan (SAMP) and its recommendations. The SAMP, initiated in 1999, encompassed a wide range of topics and activities ranging from more advanced stormwater controls, wastewater management, and water quality monitoring, to public education and outreach. Recommendations 6.2, 6.3, 6.4, and 6.5 below provide a further explanation of which measures are being proposed in Northern Beaufort County to protect water quality in accordance with the SAMP.*

Recommendation 6.2: *The Participating Local Governments should require all new development to adhere to a common Stormwater Best Management Practices (BMP's) Manual.*

- **Background:** *Traditionally, stormwater management has dealt with controlling the quantity of runoff from a site in order to avoid flooding downstream properties. This measure of stormwater protection, however, does not protect against specific pollutants that impair water quality and threaten shellfish beds. In 1998, Beaufort County adopted the Stormwater Best Management Practices (BMP) manual which has specific attenuation standards for two types of pollutants – nutrients (phosphorus) and fecal coliform bacteria. The City of Beaufort, the Town of Port Royal, and the Town of Yemassee currently do not require new development to meet these standards.*

Recommendation 6.3: *The Participating Local Governments should adopt baseline standards for critical line setbacks and natural vegetative buffers.*

- **Background:** *The purpose of the natural vegetative buffers is ultimately to improve water quality by capturing sediments and pollution from stormwater runoff. Critical line setbacks and vegetative buffers also stabilize the shoreline, reduce flooding and flood damage, preserve the natural habitat and create a sense of place and privacy for the homeowners. Currently Beaufort County requires a 50-foot wide natural vegetative buffer for single family houses and a 100-foot wide buffer for all other uses. The City of Beaufort has a 30-foot requirement for single-family residential development. An average buffer width of 50 feet with a*

minimum of 35 feet is required for multi-family and commercial development. The Town of Port Royal and the Town of Yemassee currently only require natural vegetative buffers in specific PUD's or development agreements.

Recommendation 6.4: Where justified, the Participating Local Governments should provide opportunities for limited community uses in close proximity to the OCRM critical line in order to enhance the community's enjoyment of the waterfront.

- **Background:** One criticism of vegetative river buffer standards is that they would preclude the development of regional attractions such as the Waterfront Park in Beaufort, the Battery in Charleston, and Harbortown on Hilton Head Island. Each of these developments provides the public with views and access to the water. In order to accommodate this type of development and at the same time preventing the degradation of the environment, it is important to establish guidelines that must be met in order to relieve river buffer requirements.

The development cannot be on a waterway classified as ORW (Outstanding Resource Waters) and SFH (Shellfish Harvesting Waters) by the South Carolina Department of Health and Environmental Control (DHEC).

Stormwater management must be designed to compensate for the reduction or elimination of the natural vegetative buffer and increase in the amount of impervious surfaces.

Recommendation 6.5: The Participating Local Governments should apply more stringent standards in critical areas such as the headwaters of local waterways, low-lying areas and the ACE Basin.

- **Background:** The SAMP called for the creation of a River Quality Overlay District Ordinance to address such concerns such as setbacks, vegetative buffers and appropriate impervious surface cover limits to minimize impacts of development to salt water marshes. This recommendation would most appropriately be applied in sensitive areas such as headwaters because of their increased vulnerability to pollution.

Recommendation 6.6: The Participating Local Governments should develop and adopt baseline standards for the protection of freshwater wetlands.

- **Background:** With the current condition of Federal and State wetlands protection, the role of local governments is vital to protecting small, "non-jurisdictional" wetlands. Beaufort County has wetland protection regulations, which allow fill for non-tidal wetlands less than one acre in size and require mitigation. Of the municipalities, currently only the Town of Port Royal has wetland protection requirements and they are limited to planned communities in the Shell Point Overlay District.

Consistency of Corridor Standards

Recommendation 6.7: *The Participating Local Governments should adopt consistent corridor overlay district standards among the Participating Local Governments on shared corridors such as SC 170 (Robert Smalls Parkway), U.S. 21 and SC 280 (Parris Island Gateway).*

- **Background:** *It is understood that the county and its municipalities have a mutual interest in preserving shared corridors and the rural character of the entrance corridors to the municipalities. Currently, a patchwork quilt of political jurisdictions exists in Shell Point, Burton, Sheldon, and parts of Lady's Island. It is important that consistent development standards are required regardless of political jurisdiction. Another important factor is that in some corridors (Boundary Street, Ribaut Road, US 21 on Lady's Island), development is encouraged or required to be pedestrian friendly and address the street, while on other corridors (Trask Parkway, Robert Smalls Parkway) development is required to be set back from the highway and screened with a vegetated buffer (see Figure 2). It is important for the county and its municipalities to recognize where it is appropriate to apply these distinct sets of development standards.*

Recommendation 6.8: *The Participating Local Governments should establish a shared Corridor Review Board for all applicable projects in Northern Beaufort County.*

- **Background:** *Currently Beaufort County and the City of Beaufort have their own Corridor Review Boards that oversee development in their respective Corridor Overlay Districts. Establishing a shared board would accomplish two objectives:*
 - *It would provide for more consistency in the application and enforcement of corridor overlay district standards.*
 - *There is a limited pool of design professionals in Northern Beaufort County who are willing to serve on boards. The more boards there are, the more difficult it is to find board members.*

Specific local design districts such as the City's historic district and the Traditional Town Overlay District in Port Royal, however, will continue to be better served by local boards.

Recommendation 6.9: *The Participating Local Governments should identify which highways will most likely be widened in the next 20 years and apply corridor overlay district standards accordingly.*

- **Background:** Northern Beaufort County's population growth and increased traffic congestion has necessitated the widening of many roads. Road widenings can have a negative effect on the region's aesthetic qualities. Therefore, to preserve highway buffers, it may be necessary to require greater buffer widths along corridors that will be widened in the future. Also, it may be necessary to require interim front yard setbacks in areas where development is encouraged to be pedestrian friendly and address the street. Zero lot line development must be avoided on roads that will be widened to avoid encroachment that may necessitate condemnation to secure additional right-of-way width.

Recommendation 6.10: The Participating Local Governments should develop programs such as Transfer of Development Rights (TDR's), payment in lieu of open space, and density bonuses to encourage clustered village development in rural areas as opposed to low-density sprawling development.

- **Background:** The current density requirement in Beaufort County's rural district is one dwelling unit per three acres. Strict application of this standard may result in low-density suburban sprawl and fragmented open space. A more desired development pattern would consist of higher density hamlets and villages surrounded by large tracts of agricultural land and open space. This type of development could be encouraged by the application of a transfer of development rights (TDR) program or a payment in lieu of open space program (see Common Goal 7).

Recommendation 6.11: The Participating Local Governments should support the establishment of dedicated utility corridors to divert major transmission lines away from residential neighborhoods.

- **Background:** South Carolina Electric & Gas (SCE&G) plans to upgrade its transmission lines connecting Beaufort with Lady's Island from a 46,000 volt capacity to a 115,000 volt capacity. This upgrade would require an increase in height of the utility poles from 65 feet to 75 to 95 feet. This has raised both aesthetic and health concerns in the affected residential neighborhoods. This recommendation proposes to solve this issue from a regional perspective by diverting these power lines away from populated areas. Future roads, such as the third crossing to Lady's Island, would provide a possible location for utility corridors because the right of way for the road and the utility corridor could be planned, negotiated, and acquired at the same time. The advantages of this policy include reducing the amount of land affected, avoiding duplication, reducing the impact on homes and businesses, reducing construction cost, making maintenance more accessible, and (depending on circumstances) reducing ongoing maintenance cost.

7

Regional Planning Initiatives

Introduction

In addition to the common goals that lend themselves to a regulatory approach as recommended in Chapter 6, other common goals will require proactive action in order to accomplish the goals. These initiatives should be more fully explored and addressed first by the Technical Advisory Committee and its working groups, and ultimately through the local plans and initiatives of the local communities, as is further discussed in Chapter 8 Implementation.

Economic Health and Diversity

Recommendation 7.1: *The joint future land use plan for the Northern Beaufort County Regional Plan must provide a sufficient quantity of suitably located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Non-retail commercial uses include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.*

- **Background:** *Steps involved to forward this recommendation include the following:*
 - The Planning staffs of the Participating local governments should inventory the existing supply of appropriately zoned land available for non-retail commercial development within Beaufort County, the City of Beaufort, the Town of Port Royal and the Town of Yemassee and assess the present opportunities they provide for competitive economic development. The staffs should make this inventory and assessment available to local and regional agencies involved in promoting economic development.

- The Participating Local Governments should support the Economic Partnership’s efforts to establish the Northern Beaufort County Corridor Commerce Park near the intersection of US 17 and 17A.
- Beaufort County should rezone to rural the 700 acres of land presently zoned light industrial located in the unincorporated county between Old Sheldon Church Road and River Road.
- The Participating Local Governments should expand non-retail commercially zoned properties within the Airport Overlay Districts, including the existing business park and light industrial zoned properties near the Beaufort County Airport (Lady’s Island) and the Beaufort Commerce Park where such uses are compatible or could be made compatible with adjacent properties. This policy may not be appropriate universally throughout the Airport Overlay Districts, especially in portions of Gray’s Hill and northern Lady’s Island which are more rural and rural residential in character.
- The Participating Local Governments should provide more flexibility in commercial zoning districts to permit smaller non-retail commercial uses such as contractor’s offices, small assembly facilities, and small light industrial operations that do not adversely impact surrounding retail uses.

Recommendation 7.2: *The Participating Local Governments should commit resources to construct infrastructure and provide new and renovated light industrial buildings to attract companies interested in locating or expanding in the region.*

➤ **Background:** *There are two approaches to this recommendation. One is providing financial support to construct capital improvements to the Beaufort Commerce Park or the Northern Beaufort County Corridor Commerce Park. In addition to funding the installation of roads and infrastructure, these capital improvements also include the construction of spec buildings to provide readily available space for prospective companies interested in locating in the region. Another approach includes inventorying vacant non-residential structures (e.g. underutilized retail buildings and packing sheds) and identifying and overcoming regulatory obstacles to converting them to non-retail commercial uses.*

Recommendation 7.3: *The Participating Local Governments should establish an expedited permitting process for projects that forward the economic development goals in Northern Beaufort County.*

➤ **Background:** *One of the obstacles to attracting industry to Northern Beaufort County is the length of time it takes to complete the local development permitting process. One approach to addressing this problem is for the local jurisdiction to “pre-permit” non-retail commercially zoned properties, similar to the process established in the Beaufort Commerce Park. This involves the local jurisdiction proactively analyzing the properties, assessing site conditions, determining the location of natural resources, determining appropriate locations for*

buffers, etc. for the purpose of completing portions of the development permitting process for the applicants. Another approach is for the local jurisdiction to create “floating zones” that would be available for business parks or industrial areas.

Recommendation 7.4: The Participating Local Governments should encourage industries that support sustainable practices by promoting renewable energy and attracting or growing value-added industries that support using locally available resources such as agricultural or seafood products.

Recommendation 7.5: The Participating Local Governments should facilitate a higher level of coordination with the Technical College of the Lowcountry and the University of South Carolina Beaufort to establish research and development facilities to provide workforce development and stimulate high-tech entrepreneurial activities in the region.

Open Space Preservation

Recommendation 7.6: In order to create a regional network of open spaces, four broad-based open space acquisition goals are recommended:

- Preserve large agricultural land holdings on St. Helena Island and north of the Whale Branch River.
- Maintain a green corridor through the ACE Basin and along the Whale Branch River.
- Continue to target open space acquisition within the Airport Overlay District (AOD) boundaries around the US Marine Corps Air Station.
- Provide for the passive recreation needs for Northern Beaufort County’s residents.

Recommendation 7.7: The Participating Local Governments should continue to utilize the “Greenprint” process for targeting the acquisition of future preserved lands.

- **Background:** Federal, state and local governments have been aggressive in securing open space and natural areas in Northern Beaufort County. However, Figure 8 illustrates that many of these preserved places are discrete and unconnected. As growth continues to occur, these natural areas will become more isolated and will not effectively be able to support healthy wildlife communities. In addition, as land becomes scarcer, it is more important to prioritize areas with outstanding natural

resources in order to target future acquisitions of open space. The “Greenprint” program established by the Trust for Public Lands for Beaufort County is a good strategy for targeting open space acquisition to further regional goals.

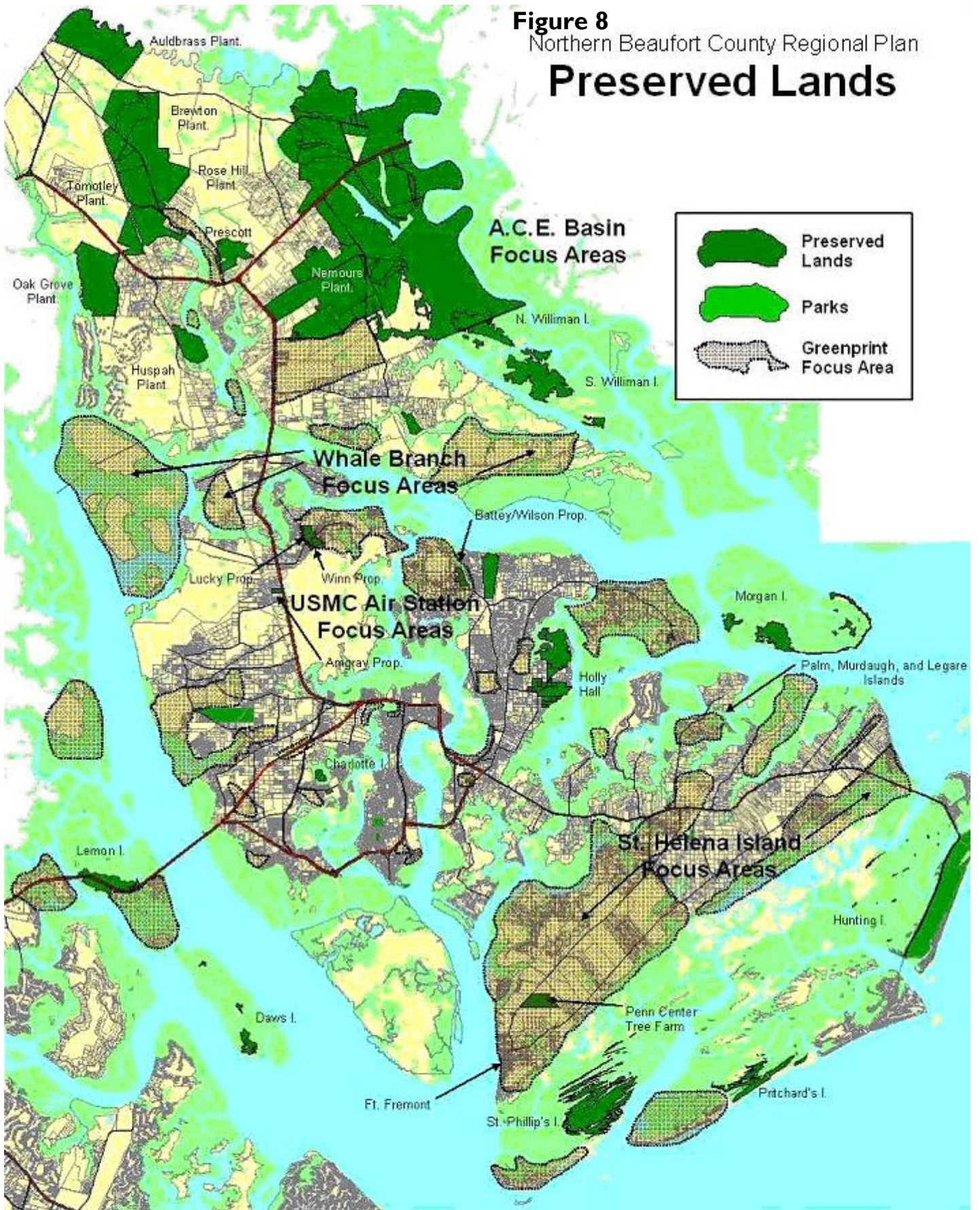
Recommendation 7.8: The Participating Local Governments should consider an open space land bank where fees are collected in lieu of open space to apply to the purchase and preservation of larger or more critical lands.

- **Background:** Required open space set asides for major subdivisions and PUD’s is a useful tool for enhancing the region’s open space network. Poor application of these standards can result, however, in small fragments of open space that provide no real benefit to the larger open space goals of the region. A fee in lieu of open space option could allow developments with no outstanding natural features or resources to pay into a program where the fees could be applied to the purchase (fee simple or development rights) of more critical lands.

Recommendation 7.9: The Participating Local Governments should establish a common definition and baseline standards for regional open space.

- **Background:** Beaufort County, the City of Beaufort and the Town of Port Royal have different requirements and standards for open space when land is subdivided or developed. This recommendation calls for the Participating Local Governments to agree on the required percentage of land area to be set aside as open space when a rezoning or annexation occurs. This recommendation also calls for the Participating Local Governments to agree on a common definition and consistent requirements for open space. This would address such concerns as whether wetlands can count towards required open space, whether stormwater detention ponds could be placed within open space, and to what degree does open space serve recreation needs vs. preservation needs.

Figure 8
Northern Beaufort County Regional Plan
Preserved Lands



Diversity

Recommendation 7.10: *The Participating Local Governments should support the Penn Center’s Land Use and Environmental Education Program.*

➤ **Background:** *This program was established to assist native Sea Islanders in preserving and maintaining their land and cultural practices in the midst of the pressures of growth and rising property values in the coastal regions of the Southeast. The program concentrates on citizen education, land use planning and reform and sustainable economic development. General program activities include assistance with issues pertaining to taxes, heirs’ property, and community organizing.*

Recommendation 7.11: *Beaufort County should assess whether the Cultural Protection Overlay District is achieving its goals to protect and enhance St. Helena Island’s rural culture and assess whether it should be applied to other rural areas of the region such as Sheldon Township.*

Recommendation 7.12: *The Participating Local Governments should carefully weigh its goals to promote infill development and redevelopment in established neighborhoods in Beaufort and Port Royal with the unintended consequence of the displacement of poorer residents of these neighborhoods.*

Recommendation 7.13: *Beaufort County should assess the pros and cons of its current policy to restrict the extension of public sewer into rural areas as a method of protecting the diversity of the rural areas both within and outside of the Community Preservation districts.*



Affordable and Workforce Housing

Recommendation 7.14: *The Participating Local Governments should pass a multi-jurisdiction mandatory inclusionary zoning ordinance.*

- **Background:** *An inclusionary zoning ordinance would require all new residential development to address the provision of affordable dwelling units. Making this policy mandatory and applying it consistently throughout the region would help to increase the supply of workforce housing, whose need was documented in the 2004 Workforce Needs Assessment commissioned by Beaufort County. The inclusionary zoning policy should include provisions for, on a case by case basis, a housing fee in lieu of, off-site inclusionary units, land donation, and incentives such as density bonuses that are greater than the Inclusionary Zoning set aside so that the builder can reap the benefit of some bonus market-rate units.*

Recommendation 7.15: *Participating local governments should work jointly to identify federal and state funding streams to address the housing needs throughout the county.*

- **Background:** *In addition to applying for such funds directly, the Participating Local Governments should work with nonprofit organizations such as the Economic Opportunity Commission, Habitat for Humanity, the Lowcountry Community Development Corporation of Hilton Head and other agencies to maximize the utilization of funds to increase housing opportunities.*

Recommendation 7.16: *The Participating Local Governments should establish and implement different affordable housing strategies appropriate for urban/suburban areas and for rural areas to preserve rural culture, combat sprawl, and to ensure that a majority of workforce and affordable housing is located in proximity to jobs and services.*

- **Background:** *The following housing strategies are recommended for different parts of the region:*
 - *Urban/Suburban areas (Port Royal Island and Lady's Island): Focus affordable housing strategies on constructing new workforce housing and low/moderate income housing and on the rehabilitation of existing housing structures.*
 - *Rural areas (Sheldon Township and St. Helena Island): Focus affordable housing strategies on the rehabilitation of existing houses for low/moderate income homeowners, and eliminating barriers to expanding existing housing compounds.*

Recommendation 7.17: *The Participating Local Governments should make home repair and replacement of substandard housing a housing priority to further the recommendations outlined in the 2004 Workforce Needs Assessment.*

- **Background:** *In order to maximize the amount of grant funds available for housing rehabilitation, the Participating Local Governments will continue to provide local matching funds to the Lowcountry Regional Home Consortium (comprised of Beaufort, Colleton, Jasper and Hampton Counties), which is a Participating Jurisdiction eligible to receive Home Investment Partnership Funds (HOME) and American Dream Down Payment Assistance Funds from HUD. The funds can be used to increase the affordable housing stock by providing down payment assistance to eligible first time homebuyers; sustaining homes through home repair; assisting with the development of new homeowner and rental units; providing assistance for infrastructure; and encouraging involvement of community based non-profit homeownership initiatives.*

Infill and Redevelopment

Recommendation 7.18: *The Participating Local Governments should recognize common definitions for “infill” and “redevelopment”.*

- **Background:** *In order to set up an effective program to target the development of infill parcels, it is important to have a common understanding of what is meant by infill and redevelopment. The following definitions are offered as a starting point for this discussion:*
 - **Small Tract Infill Development:** *The targeting of individual subdivided lots within existing residential subdivisions and commercial strips. Usually necessitates additional subdivision of land. Example: The construction of a single-family house, duplex or small apartment building on a single vacant urban lot.*
 - **Large Tract Infill Development (leapfrogged parcels):** *The targeting of larger undeveloped residential or commercial parcels (10 acres or greater). Development of these sites would require further subdivision of the land. This includes large lots in urbanized areas and areas with concentrations of undeveloped or underdeveloped large lots that have been passed over in favor of larger parcels further from the urban centers (e.g. Burton, Shell Point).*
 - **Small Scale Redevelopment:** *Replacing a single family house on a large lot with several houses or multi-family structures on smaller lots.*
 - **Large Scale Redevelopment:** *Redevelopment of a larger scale that requires the assembly of several parcels, removal of the older*

structures and the construction of more intense residential or commercial development.

Recommendation 7.19: *The Participating Local Governments should identify infill and redevelopment priority areas.*

➤ **Background:** *The following infill priority areas are suggested:*

- Urban Residential neighborhoods with a large number of small vacant lots;
- Areas of Northern Beaufort County with a large number of undeveloped parcels that are situated close to urbanized areas and public facilities (Burton, Shell Point, Lady’s Island Redevelopment District); and
- Marginal commercial corridors with a large number of vacant or under-utilized buildings (Parris Island Gateway, Trask Parkway).

Recommendation 7.20: *The Participating Local Governments should conduct an infill parcel inventory in the identified priority areas.*

➤ **Background:** *Once the infill priority areas have been identified, then it will be easier to further identify individual parcels that have development or redevelopment potential. The following are some steps that could be taken to complete this inventory:*

- Establish GIS “screening” criteria to identify possible infill areas or parcels. Consider such factors as zoning, size of parcels, infrastructure, land use, and constraints to development such as wetlands.
- For redevelopment, look at such factors as ratio of assessed value of improvements to land value, age of structure, etc.
- Conduct field surveys to supplement GIS screening – condition of structures, surrounding land use patterns.

Recommendation 7.21: *The Participating Local Governments should identify impediments to infill development and develop strategies to overcome the impediments.*

➤ **Background:** *There are many real and perceived impediments to infill and redevelopment. These include the cost of redevelopment, possible regulatory barriers, opposition of neighbors, and lack of developer interest. Below is a summary of these barriers and possible solutions to overcome the barriers:*

- Cost of Development: Infill parcels typically cost more than land in “green field” sites. While land costs are greater in developed areas, the cost of public services and infrastructure may be less expensive.

- Possible solutions: Density bonuses; Fee waivers and subsidies (impact fees, development permit fees); Land assembly by the public sector; Tax abatements or rebates.
- Neighborhood Resistance: Neighborhood resistance can delay a project, especially if the land needs to be rezoned.
- Possible solutions: Establish design standards that ensure the compatibility of new infill development. Require developers to meet with residents of the surrounding area to solicit their input on the project design before finalizing plans.
- Regulatory Barriers: Zoning, subdivision and land development regulations, and even building codes may present obstacles to developing infill sites. Setbacks and minimum lot sizes may frustrate single-lot infill development. Density must be addressed – very often infill is only justified economically if increased densities are allowed.
- Possible solutions: Consider conducting an infill audit that examines local plans, codes, and practices to identify infill barriers.
- Lack of Developer Interest: Developers may be unaware of the market potential for infill development.
- Possible solutions: Publicize infill parcel inventory and make information available to developers. Provide examples of successful infill development projects.

Military Base Coordination

Recommendation 7.22: *The Participating Local Governments should continue to enforce standards within the AICUZ contours that discourage development that would adversely affect the mission of the US Marine Corps Air Station.*

➤ **Background:** *The JLUS (Joint Land Use Study) Implementation Committee drafted an Airport Overlay District that would restrict land uses within the AICUZ contours to be adopted by Beaufort County, the City of Beaufort, and the Town of Port Royal. All three local governments have adopted the ordinance. The Airport Overlay District (AOD) essentially has four components. They are as follows:*

- **Disclosure:** All potential homebuyers and renters will be required to be notified that they are in a noise zone and/or accident potential zone.
- **Noise Level Reduction:** New construction will be required to be built to achieve a 25 to 35 decibel reduction from exterior to interior, depending on the noise zone.

- **Use Limitations:** New hospitals, churches, schools, day care centers, multi-family housing and other incompatible uses would not be permitted in the Clear Zone, Accident Potential Zone and Noise Zone 3. Existing buildings would be grandfathered.
- **Density Limitations:** Residential densities will be restricted to avoid encroachment of development around the Air Station.

Recommendation 7.23: *The Participating Local Governments should consider such tools as transfer of development rights (TDR) program to compensate affected property owners within the Airport Overlay District (AOD) and continue encroachment partnering acquisition efforts in the vicinity of the Air Station.*

- **Background:** *Many property owners may be negatively affected by restrictions proposed to be adopted within the AOD boundaries. A TDR program has the potential to offer relief to these property owners. The JLUS (Joint Land Use Study) Implementation Committee recommended that this program will complement the proposed Airport Overlay District ordinance. A conservation partnering program relieves encroachment pressures from either incompatible development and/or loss of natural habitat on training, testing, and support operations at military installations (this could apply to Parris Island some day due to their ranges). The most effective way to avoid encroachment is to prevent incompatible development in the vicinity of the Air Station. This recommendation is further supported in Recommendation 7.1.*

Regional Growth Tracking System

Recommendation 7.24: *The Participating Local Governments should work together to create and maintain an improved regional growth tracking system, including a land demand and land use forecasting model integrated with other regional models (such as the transportation model) that can be used by all entities for planning purposes.*

- **Background:** *It became clear during the process of preparing the growth forecasts for this plan that an improved regional model is needed that is capable of providing regional data related to growth. For example, there is not readily available data that summarizes historic growth, pending development (i.e. growth that is in the “pipeline”), or remaining capacity for growth under local land use plans or zoning. Likewise, there is no system in place to regularly monitor growth forecasts that are the basis for transportation or other regional planning, such as schools. This recommendation would mirror the recommendation in the Southern Beaufort County Regional Plan and would involve the creation of a regional data base and model that would likely build on the existing traffic*

model and its traffic analysis zones, but it could be expanded for use in a wide range of planning efforts by local and regional agencies. Specifically:

- The county's new Land Development Office (LDO) program would be configured to count Certificates of Occupancy by tax district and address.
- Municipalities would use the same system to enter permit and occupancy data or planning staff will enter data in the interim.
- The LDO development counts will be integrated with GIS traffic analysis zones through address or parcel ID numbers.
- A growth report will be periodically generated to show the change in growth by Traffic Analysis Zone (TAZ), by tax district, and by jurisdiction.



8

Implementation Oversight

Introduction

This regional plan reflects significant changes in direction for regional planning in Northern Beaufort County. The policies in this plan grew out of a long and intense process of analysis, consideration of alternative approaches, and consensus building. While this process achieved agreement on many important concepts, its success will only be meaningful if there is follow through on actions needed to implement the plan.



Recommendation 8.1: *The implementation of the Northern Beaufort County Regional Plan should involve a four point approach:*

- 1) The evolution of the Northern Beaufort County Regional Plan Steering Committee into a continuing Implementation Oversight Committee,*
- 2) The drafting and execution of intergovernmental agreements that ratify key plan elements,*
- 3) The incorporation of regional plan policies in local comprehensive plans and local plan implementation tools, such as land use regulations and ordinances, and*
- 4) Ongoing work of the Technical Advisory Committee and working groups on ongoing planning initiatives.*

Each of these is discussed below.

Northern Beaufort County Regional Plan Implementation Oversight Committee

The Northern Beaufort County Regional Plan Steering Committee that oversaw the preparation and completion of this plan will be reappointed and reformed into an Implementation Oversight Committee, and will continue to work on a long term basis. This Implementation Oversight Committee will oversee and coordinate the actions identified in this chapter, and will oversee the preparation of the intergovernmental agreements and the technical committee working groups that will work on long term planning initiatives as identified in this plan. Specifically, the Implementation Oversight Committee will have at least the following responsibilities:

- Responsibility for preparing intergovernmental agreements as discussed in the next section.
- Responsible for prioritizing actions in collaboration with the city, towns, and county.
- Serve as an advocate for strong regional planning initiatives and actions in concert with the Participating Local Governments pursuant to this plan.
- Overall responsibility for working with local communities on their long range transportation plans, pursuant to the transportation strategy outlined in Chapter 4 of this plan.

- Overall responsibility for working with local communities to plan for adequate funding of regional infrastructure, pursuant to the fiscal strategies outlined in Chapter 5 of this plan.
- Responsibility for encouraging local governments to incorporate this regional plan into local plans and regulations.
- Oversight of the Technical Advisory Committee and its working groups.
- Monitoring, amending, and updating the plan.

Intergovernmental Agreements

This regional plan identifies several sets of planning issues that should be addressed initially through intergovernmental agreements. These include the following:

Growth Management and Annexation Policies

Chapter 2 of this plan establishes a commitment on the part of the Participating Local Governments to develop mutually agreeable principles that address:

- Mitigation of extra territorial impacts of annexations,
- Mitigation of negative impacts on the delivery of public services,
- Procedures for notice and comment on proposed annexations,
- Enclaves of unincorporated county territorial within the growth boundaries,
- Guidelines for the protection of existing Community Preservation Districts, and
- Policies for city and county consideration development requests within and outside the growth boundary.

The negotiation, preparation, and execution of an intergovernmental agreement / agreements is a high priority of this plan.

Baseline Standards

Chapter 6 of this plan establishes a commitment to adopt baseline standards related to several issues, including environmental protection and corridor protection. The plan calls for baseline environmental standards that address:

- Storm water management best management practices,
- Critical line setback and buffers (with provision for flexibility in cases of public access),
- Enhanced standards for especially sensitive areas such as waterway headwaters, low lying areas, and the ACE basin, and
- Protection of freshwater wetlands.

Chapter 6 also establishes a commitment to adopt baseline standards that address consistent corridor overlay standards along shared travel corridors.

Local Planning Conformity Commitments

Chapter 2 of this plan establishes a commitment to carry the policies of this regional plan into the local planning process as described below. This commitment to bring local plans and regulations into conformance with this plan should be further endorsed through an intergovernmental agreement.

Local Plans and Regulations

The true test of the willingness of the Participating Local Governments to implement this regional plan will be the extent to which the policies of this plan can be institutionalized through the incorporation of those policies in local plans, such as comprehensive plans. Even more important, the local governments should carry those policies through into the local land use regulations – including zoning codes and subdivision regulations.

As each community updates its comprehensive plans and updates its land use regulations, the Implementation Oversight Committee will work with the communities to build this plan and its policies into that process. Local land use plans will be encouraged to be consistent with

the growth boundaries and regional land use plan contained in this plan. Local transportation plans will be encouraged to be consistent with the transportation strategy outlined in this plan. Baseline standards for environmental and corridor protection that are developed through the intergovernmental agreements will be encouraged to be incorporated into land use regulations. Local governments will also be encouraged to use their plans to establish the policy foundation for planning initiatives related open space preservation, infill development, economic development, housing, and coordination with military authorities will be encouraged.

The Participating Local Governments will explore opportunities to coordinate the updating of comprehensive plans and regulations, including the timing of updates, the use of common data and information, joint land use planning, and the creation of common planning and regulatory terminology, definitions, and standards.

During the development of the intergovernmental agreement that would confirm the communities' commitment to build regional plan policies into local plans and regulations, the communities should discuss and consider the creation of a voluntary plan conformity review process. This plan conformity review process could involve agreement by each of the communities to audit their planning and regulations for ways in which the plans and regulations currently advance the regional plan policies, ways in which they may conflict with regional plan policies, ways in which local plans and regulations can be modified to better reflect the regional plan, and actions that the communities agree to undertake when updating their plans.

Technical Advisory Committee and Working Groups

During the preparation of this regional plan, the Technical Advisory Committee and the related working groups demonstrated tremendous value in thinking through the actions needed to help implement this plan. The Technical Advisory Group is envisioned as continuing to work and assist the Implementation Oversight Committee on an ongoing basis. The Technical Advisory Committee will help with the coordination of longer term planning initiative identified in this plan, including:

- Regional economic development initiatives,
- Regional open space planning and preservation,
- Cultural diversity initiatives,

- Affordable and workforce housing initiatives,
- Creation and implementation of a regional infill development strategy, and
- Coordination with military authorities.

Regional Plan Management

This regional plan is intended to plan for a 20 year horizon; however it is recognized that it is a policy guide that must be monitored and updated periodically. The Implementation Oversight Committee will work with local planning staffs and the Technical Advisory Committee to develop methods for the following:

- Annual monitoring, including the creation of benchmarks for charting progress in achieving the plan, along with an annual report of plan implementation progress.
- Updating of this plan every five years.
- A process and guidelines for hearing requests for amendment to the plan by the Implementation Oversight Committee and the Participating Local Governments.



Appendix A

Population Estimation, Projection Methodology for the Beaufort County Transportation Model & the Beaufort County Regional Plans

The following is a brief description of Beaufort County's population projection methodology used in its transportation model and applied to the Northern Beaufort County Regional Plan. It is important to point out that Hilton Head Island has its own traffic model and forecasting methodology which is not described here.

Traffic Analysis Zones (TAZs)

Traffic Analysis Zones (TAZ's) provided the level of analysis for the population projection methodology. TAZ's are small geographical sub-areas of the county (see Diagram A) that are used for the purpose of analyzing the impact of future population growth on the road network. In each TAZ, there is an estimate of the future (2025) number of dwelling units, population, employment and school attendance. Estimations made at the TAZ level can be assembled to define larger planning areas such as Northern Beaufort County, Lady's Island, or any of the land bodies or tax districts. Because the TAZ boundaries are drawn based on Census delineations, Census data can be used to supplement local data, and for base data comparisons.

Estimating Current (2004) Population

Current population estimates began with a count of current dwelling units in each of the TAZ's. This was accomplished using the County's GIS/Assessor database. The parcels in each TAZ were selected, the residentially coded parcels were then selected, and those with buildings or manufactured homes were counted. The parcels with tax codes for multiple units were viewed on an aerial for an estimated unit count as no current County database lists unit counts. Current population was estimated by applying persons per household and vacancy rates from the 2000 Census, for the Census tract within which the TAZ was located, to the dwelling unit count. Where new development was proposed in a particular TAZ that did not resemble historic growth patterns in that area (e.g. recent fast-growing areas within Bluffton), persons per household and vacancy rates from similarly profiled Census Tracts were used.

Forecasting 2025 Population

Population forecasts for the year 2025 are based on the historic growth rate and the amount of developable land remaining in each TAZ. The amount of developable land left within each TAZ was determined by analyzing aeriels and subtracting out wetlands and marshes (unbuildable land). Future development within vacant land was assumed to occur at already approved densities, or, where no development had been approved, at densities consistent with the selected future land use plan scenario.

Based on the two factors of growth rate and remaining developable land, an S-curve was used to forecast the future rate of growth. The s-curve (see Diagram B) was divided into the following four slopes whose parts represent four broad categories of growth in Beaufort County:

- a) slow historic growth (e.g. rural and constrained growth in areas such as Sheldon)
- b) moderate growth (e.g. Port Royal Island)
- c) high growth (e.g. Bluffton, Lady's Island)
- d) tapering growth of places approaching buildout (e.g. Hilton Head Island)

In addition to the above described methodology, there are many developments in Beaufort County (mostly in the Bluffton area) where the developer has provided a timetable for completion usually via a development agreement. These "known" forecasts were applied where applicable.

Once a TAZ was assigned a growth category, the current residential count was then entered into a compounding formula at a rate for X

years to generate the curve assigned. [See Diagram C for an example of the growth curve for category 3 or those TAZs that are growing at the pace of Lady's Island in general.] Finally, forecasted dwelling units were converted to population figures by assuming the same persons per household and vacancy rate as the 2000 Census for the Census tract within which the TAZ is located where appropriate or using the rates of a similarly profiled community. The individual TAZ projections were added up and the result was compared to historic growth trends in the region to ensure that the overall 2025 growth projections for the region are consistent with historic growth trends.

Population Projection Results

Planning Area	2006 Dwelling Units	2006 Population	2025 Dwelling Units	2025 Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island*	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

State Review and Approval of Method

The *TAZ scale and use of a growth-curve* for estimating and projecting the 124 different growth scenarios for the TAZ model was novel, therefore the Planning Department contracted with the S.C. Budget & Control Board's Office of Statistical Data to review the method, the process, and the results. At every stage that Office was supportive of the methods used to detail and locate Beaufort's growth indicators. The Office of Research and Statistics' veteran statistician, Diana Tester of Health and Census Statistics was the reviewer.

**DIAGRAM A:
Beaufort County's 124 Traffic Analysis Zones (TAZ's)**



DIAGRAM B

Criteria For Determining Growth Curves For Beaufort County T.A.Z. Areas

		PACE OF GROWTH SINCE 2000		
		SLOW S	MEDIUM M	FAST F
LAND CAPACITY	EXTENSIVE E	ES	EM	EF
	MODERATE M	MS	MM	MF
	LIMITED L	LS	LM	LF

Area Average Growth Rates

Location on the Growth Curve

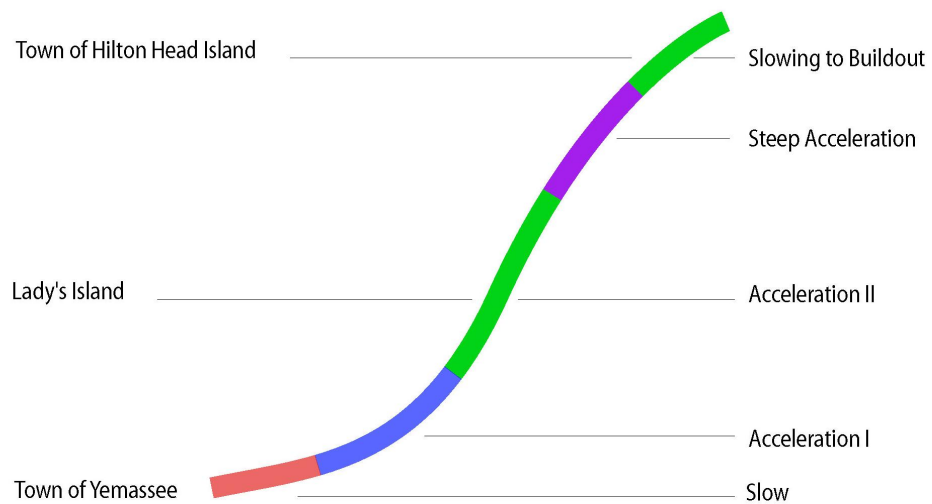
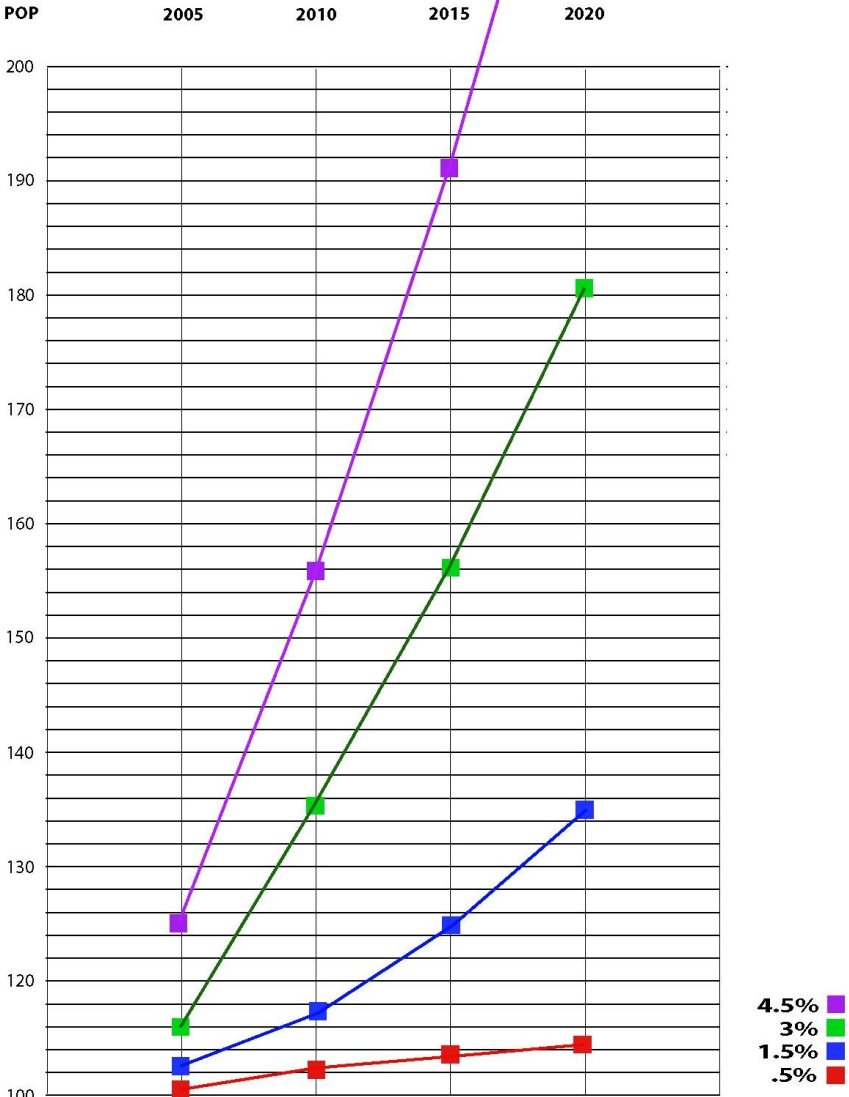


DIAGRAM C

Sample Population
Growth Curves
*Compounded Rates
To Simulate Area
Growth Patterns*



Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Request for An Ordinance Approving Annexation of Approximately 0.74 Acres of land, located at 191 Bing Street, and further identified by Hampton County TMS: 198-00-00-015. [Ordinance 22-02]

Department: Administration

Attachments:

√	Ordinance		Resolution		Other
√	Support Documents		Motion		

Summary: The applicant, Lazarus Reid, has petitioned the Town of Yemassee seeking annexation into the Town of Yemassee Corporate limits. The parcel currently contains one single-family residence that is unoccupied. See attached Staff Report

Recommended Action: Approve first reading on Annexation Ordinance 22-02.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

STATE OF SOUTH CAROLINA)
COUNTY OF HAMPTON)
TOWN OF YEMASSEE)
ORDINANCE NUMBER:)
(22-02)

An Ordinance Annexing One Parcel of Land owned by Lazarus Reid into the Town of Yemassee, South Carolina.
--

AN ORDINANCE ANNEXING INTO THE TOWN OF YEMASSEE, ONE PARCEL OF LAND OF APPROXIMATELY 0.74 ACRES, LOCATED AT 191 BING STREET OWNED BY LAZARUS REID, IN HAMPTON COUNTY, NOT ALREADY WITHIN THE YEMASSEE TOWN LIMITS AND INCLUDING ALL ADJACENT PUBLIC RIGHTS OF WAY, RAILROAD RIGHTS OF WAY, WATERS, LOWLANDS AND WETLANDS.

Section 1. Findings of Facts

As an incident to the adoption of this ordinance, Town Council of Yemassee finds the following facts to exist:

- a) Section 5-3-150, Code of Laws of South Carolina (1976) as amended, provides a method of annexing property to a city or town by a Petition signed by all persons owning real estate in the area requesting annexation.
- b) A proper Petition has been filed with Town of Yemassee by one hundred percent (100%) of the freeholders owning one hundred percent (100%) of the assessed value of the contiguous property herein described, petitioning for annexation of the property to the Town of Yemassee under the provisions of South Carolina Section 5-3-150(3) and is requesting the Town's zoning of Residential ¼ Acre and have submitted proper submission materials supporting each application in accordance with Town requirements.
- c) It appears to Town Council that the annexation would be in the best interest of the property owners and the town.
- d) The Town Council is zoning the parcel Residential ¼ Acre.
- e) The Yemassee Town Council finds the proposed annexation and rezoning is consistent with the Yemassee Comprehensive Plan (as amended and revised);

Section 2.

NOW, THEREFOR IT BE ORDAINED by the Mayor and Council of the Town of Yemassee, South Carolina, duly assembled and with authority of the same, pursuant to Section 5-3-150 and Section 5-3-100, Code of Laws of South Carolina (1976), as amended, the following described property is hereby annexed to and made part of the Town of Yemassee, to wit:

ALL THOSE CERTAIN PIECES, PARCELS OR TRACTS OF LAND being known as 198-00-00-015 & 0.74 acres, and all adjacent public rights of ways and wetlands as shown on the attached map.

This Ordinance shall become effective upon ratification.

SO ORDERED AND ORDAINED THIS _____ Day of _____, 2022

By the Yemassee Town Council being duly and lawfully assembled.

Colin Moore, Mayor

Matthew Garnes, Town Clerk

Peggy Bing-O'Banner, Council Member

Stacy Pinckney, Council Member

David Paul Murray, Council Member

Alfred Washington, Council Member

(Seal)

First Reading:
Second Reading:



Staff Report Administration



January 23, 2022

Project: 191 Bing St Annexation (Reid)

Case Number: ANNX-01-22-1001

1. Subject

Annexation: The applicant and owner, Lazarus Reid, has petitioned to the Town of Yemassee to annex a parcel of real property, located within the Bing Street neighborhood within Hampton County, at 191 Bing Street into the town limits of Yemassee

Tax Map Number: 198-00-00-015

Acreage: 0.74

Current Zoning: General Development (Hampton County Zoning)

Current Use: One (1) single-family dwelling)

Proposed Zoning: Residential ¼ Acre (Town of Yemassee)

Comprehensive Plan: The parcel petitioning for annexation is contiguous to the primary service area. The parcel is within the Future Annexation Map of the Town of Yemassee. The proposed annexation would aid in closing a donut hole and allow for more efficient delivery of service.



Staff Report Administration



Adjacent Land Use/Zoning: The parcel is surrounded by the following properties and jurisdictions,

Direction	Parcel	Owner	Jurisdiction
North	198-00-00-208 29 Bing St	Evangelistic House of Prayer	Town of Yemassee
East	198-00-00-242 171 Bing St	Annette Jackie Locke	Town of Yemassee
West	198-00-00-304 190 Bing St	Ben & Sandra Heyward	Town of Yemassee
South	198-00-00-014 207 Bing St	Estella Williams	Town of Yemassee

2. Staff Comments

Special Notes

The Town of Yemassee will be able to furnish all town services upon annexation. This will fill in one of the last remaining unincorporated parcels on Bing Street.

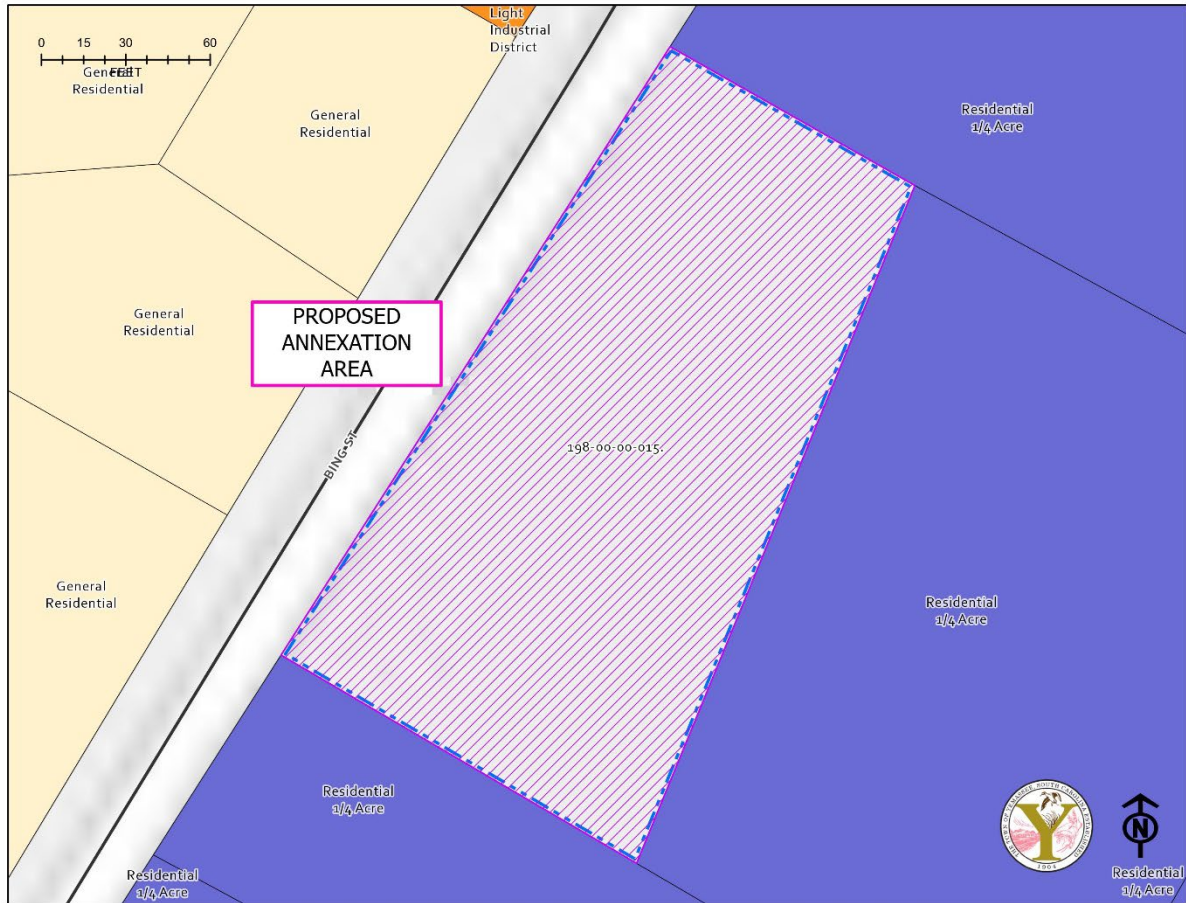
The parcel would be subject to the adopted millage rate at the time of annexation, the adopted millage rate within the Hampton County portion of the Town of Yemassee, is 71.00 mills.



Staff Report Administration



3. Maps



*Parcel proposed for annexation outlined in purple.



Staff Report Administration



4. Analysis

The following analysis has been conducted on the parcel petitioning for Annexation.

- 1.) The application is in the best interests of the Town of Yemassee and its residents.
 - a. *Finding:* Staff completed a Cost/Benefit Analysis and provided the property owner with an estimated tax liability upon Annexation. Any vehicles or personal/business property taxed by Hampton County will be subject to the city tax rate imposed for FY2022 which is 71.00 mills. Additionally, the property will close the last remaining donut hole on the north side of Bing Street, which will allow for a more efficient delivery of services.
- 2.) The property has contiguity to the Town of Yemassee corporate limits
 - a. *Finding:* The property is contiguous to the Town of Yemassee corporate limits on all sides. The adjacent parcels were annexed into the Town in 2018 during the Cochran/Bing/Riley Street 100% Annexations.
- 3.) Does the Annexation avoid creating new doughnut holes or enclaves in the Town Limits?
 - a. *Finding:* The proposed Annexation will not create any new doughnut holes or enclaves in the Town of Yemassee corporate limits.
- 4.) The Annexation will not create a tax burden or measurably reduce the level of service(s) provided to existing citizens and property owners.
 - a. *Finding:* Based on the current use of the property, a tax burden is not created and a reduction in the level of service is not anticipated in the first year of Annexation.
- 5.) Consideration of the Annexation areas existing utilities, transportation, and infrastructure.
 - a. *Finding:* The franchised water and sewer provider in the Town of Yemassee is Lowcountry Regional Water. Dominion Energy currently provides electric and natural gas services. Telecommunications service can be provided by Frontier or Xfinity (Comcast) Communications.



Staff Report

Administration



6.) The full impact the Annexation will have on Law Enforcement has been considered.

- a. Finding: The Police Department has advised this parcel will not have a negative impact on the services provided by the Yemassee Police Department. Upon annexation, the primary response agency will be the Yemassee Police Department, with backup provided via a Mutual-Aid agreement with the Hampton County Sheriff's Office.

7.) Does the petitioner understand all potential/costs & benefits associated with Annexation?

- a. Finding: The applicant has been provided with an estimated tax bill upon Annexation. As of this report, there have been no additional questions from the petitioner regarding the estimated tax bill. The petitioner is aware that upon Annexation the property will receive the following services/benefits
 - i. Police Protection – The residence will be served by the Yemassee Police Department for emergency and non-emergency calls. The property owner or any residents will be assigned to the Zone A Crime Watch Zone and are encouraged to attend the monthly meetings.
 - ii. Town Trash Service – The property will now be eligible for Town trash service which is contracted out to S&S Disposal.
 - iii. Building Inspection & Building Permits – The owners/residents would be eligible to apply for Building Permits and receive inspections through the Town's staff. The applicant is aware that they will be able to come to the Municipal Complex to apply for any permitting for residential modifications.
 - iv. Persons Registered to vote will be eligible to run for office and/or serve on Town Appointed boards and committees – Any future residents of the property are aware that upon Annexation and potential development they will be eligible to vote in Town Elections & serve on Town boards and/or committees after being a registered voter in the Town of Yemassee for a minimum of thirty (30) days. Upon Annexation, a copy of the ordinance will be sent to Beaufort County Board of Voter Registration & Elections.
 - v. Streetlights – The residents understand that upon Annexation the Town will place a streetlight on the right-of-way near the parcel.



Staff Report Administration



Staff Recommendation

Recommendation – Staff believe this Annexation would benefit the Town and allows for more efficient delivery of Town service in the Bing Street neighborhood. Staff concur that the property should be Annexed into the Town.

8.) Attachments

- a. Annexation Ordinance
 - i. Annexation Petition
 - ii. Map of general area
 - iii. Annexation Petition**



**TOWN OF YEMASSEE
ANNEXATION APPLICATION**

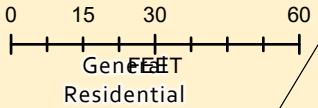
Town of Yemassee

JAN 19 2022

Received

Yemassee Municipal Complex
101 Town Cir
Yemassee, SC 29945-0577
(843) 589-2565

Applicant		Property Owner	
Name: Lazarus Reid		Name: Lazarus Reid	
Phone:		Phone:	
Mailing Address: 255 Hicksville Rd Early Branch, SC 29916		Mailing Address: 255 Hicksville Rd Early Branch, SC 29916	
E-mail:		E-mail:	
Town Business License # (if applicable):			
Property Information			
Project Name: Reid		Acreage: 0.74	
Property Location: 191 Bing St			
Existing Zoning: General Development (Hampton Co)		Proposed Zoning: Residential 1/4 Acre	
Tax Map Number(s): 198-00-00-015			
Project Description: Annexation of single tract of land.			
Select Annexation Method			
<input checked="" type="checkbox"/> 100 Percent Petition and Ordinance Method		<input type="checkbox"/> 75 Percent Petition and Ordinance Method	<input type="checkbox"/> 25 Percent Elector Petition and Election Method
Minimum Requirements for Submittal			
<input checked="" type="checkbox"/> 1. Completed Annexation Petition(s) <input checked="" type="checkbox"/> 2. Copy of plat and/or survey of area requesting annexation <input checked="" type="checkbox"/> 3. Parcel Information from the appropriate County Assessor's Office			
Note: Application is not valid unless signed and dated by property owner.			
Disclaimer: The Town of Yemassee assumes no legal or financial liability to the applicant or any third party whatsoever by approving the plans associated with this permit.			
I hereby acknowledge by my signature below that the foregoing application is complete and accurate and that I am the owner of the subject property.			
Property Owner Signature: <i>Lazarus Reid</i>		Date: 1-19-22	
Applicant Signature: <i>Lazarus Reid</i>		Date: 1-19-22	
For Office Use			
Application Number: <i>ANNEX-01-22-1001</i>		Date Received: <i>1-19-22</i>	
Received By: <i>Dorinda Singleton</i>		Date Approved: <i>1-19-22</i>	



Light Industrial District

General Residential

Residential 1/4 Acre

PROPOSED ANNEXATION AREA

198-00-00-015

BING-ST

General Residential

Residential 1/4 Acre

General Residential

Residential 1/4 Acre

Residential 1/4 Acre

Residential 1/4 Acre

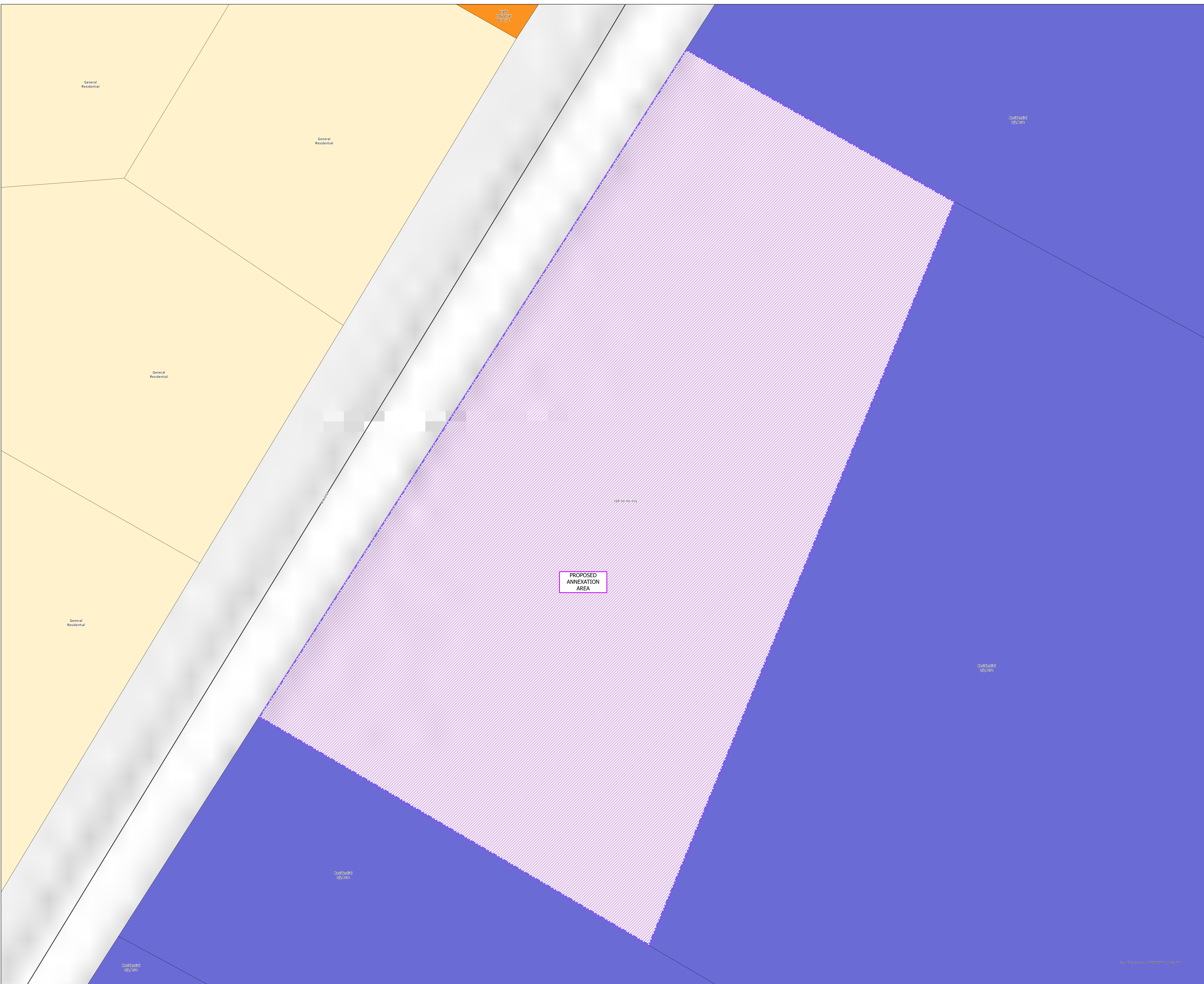


**ZONING
DEPARTMENT**

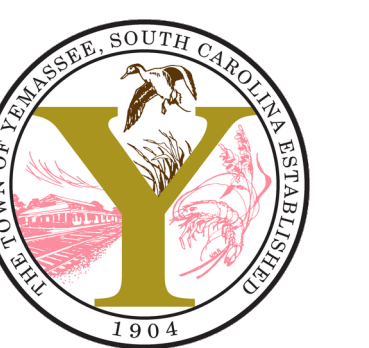
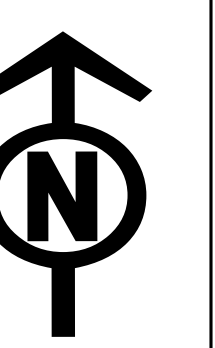
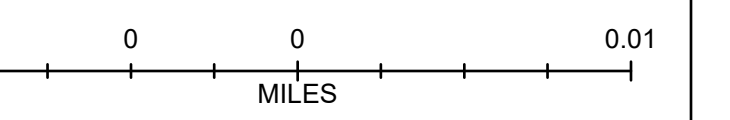
**PROPOSED
ANNEXATION
AREA**

LEGEND

- ROADS
- TOWN BOUNDARY
- YEMASSEE ZONING**
- ZONING DESCRIPTION
- General Residential
- Residential 1/4 Acre
- Light Industrial District
- PROPOSED ANNEXATION HAMPTON
- Parcels - Hampton



DATE CREATED: 2/8/2021	PREPARED BY: SPATIAL ENGINEERING, INC.
DATE UPDATED: 1/21/2022	CARTOGRAPHY BY: GOVI HINES, GISP

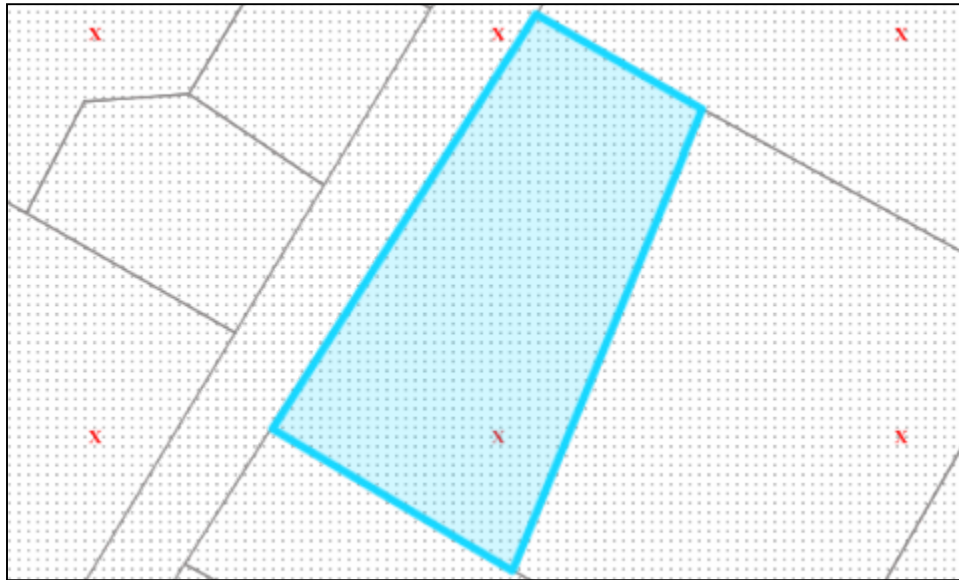


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Town of Yemassee

24 Jan 2022

Flood Zone Report - Hampton



Parcels Hampton

TMS: 198-00-00-015.
Owner City State ZIP Code: EARLY BRANCH SC 29916
Owner: REID LAZARUS
Owner Street Address: 255 HICKSVILLE RD
Parcel Street Address: 191 BING

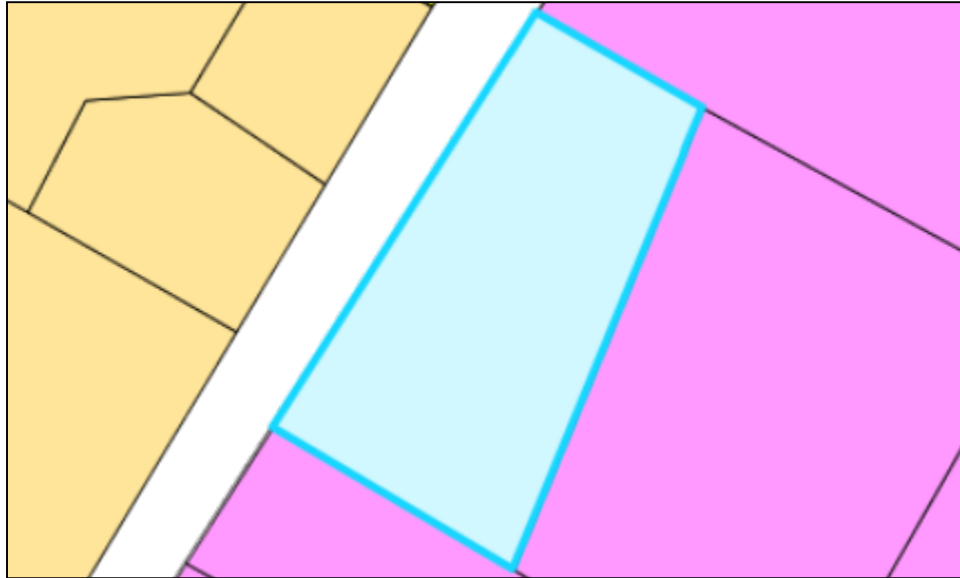
Flood Zones 2010

Count	Zone and Subtype	Overlapping Quantities
1.	2 X, AREA OF MINIMAL FLOOD HAZARD	63,461.52sf (1.46acres)

Town of Yemassee

Property Zoning Report - Hampton

24 Jan 2022



Parcels Hampton

TMS: 198-00-00-015.
Owner City State ZIP Code: EARLY BRANCH SC 29916
Owner: REID LAZARUS
Owner Street Address: 255 HICKSVILLE RD
Parcel Street Address: 191 BING

Zoning

Count Zoning Description

Overlapping Quantities



Summary

Parcel Number	198-00-00-015.
Tax District	County (District N)
Location Address	191 BING
Town Code	
Class Code (NOTE: Not Zoning Info)	200-Single Family Res. Not Owner Occupied
Acres	0.74
Description	SKIP BING ST
Record Type	Residential
Town Code / Neighborhood	
Owner Occupied	

[View Map](#)

Note: Acres will not display correctly if any or all of the parcel is classed as exempt. (Exempt acreage will not calculate in total acreage.)

Owners

[REID LAZARUS](#)
EARLY BRANCH SC
29916

2021 Value Information

Land Market Value	\$8,700
Improvement Market Value	\$0
Total Market Value	\$8,700
Taxable Value	\$8,700
Total Assessment Market	\$520

Note: Values will not display correctly if any or all of the parcel is classed as exempt. (Exempt building values will not display nor calculate in totals.)

Building Information

Heated Square Footage 852

Sales Information

Sale Date	Price	Deed Book	Plat Book	Grantor
7/2/2008	\$1	342 255	21 98	REID LAZARUS & MARY L
9/10/1996	Not Available	194 285	Not Available	Not Available
1/9/1978	Not Available	70 457	Not Available	Not Available

No data available for the following modules: Lot Size Information (Dimensions in Feet).

Hampton County makes every effort to produce the most accurate information possible. No warranties, expressed or implied, are provided for the data herein, its use or interpretation. The assessment information is from the last certified taxroll. All data is subject to change before the next certified taxroll.

[User Privacy Policy](#)
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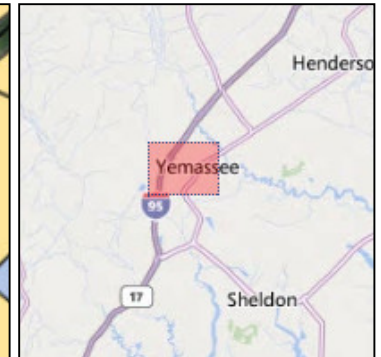
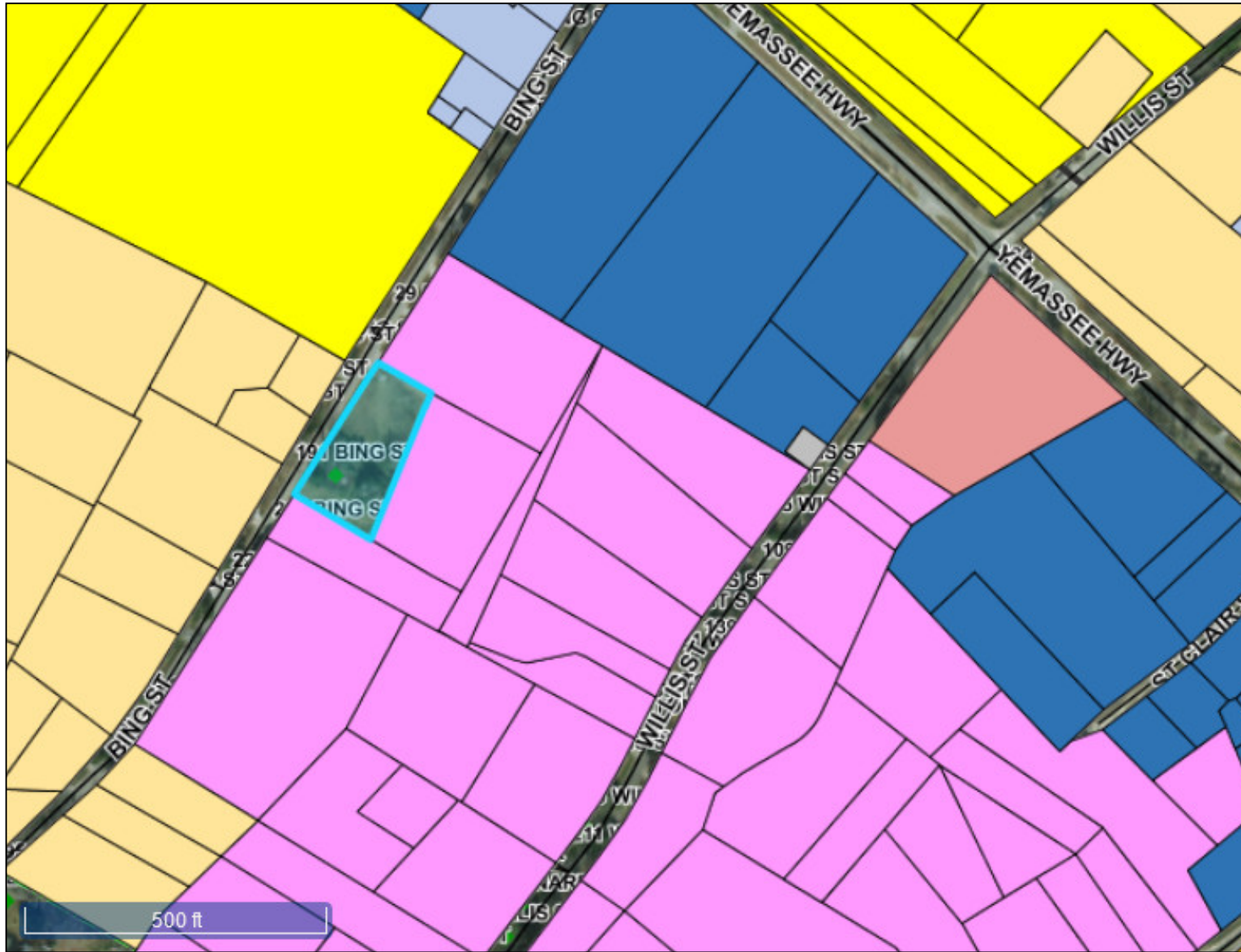
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Developed by
 Schneider
GEOSPATIAL

Version 2.3.172



Town of Yemassee (Surrounding Parcels)



Legend

- ◆ Address Points Beaufort
- Parcels Beaufort
- ◆ Address Points Hampton
- Parcels Hampton
- ◆ Address Points Jasper
- Parcels Jasper

Zoning

- Office Commercial District
- Conservation
- Conservation Preservation District
- General Residential
- Residential 1 Acre
- Residential 1/2 Acre
- Residential 1/3 Acre
- Residential 1/4 Acre
- Village Commercial District
- Mixed Use
- Light Industrial District
- Agricultural
- Telecommunications Tower
- Transitional
- Utility
- General Residential Townhouse
- Regional Commercial District
- Planned Unit Development
- To Be Determined

Road Names

Roads

- Roads
- Major Roads
- Interstate

Road Names Jasper

- Roads Jasper
- Major Roads
- Interstate

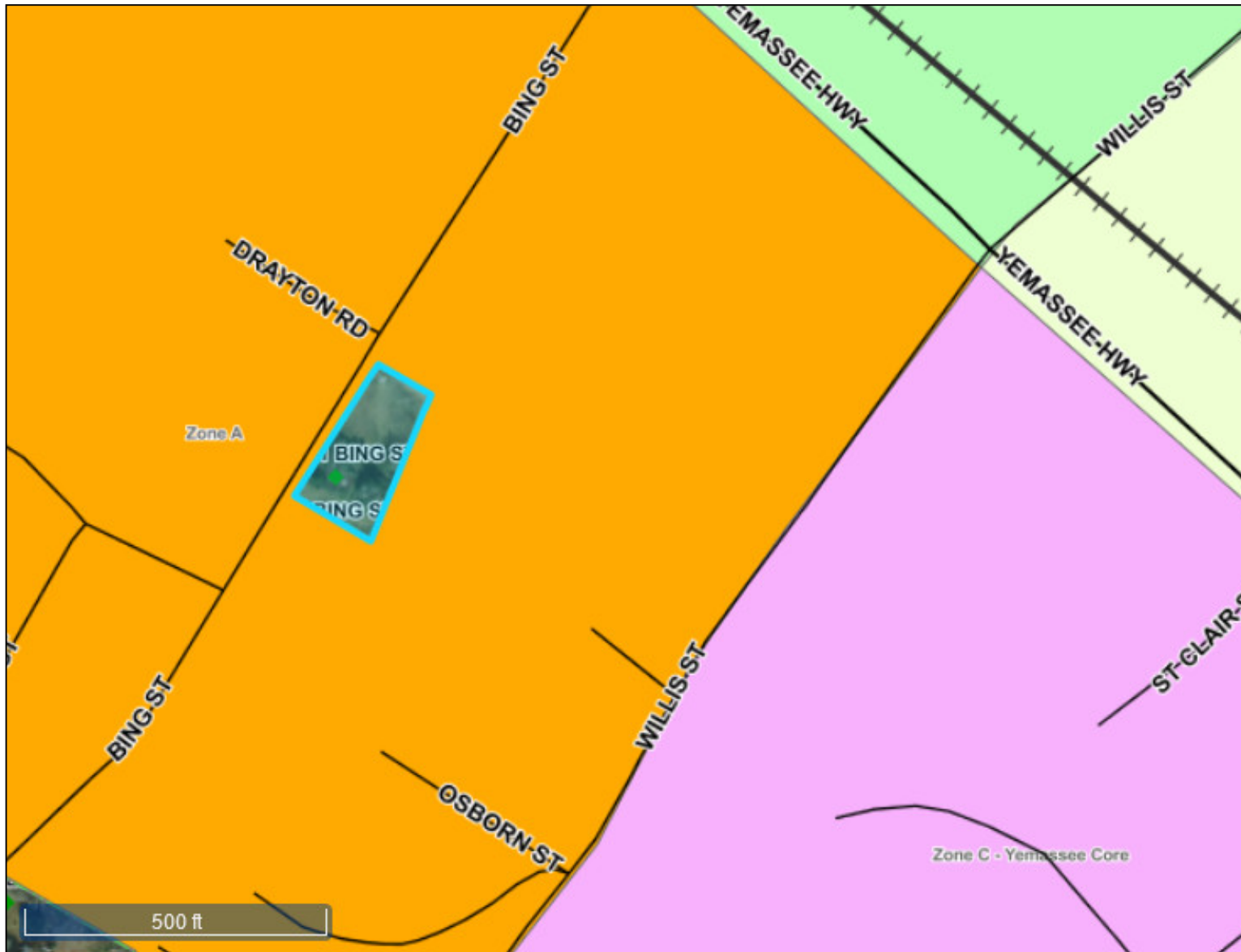
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THIS MAP IS NOT TO BE USED FOR NAVIGATION

24 Jan, 2022



Town of Yemassee (Police Zones)



Legend

- ◆ Address Points Beaufort
- Parcels Beaufort
- ◆ Address Points Hampton
- Parcels Hampton
- ◆ Address Points Jasper
- Parcels Jasper
- Police Patrol Zones**
- Zone A
- Zone B
- Zone C - Yemassee Core
- Zone C - Sheldon
- Zone D
- Road Names**
- Roads**
- Roads
- Major Roads
- Interstate
- Road Names Jasper**
- Roads Jasper**
- Roads
- Major Roads
- Interstate
- ✕ **Railroads**
- **County Boundary Beaufort**
- **County Boundary Hampton**
- **County Boundary Jasper**
- **Yemassee Boundary**

24 Jan, 2022

Note:
198-00-00-015

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THIS MAP IS NOT TO BE USED FOR NAVIGATION

Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Request for An Ordinance Approving Annexation of Approximately 5.81 Acres of land, located at 14 & 16 Deveaux Hill Rd, and further identified by Beaufort County TMS: R700 012 000 030B 000. [Ordinance 22-03]

Department: Administration

Attachments:

√	Ordinance		Resolution		Other
√	Support Documents		Motion		

Summary: The applicant, Ohilda Bryant, has petitioned the Town of Yemassee seeking annexation into the Town of Yemassee Corporate limits. The parcel currently contains two single-family residences. See attached Staff Report

Recommended Action: Approve first reading on Annexation Ordinance 22-03.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

STATE OF SOUTH CAROLINA)
COUNTY OF BEAUFORT)
TOWN OF YEMASSEE)
ORDINANCE NUMBER:)
(22-03)

An Ordinance Annexing One
Parcel of Land owned by Ohilda
Bryant into the Town of Yemassee,
South Carolina.

AN ORDINANCE ANNEXING INTO THE TOWN OF YEMASSEE, ONE PARCEL OF LAND OF APPROXIMATELY 5.81 ACRES, LOCATED AT 14 & 16 DEVEAUX HILL ROAD OWNED BY OHILDA BRYANT, IN BEAUFORT COUNTY, NOT ALREADY WITHIN THE YEMASSEE TOWN LIMITS AND INCLUDING ALL ADJACENT PUBLIC RIGHTS OF WAY, RAILROAD RIGHTS OF WAY, WATERS, LOWLANDS AND WETLANDS.

Section 1. Findings of Facts

As an incident to the adoption of this ordinance, Town Council of Yemassee finds the following facts to exist:

- a) Section 5-3-150, Code of Laws of South Carolina (1976) as amended, provides a method of annexing property to a city or town by a Petition signed by all persons owning real estate in the area requesting annexation.
- b) A proper Petition has been filed with Town of Yemassee by one hundred percent (100%) of the freeholders owning one hundred percent (100%) of the assessed value of the contiguous property herein described, petitioning for annexation of the property to the Town of Yemassee under the provisions of South Carolina Section 5-3-150(3) and is requesting the Town's zoning of General Residential and have submitted proper submission materials supporting each application in accordance with Town requirements.
- c) It appears to Town Council that the annexation would be in the best interest of the property owners and the town.
- d) The Town Council is zoning the parcel General Residential.
- e) The Yemassee Town Council finds the proposed annexation and rezoning is consistent with the Yemassee Comprehensive Plan (as amended and revised);

Section 2.

NOW, THEREFOR IT BE ORDAINED by the Mayor and Council of the Town of Yemassee, South Carolina, duly assembled and with authority of the same, pursuant to Section 5-3-150 and Section 5-3-100, Code of Laws of South Carolina (1976), as amended, the following described property is hereby annexed to and made part of the Town of Yemassee, to wit:

ALL THOSE CERTAIN PIECES, PARCELS OR TRACTS OF LAND being known as R700 012 000 030B 0000 & 5.81 acres, and all adjacent public rights of ways and wetlands as shown on the attached map.

This Ordinance shall become effective upon ratification.

SO ORDERED AND ORDAINED THIS _____ Day of _____, 2022

By the Yemassee Town Council being duly and lawfully assembled.

Colin Moore, Mayor

Matthew Garnes, Town Clerk

Peggy Bing-O'Banner, Council Member

Stacy Pinckney, Council Member

David Paul Murray, Council Member

Alfred Washington, Council Member

(Seal)

First Reading:
Second Reading:



Staff Report Administration



January 24, 2022

Project: 14 & 16 Deveaux Hill Rd Annexation (Bryant)

Case Number: ANNX-01-22-1003

1. Subject

Annexation: The applicant and owner, Ohilda Bryant, has petitioned to the Town of Yemassee to annex a parcel of real property, located within the Bing Street neighborhood within Hampton County, at 191 Bing Street into the town limits of Yemassee

Tax Map Number: R700 012 000 030B 0000

Acreage: 5.81

Current Zoning: T2R Sheldon (Beaufort County Community Development Code)

Current Use: Two (2) single-family dwellings

Proposed Zoning: General Residential (Town of Yemassee)

Comprehensive Plan: The parcel petitioning for annexation is contiguous to the primary service area. The parcel is within the Future Annexation Map of the Town of Yemassee. The proposed annexation would aid in closing a donut hole and allow for more efficient delivery of service.



Staff Report Administration



Adjacent Land Use/Zoning: The parcel is surrounded by the following properties and jurisdictions,

Direction	Parcel	Owner	Jurisdiction
North	R700 012 000 0036 0000 195 Trask Pkwy	Lou Eleanor Coker	Beaufort County
East	R700 012 000 0030 0000 6 Deveaux Hill Rd	Neulene Harrison	Beaufort County
West	R700 012 000 0011 0000 41 Buckfield Rd	Eartha B Perry	Beaufort County
South	R700 012 000 0028 0000 183 Trask Pkwy	Brian Cobban	Town of Yemassee * Annexation Request Rcvd

2. Staff Comments

Special Notes

The Town of Yemassee will be able to furnish all town services upon annexation. This will fill in one of the last remaining unincorporated parcels on Deveaux Hill Rd.

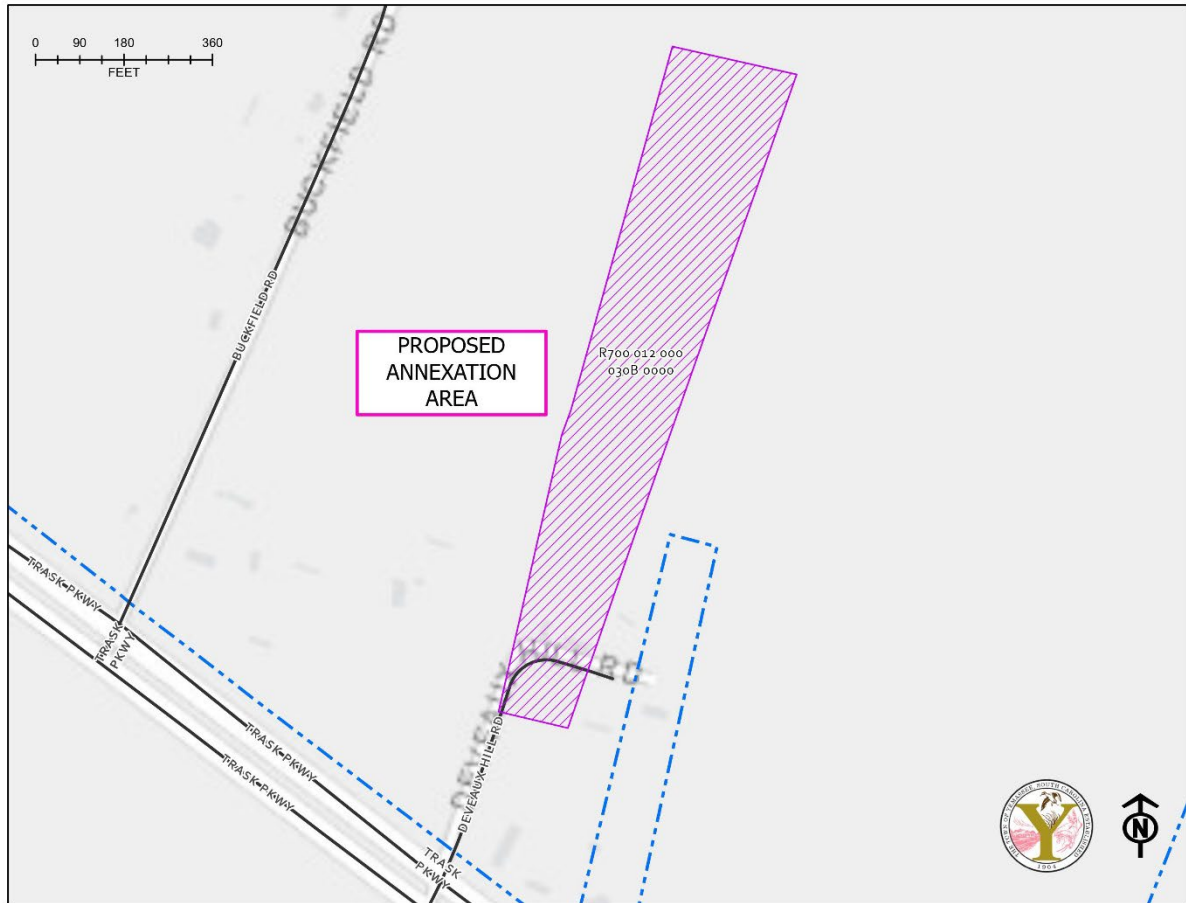
The parcel would be subject to the adopted millage rate at the time of annexation, the adopted millage rate within the Beaufort County portion of the Town of Yemassee, is 66.60 mills.



Staff Report Administration



3. Maps



*Parcel proposed for annexation outlined in purple.



Staff Report

Administration



4. Analysis

The following analysis has been conducted on the parcel petitioning for Annexation.

- 1.) The application is in the best interests of the Town of Yemassee and its residents.
 - a. *Finding:* Staff completed a Cost/Benefit Analysis and provided the property owner with an estimated tax liability upon Annexation. Any vehicles or personal/business property taxed by Beaufort County will be subject to the city tax rate imposed for FY2022 which is 66.60 mills. Additionally, the property will close one of the last remaining donut holes on the on Deveaux Hill Road, which will allow for a more efficient delivery of services.
- 2.) The property has contiguity to the Town of Yemassee corporate limits
 - a. *Finding:* The property will be contiguous to the Town of Yemassee corporate limits to the south by 183 Trask Pkwy (Cobban Tract).
- 3.) Does the Annexation avoid creating new doughnut holes or enclaves in the Town Limits?
 - a. *Finding:* The proposed Annexation will not create any new doughnut holes or enclaves in the Town of Yemassee corporate limits.
- 4.) The Annexation will not create a tax burden or measurably reduce the level of service(s) provided to existing citizens and property owners.
 - a. *Finding:* Based on the current use of the property, a tax burden is not created and a reduction in the level of service is not anticipated in the first year of Annexation.
- 5.) Consideration of the Annexation areas existing utilities, transportation, and infrastructure.
 - a. *Finding:* The franchised water and sewer provider in the Town of Yemassee is Lowcountry Regional Water. Dominion Energy currently provides electric and natural gas services. Telecommunications service can be provided by Frontier, Hargray Communications or Xfinity (Comcast) Communications.



Staff Report

Administration



6.) The full impact the Annexation will have on Law Enforcement has been considered.

- a. Finding: The Police Department has advised this parcel will not have a negative impact on the services provided by the Yemassee Police Department. Upon annexation, the primary response agency will be the Yemassee Police Department, with backup provided via a Mutual-Aid agreement with the Beaufort County Sheriff's Office.

7.) Does the petitioner understand all potential/costs & benefits associated with Annexation?

- a. Finding: The applicant has been provided with an estimated tax bill upon Annexation. As of this report, there have been no additional questions from the petitioner regarding the estimated tax bill. The petitioner is aware that upon Annexation the property will receive the following services/benefits
 - i. Police Protection – The residence will be served by the Yemassee Police Department for emergency and non-emergency calls. The property owner or any residents will be assigned to the Zone C Crime Watch Zone and are encouraged to attend the monthly meetings.
 - ii. Town Trash Service – The property will now be eligible for Town trash service which is contracted out to S&S Disposal.
 - iii. Building Inspection & Building Permits – The owners/residents would be eligible to apply for Building Permits and receive inspections through the Town's staff. The applicant is aware that they will be able to come to the Municipal Complex to apply for any permitting for residential modifications.
 - iv. Persons Registered to vote will be eligible to run for office and/or serve on Town Appointed boards and committees – Any future residents of the property are aware that upon Annexation and potential development they will be eligible to vote in Town Elections & serve on Town boards and/or committees after being a registered voter in the Town of Yemassee for a minimum of thirty (30) days. Upon Annexation, a copy of the ordinance will be sent to Beaufort County Board of Voter Registration & Elections.
 - v. Streetlights – The residents understand that upon Annexation the Town will place a streetlight on the right-of-way near the parcel.



Staff Report Administration



Staff Recommendation

Recommendation – Staff believe this Annexation would benefit the Town and allows for more efficient delivery of Town service within the Deveaux Hill neighborhood. Staff concur that the property should be Annexed into the Town.

8.) Attachments

- a. Annexation Ordinance
 - i. Annexation Petition
 - ii. Map of parcel
 - iii. Map of general area
 - iv. Annexation Petition
 - v. Northern Beaufort County Regional Plan
 - vi. Zoning Certification



TOWN OF YEMASSEE ANNEXATION APPLICATION

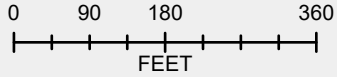
Town of Yemassee

JAN 24 2022

Town of Yemassee Attn: Administration Department 101 Town Cir Yemassee, SC 29945-3363 (843) 589-2565 Ext. 3 http://www.townofyemassee.org

Received

Form with sections: Applicant, Property Owner, Property Information, Select Annexation Method, Minimum Requirements for Submittal, Note, Disclaimer, Signatures, For Office Use.



PROPOSED
ANNEXATION
AREA

R700 012 000
030B 0000



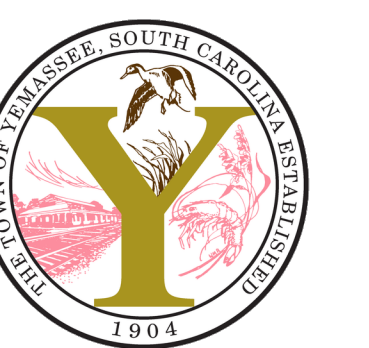
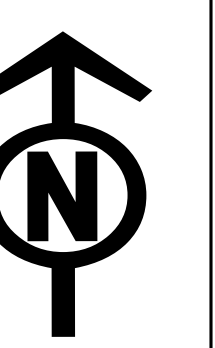
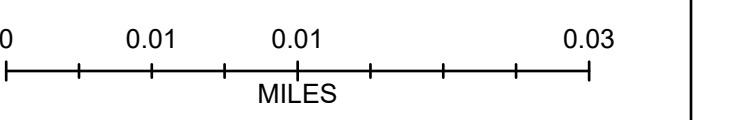
**ZONING
DEPARTMENT**

**PROPOSED
ANNEXATION
AREA**

LEGEND
 — ROADS
 - - - TOWN BOUNDARY
 PROPOSED ANNEXATION
 BEAUFORT
 Annexation



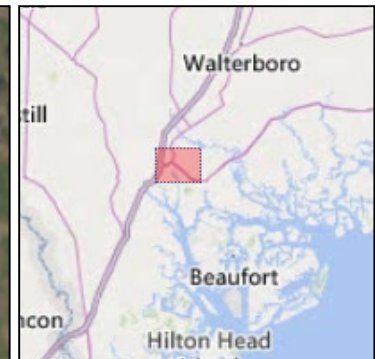
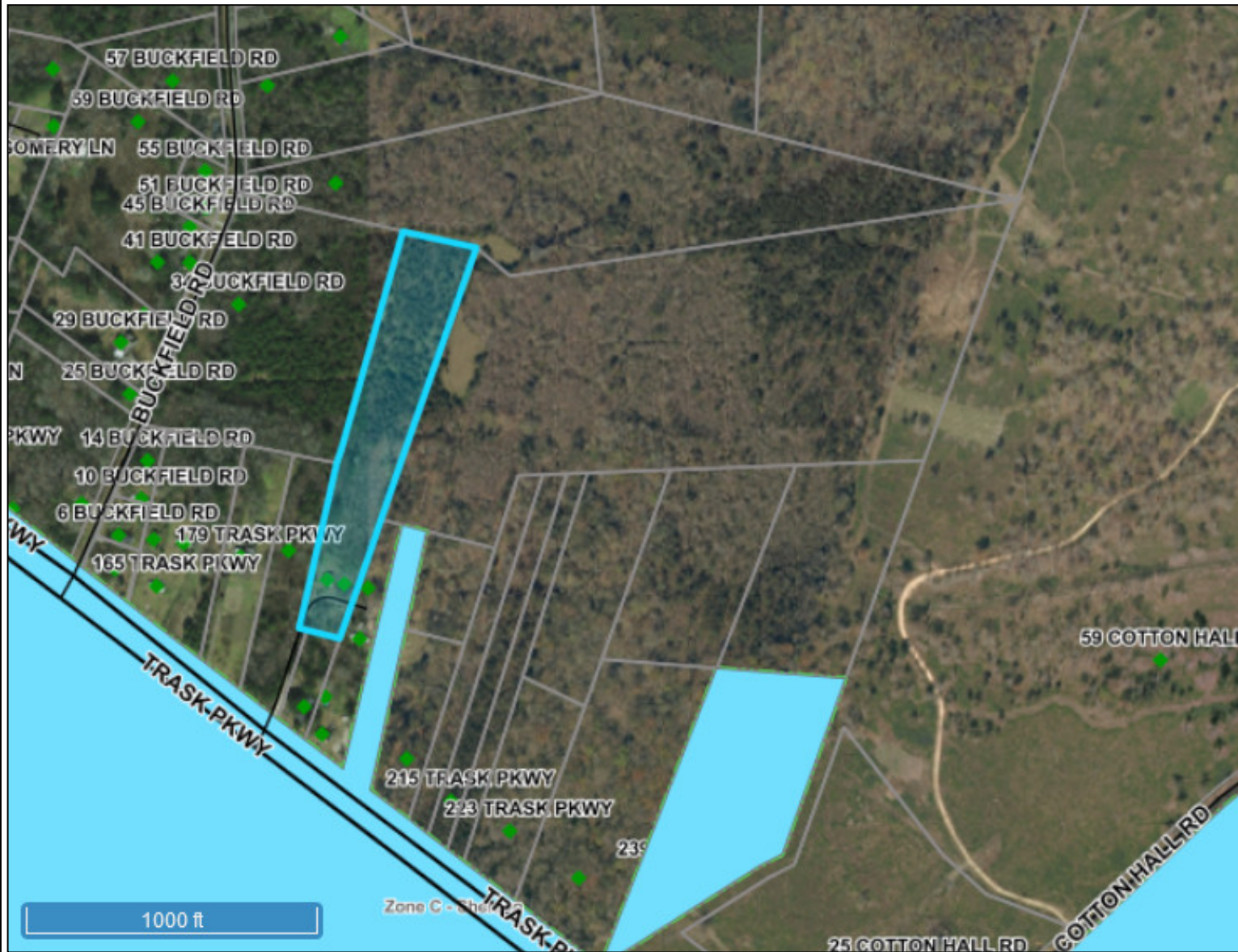
DATE CREATED:
2/8/2021
DATE UPDATED:
1/24/2022
PREPARED BY:
SPATIAL ENGINEERING, INC.
CARTOGRAPHY BY:
GOVI HINES, GISP



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Town of Yemassee (Police Zone)



Legend

- ◆ Address Points Beaufort
- Parcels Beaufort
- ◆ Address Points Hampton
- Parcels Hampton
- ◆ Address Points Jasper
- Parcels Jasper
- Police Patrol Zones**
- Zone A
- Zone B
- Zone C - Yemassee Core
- Zone C - Sheldon
- Zone D
- Road Names**
- Roads**
- Roads
- Major Roads
- Interstate
- Road Names Jasper**
- Roads Jasper**
- Roads
- Major Roads
- Interstate
- ✕ **Railroads**
- County Boundary Beaufort
- County Boundary Hampton
- County Boundary Jasper
- Yemassee Boundary

24 Jan, 2022

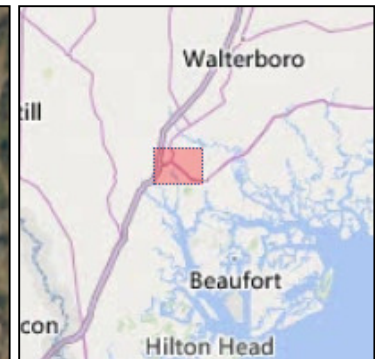
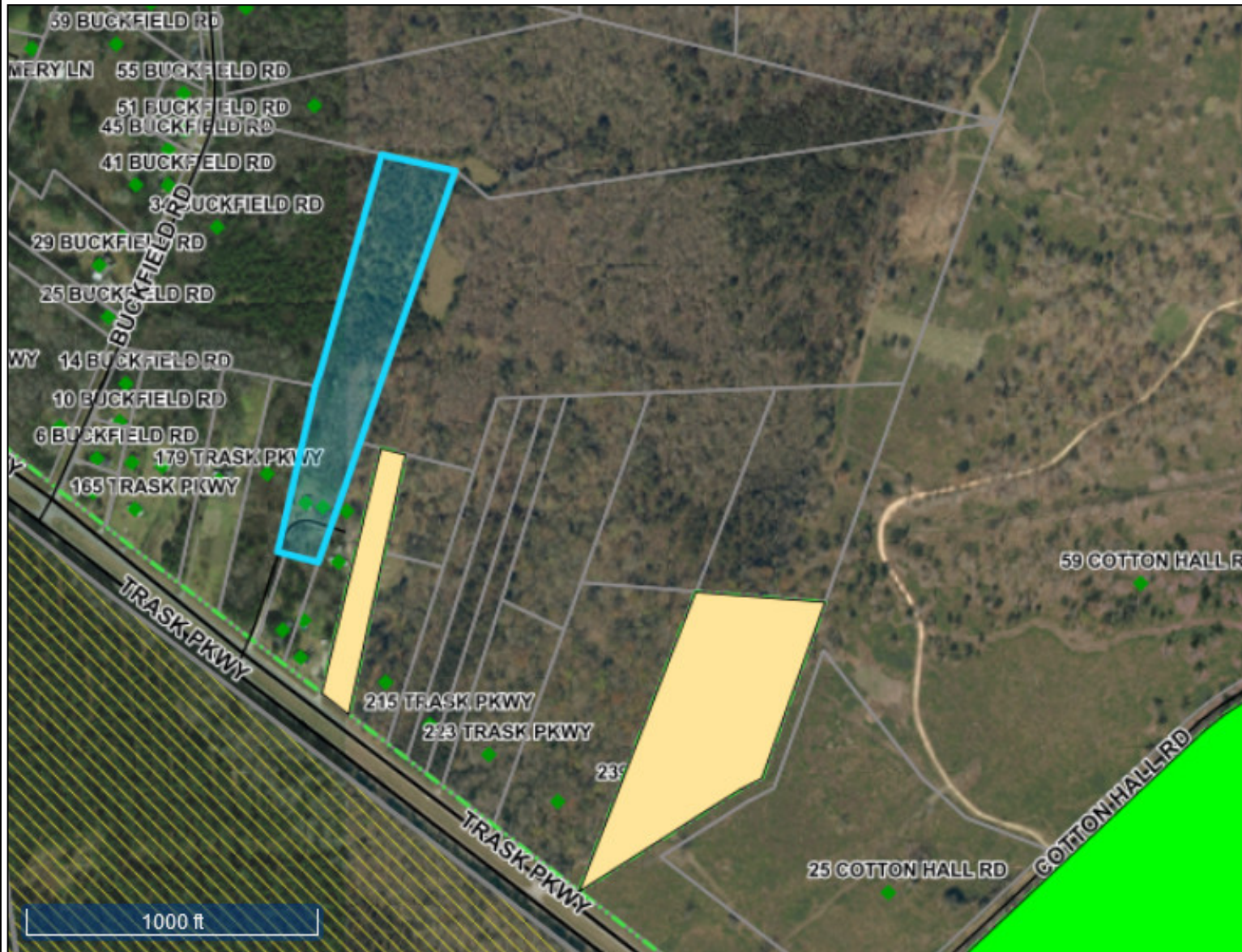
Note:
14 & 16 Deveaux Hill Rd

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THIS MAP IS NOT TO BE USED FOR NAVIGATION



Town of Yemassee (Adjacent Zoning)



Legend

- ◆ Address Points Beaufort
- Parcels Beaufort
- ◆ Address Points Hampton
- Parcels Hampton
- ◆ Address Points Jasper
- Parcels Jasper

Zoning

- Office Commercial District
- Conservation
- Conservation Preservation District
- General Residential
- Residential 1 Acre
- Residential 1/2 Acre
- Residential 1/3 Acre
- Residential 1/4 Acre
- Village Commercial District
- Mixed Use
- Light Industrial District
- Agricultural
- Telecommunications Tower
- Transitional
- Utility
- General Residential Townhouse
- Regional Commercial District
- Planned Unit Development
- To Be Determined

Road Names

Roads

- Roads
- Major Roads
- Interstate

Road Names Jasper

Roads Jasper

- Roads
- Major Roads
- Interstate

Note:

14 & 16 Deveaux Hill Rd

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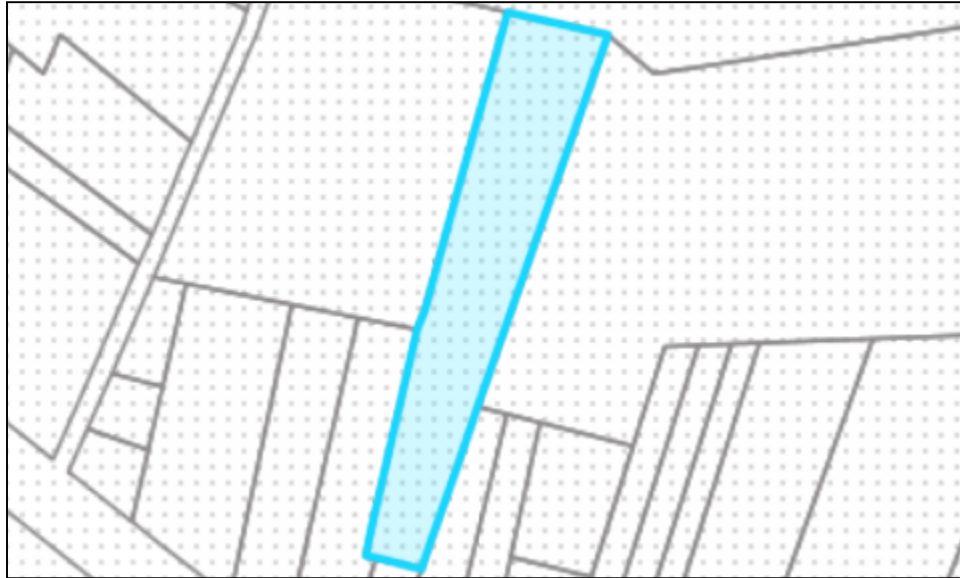
THIS MAP IS NOT TO BE USED FOR NAVIGATION

24 Jan, 2022

Town of Yemassee

24 Jan 2022

Flood Zone Report - Beaufort



Parcels Beaufort

PIN: R700 012 000 030B 0000
Owner City State ZIP Code: YEMASSEE SC 29945-9801
Owner: BROWN VIRGINIA & BRYAN OHILDA
Owner Street Address: 16 DEVEAUX HILL RD
Parcel Street Address: 14 DEVEAUX HILL RD

Flood Zones Beaufort

Count	Classification	Overlapping Quantities
1.	1 Area of Minimal Flood Hazard	292,114.33sf (6.71acres)



Beaufort County, South Carolina

generated on 1/24/2022 2:41:13 PM EST

Property ID (PIN)	Alternate ID (AIN)	Parcel Address	Data refreshed as of	Assess Year	Pay Year
R700 012 000 030B 0000	01090198	14 DEVEAUX HILL RD,	1/21/2022	2020	2020

Current Parcel Information

Owner	BROWN VIRGINIA & BRYAN OHILDA	Property Class Code	ResImp SingleFamily
Owner Address	16 DEVEAUX HILL RD YEMASSEE SC 29945-9801	Acreage	5.8100
Legal Description	PLAT BK 29P65 DEVEAUX HILLS MOBILE HOME SITE PLAT BK 29P65 DEVEAUX HILLS		

Historic Information

Tax Year	Land	Building	Market	Taxes	Payment
2021	\$80,900	\$19,400	\$100,300	\$656.44	\$656.44
2020	\$80,900	\$19,400	\$100,300	\$647.81	\$647.81
2019	\$80,900	\$19,400	\$100,300	\$638.21	\$702.03
2018	\$80,900	\$19,400	\$100,300	\$602.12	\$662.33
2017	\$56,700	\$33,800	\$90,500	\$548.16	\$602.98
2016	\$56,700	\$33,800	\$90,500	\$534.58	\$534.58
2015	\$56,700	\$33,800	\$90,500	\$518.65	\$570.52
2014	\$56,700	\$33,800	\$90,500	\$457.28	\$503.01
2013	\$56,700	\$33,800	\$90,500	\$445.60	\$445.60

2012	\$80,892	\$52,192	\$133,084	\$357.13	\$392.84
2011	\$80,892	\$52,192	\$133,084	\$352.12	\$387.33

Sales Disclosure

Grantor	Book & Page	Date	Deed	Vacant	Sale Price
BROWN VIRGINIA & BRYAN OHILDA	314 1690	8/1/1980	Ot		\$0
		12/31/1776	Or		\$0

Improvements

Building	Type	Use Code Description	Constructed Year	Stories	Rooms	Square Footage	Improvement Size
R01	DWELL	Dwelling	1950	1.0	01	796	



NORTHERN BEAUFORT COUNTY
SOUTH CAROLINA

REGIONAL PLAN

Acknowledgements

Steering Committee of the Northern Beaufort County Regional Plan

Jim Hicks, Chairman, Beaufort County Planning Commission	William McBride, Lowcountry Council of Governments
Gerald Dawson, Beaufort County Council	Samuel E. Murray, Mayor, Town of Port Royal
Vernon DeLoach, Port Royal Town Council	Ronald Petit, Beaufort County Planning Commission
Mark Generales, Beaufort County Council (Apr. 2006 – Dec. 2006)	Dave Radford, Joint Planning Commission (Apr. 2006 – Apr. 2007)
J. L. Goodwin, Mayor, Town of Yemassee	Bill Rauch, Mayor, City of Beaufort
Patty R. Kennedy, Joint Planning Commission	Paul Sommerville, Beaufort County Council (Jan. 2007 -)
Frank Koltonski, Beaufort County School District	W. R. "Skeet" Von Harten, Beaufort County Council
Harley Laing, Joint Planning Commission (May 2007 -)	

Technical Advisory Committee

Ken Bush, Lady's Island Business and Professional Assoc.	Cynthia Pierce, Home Builders Association
Jim Collins, P.E., Thomas & Hutton Engineering Co.	Donald J. Smith, Jr., Stormwater Utility Advisory Board
Dick Deuel, Beaufort-Jasper Water Sewer Authority	Nick Stanley, P.E., Thomas & Hutton Engineering Co.
Rochelle Ferguson, Lowcountry Rapid Transit Authority	Kim Statler, Executive Director, Greater Beaufort – Hilton Head Economic Partnership, Inc.
Larry Holman, Beaufort County Black Chamber of Commerce	David Tedder, David L. Tedder, P.A. & Assoc.
Alice Howard, NREA Officer, US Marine Corps Air Station	Jim Tiller, J.K. Tiller Associates, Inc.
Russ Marane, Trust for Public Lands	Carlotta Ungaro, Beaufort County Chamber of Commerce
Tara McGrath, Coastal Conservation League	Alan Warren, Univ. of South Carolina, Beaufort
Dean Moss, Beaufort-Jasper Water Sewer Authority	Larry Wilson, Beaufort County School District
	Jeanne Woods, Beaufort County Board of Realtors
	Wendy Zara, Affordable Housing Governing Council

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Lowcountry Council of Governments

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Executive Summary

Introduction

The Northern Beaufort County Regional Plan represents agreement reached by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee as to how the region will grow and develop. The plan begins with a series of common regional goals that serve as the foundation on which the plan is built.

The plan delineates a future growth boundary that focuses new growth in well-defined areas, preserving over 60% of the land area for rural related uses. The plan includes a future land use plan that creates a framework within which each community will continue to plan their own futures within a regional vision. It includes a transportation planning strategy that will enable effective regional transportation planning in a changing and unpredictable environment. It addresses the fiscal aspects of planning so that allocating regional costs of growth can be prepared for. It includes improved baseline environmental standards and other planning initiatives. Finally, it sets the stage for continued oversight of the implementation of the plan through intergovernmental action.

The Planning Process

This plan was prepared in close consultation with a Steering Committee that was appointed by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee. It had representatives from Beaufort County Council, Beaufort City Council, Port Royal Town Council, Yemassee Town Council, the Beaufort County Planning Commission, the Joint Planning Commission, the Lowcountry Council of Governments, and the Beaufort County School District.

The Steering Committee generally met on a monthly basis for more than a year to prepare this plan. It was supported by planning staffs from each jurisdiction working together with planning consultants as a unified planning team. In addition, the Technical Advisory Committee was formed with representatives of many other community organizations and agencies to provide advice and expertise on particular topics relevant to the plan. The Technical Advisory Committee, in turn,

organized itself into a series of special topic working groups who provided focused recommendations on different elements of this plan.

The Steering Committee held public meetings over the course of the planning process at locations throughout the county in order to provide public input and comment. In addition, all meetings of the Steering Committee were open to the public, and public comments were taken by the Committee.

The Steering Committee worked its way through the planning process in a logical and orderly manner. It began by working with the planning staff team to develop a series of “guiding principles” that set the scope and tone of the planning process. Those guiding principles were eventually translated into the Common Goals that are in Chapter I of this plan. The Steering Committee worked with staff to understand possible growth forecasts and alternative future growth scenarios, and ultimately focused in on a particular growth scenario that evolved into what is now embodied in the growth boundaries and land use plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The Committee spent a great deal of time analyzing what future growth meant in terms of transportation needs, and ultimately developed a transportation strategy for the future. Following the transportation analysis, the Committee then worked with a fiscal impact consultant to understand the regional costs of growth related to transportation and other public facilities.

The working groups of the Technical Advisory Committee worked hard to develop specific recommendations for other plan elements, particularly the need for baseline environmental standards, and these recommendations were embraced by the Steering Committee and are included in this plan. Finally, the Committee worked hard to develop a system for future implementation and monitoring of the plan, so that it could become a regional reality.

The Plan

The Northern Beaufort County Regional Plan is organized into eight chapters.

Chapter I – Regional Growth and Common Goals: This chapter contains a series of Common Goals that were derived from the initial Guiding Principles created by the Steering Committee early in the process. These Common Goals are in effect the regional planning “values” that are the foundation for the plan. They include a series of regional planning themes, including:

- The importance of each community working together to coordinate growth in a collaborative way,
- The related importance of coordinated regional infrastructure planning, such as regional transportation facilities,
- The importance of a strong and diverse regional economy,
- The need for a sustainable and fair way of funding regional infrastructure,
- The need for consistent natural resource protection from one jurisdiction to another,
- The desire to focus growth in certain areas, thereby preserving rural character and avoiding inefficient sprawl,
- The importance of preserving open spaces,
- The desire to preserve socioeconomic diversity of the region,
- The regional need for affordable and workforce housing for residents,
- The role that high quality compatible infill can play in regional development,
- Recognition of the need to balance planning policies with the rights of land owners,
- The importance of military facilities in the regional economy and the importance of coordination with military planners,
- The need for continued coordination of the various governments, and
- The need to institutionalize this plan through local community plans and regulations.

Chapter 2 – Growth Coordination Principles: This chapter contains what is in many ways the heart of the plan – future growth boundaries and growth principles. While all elements of the plan are important, this plan revolves around agreement on boundaries for where communities are to grow, and where they agree not to grow, making it possible for the municipalities to plan for their services and for the county to encourage long term sustainable rural areas. The growth boundaries create predictability for both the municipalities and the county by addressing where growth will occur. The growth principles that go with the boundaries lay the groundwork for future agreements as to how the growth will occur, in particular the future “rules” for how development and annexations will be reviewed. The emphasis in the plan is on jurisdictions working together to maximize benefits of growth while mitigating its negative impacts, particularly cross jurisdiction impacts.

Chapter 3 – Land Use: This chapter works in concert with Chapter 2 by defining a future land use plan that fits within the growth boundaries framework. It defines land uses at a level of detail that

creates a regional vision, while allowing each community to continue to do more fine grained land use planning within the regional plan.

Chapter 4 – Transportation and Other Public Facilities: This chapter outlines a strategy for transportation and other public facilities. It recognizes that transportation, perhaps more than any other element, is the “canary in the mine”, meaning that road congestion is often the first and most visible evidence of negative impacts of growth. The plan recognizes, however, that transportation planning occurs in a very dynamic environment, making it difficult to plan at a 20 year horizon with great specificity. For example, many alternatives are identified in this plan that could make certain road projects unneeded in the 20 year horizon, such as mass transit, improved pedestrian and bicycle facilities, and enhanced access management, but no one can predict with certainty how effective these alternatives can be in reducing the growth of vehicular traffic. For this reason, this plan suggests that certain road improvements be included in this plan for continued planning and evaluation, such as the US 21 widening, and the western bypass, recognizing that there is a strong desire by many in the region to avoid having to construct those projects due to perceived negative impacts on the quality of the community.

Chapter 5 – Fiscal Impact of Growth: This chapter places the price tag on future growth. Not surprising, the fiscal analysis points out that current funding sources will not allow the region to keep up with the capital and operating costs of regional public facilities. The unfunded capital costs for transportation, libraries, parks and recreation, and other regional governmental services is expected to be over \$216 million over the next twenty years, 77% of which are transportation related. Another \$230 million in operating and maintenance costs are expected over the same time period. The net fiscal deficit for regional facilities, including capital and operating costs, is forecasted to be in excess of \$217 million over 20 years. This analysis makes it clear that the communities of Northern Beaufort County must work together to identify and plan for new tools to fund this projected deficit, such as updated impact fees, and capital sales tax. Efforts to fund operating costs will be a particular challenge.

Chapter 6 – Baseline Environmental and Corridor Standards: This chapter along with Chapter 7 represents the efforts of the Technical Advisory Committee Working Groups. These Working Groups developed excellent recommendations that address specific implications of plan policies and are an excellent guide to some of the actions that are needed to carry the plan forward. Chapter 6 contains recommendations for improved baseline environmental standards. These include implementation of the Beaufort County Special Area Management Plan (SAMP), storm water “best management practices”, critical line setbacks and natural vegetative buffers, baseline standards for the protection of freshwater wetlands, and others. Baseline standards are also recommended for shared scenic and travel corridors

throughout the region, and for the use of transfer of development rights to preserve open space.

Chapter 7 – Regional Planning Initiatives: This chapter contains recommendations for a series of additional regional planning initiatives related to economic health and diversity, socioeconomic diversity, affordable and workforce housing, infill and redevelopment, military base coordination, and a regional growth tracking system.

Chapter 8 – Implementation Oversight: This chapter provides an overall framework for the implementation of the plan. It provides a four point approach to implementing the plan, including a continuing role for the Steering Committee as an implementation oversight group, the use of intergovernmental agreements to ratify certain plan elements, the inclusion of regional plan policies in local plans and regulations, and ongoing work by the Technical Advisory Committee on additional planning initiatives.

This plan represents a quantum leap forward for regional planning in Northern Beaufort County. In the past, each community engaged in local community planning; while each community tried to plan responsibly, they planned without a sense of the regional implication of their own actions. This regional plan creates a starting point for local planning within a regional framework. While this plan respects the planning autonomy of each community, it represents an agreement by each community to plan as part of the larger regional entity.



1

Regional Growth and Common Goals

Introduction

Northern Beaufort County has experienced steady growth over the last decade. It has not grown as rapidly as the southern portion of the county, but it appears that growth pressures may be increasing – at the very least, we can expect that growth pressures will remain steady. This growth is occurring in an extremely sensitive natural environment that is home to many historic rural, urban, and suburban communities, each of which contributes to a unique and much treasured quality of life.

Growth forecasts were prepared for Northern Beaufort County as part of this regional planning process using the methodology developed originally for the regional transportation planning model. The method of making those forecasts is explained more fully in Appendix A of this plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The following table illustrates the breakdown by planning sub area, and also shows how that population translates into potential dwelling units. During the process of preparing this plan, some members of the public suggested that growth may occur faster than that forecasted using this methodology. It was suggested, for example, that the population could exceed 145,000 in the next twenty years. It should be noted that these population forecasts are not intended to be “predictions” of the future. There are many variables that can influence future growth, including local, regional, national, and global economic trends and changes. Rather, these forecasts should be considered as reference points for planning purposes.

Figure 1

Planning Area	2006	2006	2025	2025
	Dwelling Units	Population	Dwelling Units	Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

In addition to an increase in population and resulting residential dwelling construction, there will also be a corresponding increase in non-residential growth, for uses such as retail, office, industrial, and institutional uses. It is estimated that an additional 6.4 million square feet of non-residential land uses could be added over the next twenty years, most of which would be in the form of retail and office uses (2.3 million square feet of retail, and 2.2 million square feet of office).¹

The communities that make up Northern Beaufort County, including the City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County (together referred to as The Participating Local Governments), recognize that a regional approach is needed to manage this growth, to supplement ongoing local planning in each community. For this reason, the four local governments agree to cooperate and coordinate on regional planning issues that transcend local boundaries. This regional plan is the starting point for an ongoing collaborative regional planning process.

Unlike the southern portion of the county, the communities of Northern Beaufort County are able to set the pattern of growth in the future. In the southern portion of the county, over 90% of the land is already committed in one form or another. In the Northern portion of the county, over two thirds of the land remains uncommitted, which means that the land use pattern has yet to be set.

This plan begins with a series of common regional goals. These common goals are a broad statement of regional planning values and aspirations and serve as the foundation of other plan recommendations in subsequent chapters of this plan.

¹ The methodology for the growth forecasts is described in Appendix A.

Recommendation 1.1: *The Participating Local Governments should work together to achieve common goals related to:*

- *Coordinated Growth*
- *Public Facilities*
- *Economy*
- *Fiscal Health*
- *Environment*
- *Quality of Growth*
- *Open Space*
- *Cultural Diversity*
- *Affordable and Workforce Housing*
- *Infill and Redevelopment*
- *Individual Property Rights*
- *Military Facilities*
- *Local Planning within the Regional Plan*
- *Intergovernmental Coordination*

Each of these is discussed below.

Coordinated Growth

Northern Beaufort County includes four different units of local government, including the City of Beaufort, the Towns of Port Royal and Yemassee, and Beaufort County, each of which is responsible for a wide range of local government services. Each entity has jurisdiction over diverse areas that are unique in their challenges and opportunities, and each entity values their autonomous ability to act in their best interests. Further, there is desire to continue to have distinct and unique communities, each with their own identities.

While recognizing this autonomy and uniqueness of interests, there also are many regional growth and development issues that transcend the boundaries of individual jurisdictions. Chief among these are transportation, natural resource protection, education, workforce housing, and providing public facilities. The livability of individual communities or areas is, in fact, heavily influenced by what happens in other jurisdictions. For this reason, it is agreed by all jurisdictions that certain regional planning issues must be addressed through coordinated regional actions. It is not effective for any one jurisdiction to try to address these regional issues without the coordinated action of all jurisdictions. It is agreed that growth and development, particularly near areas where jurisdictional boundaries meet, should be subject to

strong collaborative planning, while respecting individual jurisdiction autonomy.

Compounding the issue, the unique geography and topography of Northern Beaufort County makes it difficult to define and predict the pattern of future growth, thereby making it difficult to plan for community “edges”. The relationship between historic land use patterns and the unique nature of upland, lowland, island, and water does not lend itself to an easy pattern of concentric growth radiating out from existing communities. Nonetheless, it is critical to the future health and sustainability of the region for the various jurisdictions to come together through a collaborative planning process to address the issues of future growth. A key building block for this regional plan will be agreement on an approach to municipal annexation of property that is currently in the county’s jurisdiction, with mechanisms to facilitate joint planning for such development.

Common Goal 1:

The City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County will coordinate growth in Northern Beaufort County, especially around the current and future edges of the communities.



Timing and Adequacy of Infrastructure and Public Facilities

The provision of infrastructure and public facilities, such as roads, schools, utilities, public safety services and facilities, and libraries is a fundamental purpose of local government. It is incumbent upon local government to provide adequate levels of public service for existing population and businesses and to plan for future facilities to serve anticipated future population. Further, it is incumbent of local government to provide these services in a timely manner relative to the rate of new growth, and to do so in a fiscally responsible manner that fairly allocates the cost of the services relative to existing and new population.

Individual jurisdictions are responsible for various local infrastructure and public facilities within their own jurisdictions and those local facilities are not appropriately addressed as part of this regional planning effort. However, certain facilities have a regional role that goes beyond individual jurisdictions, such as regional roads, bridges, regional parks, schools, and libraries. Other services are provided locally, but can benefit from multi-jurisdictional cooperation, such as public safety services (i.e. police and fire/EMS).

The region's transportation facilities are among the most important in terms of continued economic health and community livability, and they are also the facility that would most benefit from a regional approach. Safe and adequate transportation facilities are important for many reasons: economic trade, convenience of residents and businesses, safety service accessibility, and hurricane evacuations. The planning for and reservation of adequate transportation corridors relative to anticipated growth, and the planning for capital investment and maintenance of roads, are paramount regional challenges to be addressed in this plan.

Common Goal 2:

Adequate and timely regional infrastructure and public facilities will be provided in a fair and equitable manner through a cooperative process in which all units of local government participate and act in the spirit of partnership.

Economic Health and Diversity

One of the critical success factors for any region is to have a strong, vibrant, and healthy local economy. A strong local economy provides employment opportunities for residents, creates a sense of progress and activity, and generates tax dollars that fund local public services and facilities.

There are continuing efforts to actively encourage economic development through agencies such as the Economic Development Partnership and the Beaufort County Chamber of Commerce, and through efforts such as the Beaufort Commerce Park. Part of the challenge in such efforts is to identify and set aside land well served by adequate transportation facilities and other supporting infrastructure.

Beaufort County is in very serious need of new economic development that draws capital and investment from outside the county and provides good wages and opportunities for our citizens. While the county has the highest per-capita income of any county in South Carolina, it has one of the lowest wage rates. It also relies heavily on its residential tax base for property tax revenue. To change this, the county must make a priority of attracting and retaining new business and industry that can make substantial capital investment, and pay good, above state average wages.

Northern Beaufort County is well situated between the ports and airports of Charleston and Savannah, and is close to Interstate 95 and the major east coast rail corridor. The quality of life is high and the county is increasingly a destination for early retirees from eastern metropolitan areas. In spite of these locational advantages, four obstacles have been identified to economic development in Northern Beaufort County.

- The region lacks an adequate supply of appropriately zoned and appropriately located land for non-retail commercial uses. While Northern Beaufort County has two designated industrial parks, one of these, the Yemassee Park, is almost completely wetlands. A more suitable site closer to I-95 should be established to benefit from the locational advantages described above.
- The region also lacks suitable vacant industrial buildings that businesses wishing to locate here can use. The one suitable building available, the Vanguard Building on US 21, was acquired by the Economic Development Partnership and transferred to Greenline Industries, a manufacturing firm that has hired forty persons for good wages and intends to hire more. If more vacant buildings were available, there would be more success in attracting suitable firms to the region.

- Even when a suitable site is available, the development approval and permitting process in Beaufort County and in most municipalities can be time consuming and may discourage potential industrial companies and speculative building developers from locating in the county.
- Finally, a critical piece of our challenge with economic development lies with our workforce. Because we have had few skilled employment opportunities, we have not attracted a pool of skilled labor nor have we provided incentives for our young people to acquire technical skills. Therefore, when a prospective business looks at the availability of skilled workers, the pool is lacking.

Common Goal 3:

A strong, vibrant, and healthy economy will be achieved through a successful economic development program in order to ensure the long term success and viability of the Northern Beaufort County region.

Fiscal Sustainability

As new growth occurs, it will bring with it demands for new regional public service and facilities along with the need for maintenance of both new and old facilities. The construction and maintenance of those facilities will be funded by tax revenues. When tax revenues are not adequate to fund those needs, there will be a fiscal imbalance that can not be maintained in the long run. Therein lays the challenge: how to achieve a land use balance and a revenue structure that funds regional public service and facility needs in a fair and equitable manner among existing and new population and among the Participating Local Governments.

Common Goal 4:

Northern Beaufort County will maintain a fiscally sustainable system of funding regional capital infrastructure, operating, and maintenance needs.

Consistency of Environmental Standards

Natural resource protection is an obvious and classic instance of where impacts transcend political boundaries. Further, the natural environment in Northern Beaufort County is of paramount importance to its lifestyle, image, and economy, more so than in most regions of the country. During the Southern County Regional Plan process, the natural resources deemed most important for protection were salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and freshwater wetlands. That plan also recognizes the importance of mechanisms to permanently preserve open space as a way to protect these natural resources. This planning effort embraces these same natural resources.

While each jurisdiction is free to develop natural resource protection measures that best fit its area, there is great value in having an agreed upon base of environmental protection standards below which no jurisdiction should go. Consistency among jurisdictions in standards relating to water quality is especially important.

Common Goal 5:

Northern Beaufort County will be protected by baseline standards for natural resources including salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and open space preservation that each jurisdiction adopts as part of their planning policies and regulations.

Quality and Form of Development

Northern Beaufort County has a rich diversity of unique “places” – far from the homogeneity of many growing suburban areas, one can experience a full range of natural and man made environments. From the rural historic landscape of Sheldon, to the historic neighborhoods of Beaufort and Port Royal, to the coastal island environment of St. Helena, to the new urbanism styles in communities such as Habersham and Point View, the area is home to distinct “forms” of development and environment. As the region continues to feel growth pressure in the future, all agree that we should strive to maintain its unique sense of place.

Further, the relationship of existing and new communities and neighborhoods is important. The concept of “connectivity”, while it has many dimensions, is an important regional issue. The way in which existing and newly developing areas are connected with roads, pedestrian facilities, and environmental corridors can help contribute to a sense of integrated community, rather than a sense of isolated pods of development.

One of the ways in which a sustainable regional form can be accomplished is to identify a regional vision for the overall form of new development relative to existing development and the natural environment, and then to implement local planning policies and regulations to implement that vision. While each community will continue to have its own responsibility to implement such policies at the local level, the region as whole benefits from a common understanding of the how the individual communities will fit together as a region. While it would not be desirable to have each community have the same standards – having all the communities look alike would detract from diversity of the area – it is very desirable for each community to understand where it fits into the regional form.

Common Goal 6:

Northern Beaufort County will maintain a distinct regional form of compact urban and suburban development surrounded by rural development for the purpose of reinforcing the valuable sense of unique and high quality places within the region.



Open Space Preservation

One of the features that most contributes to the character of Northern Beaufort County is its extensive amount of open spaces. These open spaces take many forms – water, marshes, pine forests, farms, and simple vacant land. The long term preservation of some of these open spaces is important to preserve community character. The open space preservation issue is closely tied to both the natural resource protection and regional form issues discussed in those respective common goals. The preservation of natural resources often also preserves open space, and a well designed regional open space system contributes heavily to an overall regional form.

Substantial preserved open spaces that form a regional system will not occur without a strong regional effort. It is true that participating local government can and should pursue open space preservation at a local level, but those efforts should be part of a regional framework to ensure that they fit together in such a way that they reinforce natural resource and regional form goals.

It is also important to recognize as part of this regional planning effort that the extensive open spaces that currently exist can not be expected to remain without active efforts by the communities. Most open spaces (other than those already permanently protected) are in private ownership. In a sense, this is “borrowed open space” - much of the general public appreciates and enjoys that open space, but we can not expect private land owners to carry the burden of providing open space in the long term.

Common Goal 7:

Methods of creating and permanently preserving a regional open space system will be developed.

Diversity

Northern Beaufort County is blessed with a diverse population, both ethnic and socioeconomic. It has many people whose families and culture date back centuries, and whose roots and commitment to the community are deep. However, as a potential high growth region with tremendous natural beauty and character, there is concern about the ability of many within the indigenous population who were in Beaufort County prior to modern development in the later part of the twentieth century to remain in the region as land values and housing costs rise.

There are many regions around the country where high growth changes the fundamental nature of the local economy, making it difficult for many people to afford to continue to live in the area (including being able to afford real estate based taxes) or to participate fully in the economic prosperity and opportunities that growth can bring. This is particularly true of the underprivileged or poor.

Northern Beaufort County and its Participating Local Governments want to avoid this phenomenon of cultural and economic displacement and isolation of certain populations in the region. All of the local ethnic and socioeconomic groups contribute to the quality of the region and its communities, and this plan recognizes the role that they have played in making the area what it is.

Common Goal 8:

An integrated ethnic and socioeconomic diversity of the region will be promoted regionally, and in particular the ability of indigenous population groups to remain a contributing part of the region and benefit from the opportunities that come from growth will be protected.

Affordable and Workforce Housing

Related to the issue of diversity is the provision of affordable and workforce housing. While the availability of affordable housing and the provision of work force housing for local workers are different issues, they are part of the same larger need to ensure that the region is providing a full range of housing to meet a growing and changing population.

Common Goal 9:

Affordable and workforce housing will be addressed on a regional basis through a multi-jurisdictional approach.

Infill and Redevelopment

Infill and redevelopment refers to the development of vacant land that is surrounded by development, or the redevelopment of land that had previously been developed but which is underutilized under current market conditions. While this is not often an issue addressed at the regional level, infill and redevelopment can have regional implications in that may reduce pressure for growth in “greenfield” areas. Thus, while each community will wish to have its individual infill and redevelopment policies to ensure that this type of development occurs in a way that is compatible with the community, the regional plan embraces the idea of infill and redevelopment as a way to absorb some share of regional growth, perhaps reducing pressure around the edges.

Common Goal 10:

Compatible local infill and redevelopment by the local governments will be supported on a regional basis.



Balancing of the Broad Public Interests with Fairness to Individual Property Owners

Planning for the future of a region inevitably involves the balancing of interests. Local governments have the right and responsibility to plan for the broad public interest, in the manner that such public interest gets defined in an individual community. Much of the planning that occurs directly affects people who own private property. While it is well established that local governments have the ability to regulate the use of private property within the limits of law, the importance of private property rights is also a core value.

Land in Beaufort County is obviously owned by a wide range of interests. Some is owned in large assemblages and some is owned in small holdings. Some is owned by relative newcomers to the region, and some has been in family hands for many generations. Some is owned by interests who wish to capitalize on it as an investment, and some is owned by people who intend to use their land as is indefinitely into the future. In all cases, planning must involve a balancing of property ownership and public interests, a balancing that is unique in each region.

Common Goal 1 I:

The Northern Beaufort Regional Plan will promote the broad public interest, but it will be mindful of the impacts that planning policies have on private property interests.

Relationship of Growth to the Military Facilities in Northern Beaufort County

The military facilities in Northern Beaufort County, such as the Marine Corp Air Station, the Naval Hospital, and Paris Island are important components of the regional planning effort. The military facilities are long-time major economic engines for the County, and their continued presence is important to the long term economic health of the region. The Participating Local Governments all agree that this plan must

respect the operational needs and constraints presented by the presence of the military facilities.

The Air Station in particular has potential impacts that affect this planning effort. The Air Station has been clear in identifying its potential impacts on the region through the publication of AICUZ maps (Air Installation Compatible Use Zones). The Station has also been a willing participant in intergovernmental planning efforts designed to plan for the external impacts of the base. Further, potential changes in the mission and types of aircraft associated with the base may expand the zone of impacts of future flight patterns.

Common Goal 1 2:

The Northern Beaufort Regional Plan will result in continued collaboration with military facility planners, and in particular will respect the AICUZ contours.

Preparation of Comprehensive Plans

Beaufort County and its municipalities face statutory requirements for preparing new Comprehensive Plans in 2007 and 2008. With overlapping geographic areas of common interest, along with issue areas that transcend jurisdictional borders, it is important that these new individual policy documents contain common approaches to regional challenges. The plans should be based on a common expectation for growth patterns in the county, and contain consistent approaches to transportation, environmental, and housing issues.

Common Goal 1 3:

Preparation of individual Comprehensive Plans for each of the county's jurisdictions in 2007 and 2008 will use this Northern Regional Plan as a common policy base for growth patterns and issues of regional scale.

Intergovernmental Coordination

Overlaying all the issues identified in these Common Goals is the need to identify a way in which to accomplish the regional strategies that ultimately arise from this plan. It is clear to all that close cooperation, collaboration, and communication is needed on these issues.

Common Goal 14:

The regional planning effort will require future intergovernmental coordination to implement this plan.



2

Growth Coordination Principles

Introduction

The Northern Beaufort County Regional Plan provides a framework for the Participating Local Governments to plan cooperatively for the future. While it is fully recognized that each jurisdiction will continue to plan for their own best interests, it is also recognized that there is a strong need for an overall organizing vision for the region's and the people's common good that transcends local boundaries. Further, the Participating Local Governments agree that a shared regional vision put into practice benefits not just the region and its citizens, but each community individually as well.

The regional plan is wide ranging and far reaching, addressing issues as diverse as land use, the delivery of essential public services, transportation, the environment, the economy, fiscal sustainability, and affordable housing. However, in order to successfully address these diverse issues on a regional level, it is necessary to embrace the overarching growth coordination principles set forth in this chapter.

The following principles propose agreement on a basic set of future growth boundaries, a future regional land use pattern, the implications that these boundaries and land uses have on future municipal growth and rural preservation, how this plan can be institutionalized in local planning programs, and how the implementation of this plan can be promoted. The over-riding principles to be applied in all instances are: (1) Mutual public benefit, (2) Mitigation of extra-territorial impacts, (3) Joint regional plan consistency, and (4) Plan implementation through inter-government agreements.

Recommendation 2.1: *The Participating Local Governments should work together to incorporate growth boundaries and growth principles into future regional and local planning efforts, policies, plans, and land use regulations.*

Growth Boundaries

Agreement on future boundaries of growth is a critical step for the Northern Beaufort region. Growth boundaries allow for the municipalities to plan for their future growth in an efficient and predictable manner. Likewise, growth boundaries allow for the county to plan for rural areas and focus its attention on county-wide issues such as transportation and environmental resources in a cooperative manner with the municipalities. In order to provide a clear boundary to growth and identify those areas anticipated to be preserved for rural uses, the Participating Local Governments agree:

- That the Growth Boundary identifies land that is envisioned as the future growth areas (inside the boundary, with the exception of the AICUZ areas and the northern portion of Lady's Island discussed separately in this plan) and land that is envisioned to remain rural in character (outside the boundary).
- That land located inside the Growth Boundary (see Figure 2) is expected to ultimately annex into a municipality with a demonstration that adequate public facilities are available or will be available at the time of development and that negative impacts of development will be mitigated.
- That land outside the Growth Boundaries is envisioned as developing at rural densities of no more than one unit per three acres gross density or subject to existing Community Preservation Districts (CPD), and that such land is not anticipated to be annexed into a municipality nor is it envisioned as being approved for urban densities. It is acknowledged by the Participating Local Governments that the county will further plan for and define rural planning policies through its comprehensive plan update and that this additional planning may further define rural development options and policies. However, the county agrees that the underlying policy of preservation of rural character and low density development patterns as contained in this regional plan will be respected in the comprehensive plan update.
- The Participating Local Governments agree that rural preservation is an important component of the overall system of Growth Boundaries and that it is in the regional interest to protect rural character and density while allowing economic use of rural property. In order to ensure longtime residents in the rural areas are protected, it is anticipated that the county will continue to allow family subdivision exemptions. Generally what the provision would do is exempt the transfer of certain size parcels from long-time landowners to their children. It is further anticipated that the county will seek to enhance economic opportunities for rural

residents by encouraging nonresidential activities that are compatible with rural areas through uses such as rural business districts, cottage industries, and continued agriculture and forestry.



Land Use Plan

Within the framework of the Growth Boundaries, it is also in the regional interest for the various communities to agree on an overall land use pattern (see Chapter 3). This will allow for closer coordination of land use planning and provision of services among and between the communities as they continue to engage in their own local planning and land use regulation. In order to provide a long term regional land use vision, the Participating Local Governments agree:

- That the Future Land Use Plan will serve as the regional guide to future land uses in order to ensure that growth will occur in an orderly and coordinated manner.
- That the Future Land Use Plan will be supplemented with land use definitions and policies that identify the circumstances under which they are considered appropriate.

Annexation Principles

While it is important to agree on growth boundaries and recognize that annexation is likely within those boundaries, it is also important for the communities within the region to agree on how annexations will occur, and in particular how land use and service delivery will be addressed relative to multi jurisdictional impact. In order to provide for efficient annexation that promotes the long term economic health of municipalities, allows for reasonable growth within designated growth boundaries, and mitigates negatives impacts on unincorporated land and provision of services, the Participating Local Governments agree:

- To develop mutually agreeable annexation principles that address mitigation of extraterritorial impacts associated with annexations, including protection for designated CPD's, public facility standards, traffic impact study requirements, baseline open space requirements, and baseline environmental standards that will be met prior to annexation occurring. These will include at least the following:
 - The Participating Local Governments agree to develop procedures for notices of proposed annexations by a municipality with an ample opportunity for comment by the county.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze and mitigate the potential impacts of proposed annexations on the delivery and level of service of public services and facilities, including fire, parks, library facilities, law enforcement, schools, transportation and roads, and public water (river) access in order to assure that adequate public services and facilities will be available to serve development expected as a result of annexations.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze the impact of proposed annexations on the efficiency of services. This will include the ways in which services can be coordinated among jurisdictions, the avoidance of inefficient overlap of services or potential gaps in services, and a fair and proportional funding of services between the municipality and the county.
 - When, or if, after review and comment by the county, there is disagreement as to the consistency of the annexation with the regional plan, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.
- To develop mutually agreeable principles that address enclaves of unincorporated county territory within the Growth Boundary to provide for the most efficient pattern of land uses and provision of services consistent with the regional plan. Mutually agreeable

principles will also be developed that address instances in which development approval is requested, but where municipal annexation is not yet practical or desirable due to lack of contiguity with a municipality. These will include at least the following:

- The Participating Local Governments agree that it is the policy of this plan that land contiguous to municipalities will not be increased in authorized density without annexation to a municipality.
- For properties that are not contiguous to a municipality, the Participating Local Governments agree that the most appropriate method of urban or suburban development is through eventual annexation to a municipality. The Participating Local Governments agree that it is contrary to this regional plan for the municipalities and the county to compete for urban or suburban development or to allow the jurisdictions to be a party to zoning “jurisdiction shopping” by applicants. The county agrees that it will encourage property owners / developers who desire to increase density on non-contiguous property to first explore the feasibility of annexation, including consultation with the municipality and contiguous property owners.
- The Participating Local Governments agree that it is the policy of this plan not to increase density on property within the Growth Boundaries that is not contiguous to a municipality unless feasible annexation options have been ruled out and until the municipality has been provided the opportunity to review and comment on the request. If it is determined that it is not feasible to annex due to a lack of contiguity, the Participating Local Governments agree to develop guidelines for municipal review and comment to the county prior to their being considered for rezoning.
- Further, the Participating Local Governments agree that it is in the regional interest to avoid the creation of developed enclaves of unincorporated land that create inefficient service patterns. The Participating Local Governments agree to work together to find ways to encourage the eventual annexation of non contiguous urban or suburban development. Specifically, the Participating Local Governments agree to explore legal mechanisms whereby urban or suburban development could be subject by agreement by property owners to annex to a municipality under prescribed circumstances at a later date, subject to law.
- The Participating Local Governments agree to develop guidelines for the protection of existing Community Preservation Districts within the Growth Area.
- When, or if, after review and comment by the municipality, there is disagreement as to the consistency of the rezoning and development standards with the regional plan and agreed upon guidelines, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.

- The Participating Local Governments agree to develop approaches to addressing existing enclaves of unincorporated county land surrounded by municipal land, particularly to assure an orderly and efficient provision of public services and facilities, and the possible ultimate annexation of such areas.

Comprehensive Plans and Regulations

There is a clear desire on the part of the communities in the region for this regional plan to become ingrained in local planning policies and practices and serve as a true regional planning guide. In order to make this regional plan a part of the local planning and regulatory systems, the Participating Local Governments agree:

- To incorporate the policies and recommendations of this plan into their local comprehensive plans and local land use regulations.

Ongoing Implementation

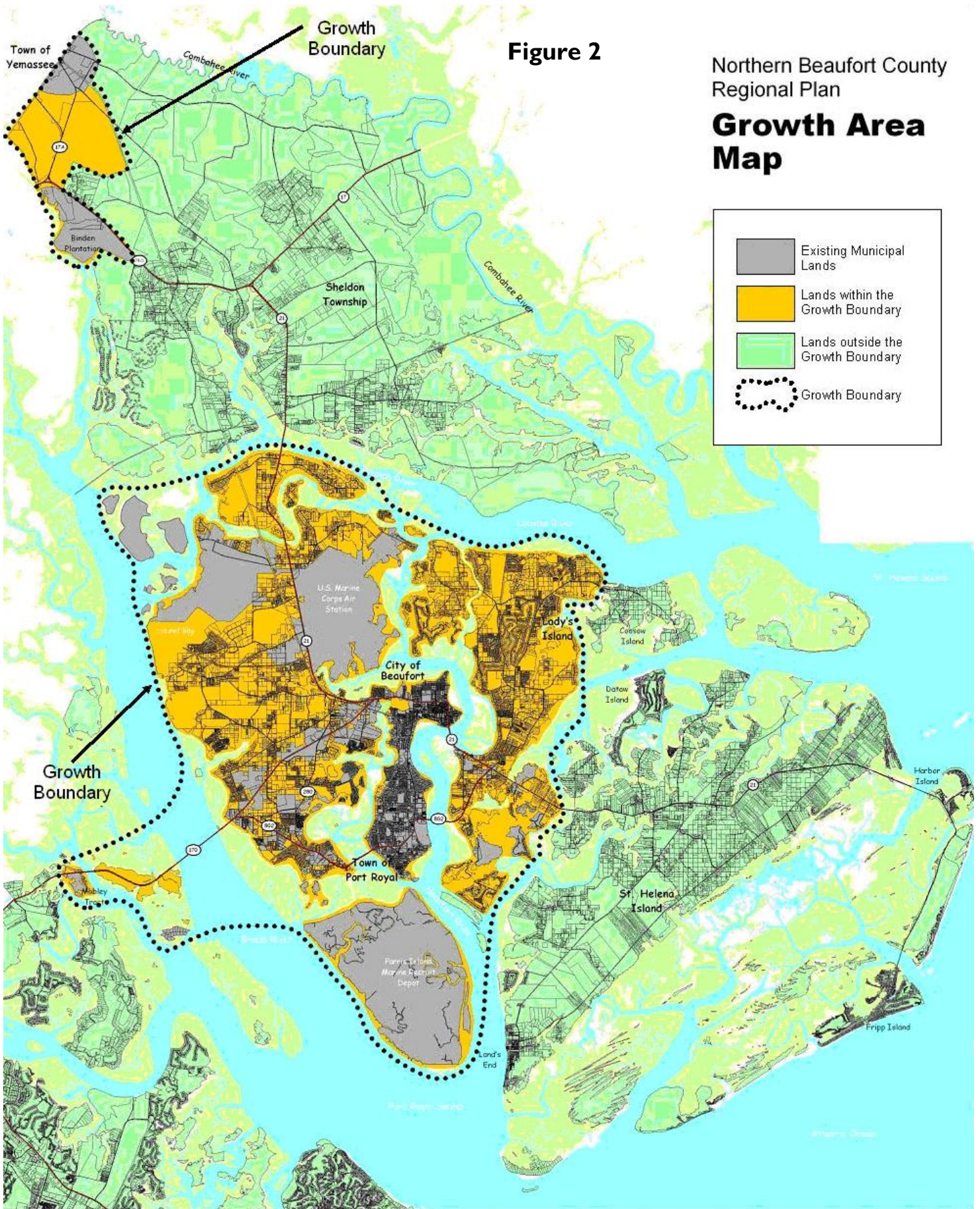
Just as there is a desire for this plan to make a difference at the local level, it is important that this plan be accompanied by measures designed to make it a reality. In order to insure that this regional plan is implemented, the Participating Local Governments agree:

- That once the Northern Beaufort County Regional Plan is completed the Regional Plan Steering Committee will continue to exist under the name of the Northern Beaufort County Regional Plan Implementation Oversight Committee and meet with responsibility for monitoring and facilitating implementation of this plan.
- To pursue development of an intergovernmental agreement that will establish the provisions for complying with, monitoring, overseeing implementation, and updating this plan.

Figure 2

Northern Beaufort County
Regional Plan

**Growth Area
Map**



3

Land Use

Introduction

The growth boundaries described in Chapter 2 establish a broad and critical regional vision of growth areas and rural areas. Within this framework, it is also important to define a regional land use pattern. This chapter summarizes the future regional land use pattern envisioned by the Participating Local Governments for Northern Beaufort County. This regional land use plan will serve as the basis for updates to land use plans for each of the individual communities.

The Future Land Use Map (See Figure 3) identifies a land use pattern that builds on the Growth Area Map. It includes land uses organized into six categories, including residential, commercial, light industrial, rural, preserved, and military. Within the broad categories there are more detailed breakdowns of land uses, along with definitions of the land uses. Also, the land use categories include additional discussion of the regional issues associated with those land uses in order to further guide the individual communities in their local planning processes.

Generally speaking, the areas within the growth boundaries are designated for either commercial, light industrial, urban residential, or neighborhood residential uses, and the areas outside the growth boundaries are designated for rural uses. There are, however, several exceptions to this pattern:

- The area around the Marine Corp Air Station is designated as low density residential,” as part of the joint planning effort designed to minimize growth within potential noise or hazard zones.
- The area on the northern portions of Lady’s Island is designated as “rural” use. While this is within the growth boundary, it is not desirable for this area to develop at higher than rural densities due to the regional transportation constraints (namely the bridge crossings between Lady’s Island / St. Helena and Port Royal Island). At such time that a third crossing or other relief can be provided in the future, this plan could be reevaluated relative to rural

designations within the growth boundary as part of a regional plan update.

- There are several “neighborhood residential” areas designated on Fripp and Harbor Islands, simply reflecting the existing development patterns. This plan does not envision those neighborhood residential areas expanding beyond their current boundaries.

Recommendation 3.1: *The Participating Local Governments should work together to implement the regional land use plan through their own local plans and land use regulations.*

Residential Land Uses

To promote a desirable regional pattern, new residential uses should develop in a pattern that maximizes the efficiency of regional infrastructure and the avoidance of sprawl or “leap-frog” patterns. Residential uses are encouraged to develop inter-connected neighborhoods, not isolated subdivisions that lack regional connections. Residential areas should promote regional pedestrian connections and should be coordinated with regional parks and open space facilities where feasible.

The Residential Land Use group includes urban residential and neighborhood residential land uses.

Urban Residential - Future development within the urban residential area is anticipated to be similar to the type and mix of land use currently found in the City of Beaufort and the Town of Port Royal. Infill and redevelopment would be targeted within Beaufort and Port Royal and in the Shell Point areas, parts of Lady’s Island and Burton (outside of the Airport Overlay District). Gross residential densities are between 2 and 4 dwelling units per acre with some denser pockets.

Neighborhood Residential - Neighborhood residential use implies that residential is, in fact, the primary use, with some supporting neighborhood retail establishments. New development is encouraged to be pedestrian-friendly, have a mix of housing types, a mix of land uses and interconnected streets. Maximum gross residential density is approximately 2 dwelling units per acre. It is assumed that 5% to 10% of the land area may consist of commercial development. This designation also includes Dataw, Fripp, and Harbour Islands.

Low Density Residential - Low density residential uses, which are located in northern Port Royal Island and Lady’s Island, are affected by

the noise contours and accident potential zones associated with the U.S. Marine Corps Air Station. Residential development and places of assembly would be highly limited in those areas. Light industrial, commercial, and agricultural uses would be recommended in these areas.



Regional Planning Issues Associated with Residential Uses:

- It is recognized that urban and neighborhood residential areas will include a mix of uses, housing types, and residential densities, however it is important that the overall density remain within the parameters established in the above definitions and that the mixture of non-residential uses not overwhelm the residential character of these areas. While local commercial uses are envisioned as appropriate and desirable in residential areas, they should retain the local commercial scale so as to not overwhelm the residential neighborhoods. Similarly, while higher density multi-family uses are envisioned as being appropriate in residential areas, they should be offset with lower density residential and open space in the neighborhood to maintain the residential neighborhood character.
- Residential uses should be designed and developed to improve regional transportation connectivity. While the design of streets in individual neighborhoods is a local matter, the promotion of multiple road connection options on a regional level should be encouraged in residential developments.
- Residential developments that are made possible by annexation should be sensitive to and mitigate negative impacts on surrounding residential areas, including those in remaining unincorporated land.

Commercial Land Uses

Commercial development in Northern Beaufort County should embody high quality site plan and design principles, particularly related to landscape, signage, building design and orientation, and parking lot designs. Commercial development should be compatible with surrounding residential areas and should be connected to pedestrian systems such as sidewalk and trail systems that exist. Commercial uses should focus on key transportation nodes, avoiding strip patterns.

The commercial land use group includes core commercial, regional commercial, and community commercial.

Core Commercial - Core commercial uses include downtown Beaufort and Port Royal and areas along Boundary Street that are planned to have pedestrian scale, zero lot line oriented commercial development.

Regional Commercial - Regional commercial uses are those uses due to their size and scale that will attract shoppers and visitors from a larger area of the county and outside the county. Typical uses include “big box” retail uses, chain restaurants, and supporting retail.

Community Commercial - Community commercial uses typically serve nearby residential areas, such as a shopping district anchored by a grocery store. Good local examples of community commercial areas are at the intersection of US 21 and SC 802 on Lady’s Island and Midtown Plaza (Bilo) in Shell Point.

Regional Planning Issues Associated with Commercial Uses:

- Commercial land uses should be designed according to sound access management principles and techniques in order to provide for efficient ingress and egress of traffic to minimize the efficiency and capacity of the regional transportation system.
- Commercial uses should promote regional transportation connections, and should avoid being designed and located so as to impede efficient regional transportation flow.

Light Industrial Land Uses

Chapter 7 of this plan identifies the need for providing a sufficient quantity of suitable located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Uses in this category include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.

Rural Land Uses

The historic character of rural areas should be preserved and strengthened respecting existing Community Preservation Districts, providing for family subdivision options, by promoting compatible density and intensity, and by allowing rural economic opportunities that are compatible with rural areas.

The Rural Land Use group includes rural areas and rural communities.

Rural Community - These areas roughly correspond with the areas designated as “community preservation” in the county's Comprehensive Plan. These areas are proposed to serve the surrounding rural community with small scale retail and service uses and low to moderate density residential – approximately 1 dwelling unit per acre.

Rural - Rural areas are situated outside of the urban service area. Except where noted, these areas would retain their rural character with low density residential development, supporting small scale commercial development, and agricultural land uses. Future development in rural areas is anticipated to be similar to the type and mix of land uses currently found in the Sheldon area and St. Helena Island. Maximum gross residential density – 1 dwelling unit per 3 acres.



Regional Planning Issues Associated with Rural Uses:

- The Rural Land Use categories assume a mix of land uses, including agricultural, residential, and commercial. However, commercial land uses should be limited to those supporting the surrounding residential or agricultural areas and should typically be located along arterials.
- This Regional Plan acknowledges and respects the rural communities. In several of the rural communities, local plans have been undertaken and will continue to govern planning in those areas. It is anticipated that local plans will be completed for other rural communities as designated on the future land use map.

Preserved Lands

The Participating Local Governments should continue to preserve lands for open space purposes consistent with this regional plan.

This category includes all park lands and public and private lands preserved through conservation easements.

Military

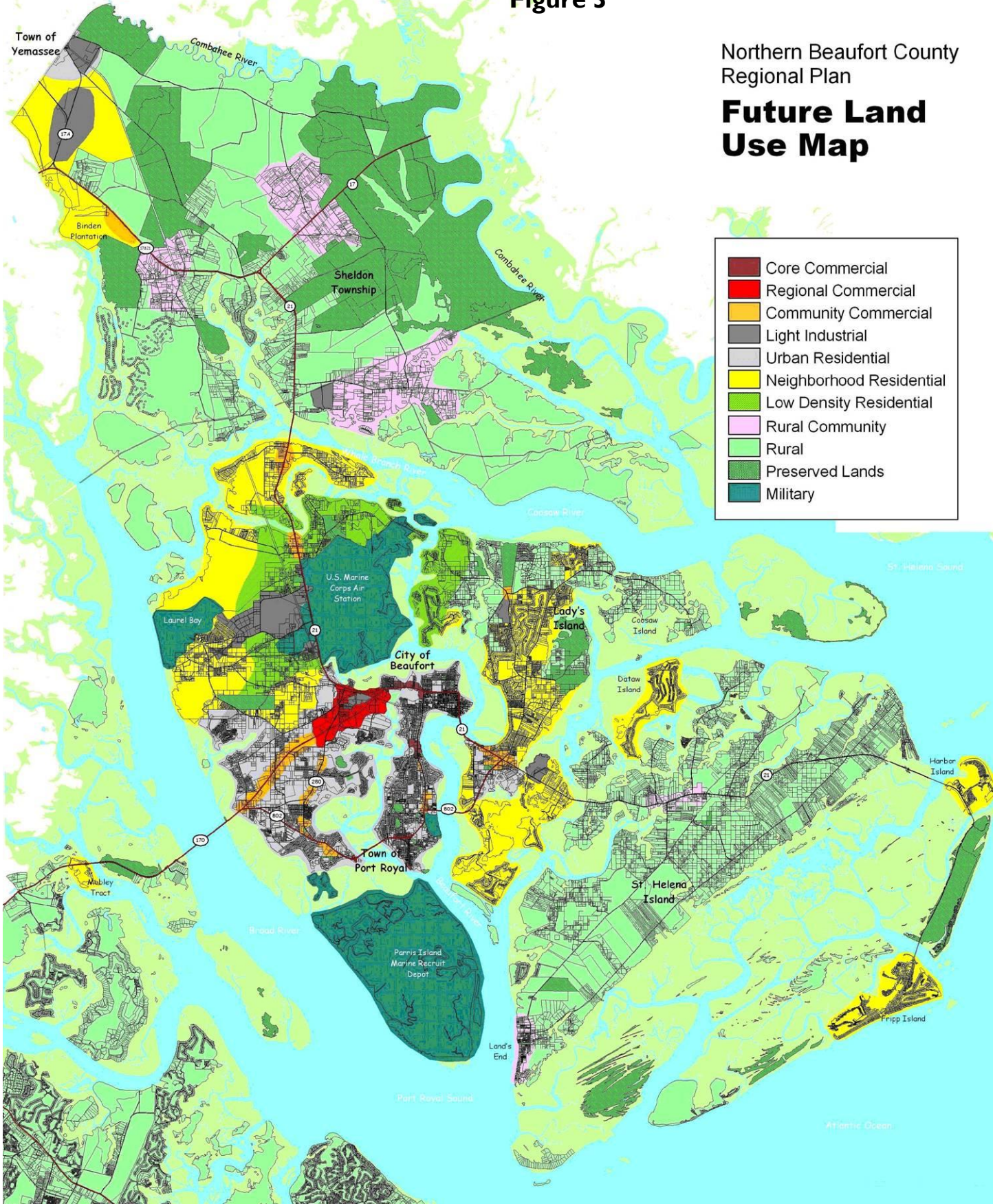
The Participating Local Governments should continue to coordinate land use planning with military installation planning consistent with this regional plan.

This category includes all military installations.



Figure 3

Northern Beaufort County
Regional Plan
Future Land Use Map



4

Transportation and Other Public Facilities

Introduction

One of the common goals of this plan is to provide public facilities in a coordinated way concurrent with new growth. While some local public facilities are best planned for and provided by individual communities and are beyond the scope of this plan, some public facilities raise issues that go beyond the ability of individual communities to address.

Traffic congestion is the most tangible and noticeable indicator of the declining quality of life caused by new growth. This is not to suggest that other public facilities, the natural environment, and other elements of this plan are any less important, but transportation level of service, particularly related to vehicular traffic congestion, is where we often see the earliest impacts of growth. It is the proverbial “canary in the mine”. For this reason, this plan focuses attention on understanding the implications of growth for transportation, the potential solutions to address impacts of growth, estimated costs of those improvements, and a strategy for responding to the uncertainties involved in planning for transportation improvements in an ever changing environment.

This plan also identifies public facility needs and costs related to parks and recreation, sheriff’s facilities, detention facilities, general government and courts, health and human services, libraries, and emergency medical services.

Transportation

The transportation strategies identified in this chapter are based upon extensive analysis performed to determine transportation needs in the northern region of Beaufort County. The land use assumptions developed in the plan (as explained in Appendix A) were incorporated into the transportation analysis. In addition to the capacity of the existing road network, the analysis factored in committed and planned transportation improvements. Even with these committed and planned projects, the analysis identified future road deficiencies that will likely result from new growth in the next 20 years. Rather than simply addressing these deficiencies by building more roads, this analysis first looked at how future road capacity could be preserved and enhanced by pursuing the following alternative transportation strategies:

- Transit
- Travel Demand Management
- Pedestrian and Bicycle Connections
- Access Management
- Intersection Operational Improvements

Transportation projects are summarized in two categories: “planned and committed” projects, and “recommended additional transportation solutions”. Each is discussed below.

Planned and Committed Transportation Projects in Northern Beaufort County

The analysis of future transportation conditions was based on year 2025 and reflected projects with committed funding (committed project) or for which significant studies have been performed and are included in the Beaufort County planning process for future funding (planned projects). The analysis results for the “committed and planned projects” assumed to be in place in the future year 2025 are shown in Figure 4.

Recommendation 4.1: *The Participating Local Governments should work together to implement planned and committed road widenings, new road alignments, and planned intersection improvement projects:*

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes)
- 2) US 17 from US 21 to SC 64 (4 lanes)

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road)
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road)

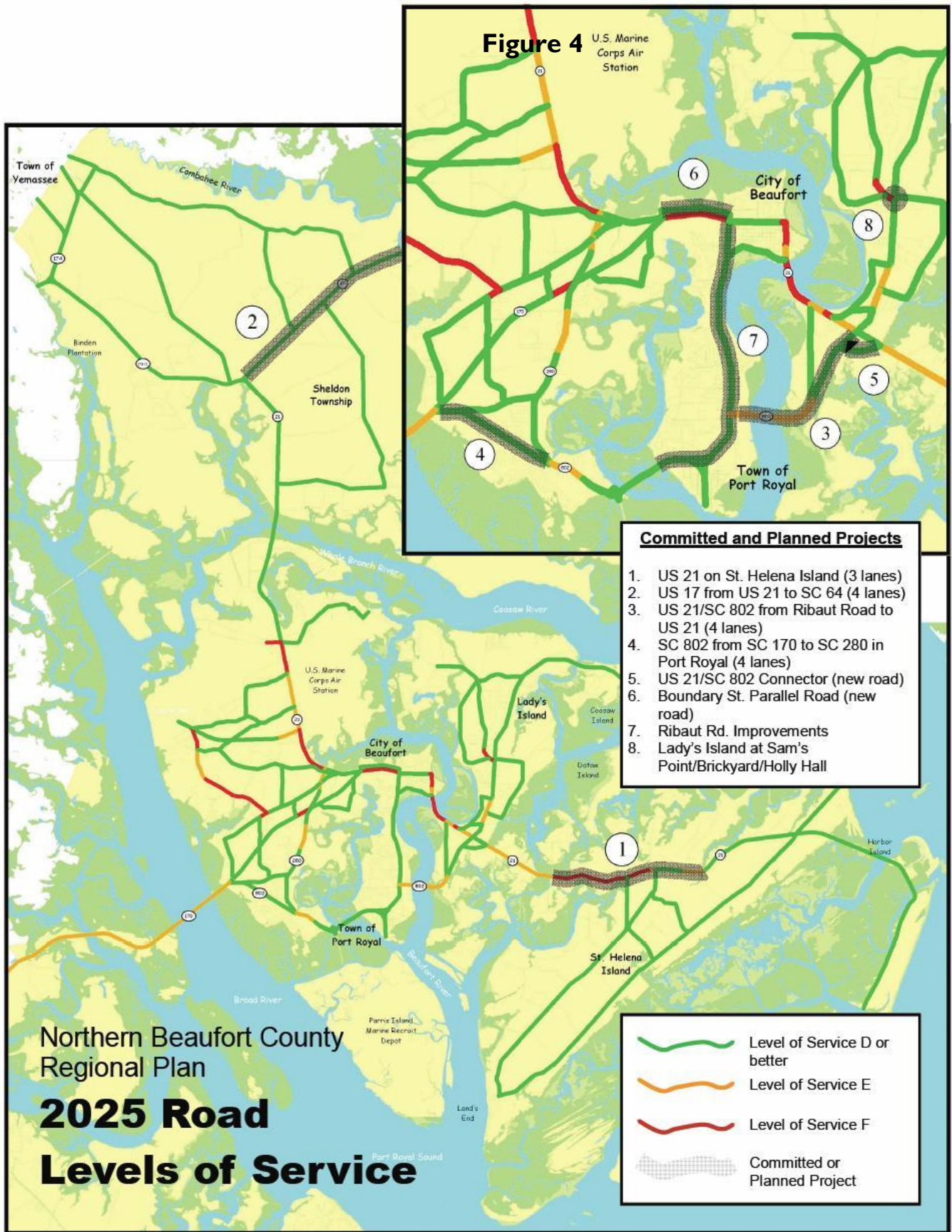
Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road)
- 6) Boundary Street Parallel Road (new 2-lane road)

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall





Recommended Additional Transportation Solutions

The transportation analysis shows that even with the planned and committed projects, additional transportation solutions are needed for longer term growth. Specifically, assuming the planned and committed projects are built, the following areas are forecasted to be deficient in the long run (by year 2025) based on growth forecasts:

- US 21 (Broad River Boulevard to Clarendon Road)
- US 21 (SC 170 to Ribaut Road)
- US 21 (Boundary Street to St. Helena Island)
- SC 802 (east of Ribaut Road)
- SC 802 (north of US 21)
- Joe Frazier Road (north of Broad River Boulevard)
- SC 170 (west of SC 802)
- SC 280 (US 21 to Mink Point Boulevard)

Thus, additional improvement recommendations were prepared after considering a wide range of solutions, including major capacity improvements, transit, pedestrian and bicycle connections, access management, and operational improvements.

Recommendation 4.2: *The Participating Local Governments should work together to explore and evaluate a range of transportation improvements, including road capacity improvements, transit, pedestrian and bicycle connections, enhanced access management, and operational improvements. It is important to recognize that these approaches should be explored and evaluated, and that flexibility is needed to determine the best specific solutions based upon analysis of changing conditions.*

Transit and Travel Demand Management – *A transit route could reduce the trips made across the key Woods Memorial Bridge and SC 802 river crossings. A circulator between these areas would need to operate with frequent service/short headways to be effective in attracting riders to switch modes from automobile use. A program to provide an organized approach to teleworking, flexible work hours, carpool matching, and vanpool services is recommended for the Downtown Beaufort and Port Royal areas. A second program to focus on U.S. Marine Air Station carpooling is also recommended. The transit and travel demand management strategies will require more detailed study to determine the anticipated level of benefits and feasibility.*

Pedestrian and Bicycle Connections – *Providing local pedestrian and bicycle connections where commercial areas are present near residential*

communities could reduce trip making along adjacent arterials. On a larger scale, implementation of a bike corridor along the abandoned railroad corridor west of US 21 is recommended to provide access to an alternative transportation mode for those along the US 21 corridor. This corridor would provide a trail that is separated from automobile traffic, enhancing safety for all users over on-street bike lanes or “share the road” designations.

Access Management – Access management along major corridors is recommended to maximize the capacity available to move through traffic. Access management is recommended along the following corridors:

- US 21 north of SC 170
- US 21 south of the Beaufort River to St. Helena Island
- SC 170 from US 21 to the Broad River
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) – The US 21 corridor experiences significant capacity limitations that are beyond those effectively addressed with the alternatives to capacity expansion examined. Further, significant growth management would be needed to reduce trip making to mitigate deficiencies along the corridor. Therefore, widening of US 21 north of SC 170 is recommended to accommodate these travel needs. This should be designed as a “complete streets” application to include automobile, pedestrian, bicycle, and transit considerations, as well as landscaping.

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) – This connection will provide a link from the US 21 corridor to the SC 170 and SC 802 corridors. This connection has the potential to relieve US 21 for traffic traveling to/from SC 170, as well as serving some traffic along US 21 north of Beaufort that is destined for Port Royal, Lady’s Island, or St. Helena Island. This project will provide the planning and analysis needed for consideration of this alternative for application beyond year 2025.

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) – The capital project sales tax currently provides funding for a possible alignment (the northern bypass) for a third crossing from Lady’s Island to the mainland. Pursuant to Federal concept definition/NEPA requirements, this feasibility study would include analysis of the mobility, economic, and community/environmental impacts and benefits of various alignment options.

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) – This road would connect from SC 170 near Neil Road eastward via an abandoned rail corridor toward Downtown Beaufort. This linkage would provide direct relief to the congested section of US 21 between SC 170 and Ribaut Road, as well as provide a bicycle connection through the area. In order to minimize long distance through travel, the roadway cross

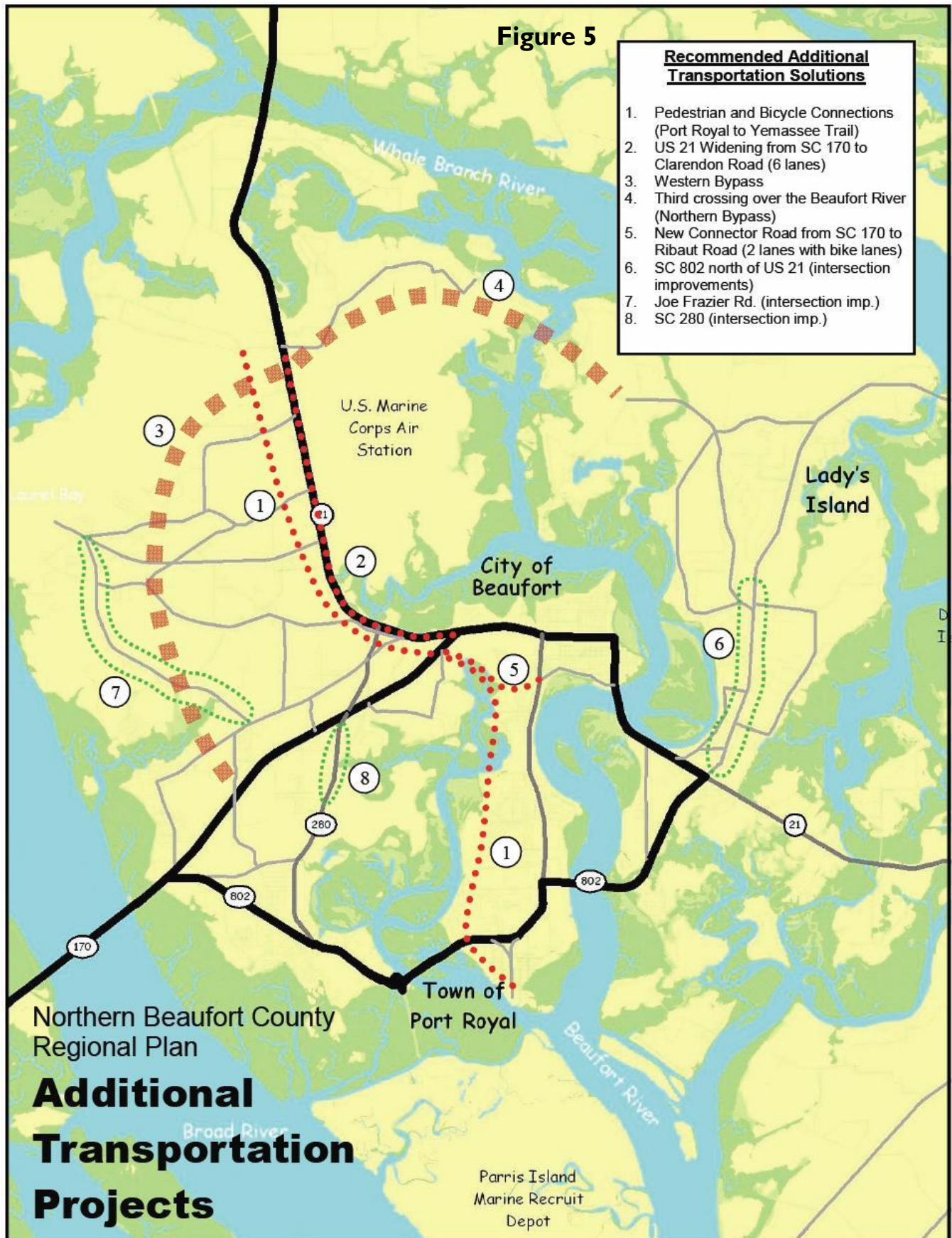
section and speed design should be that of a collector road for local connectivity.

Intersection and Roadway Operational Improvements – Implementation of turning lanes at appropriate locations and intersection improvements to enhance flow at bottleneck intersections could free underutilized capacity along key corridors. Operational improvements are recommended in the following areas:

- SC 802 north of US 21
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

The Recommended Additional Transportation Solutions are illustrated in Figure 5.





Transportation Cost Estimates

Capital cost estimates for transportation improvements are indicated below in 2006 dollars. The fiscal impact of these capital costs are evaluated in Chapter 5.

Committed and Planned Roadway Improvements

Below is a list of the eight “committed and planned” projects and their associated costs, totaling approximately \$178 million. The County sales tax will be used to match the larger state and federal shares of these projects. Based on the availability of state and federal funds, many of these projects could be implemented in the short-range (2007-2015).

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes) - \$12.3 million
- 2) US 17 from US 21 to SC 64 (4 lanes) - \$92 million for Beaufort County portion only

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road) - \$35.7 million
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road) - \$7.0 million

Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road) - \$6.0 million
- 6) Boundary Street Parallel Road (new 2-lane road including Boundary Street improvements) - \$22.0 million

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements - \$2.3 Million
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall - \$250,000

Additional Transportation Improvements

Beyond the eight planned and committed projects, this plan recommends an additional list of transportation improvements. These eight additional recommended projects result in an overall cost of \$122.3 million with \$33.7 million occurring in the short-range and \$88.6 million occurring in the long range. Some of these costs could be reduced through potential state or federal dollars. The transit improvements in particular could be assisted by up to a 50% match by the federal government. Further, it is possible that the costs of creation of a local transit authority could be avoided by working with the existing

Low Country Council of Governments (LCOG) authority. However, for the purpose of conservative planning, the total costs of these improvements are assumed to be a local responsibility.

Transit and Travel Demand Management - \$20.3 million

Pedestrian and Bicycle Connections – \$10.9 million

Access Management - \$6.9 million

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) - \$38.0 million

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) - \$12.6 million

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) - \$6.4 million

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) - \$9.5 million

Intersection and Roadway Operational Improvements - \$17.6 million

In summary, substantial transportation improvements will be needed to maintain acceptable levels of service as growth continues to occur. Many of those projects are already committed and planned for the region, at a cost of approximately \$178 million. However, the projects that are already committed and planned are not adequate for the long range planning horizon of 20 years. This plan recommends a strategy of exploring additional projects, at an additional cost of approximately \$122 million. Thus, the total capital cost of transportation improvements is approximately \$300 million for transportation. Note that some of this capital cost is already funded with state and federal funds, which affect its fiscal impact, as further discussed in Chapter 5.

Other Public Facilities

Additional public facilities will be needed as a result of the forecasted growth in Northern Beaufort County. In order to plan for this growth, including the need to finance public facilities, estimates are made about new facility demands that could be created by future growth. There are several important things to understand about these estimates:

First, they focus on county level facilities. Individual communities will continue to have responsibility for providing certain local public facilities on a local basis.

Second, they assume that current levels of service are maintained in the future. It isolates the public facility needs created only by future growth assuming the future growth is served with public facilities at the same level as is current population. To the extent that the region desires to increase levels of services for existing population and for future growth, those costs would be in addition to those assumed for this analysis. For example, the current library administrators for Beaufort County note that the existing levels of service for libraries do not meet national standards and would propose to raise the local level of service to achieve those national standards. This regional plan certainly does not suggest that increased levels of service are inappropriate; however for the purpose of estimating needs created by new growth, estimating costs, and examining the fiscal implications of those needs and costs (see Chapter 5), existing levels of service are assumed to be the minimum standards for the future.

Recommendation 4.3: *The Participating Local Governments will work together to coordinate the planning and funding of parks and recreation, libraries, schools, sheriff and public safety, general government, courts, health, and human services, and other regional public facilities.*

The following public facility needs and costs are estimated at almost \$50 million as follows:

- *Parks and Recreation (\$27.9 million)*
 - New capital facilities include ten neighborhood parks (100 acres total) and six community parks (150 acres total)
- *Library (\$7.2 million)*
 - Two additional library branches totaling 23,000 square feet would be constructed using the current standard of 0.6 square feet per capita
- *Sheriff and Public Safety (\$5.4 million)*
 - 4,606 square feet of additional Sheriff's space would need to be constructed
 - 25,630 square feet of Detention Center space would need to be constructed
- *General Government (\$2.9 million)*
 - 12,355 square feet of additional General Government office space would need to be constructed
- *Courts (\$2.7 million)*
 - 12,716 square feet of additional Court space would need to be constructed

- *Health and Human Services (\$2.8 million)*
 - 3,709 square feet of additional Health Department office space would need to be constructed
 - 8,390 square feet of Human Services space would need to be constructed

The fiscal implications of these costs are explored in the following chapter.



5

Fiscal Impact of Growth

Introduction

Population in Northern Beaufort County is forecasted to grow by more than 53% over the next 20 years, from just over 80,500 to over 123,500. This population growth will create additional regional demands for transportation, parks and recreation, EMS, sheriff, general government, and health and human services capital infrastructure.

The costs of providing infrastructure to serve this new growth at current levels of service are estimated to be approximately \$350 million, including approximately \$300 million in transportation improvements, and \$50 million in other public facilities, as described in Chapter 4.2. Of the \$300 million for capital transportation costs, approximately \$134 million is already funded with state and federal dollars, leaving \$166 million to be funded. Thus, for fiscal modeling purposes, it is assumed that approximately \$216 million in capital costs will be funded locally. Note that this is a conservative estimate in that it assumes no state or federal funds for transportation beyond those already committed. Obviously the region will continue to actively pursue outside funding, which would mitigate the regional fiscal needs.

In addition to capital costs, there will be ongoing operations and maintenance costs that can be expected in excess of \$230 million over this planning period. The funding of operating and maintenance costs is

² Since this analysis focused on county facilities, it does not include schools or fire services. In the case of schools, the school district is currently in the process of conducting a space needs assessment, and that information is not yet available. However, as a follow up phase to the fiscal analysis, the capital costs of schools will be included on a county-wide basis.

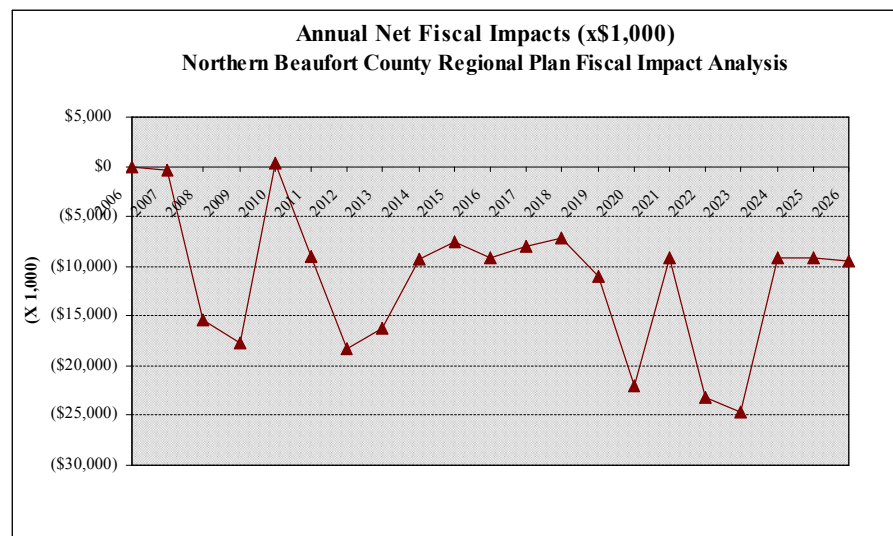
a county-wide problem that will be examined on a county-wide basis in the subsequent phase of the fiscal analysis, but it is included in this analysis in order to understand the magnitude of the issue.

In order to understand the net fiscal impact of this growth, a fiscal impact analysis was prepared as part of this regional planning process. Specifically, the fiscal impact analysis was performed to evaluate whether revenues generated by new growth are forecasted to be sufficient to cover the resulting costs to Beaufort County of continuing existing levels of public services and facilities for new growth.

Fiscal Impacts

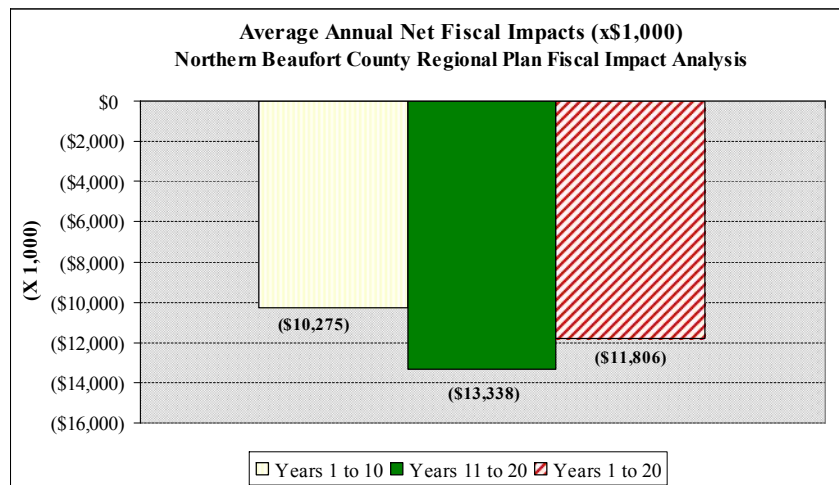
The fiscal impacts were summarized in several ways. First, annual net results are shown from one year to the next over the twenty year planning period. (These results are for new growth only, and do not include costs and revenues from existing population.) By showing the results annually, the magnitude, rate of change, and timeline of deficits and surpluses can be seen over time. As can be seen, on a year-to-year basis there are varying degrees of deficits – the “bumpy” nature of the line represents the opening of capital facilities and/or major capital operating costs being incurred. New growth is expected to generate annual deficits to the county in all but one year in the planning period. The greatest deficits will likely occur in the later half of the planning period primarily due to transportation improvements required after the current capital sales tax expires. At that time, the current impact fee structure is not adequate to offset these capital costs (see later discussion of potential next steps).

Figure 5



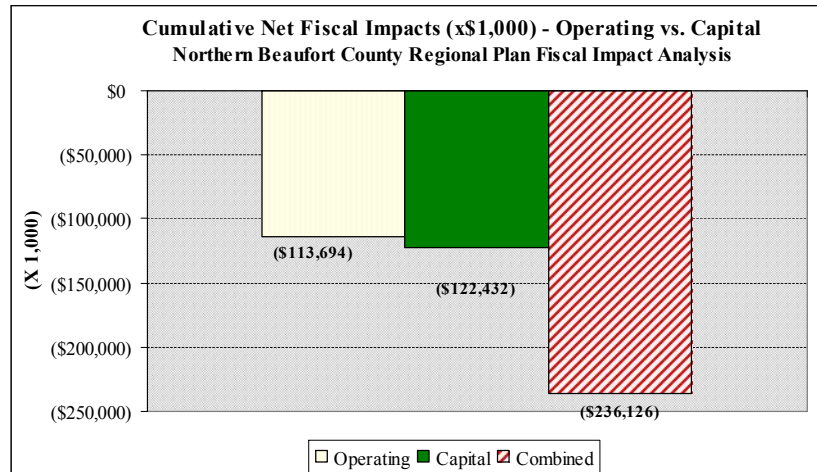
The fiscal impacts can also be summarized by the average net fiscal impact over the twenty year planning period, broken down in ten year increments. The net fiscal deficit, including capital and operating costs for years 1 – 10 are in excess of \$10 million per year; for years 10 – 20 they are in excess of \$13 million per year; and for the total 1-20 year period they average out at almost \$12 million per year. As can be seen, new growth generates average annual net deficits to the county in all three time periods. Once again, the higher deficits in the later half of the planning period are due to the current capital sales tax expiring in five years time, leaving the county with only impact fees as a dedicated funding source for transportation capital costs.

Figure 6



Finally, the fiscal impacts can be summarized by showing the net fiscal impact to the county for both capital and operating costs. As can be seen, cumulative net deficits are generated for both the operating and capital budget. The cumulative net impact of operating costs over the 20 year planning period is over \$113 million. The cumulative net impact of capital costs over the 20 year period is over \$122 million. The total net impact combined is over \$236 million.

Figure 7



Several conclusions can be drawn from the fiscal analysis:

- The average annual net deficits generated show that the county’s present revenue structure cannot provide current levels of service to new growth without finding new revenue sources or raising existing rates. This is similar to what most other communities and regions in the country face – in order for growth to pay for itself, new funding sources and solutions must constantly be explored and evaluated.
- The total deficit including both capital and operating budgets is forecasted to be in excess of \$236 million over the planning period of 20 years.
- By far, the greatest shortfall for capital funding is for transportation and parks/recreation, which comprise 90 percent of the capital costs.
- In order to provide at least the current levels of service for new growth, additional funding sources must be identified or existing funding sources must either be continued or expanded.

Fiscal Impact Recommendations

The Southern Beaufort County Regional Plan also examined the fiscal impact of growth, and recommended a regional funding strategy to address the issue. That strategy is applicable in Northern Beaufort County, and is also endorsed in this plan, as follows. Specifically, the Northern Beaufort County communities agree to work together to explore regional approaches to funding regional infrastructure, focusing on a limited range of regional tools similar to those to be explored in the southern portion of the county, including:

Recommendation 5.1: Adopt Regional Level of Service (LOS) Standards: *In order to establish a foundation for coordinating transportation and parks planning across the region, each of the Participating Local Governments will adopt the same level of service standard for these facilities, that is consistent and coordinated with the LOS adopted by the other Participating Local Governments.*

Recommendation 5.2: Identify Existing Deficiencies and Future Capital Improvements Needs: *Using the agreed upon LOS standards, the Participating Local Governments will then work cooperatively to identify needed capital projects, determine their costs and identify revenue sources to fund the projects.*

Recommendation 5.3: Work Cooperatively with the School District: *While the School District has the responsibility to plan and provide funding for its capital needs, a framework needs to be established where the Participating Local Governments can work cooperatively with the School District and support its efforts to plan for the future deficiencies and future capital improvement needs for public schools.*

Recommendation 5.4: Develop an Overall Funding Strategy: *The following factors should guide the selection of revenue sources to address the capital and operating funding gap:*

- **Revenue Potential:** Whether the tool can generate substantial sums of monies to fund capital infrastructure;
- **Geographic Application:** Whether the tool can be applied across the region;
- **Legislative Authorization:** Whether the tool requires legislative authorization;
- **Technical/Administrative Ease:** The ease of administering the tool; and
- **Public Acceptability:** How citizens will accept the tool.

Recommendation 5.5: *Focus First on Available Funding Tools:* In order to take immediate action on addressing capital funding needs, it is important to concentrate first on revenue sources that the State of South Carolina enables local governments to use to fund capital improvements. These include property taxes, local sales, impact fees, and taxes. For example, the current capital sales tax is expected to generate approximately \$62,200,000 for capital transportation facilities in Northern Beaufort County. In addition, the impact fee for Southern Beaufort County was recently updated, demonstrating that when kept current impact fees could be expected to generate substantial additional capital revenues.

Recommendation 5.6: *Consider Funding Tools that Require Changes in State Legislation:* If the available funding tools are not adequate to address the funding gap, particularly the operating cost gap, it may be necessary to lobby the state to initiate legislation that would enable new funding sources.

Recommendation 5.7: *Explore New Institutional Arrangements:* Where appropriate, new institutional arrangements to facilitate multi-jurisdictional cooperation on funding issues should be explored.

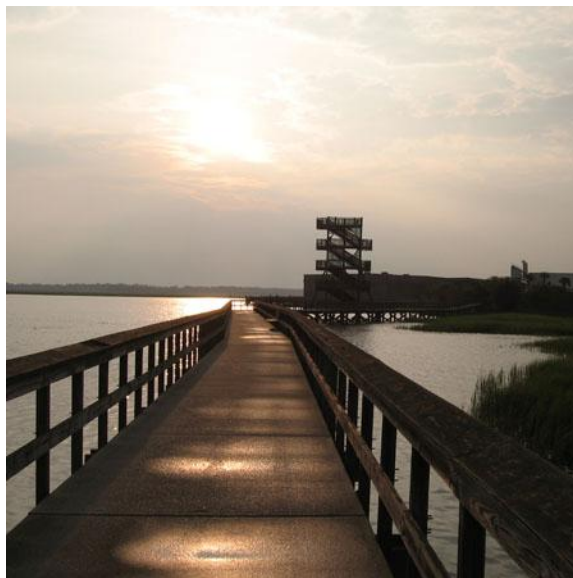


6

Baseline Environmental and Corridor Standards

Introduction

Several of the Common Goals contained in Chapter I involve the creation of agreed upon baseline standards, especially for environmentally sensitive areas and key travel corridors in Northern Beaufort County. This chapter offers specific actions that need to be taken to accomplish those goals. These actions should be addressed first through intergovernmental agreements and then ultimately through local plans, and especially through the land use regulations of the local communities, as is further discussed in Chapter 8 Implementation.



Consistency of Environmental Standards

Recommendation 6.1: *The Participating Local Governments should make it their priority to protect water quality by implementing the recommendations of the Beaufort County Special Area Management Plan (SAMP).*

- **Background:** *Much of the local efforts and initiatives that address water quality and environmental protection in the last seven years are a direct result of the Beaufort County Special Area Management Plan (SAMP) and its recommendations. The SAMP, initiated in 1999, encompassed a wide range of topics and activities ranging from more advanced stormwater controls, wastewater management, and water quality monitoring, to public education and outreach. Recommendations 6.2, 6.3, 6.4, and 6.5 below provide a further explanation of which measures are being proposed in Northern Beaufort County to protect water quality in accordance with the SAMP.*

Recommendation 6.2: *The Participating Local Governments should require all new development to adhere to a common Stormwater Best Management Practices (BMP's) Manual.*

- **Background:** *Traditionally, stormwater management has dealt with controlling the quantity of runoff from a site in order to avoid flooding downstream properties. This measure of stormwater protection, however, does not protect against specific pollutants that impair water quality and threaten shellfish beds. In 1998, Beaufort County adopted the Stormwater Best Management Practices (BMP) manual which has specific attenuation standards for two types of pollutants – nutrients (phosphorus) and fecal coliform bacteria. The City of Beaufort, the Town of Port Royal, and the Town of Yemassee currently do not require new development to meet these standards.*

Recommendation 6.3: *The Participating Local Governments should adopt baseline standards for critical line setbacks and natural vegetative buffers.*

- **Background:** *The purpose of the natural vegetative buffers is ultimately to improve water quality by capturing sediments and pollution from stormwater runoff. Critical line setbacks and vegetative buffers also stabilize the shoreline, reduce flooding and flood damage, preserve the natural habitat and create a sense of place and privacy for the homeowners. Currently Beaufort County requires a 50-foot wide natural vegetative buffer for single family houses and a 100-foot wide buffer for all other uses. The City of Beaufort has a 30-foot requirement for single-family residential development. An average buffer width of 50 feet with a*

minimum of 35 feet is required for multi-family and commercial development. The Town of Port Royal and the Town of Yemassee currently only require natural vegetative buffers in specific PUD's or development agreements.

Recommendation 6.4: Where justified, the Participating Local Governments should provide opportunities for limited community uses in close proximity to the OCRM critical line in order to enhance the community's enjoyment of the waterfront.

- **Background:** One criticism of vegetative river buffer standards is that they would preclude the development of regional attractions such as the Waterfront Park in Beaufort, the Battery in Charleston, and Harbortown on Hilton Head Island. Each of these developments provides the public with views and access to the water. In order to accommodate this type of development and at the same time preventing the degradation of the environment, it is important to establish guidelines that must be met in order to relieve river buffer requirements.

The development cannot be on a waterway classified as ORW (Outstanding Resource Waters) and SFH (Shellfish Harvesting Waters) by the South Carolina Department of Health and Environmental Control (DHEC).

Stormwater management must be designed to compensate for the reduction or elimination of the natural vegetative buffer and increase in the amount of impervious surfaces.

Recommendation 6.5: The Participating Local Governments should apply more stringent standards in critical areas such as the headwaters of local waterways, low-lying areas and the ACE Basin.

- **Background:** The SAMP called for the creation of a River Quality Overlay District Ordinance to address such concerns such as setbacks, vegetative buffers and appropriate impervious surface cover limits to minimize impacts of development to salt water marshes. This recommendation would most appropriately be applied in sensitive areas such as headwaters because of their increased vulnerability to pollution.

Recommendation 6.6: The Participating Local Governments should develop and adopt baseline standards for the protection of freshwater wetlands.

- **Background:** With the current condition of Federal and State wetlands protection, the role of local governments is vital to protecting small, "non-jurisdictional" wetlands. Beaufort County has wetland protection regulations, which allow fill for non-tidal wetlands less than one acre in size and require mitigation. Of the municipalities, currently only the Town of Port Royal has wetland protection requirements and they are limited to planned communities in the Shell Point Overlay District.

Consistency of Corridor Standards

Recommendation 6.7: *The Participating Local Governments should adopt consistent corridor overlay district standards among the Participating Local Governments on shared corridors such as SC 170 (Robert Smalls Parkway), U.S. 21 and SC 280 (Parris Island Gateway).*

- **Background:** *It is understood that the county and its municipalities have a mutual interest in preserving shared corridors and the rural character of the entrance corridors to the municipalities. Currently, a patchwork quilt of political jurisdictions exists in Shell Point, Burton, Sheldon, and parts of Lady's Island. It is important that consistent development standards are required regardless of political jurisdiction. Another important factor is that in some corridors (Boundary Street, Ribaut Road, US 21 on Lady's Island), development is encouraged or required to be pedestrian friendly and address the street, while on other corridors (Trask Parkway, Robert Smalls Parkway) development is required to be set back from the highway and screened with a vegetated buffer (see Figure 2). It is important for the county and its municipalities to recognize where it is appropriate to apply these distinct sets of development standards.*

Recommendation 6.8: *The Participating Local Governments should establish a shared Corridor Review Board for all applicable projects in Northern Beaufort County.*

- **Background:** *Currently Beaufort County and the City of Beaufort have their own Corridor Review Boards that oversee development in their respective Corridor Overlay Districts. Establishing a shared board would accomplish two objectives:*
 - *It would provide for more consistency in the application and enforcement of corridor overlay district standards.*
 - *There is a limited pool of design professionals in Northern Beaufort County who are willing to serve on boards. The more boards there are, the more difficult it is to find board members.*

Specific local design districts such as the City's historic district and the Traditional Town Overlay District in Port Royal, however, will continue to be better served by local boards.

Recommendation 6.9: *The Participating Local Governments should identify which highways will most likely be widened in the next 20 years and apply corridor overlay district standards accordingly.*

- **Background:** Northern Beaufort County's population growth and increased traffic congestion has necessitated the widening of many roads. Road widenings can have a negative effect on the region's aesthetic qualities. Therefore, to preserve highway buffers, it may be necessary to require greater buffer widths along corridors that will be widened in the future. Also, it may be necessary to require interim front yard setbacks in areas where development is encouraged to be pedestrian friendly and address the street. Zero lot line development must be avoided on roads that will be widened to avoid encroachment that may necessitate condemnation to secure additional right-of-way width.

Recommendation 6.10: The Participating Local Governments should develop programs such as Transfer of Development Rights (TDR's), payment in lieu of open space, and density bonuses to encourage clustered village development in rural areas as opposed to low-density sprawling development.

- **Background:** The current density requirement in Beaufort County's rural district is one dwelling unit per three acres. Strict application of this standard may result in low-density suburban sprawl and fragmented open space. A more desired development pattern would consist of higher density hamlets and villages surrounded by large tracts of agricultural land and open space. This type of development could be encouraged by the application of a transfer of development rights (TDR) program or a payment in lieu of open space program (see Common Goal 7).

Recommendation 6.11: The Participating Local Governments should support the establishment of dedicated utility corridors to divert major transmission lines away from residential neighborhoods.

- **Background:** South Carolina Electric & Gas (SCE&G) plans to upgrade its transmission lines connecting Beaufort with Lady's Island from a 46,000 volt capacity to a 115,000 volt capacity. This upgrade would require an increase in height of the utility poles from 65 feet to 75 to 95 feet. This has raised both aesthetic and health concerns in the affected residential neighborhoods. This recommendation proposes to solve this issue from a regional perspective by diverting these power lines away from populated areas. Future roads, such as the third crossing to Lady's Island, would provide a possible location for utility corridors because the right of way for the road and the utility corridor could be planned, negotiated, and acquired at the same time. The advantages of this policy include reducing the amount of land affected, avoiding duplication, reducing the impact on homes and businesses, reducing construction cost, making maintenance more accessible, and (depending on circumstances) reducing ongoing maintenance cost.

7

Regional Planning Initiatives

Introduction

In addition to the common goals that lend themselves to a regulatory approach as recommended in Chapter 6, other common goals will require proactive action in order to accomplish the goals. These initiatives should be more fully explored and addressed first by the Technical Advisory Committee and its working groups, and ultimately through the local plans and initiatives of the local communities, as is further discussed in Chapter 8 Implementation.

Economic Health and Diversity

Recommendation 7.1: *The joint future land use plan for the Northern Beaufort County Regional Plan must provide a sufficient quantity of suitably located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Non-retail commercial uses include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.*

- **Background:** *Steps involved to forward this recommendation include the following:*
 - The Planning staffs of the Participating local governments should inventory the existing supply of appropriately zoned land available for non-retail commercial development within Beaufort County, the City of Beaufort, the Town of Port Royal and the Town of Yemassee and assess the present opportunities they provide for competitive economic development. The staffs should make this inventory and assessment available to local and regional agencies involved in promoting economic development.

- The Participating Local Governments should support the Economic Partnership’s efforts to establish the Northern Beaufort County Corridor Commerce Park near the intersection of US 17 and 17A.
- Beaufort County should rezone to rural the 700 acres of land presently zoned light industrial located in the unincorporated county between Old Sheldon Church Road and River Road.
- The Participating Local Governments should expand non-retail commercially zoned properties within the Airport Overlay Districts, including the existing business park and light industrial zoned properties near the Beaufort County Airport (Lady’s Island) and the Beaufort Commerce Park where such uses are compatible or could be made compatible with adjacent properties. This policy may not be appropriate universally throughout the Airport Overlay Districts, especially in portions of Gray’s Hill and northern Lady’s Island which are more rural and rural residential in character.
- The Participating Local Governments should provide more flexibility in commercial zoning districts to permit smaller non-retail commercial uses such as contractor’s offices, small assembly facilities, and small light industrial operations that do not adversely impact surrounding retail uses.

Recommendation 7.2: *The Participating Local Governments should commit resources to construct infrastructure and provide new and renovated light industrial buildings to attract companies interested in locating or expanding in the region.*

➤ **Background:** *There are two approaches to this recommendation. One is providing financial support to construct capital improvements to the Beaufort Commerce Park or the Northern Beaufort County Corridor Commerce Park. In addition to funding the installation of roads and infrastructure, these capital improvements also include the construction of spec buildings to provide readily available space for prospective companies interested in locating in the region. Another approach includes inventorying vacant non-residential structures (e.g. underutilized retail buildings and packing sheds) and identifying and overcoming regulatory obstacles to converting them to non-retail commercial uses.*

Recommendation 7.3: *The Participating Local Governments should establish an expedited permitting process for projects that forward the economic development goals in Northern Beaufort County.*

➤ **Background:** *One of the obstacles to attracting industry to Northern Beaufort County is the length of time it takes to complete the local development permitting process. One approach to addressing this problem is for the local jurisdiction to “pre-permit” non-retail commercially zoned properties, similar to the process established in the Beaufort Commerce Park. This involves the local jurisdiction proactively analyzing the properties, assessing site conditions, determining the location of natural resources, determining appropriate locations for*

buffers, etc. for the purpose of completing portions of the development permitting process for the applicants. Another approach is for the local jurisdiction to create “floating zones” that would be available for business parks or industrial areas.

Recommendation 7.4: *The Participating Local Governments should encourage industries that support sustainable practices by promoting renewable energy and attracting or growing value-added industries that support using locally available resources such as agricultural or seafood products.*

Recommendation 7.5: *The Participating Local Governments should facilitate a higher level of coordination with the Technical College of the Lowcountry and the University of South Carolina Beaufort to establish research and development facilities to provide workforce development and stimulate high-tech entrepreneurial activities in the region.*

Open Space Preservation

Recommendation 7.6: *In order to create a regional network of open spaces, four broad-based open space acquisition goals are recommended:*

- Preserve large agricultural land holdings on St. Helena Island and north of the Whale Branch River.
- Maintain a green corridor through the ACE Basin and along the Whale Branch River.
- Continue to target open space acquisition within the Airport Overlay District (AOD) boundaries around the US Marine Corps Air Station.
- Provide for the passive recreation needs for Northern Beaufort County’s residents.

Recommendation 7.7: *The Participating Local Governments should continue to utilize the “Greenprint” process for targeting the acquisition of future preserved lands.*

- **Background:** *Federal, state and local governments have been aggressive in securing open space and natural areas in Northern Beaufort County. However, Figure 8 illustrates that many of these preserved places are discrete and unconnected. As growth continues to occur, these natural areas will become more isolated and will not effectively be able to support healthy wildlife communities. In addition, as land becomes scarcer, it is more important to prioritize areas with outstanding natural*

resources in order to target future acquisitions of open space. The “Greenprint” program established by the Trust for Public Lands for Beaufort County is a good strategy for targeting open space acquisition to further regional goals.

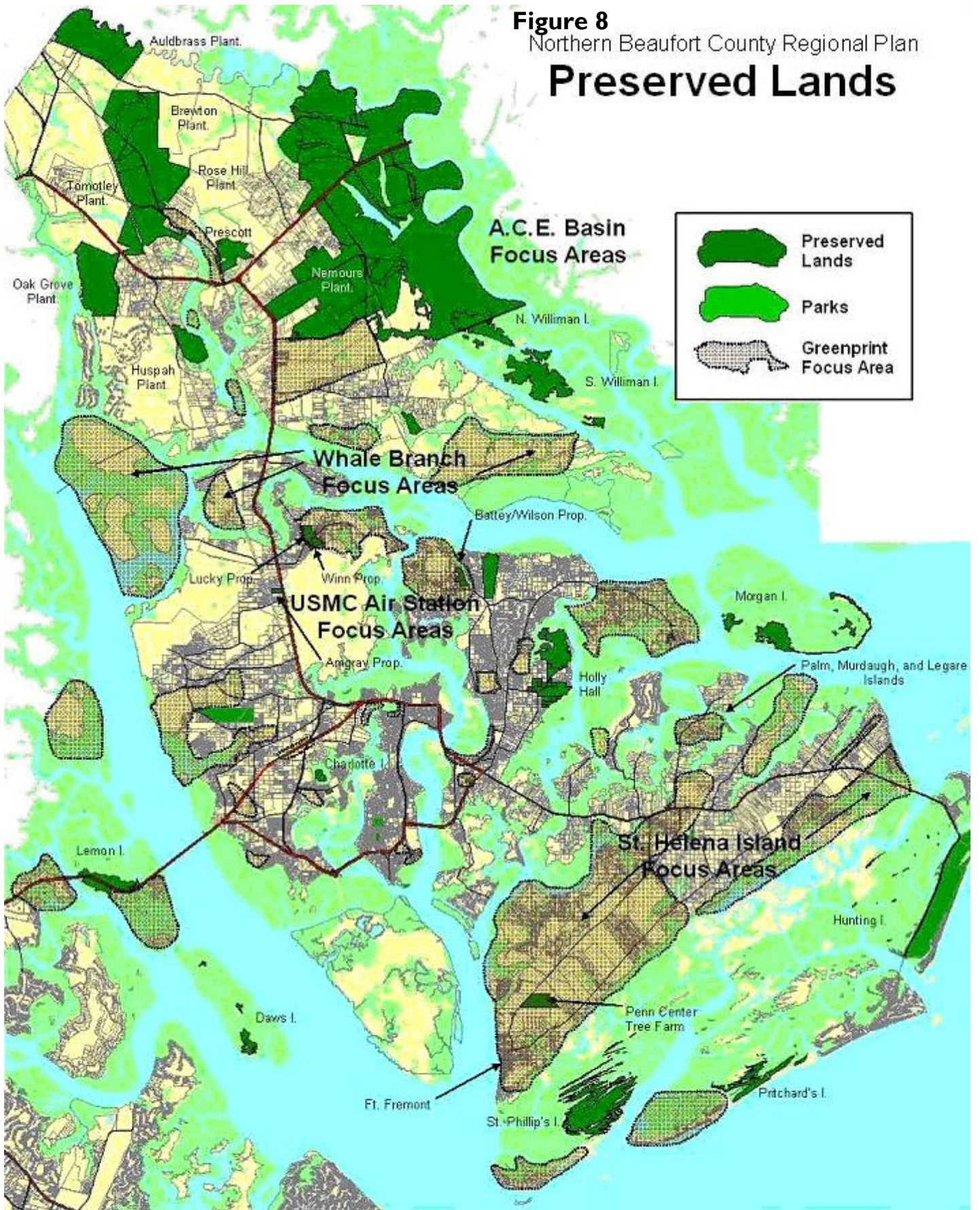
Recommendation 7.8: The Participating Local Governments should consider an open space land bank where fees are collected in lieu of open space to apply to the purchase and preservation of larger or more critical lands.

- **Background:** Required open space set asides for major subdivisions and PUD’s is a useful tool for enhancing the region’s open space network. Poor application of these standards can result, however, in small fragments of open space that provide no real benefit to the larger open space goals of the region. A fee in lieu of open space option could allow developments with no outstanding natural features or resources to pay into a program where the fees could be applied to the purchase (fee simple or development rights) of more critical lands.

Recommendation 7.9: The Participating Local Governments should establish a common definition and baseline standards for regional open space.

- **Background:** Beaufort County, the City of Beaufort and the Town of Port Royal have different requirements and standards for open space when land is subdivided or developed. This recommendation calls for the Participating Local Governments to agree on the required percentage of land area to be set aside as open space when a rezoning or annexation occurs. This recommendation also calls for the Participating Local Governments to agree on a common definition and consistent requirements for open space. This would address such concerns as whether wetlands can count towards required open space, whether stormwater detention ponds could be placed within open space, and to what degree does open space serve recreation needs vs. preservation needs.

Figure 8
Northern Beaufort County Regional Plan
Preserved Lands



Diversity

Recommendation 7.10: *The Participating Local Governments should support the Penn Center’s Land Use and Environmental Education Program.*

- **Background:** *This program was established to assist native Sea Islanders in preserving and maintaining their land and cultural practices in the midst of the pressures of growth and rising property values in the coastal regions of the Southeast. The program concentrates on citizen education, land use planning and reform and sustainable economic development. General program activities include assistance with issues pertaining to taxes, heirs’ property, and community organizing.*

Recommendation 7.11: *Beaufort County should assess whether the Cultural Protection Overlay District is achieving its goals to protect and enhance St. Helena Island’s rural culture and assess whether it should be applied to other rural areas of the region such as Sheldon Township.*

Recommendation 7.12: *The Participating Local Governments should carefully weigh its goals to promote infill development and redevelopment in established neighborhoods in Beaufort and Port Royal with the unintended consequence of the displacement of poorer residents of these neighborhoods.*

Recommendation 7.13: *Beaufort County should assess the pros and cons of its current policy to restrict the extension of public sewer into rural areas as a method of protecting the diversity of the rural areas both within and outside of the Community Preservation districts.*



Affordable and Workforce Housing

Recommendation 7.14: *The Participating Local Governments should pass a multi-jurisdiction mandatory inclusionary zoning ordinance.*

- **Background:** *An inclusionary zoning ordinance would require all new residential development to address the provision of affordable dwelling units. Making this policy mandatory and applying it consistently throughout the region would help to increase the supply of workforce housing, whose need was documented in the 2004 Workforce Needs Assessment commissioned by Beaufort County. The inclusionary zoning policy should include provisions for, on a case by case basis, a housing fee in lieu of, off-site inclusionary units, land donation, and incentives such as density bonuses that are greater than the Inclusionary Zoning set aside so that the builder can reap the benefit of some bonus market-rate units.*

Recommendation 7.15: *Participating local governments should work jointly to identify federal and state funding streams to address the housing needs throughout the county.*

- **Background:** *In addition to applying for such funds directly, the Participating Local Governments should work with nonprofit organizations such as the Economic Opportunity Commission, Habitat for Humanity, the Lowcountry Community Development Corporation of Hilton Head and other agencies to maximize the utilization of funds to increase housing opportunities.*

Recommendation 7.16: *The Participating Local Governments should establish and implement different affordable housing strategies appropriate for urban/suburban areas and for rural areas to preserve rural culture, combat sprawl, and to ensure that a majority of workforce and affordable housing is located in proximity to jobs and services.*

- **Background:** *The following housing strategies are recommended for different parts of the region:*
 - *Urban/Suburban areas (Port Royal Island and Lady's Island): Focus affordable housing strategies on constructing new workforce housing and low/moderate income housing and on the rehabilitation of existing housing structures.*
 - *Rural areas (Sheldon Township and St. Helena Island): Focus affordable housing strategies on the rehabilitation of existing houses for low/moderate income homeowners, and eliminating barriers to expanding existing housing compounds.*

Recommendation 7.17: *The Participating Local Governments should make home repair and replacement of substandard housing a housing priority to further the recommendations outlined in the 2004 Workforce Needs Assessment.*

- **Background:** *In order to maximize the amount of grant funds available for housing rehabilitation, the Participating Local Governments will continue to provide local matching funds to the Lowcountry Regional Home Consortium (comprised of Beaufort, Colleton, Jasper and Hampton Counties), which is a Participating Jurisdiction eligible to receive Home Investment Partnership Funds (HOME) and American Dream Down Payment Assistance Funds from HUD. The funds can be used to increase the affordable housing stock by providing down payment assistance to eligible first time homebuyers; sustaining homes through home repair; assisting with the development of new homeowner and rental units; providing assistance for infrastructure; and encouraging involvement of community based non-profit homeownership initiatives.*

Infill and Redevelopment

Recommendation 7.18: *The Participating Local Governments should recognize common definitions for “infill” and “redevelopment”.*

- **Background:** *In order to set up an effective program to target the development of infill parcels, it is important to have a common understanding of what is meant by infill and redevelopment. The following definitions are offered as a starting point for this discussion:*
 - **Small Tract Infill Development:** *The targeting of individual subdivided lots within existing residential subdivisions and commercial strips. Usually necessitates additional subdivision of land. Example: The construction of a single-family house, duplex or small apartment building on a single vacant urban lot.*
 - **Large Tract Infill Development (leapfrogged parcels):** *The targeting of larger undeveloped residential or commercial parcels (10 acres or greater). Development of these sites would require further subdivision of the land. This includes large lots in urbanized areas and areas with concentrations of undeveloped or underdeveloped large lots that have been passed over in favor of larger parcels further from the urban centers (e.g. Burton, Shell Point).*
 - **Small Scale Redevelopment:** *Replacing a single family house on a large lot with several houses or multi-family structures on smaller lots.*
 - **Large Scale Redevelopment:** *Redevelopment of a larger scale that requires the assembly of several parcels, removal of the older*

structures and the construction of more intense residential or commercial development.

Recommendation 7.19: *The Participating Local Governments should identify infill and redevelopment priority areas.*

- **Background:** *The following infill priority areas are suggested:*
- Urban Residential neighborhoods with a large number of small vacant lots;
 - Areas of Northern Beaufort County with a large number of undeveloped parcels that are situated close to urbanized areas and public facilities (Burton, Shell Point, Lady’s Island Redevelopment District); and
 - Marginal commercial corridors with a large number of vacant or under-utilized buildings (Parris Island Gateway, Trask Parkway).

Recommendation 7.20: *The Participating Local Governments should conduct an infill parcel inventory in the identified priority areas.*

- **Background:** *Once the infill priority areas have been identified, then it will be easier to further identify individual parcels that have development or redevelopment potential. The following are some steps that could be taken to complete this inventory:*
- Establish GIS “screening” criteria to identify possible infill areas or parcels. Consider such factors as zoning, size of parcels, infrastructure, land use, and constraints to development such as wetlands.
 - For redevelopment, look at such factors as ratio of assessed value of improvements to land value, age of structure, etc.
 - Conduct field surveys to supplement GIS screening – condition of structures, surrounding land use patterns.

Recommendation 7.21: *The Participating Local Governments should identify impediments to infill development and develop strategies to overcome the impediments.*

- **Background:** *There are many real and perceived impediments to infill and redevelopment. These include the cost of redevelopment, possible regulatory barriers, opposition of neighbors, and lack of developer interest. Below is a summary of these barriers and possible solutions to overcome the barriers:*
- Cost of Development: Infill parcels typically cost more than land in “green field” sites. While land costs are greater in developed areas, the cost of public services and infrastructure may be less expensive.

- Possible solutions: Density bonuses; Fee waivers and subsidies (impact fees, development permit fees); Land assembly by the public sector; Tax abatements or rebates.
- Neighborhood Resistance: Neighborhood resistance can delay a project, especially if the land needs to be rezoned.
- Possible solutions: Establish design standards that ensure the compatibility of new infill development. Require developers to meet with residents of the surrounding area to solicit their input on the project design before finalizing plans.
- Regulatory Barriers: Zoning, subdivision and land development regulations, and even building codes may present obstacles to developing infill sites. Setbacks and minimum lot sizes may frustrate single-lot infill development. Density must be addressed – very often infill is only justified economically if increased densities are allowed.
- Possible solutions: Consider conducting an infill audit that examines local plans, codes, and practices to identify infill barriers.
- Lack of Developer Interest: Developers may be unaware of the market potential for infill development.
- Possible solutions: Publicize infill parcel inventory and make information available to developers. Provide examples of successful infill development projects.

Military Base Coordination

Recommendation 7.22: *The Participating Local Governments should continue to enforce standards within the AICUZ contours that discourage development that would adversely affect the mission of the US Marine Corps Air Station.*

➤ **Background:** *The JLUS (Joint Land Use Study) Implementation Committee drafted an Airport Overlay District that would restrict land uses within the AICUZ contours to be adopted by Beaufort County, the City of Beaufort, and the Town of Port Royal. All three local governments have adopted the ordinance. The Airport Overlay District (AOD) essentially has four components. They are as follows:*

- **Disclosure:** All potential homebuyers and renters will be required to be notified that they are in a noise zone and/or accident potential zone.
- **Noise Level Reduction:** New construction will be required to be built to achieve a 25 to 35 decibel reduction from exterior to interior, depending on the noise zone.

- **Use Limitations:** New hospitals, churches, schools, day care centers, multi-family housing and other incompatible uses would not be permitted in the Clear Zone, Accident Potential Zone and Noise Zone 3. Existing buildings would be grandfathered.
- **Density Limitations:** Residential densities will be restricted to avoid encroachment of development around the Air Station.

Recommendation 7.23: *The Participating Local Governments should consider such tools as transfer of development rights (TDR) program to compensate affected property owners within the Airport Overlay District (AOD) and continue encroachment partnering acquisition efforts in the vicinity of the Air Station.*

- **Background:** *Many property owners may be negatively affected by restrictions proposed to be adopted within the AOD boundaries. A TDR program has the potential to offer relief to these property owners. The JLUS (Joint Land Use Study) Implementation Committee recommended that this program will complement the proposed Airport Overlay District ordinance. A conservation partnering program relieves encroachment pressures from either incompatible development and/or loss of natural habitat on training, testing, and support operations at military installations (this could apply to Parris Island some day due to their ranges). The most effective way to avoid encroachment is to prevent incompatible development in the vicinity of the Air Station. This recommendation is further supported in Recommendation 7.1.*

Regional Growth Tracking System

Recommendation 7.24: *The Participating Local Governments should work together to create and maintain an improved regional growth tracking system, including a land demand and land use forecasting model integrated with other regional models (such as the transportation model) that can be used by all entities for planning purposes.*

- **Background:** *It became clear during the process of preparing the growth forecasts for this plan that an improved regional model is needed that is capable of providing regional data related to growth. For example, there is not readily available data that summarizes historic growth, pending development (i.e. growth that is in the “pipeline”), or remaining capacity for growth under local land use plans or zoning. Likewise, there is no system in place to regularly monitor growth forecasts that are the basis for transportation or other regional planning, such as schools. This recommendation would mirror the recommendation in the Southern Beaufort County Regional Plan and would involve the creation of a regional data base and model that would likely build on the existing traffic*

model and its traffic analysis zones, but it could be expanded for use in a wide range of planning efforts by local and regional agencies. Specifically:

- The county's new Land Development Office (LDO) program would be configured to count Certificates of Occupancy by tax district and address.
- Municipalities would use the same system to enter permit and occupancy data or planning staff will enter data in the interim.
- The LDO development counts will be integrated with GIS traffic analysis zones through address or parcel ID numbers.
- A growth report will be periodically generated to show the change in growth by Traffic Analysis Zone (TAZ), by tax district, and by jurisdiction.



8

Implementation Oversight

Introduction

This regional plan reflects significant changes in direction for regional planning in Northern Beaufort County. The policies in this plan grew out of a long and intense process of analysis, consideration of alternative approaches, and consensus building. While this process achieved agreement on many important concepts, its success will only be meaningful if there is follow through on actions needed to implement the plan.



Recommendation 8.1: *The implementation of the Northern Beaufort County Regional Plan should involve a four point approach:*

- 1) The evolution of the Northern Beaufort County Regional Plan Steering Committee into a continuing Implementation Oversight Committee,*
- 2) The drafting and execution of intergovernmental agreements that ratify key plan elements,*
- 3) The incorporation of regional plan policies in local comprehensive plans and local plan implementation tools, such as land use regulations and ordinances, and*
- 4) Ongoing work of the Technical Advisory Committee and working groups on ongoing planning initiatives.*

Each of these is discussed below.

Northern Beaufort County Regional Plan Implementation Oversight Committee

The Northern Beaufort County Regional Plan Steering Committee that oversaw the preparation and completion of this plan will be reappointed and reformed into an Implementation Oversight Committee, and will continue to work on a long term basis. This Implementation Oversight Committee will oversee and coordinate the actions identified in this chapter, and will oversee the preparation of the intergovernmental agreements and the technical committee working groups that will work on long term planning initiatives as identified in this plan. Specifically, the Implementation Oversight Committee will have at least the following responsibilities:

- Responsibility for preparing intergovernmental agreements as discussed in the next section.
- Responsible for prioritizing actions in collaboration with the city, towns, and county.
- Serve as an advocate for strong regional planning initiatives and actions in concert with the Participating Local Governments pursuant to this plan.
- Overall responsibility for working with local communities on their long range transportation plans, pursuant to the transportation strategy outlined in Chapter 4 of this plan.

- Overall responsibility for working with local communities to plan for adequate funding of regional infrastructure, pursuant to the fiscal strategies outlined in Chapter 5 of this plan.
- Responsibility for encouraging local governments to incorporate this regional plan into local plans and regulations.
- Oversight of the Technical Advisory Committee and its working groups.
- Monitoring, amending, and updating the plan.

Intergovernmental Agreements

This regional plan identifies several sets of planning issues that should be addressed initially through intergovernmental agreements. These include the following:

Growth Management and Annexation Policies

Chapter 2 of this plan establishes a commitment on the part of the Participating Local Governments to develop mutually agreeable principles that address:

- Mitigation of extra territorial impacts of annexations,
- Mitigation of negative impacts on the delivery of public services,
- Procedures for notice and comment on proposed annexations,
- Enclaves of unincorporated county territorial within the growth boundaries,
- Guidelines for the protection of existing Community Preservation Districts, and
- Policies for city and county consideration development requests within and outside the growth boundary.

The negotiation, preparation, and execution of an intergovernmental agreement / agreements is a high priority of this plan.

Baseline Standards

Chapter 6 of this plan establishes a commitment to adopt baseline standards related to several issues, including environmental protection and corridor protection. The plan calls for baseline environmental standards that address:

- Storm water management best management practices,
- Critical line setback and buffers (with provision for flexibility in cases of public access),
- Enhanced standards for especially sensitive areas such as waterway headwaters, low lying areas, and the ACE basin, and
- Protection of freshwater wetlands.

Chapter 6 also establishes a commitment to adopt baseline standards that address consistent corridor overlay standards along shared travel corridors.

Local Planning Conformity Commitments

Chapter 2 of this plan establishes a commitment to carry the policies of this regional plan into the local planning process as described below. This commitment to bring local plans and regulations into conformance with this plan should be further endorsed through an intergovernmental agreement.

Local Plans and Regulations

The true test of the willingness of the Participating Local Governments to implement this regional plan will be the extent to which the policies of this plan can be institutionalized through the incorporation of those policies in local plans, such as comprehensive plans. Even more important, the local governments should carry those policies through into the local land use regulations – including zoning codes and subdivision regulations.

As each community updates its comprehensive plans and updates its land use regulations, the Implementation Oversight Committee will work with the communities to build this plan and its policies into that process. Local land use plans will be encouraged to be consistent with

the growth boundaries and regional land use plan contained in this plan. Local transportation plans will be encouraged to be consistent with the transportation strategy outlined in this plan. Baseline standards for environmental and corridor protection that are developed through the intergovernmental agreements will be encouraged to be incorporated into land use regulations. Local governments will also be encouraged to use their plans to establish the policy foundation for planning initiatives related open space preservation, infill development, economic development, housing, and coordination with military authorities will be encouraged.

The Participating Local Governments will explore opportunities to coordinate the updating of comprehensive plans and regulations, including the timing of updates, the use of common data and information, joint land use planning, and the creation of common planning and regulatory terminology, definitions, and standards.

During the development of the intergovernmental agreement that would confirm the communities' commitment to build regional plan policies into local plans and regulations, the communities should discuss and consider the creation of a voluntary plan conformity review process. This plan conformity review process could involve agreement by each of the communities to audit their planning and regulations for ways in which the plans and regulations currently advance the regional plan policies, ways in which they may conflict with regional plan policies, ways in which local plans and regulations can be modified to better reflect the regional plan, and actions that the communities agree to undertake when updating their plans.

Technical Advisory Committee and Working Groups

During the preparation of this regional plan, the Technical Advisory Committee and the related working groups demonstrated tremendous value in thinking through the actions needed to help implement this plan. The Technical Advisory Group is envisioned as continuing to work and assist the Implementation Oversight Committee on an ongoing basis. The Technical Advisory Committee will help with the coordination of longer term planning initiative identified in this plan, including:

- Regional economic development initiatives,
- Regional open space planning and preservation,
- Cultural diversity initiatives,

- Affordable and workforce housing initiatives,
- Creation and implementation of a regional infill development strategy, and
- Coordination with military authorities.

Regional Plan Management

This regional plan is intended to plan for a 20 year horizon; however it is recognized that it is a policy guide that must be monitored and updated periodically. The Implementation Oversight Committee will work with local planning staffs and the Technical Advisory Committee to develop methods for the following:

- Annual monitoring, including the creation of benchmarks for charting progress in achieving the plan, along with an annual report of plan implementation progress.
- Updating of this plan every five years.
- A process and guidelines for hearing requests for amendment to the plan by the Implementation Oversight Committee and the Participating Local Governments.



Appendix A

Population Estimation, Projection Methodology for the Beaufort County Transportation Model & the Beaufort County Regional Plans

The following is a brief description of Beaufort County's population projection methodology used in its transportation model and applied to the Northern Beaufort County Regional Plan. It is important to point out that Hilton Head Island has its own traffic model and forecasting methodology which is not described here.

Traffic Analysis Zones (TAZs)

Traffic Analysis Zones (TAZ's) provided the level of analysis for the population projection methodology. TAZ's are small geographical sub-areas of the county (see Diagram A) that are used for the purpose of analyzing the impact of future population growth on the road network. In each TAZ, there is an estimate of the future (2025) number of dwelling units, population, employment and school attendance. Estimations made at the TAZ level can be assembled to define larger planning areas such as Northern Beaufort County, Lady's Island, or any of the land bodies or tax districts. Because the TAZ boundaries are drawn based on Census delineations, Census data can be used to supplement local data, and for base data comparisons.

Estimating Current (2004) Population

Current population estimates began with a count of current dwelling units in each of the TAZ's. This was accomplished using the County's GIS/Assessor database. The parcels in each TAZ were selected, the residentially coded parcels were then selected, and those with buildings or manufactured homes were counted. The parcels with tax codes for multiple units were viewed on an aerial for an estimated unit count as no current County database lists unit counts. Current population was estimated by applying persons per household and vacancy rates from the 2000 Census, for the Census tract within which the TAZ was located, to the dwelling unit count. Where new development was proposed in a particular TAZ that did not resemble historic growth patterns in that area (e.g. recent fast-growing areas within Bluffton), persons per household and vacancy rates from similarly profiled Census Tracts were used.

Forecasting 2025 Population

Population forecasts for the year 2025 are based on the historic growth rate and the amount of developable land remaining in each TAZ. The amount of developable land left within each TAZ was determined by analyzing aeriels and subtracting out wetlands and marshes (unbuildable land). Future development within vacant land was assumed to occur at already approved densities, or, where no development had been approved, at densities consistent with the selected future land use plan scenario.

Based on the two factors of growth rate and remaining developable land, an S-curve was used to forecast the future rate of growth. The s-curve (see Diagram B) was divided into the following four slopes whose parts represent four broad categories of growth in Beaufort County:

- a) slow historic growth (e.g. rural and constrained growth in areas such as Sheldon)
- b) moderate growth (e.g. Port Royal Island)
- c) high growth (e.g. Bluffton, Lady's Island)
- d) tapering growth of places approaching buildout (e.g. Hilton Head Island)

In addition to the above described methodology, there are many developments in Beaufort County (mostly in the Bluffton area) where the developer has provided a timetable for completion usually via a development agreement. These "known" forecasts were applied where applicable.

Once a TAZ was assigned a growth category, the current residential count was then entered into a compounding formula at a rate for X

years to generate the curve assigned. [See Diagram C for an example of the growth curve for category 3 or those TAZs that are growing at the pace of Lady's Island in general.] Finally, forecasted dwelling units were converted to population figures by assuming the same persons per household and vacancy rate as the 2000 Census for the Census tract within which the TAZ is located where appropriate or using the rates of a similarly profiled community. The individual TAZ projections were added up and the result was compared to historic growth trends in the region to ensure that the overall 2025 growth projections for the region are consistent with historic growth trends.

Population Projection Results

Planning Area	2006 Dwelling Units	2006 Population	2025 Dwelling Units	2025 Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island*	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

State Review and Approval of Method

The *TAZ scale and use of a growth-curve* for estimating and projecting the 124 different growth scenarios for the TAZ model was novel, therefore the Planning Department contracted with the S.C. Budget & Control Board's Office of Statistical Data to review the method, the process, and the results. At every stage that Office was supportive of the methods used to detail and locate Beaufort's growth indicators. The Office of Research and Statistics' veteran statistician, Diana Tester of Health and Census Statistics was the reviewer.

**DIAGRAM A:
Beaufort County's 124 Traffic Analysis Zones (TAZ's)**



DIAGRAM B

Criteria For Determining Growth Curves For Beaufort County T.A.Z. Areas

		PACE OF GROWTH SINCE 2000		
		SLOW S	MEDIUM M	FAST F
LAND CAPACITY	EXTENSIVE E	ES	EM	EF
	MODERATE M	MS	MM	MF
	LIMITED L	LS	LM	LF

Area Average Growth Rates

Location on the Growth Curve

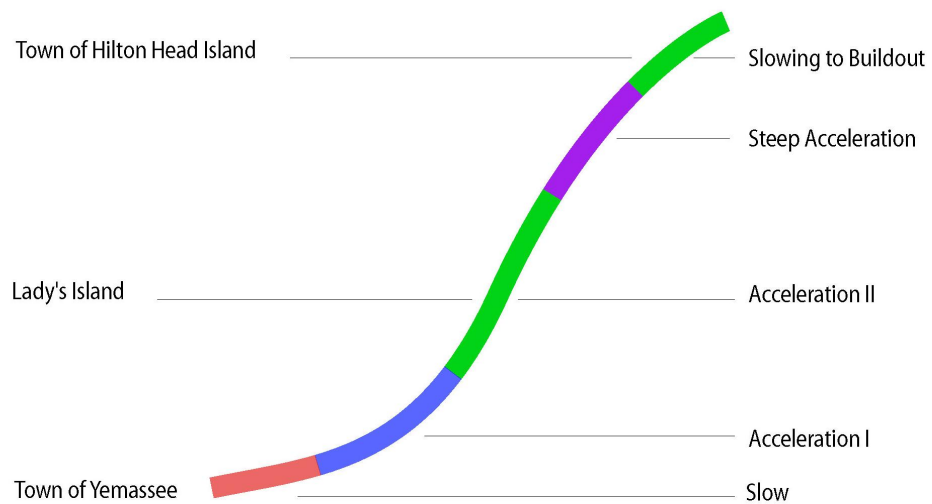
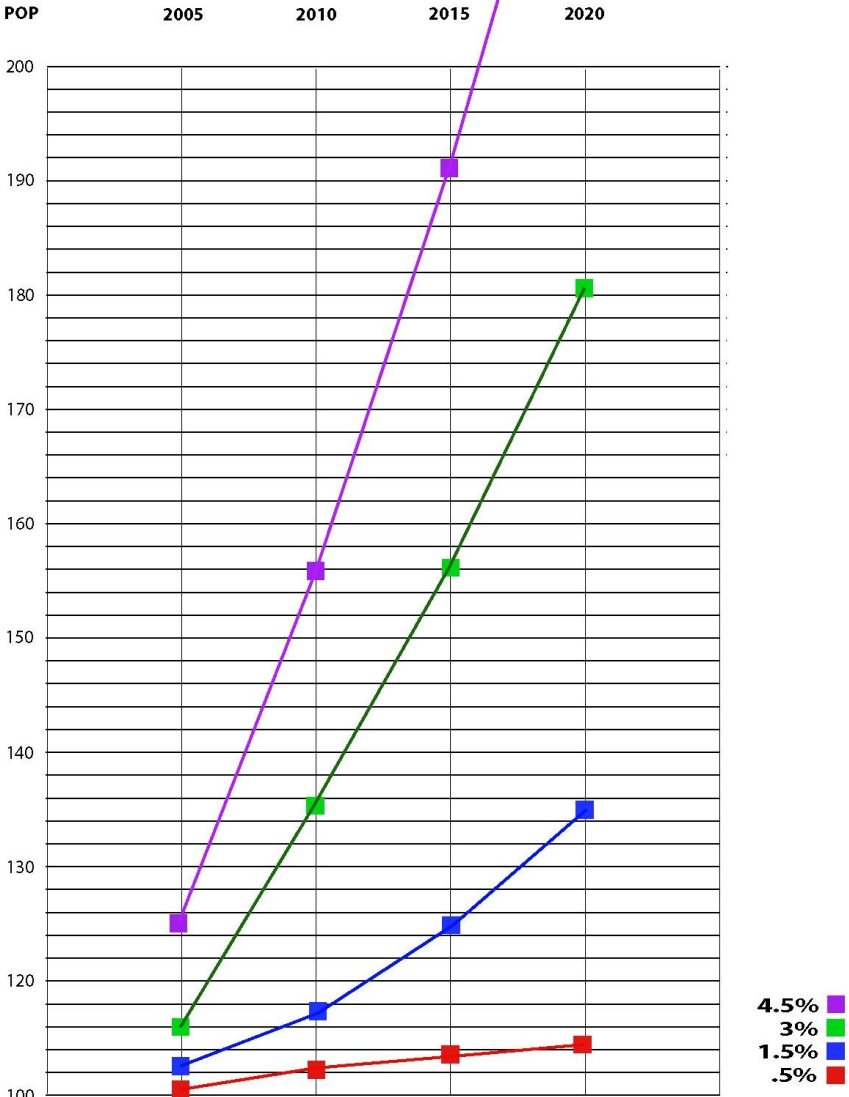


DIAGRAM C

Sample Population
Growth Curves
*Compounded Rates
To Simulate Area
Growth Patterns*



Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Request for An Ordinance Approving Annexation of Approximately 4.07 Acres of land, located at 133 Trask Pkwy, and further identified by Beaufort County TMS: R700 012 000 0051 0000. Applicant: Grandville Clark [Ordinance 22-04]

Department: Administration

Attachments:

√	Ordinance		Resolution		Other
√	Support Documents		Motion		

Summary: The applicant, Grandville Clark, has petitioned the Town of Yemassee seeking annexation into the Town of Yemassee Corporate limits. The parcel currently contains two occupied mobile homes while the remainder of the land is undeveloped. See attached Staff Report

Recommended Action: Approve first reading on Annexation Ordinance 22-04.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

STATE OF SOUTH CAROLINA)
COUNTY OF BEAUFORT)
TOWN OF YEMASSEE)
ORDINANCE NUMBER:)
(22-04)

An Ordinance Annexing One Parcel of Land owned by Grandville Clark into the Town of Yemassee, South Carolina.
--

AN ORDINANCE ANNEXING INTO THE TOWN OF YEMASSEE, ONE PARCEL OF LAND OF APPROXIMATELY 4.07 ACRES, LOCATED AT 133 TRASK PARKWAY OWNED BY GRANDVILLE CLARK, IN BEAUFORT COUNTY, NOT ALREADY WITHIN THE YEMASSEE TOWN LIMITS AND INCLUDING ALL ADJACENT PUBLIC RIGHTS OF WAY, RAILROAD RIGHTS OF WAY, WATERS, LOWLANDS AND WETLANDS.

Section 1. Findings of Facts

As an incident to the adoption of this ordinance, Town Council of Yemassee finds the following facts to exist:

- a) Section 5-3-150, Code of Laws of South Carolina (1976) as amended, provides a method of annexing property to a city or town by a Petition signed by all persons owning real estate in the area requesting annexation.
- b) A proper Petition has been filed with Town of Yemassee by one hundred percent (100%) of the freeholders owning one hundred percent (100%) of the assessed value of the contiguous property herein described, petitioning for annexation of the property to the Town of Yemassee under the provisions of South Carolina Section 5-3-150(3) and is requesting the Town's zoning of General Residential and have submitted proper submission materials supporting each application in accordance with Town requirements.
- c) It appears to Town Council that the annexation would be in the best interest of the property owners and the town.
- d) The Town Council is zoning the parcel General Residential.
- e) The Yemassee Town Council finds the proposed annexation and rezoning is consistent with the Yemassee Comprehensive Plan (as amended and revised);

Section 2.

NOW, THEREFOR IT BE ORDAINED by the Mayor and Council of the Town of Yemassee, South Carolina, duly assembled and with authority of the same, pursuant to Section 5-3-150 and Section 5-3-100, Code of Laws of South Carolina (1976), as amended, the following described property is hereby annexed to and made part of the Town of Yemassee, to wit:

ALL THOSE CERTAIN PIECES, PARCELS OR TRACTS OF LAND being known as R700 012 000 0051 0000 & 4.07 acres, and all adjacent public rights of ways and wetlands as shown on the attached map.

This Ordinance shall become effective upon ratification.

SO ORDERED AND ORDAINED THIS _____ Day of _____, 2022

By the Yemassee Town Council being duly and lawfully assembled.

Colin Moore, Mayor

Matthew Garnes, Town Clerk

Peggy Bing-O'Banner, Council Member

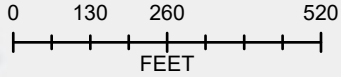
Stacy Pinckney, Council Member

David Paul Murray, Council Member

Alfred Washington, Council Member

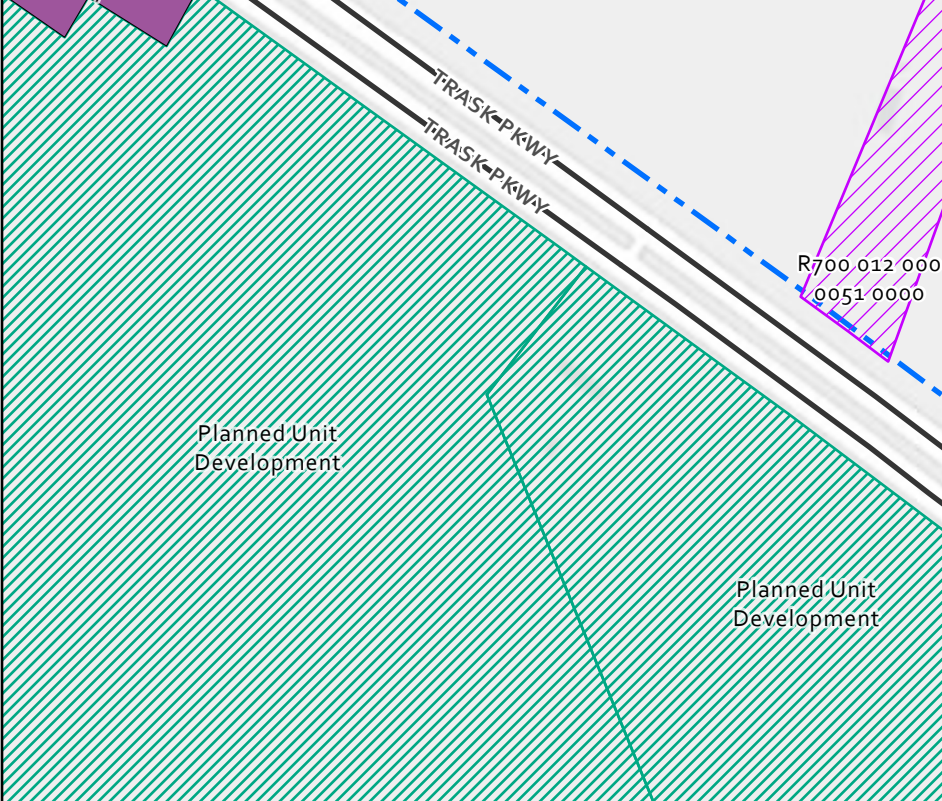
(Seal)

First Reading:
Second Reading:



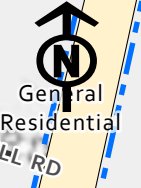
**PROPOSED
ANNEXATION
AREA**

Planned Unit
Development
Highway Corridor
Overlay District



MONTGOMERY LN

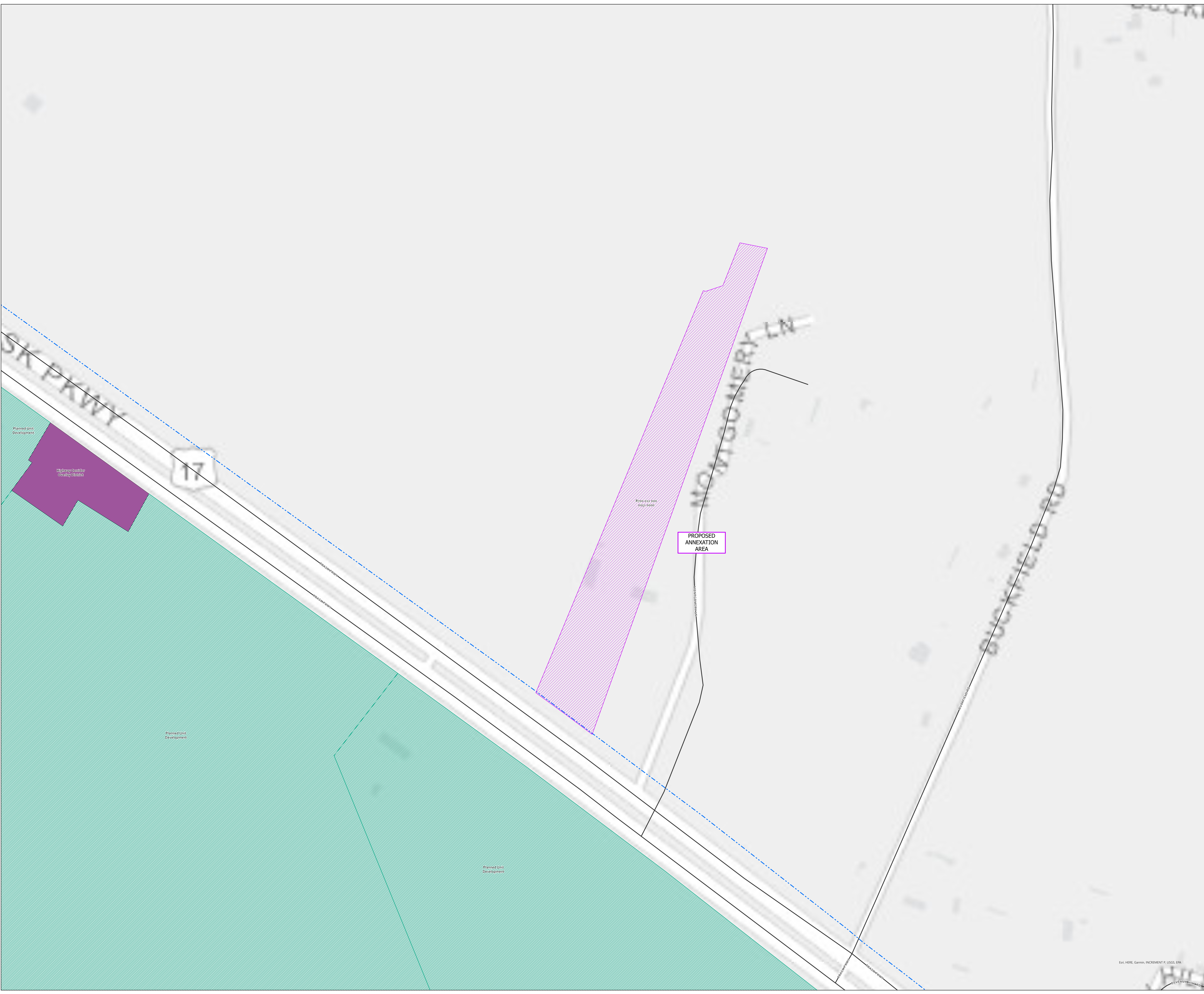
BUCKFIELD RD



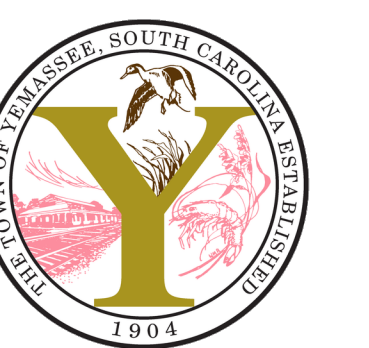
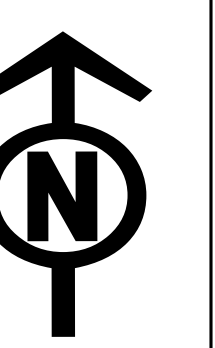
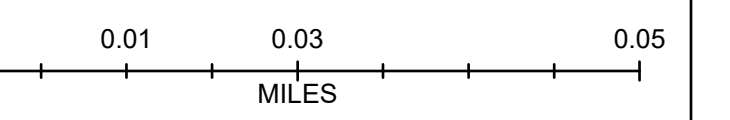
**ZONING
DEPARTMENT**

**PROPOSED
ANNEXATION
AREA**

- LEGEND**
- ROADS
 - TOWN BOUNDARY
 - ZONING DESCRIPTION**
 - Planned Unit Development
 - Highway Corridor Overlay District
 - Proposed Annexation



DATE CREATED: 2/8/2021	PREPARED BY: SPATIAL ENGINEERING, INC.
DATE UPDATED: 1/28/2022	CARTOGRAPHY BY: GOVI HINES, GISP



DISCLAIMER:
The GIS maps and data distributed by the Town of Yemassee are derived from a variety of public and private sector sources considered to be dependable, but the accuracy, completeness, and currency thereof are not guaranteed. The Town of Yemassee makes no warranties, expressed or implied, as to the accuracy, completeness, currency, reliability, or suitability for any particular purpose of information or data contained in or generated from the Town's Geographic Information Systems database. Additionally, the Town of Yemassee or any agent, servant, or employee thereof assume no liability associated with the use of this data, and assume no responsibility to maintain it in any matter or form.



Staff Report Administration



January 28, 2022

Project: 133 Trask Pkwy Annexation (Clark)

Case Number: ANNX-01-22-1005

1. Subject

Annexation: The applicant and owner, Grandville Clark, has petitioned to the Town of Yemassee to annex a parcel of real property, located in the Sheldon community within Beaufort County, at 133 Trask Pkwy into the town limits of Yemassee

Tax Map Number: R700 012 000 0051 0000

Acreage: 4.07

Current Zoning: T2R

Current Use: two existing mobile homes

Future Land Use: (per Beaufort County Community Development Code) “This Zone implements the Comprehensive Plan goals of preserving the rural character of portions of Beaufort County. The primary intent of this Zone is to preserve the rural character of the County. This Zone applies to areas that consist of sparsely settled lands in an open or cultivated state. It may include large-lot residential, farms where animals are raised or crops are grown, as well as parks, woodlands, grasslands, trails, and open space areas.

Proposed Zoning: General Residential -GR (Town of Yemassee)

Comprehensive Plan: The parcel petitioning for annexation is contiguous to the primary service area. The parcel is within the Future Annexation Map of the Town of Yemassee. The proposed annexation would aid in closing a donut hole and allow for more efficient delivery of service.



Staff Report Administration



Adjacent Land Use/Zoning: The parcel is surrounded by the following properties and jurisdictions,

Direction	Parcel	Owner	Jurisdiction
North	R700 012 000 0009 0000 36 Montgomery Ln	Edward Bryan Jr	County *Annexation Req Recvd
East	R710 012 000 0002 0000 124 Trask Pkwy	Hollingsworth Fund	Town of Yemassee
West	R700 012 000 0023 0000 101 Trask Pkwy	Castle Hill Plantation	Beaufort County
South	R700 006 000 0001 0000 65 Trask Pkwy	Castle Hill Plantation	Beaufort County

2. Staff Comments

Special Notes

The Town of Yemassee will be able to furnish all town services upon annexation.

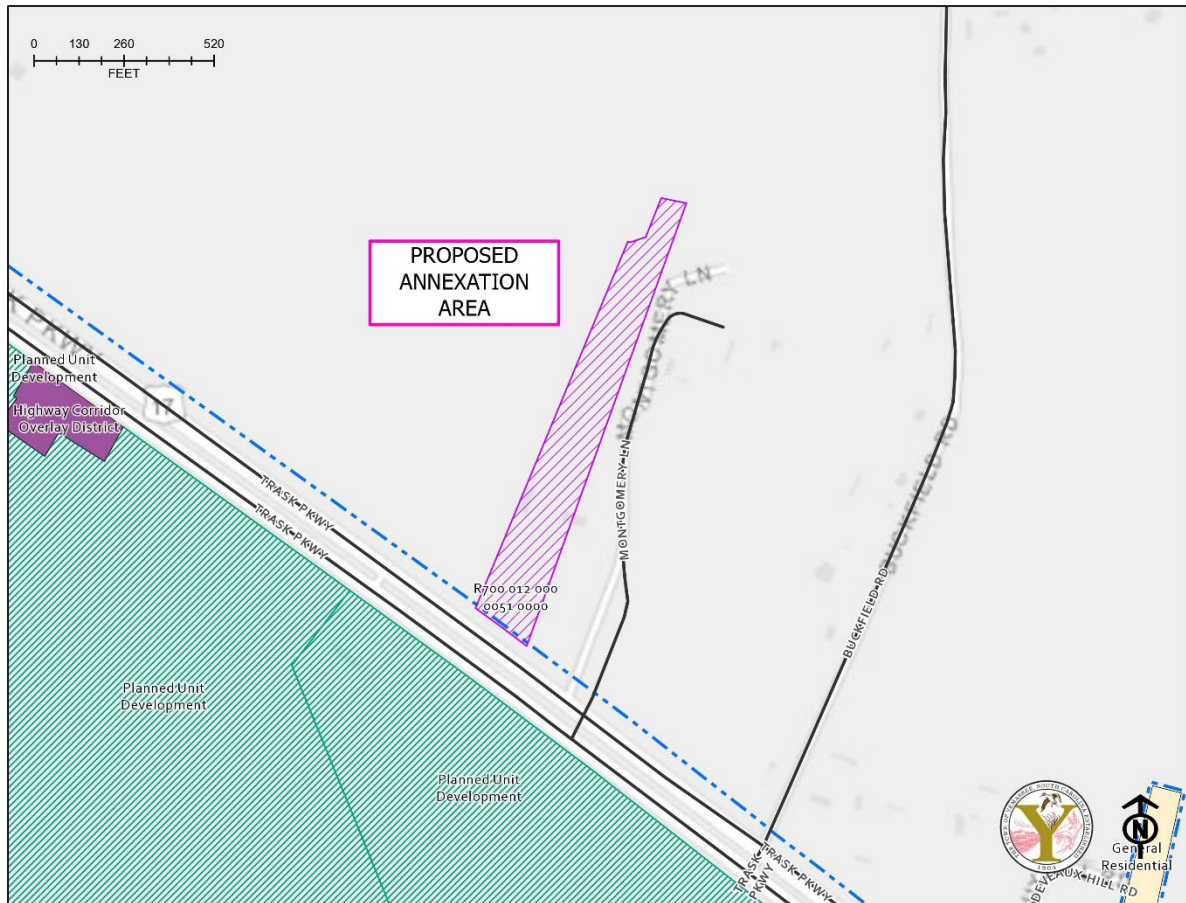
The parcel would be subject to the adopted millage rate at the time of annexation, the adopted millage rate within the Beaufort County portion of the Town of Yemassee, is 66.60 mills.



Staff Report Administration



3. Maps



*Parcel proposed for annexation outlined in purple.



Staff Report Administration



4. Analysis

The following analysis has been conducted on the parcel petitioning for Annexation.

- 1.) The application is in the best interests of the Town of Yemassee and its residents.
 - a. *Finding:* Staff completed a Cost/Benefit Analysis and provided the property owner with an estimated tax liability upon Annexation. Any vehicles or personal/business property taxed by Beaufort County will be subject to the city tax rate imposed for FY2022 which is 66.60 mills. Additionally, the property will close a donut hole along the Trask Pkwy corridor in Sheldon which will allow for a more efficient delivery of services.
- 2.) The property has contiguity to the Town of Yemassee corporate limits
 - a. *Finding:* The property is contiguous to the Town of Yemassee corporate limits to the east of the property and is established by the connecting parcel (Bindon). The adjacent parcels were annexed into the Town concurrent with a Planned Unit Development Plan for Bindon in 2006 via the 100% Petition & Ordinance method.
- 3.) Does the Annexation avoid creating new doughnut holes or enclaves in the Town Limits?
 - a. *Finding:* The proposed Annexation will not create any new doughnut holes or enclaves in the Town of Yemassee corporate limits.
- 4.) The Annexation will not create a tax burden or measurably reduce the level of service(s) provided to existing citizens and property owners.
 - a. *Finding:* Based on the current use of the property, a tax burden is not created and a reduction in the level of service is not anticipated in the first year of Annexation.
- 5.) Consideration of the Annexation areas existing utilities, transportation, and infrastructure.
 - a. *Finding:* The franchised water and sewer provider in the Town of Yemassee is Lowcountry Regional Water System although this community is not currently served with water or wastewater services. Dominion Energy currently provides electric and natural gas services.



Staff Report

Administration



Telecommunications service can be provided by Frontier, Hargray and Xfinity Communications.

- 6.) The full impact the Annexation will have on Law Enforcement has been considered.
- a. *Finding:* The Police Department has advised this parcel will not have a negative impact on the services provided by the Yemassee Police Department. Upon annexation, the primary response agency will be the Yemassee Police Department, with backup provided via a Mutual-Aid agreement with the Beaufort County Sheriff's Office.
- 7.) Does the petitioner understand all potential/costs & benefits associated with Annexation?
- a. *Finding:* The applicant has been provided with an estimated tax bill upon Annexation. As of this report, there have been no additional questions from the petitioner regarding the estimated tax bill. The petitioner is aware that upon Annexation the property will receive the following services/benefits
 - i. Police Protection – The residence will be served by the Yemassee Police Department for emergency and non-emergency calls. The property owner or any residents will be assigned to the Zone C Crime Watch Zone and are encouraged to attend the monthly meetings.
 - ii. Town Trash Service – The property will now be eligible for Town trash service which is contracted out to S&S Disposal.
 - iii. Building Inspection & Building Permits – The owners/residents would be eligible to apply for Building Permits and receive inspections through the Town's staff. The applicant is aware that they will come to the Municipal Complex to apply for any permitting for residential modifications upon annexation.
 - iv. Persons Registered to vote will be eligible to run for office and/or serve on Town Appointed boards and committees – Any future residents of the property are aware that upon Annexation and potential development they will be eligible to vote in Town Elections & serve on Town boards and/or committees after being a registered voter in the Town of Yemassee for a minimum of thirty



Staff Report Administration



(30) days. Upon Annexation, a copy of the ordinance will be sent to Beaufort County Board of Voter Registration & Elections.

- v. Streetlights – The residents understand that upon Annexation the Town will place a streetlight on the right-of-way near the parcel.

Staff Recommendation

Staff believe this Annexation would benefit the Town and allows for more efficient delivery of Town service to the Sheldon area. Staff concur that the property should be Annexed into the Town.

8.) Attachments

- a. Annexation Ordinance
 - i. Annexation Petition
 - ii. Map of general area
 - iii. Annexation Petition
 - iv. Northern Beaufort County Regional Plan Growth Boundary



NORTHERN BEAUFORT COUNTY
SOUTH CAROLINA

REGIONAL PLAN

Acknowledgements

Steering Committee of the Northern Beaufort County Regional Plan

Jim Hicks, Chairman, Beaufort County Planning Commission	William McBride, Lowcountry Council of Governments
Gerald Dawson, Beaufort County Council	Samuel E. Murray, Mayor, Town of Port Royal
Vernon DeLoach, Port Royal Town Council	Ronald Petit, Beaufort County Planning Commission
Mark Generales, Beaufort County Council (Apr. 2006 – Dec. 2006)	Dave Radford, Joint Planning Commission (Apr. 2006 – Apr. 2007)
J. L. Goodwin, Mayor, Town of Yemassee	Bill Rauch, Mayor, City of Beaufort
Patty R. Kennedy, Joint Planning Commission	Paul Sommerville, Beaufort County Council (Jan. 2007 -)
Frank Koltonski, Beaufort County School District	W. R. "Skeet" Von Harten, Beaufort County Council
Harley Laing, Joint Planning Commission (May 2007 -)	

Technical Advisory Committee

Ken Bush, Lady's Island Business and Professional Assoc.	Cynthia Pierce, Home Builders Association
Jim Collins, P.E., Thomas & Hutton Engineering Co.	Donald J. Smith, Jr., Stormwater Utility Advisory Board
Dick Deuel, Beaufort-Jasper Water Sewer Authority	Nick Stanley, P.E., Thomas & Hutton Engineering Co.
Rochelle Ferguson, Lowcountry Rapid Transit Authority	Kim Statler, Executive Director, Greater Beaufort – Hilton Head Economic Partnership, Inc.
Larry Holman, Beaufort County Black Chamber of Commerce	David Tedder, David L. Tedder, P.A. & Assoc.
Alice Howard, NREA Officer, US Marine Corps Air Station	Jim Tiller, J.K. Tiller Associates, Inc.
Russ Marane, Trust for Public Lands	Carlotta Ungaro, Beaufort County Chamber of Commerce
Tara McGrath, Coastal Conservation League	Alan Warren, Univ. of South Carolina, Beaufort
Dean Moss, Beaufort-Jasper Water Sewer Authority	Larry Wilson, Beaufort County School District
	Jeanne Woods, Beaufort County Board of Realtors
	Wendy Zara, Affordable Housing Governing Council

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Town of Port Royal

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City of Beaufort

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Executive Summary

Introduction

The Northern Beaufort County Regional Plan represents agreement reached by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee as to how the region will grow and develop. The plan begins with a series of common regional goals that serve as the foundation on which the plan is built.

The plan delineates a future growth boundary that focuses new growth in well-defined areas, preserving over 60% of the land area for rural related uses. The plan includes a future land use plan that creates a framework within which each community will continue to plan their own futures within a regional vision. It includes a transportation planning strategy that will enable effective regional transportation planning in a changing and unpredictable environment. It addresses the fiscal aspects of planning so that allocating regional costs of growth can be prepared for. It includes improved baseline environmental standards and other planning initiatives. Finally, it sets the stage for continued oversight of the implementation of the plan through intergovernmental action.

The Planning Process

This plan was prepared in close consultation with a Steering Committee that was appointed by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee. It had representatives from Beaufort County Council, Beaufort City Council, Port Royal Town Council, Yemassee Town Council, the Beaufort County Planning Commission, the Joint Planning Commission, the Lowcountry Council of Governments, and the Beaufort County School District.

The Steering Committee generally met on a monthly basis for more than a year to prepare this plan. It was supported by planning staffs from each jurisdiction working together with planning consultants as a unified planning team. In addition, the Technical Advisory Committee was formed with representatives of many other community organizations and agencies to provide advice and expertise on particular topics relevant to the plan. The Technical Advisory Committee, in turn,

organized itself into a series of special topic working groups who provided focused recommendations on different elements of this plan.

The Steering Committee held public meetings over the course of the planning process at locations throughout the county in order to provide public input and comment. In addition, all meetings of the Steering Committee were open to the public, and public comments were taken by the Committee.

The Steering Committee worked its way through the planning process in a logical and orderly manner. It began by working with the planning staff team to develop a series of “guiding principles” that set the scope and tone of the planning process. Those guiding principles were eventually translated into the Common Goals that are in Chapter I of this plan. The Steering Committee worked with staff to understand possible growth forecasts and alternative future growth scenarios, and ultimately focused in on a particular growth scenario that evolved into what is now embodied in the growth boundaries and land use plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The Committee spent a great deal of time analyzing what future growth meant in terms of transportation needs, and ultimately developed a transportation strategy for the future. Following the transportation analysis, the Committee then worked with a fiscal impact consultant to understand the regional costs of growth related to transportation and other public facilities.

The working groups of the Technical Advisory Committee worked hard to develop specific recommendations for other plan elements, particularly the need for baseline environmental standards, and these recommendations were embraced by the Steering Committee and are included in this plan. Finally, the Committee worked hard to develop a system for future implementation and monitoring of the plan, so that it could become a regional reality.

The Plan

The Northern Beaufort County Regional Plan is organized into eight chapters.

Chapter I – Regional Growth and Common Goals: This chapter contains a series of Common Goals that were derived from the initial Guiding Principles created by the Steering Committee early in the process. These Common Goals are in effect the regional planning “values” that are the foundation for the plan. They include a series of regional planning themes, including:

- The importance of each community working together to coordinate growth in a collaborative way,
- The related importance of coordinated regional infrastructure planning, such as regional transportation facilities,
- The importance of a strong and diverse regional economy,
- The need for a sustainable and fair way of funding regional infrastructure,
- The need for consistent natural resource protection from one jurisdiction to another,
- The desire to focus growth in certain areas, thereby preserving rural character and avoiding inefficient sprawl,
- The importance of preserving open spaces,
- The desire to preserve socioeconomic diversity of the region,
- The regional need for affordable and workforce housing for residents,
- The role that high quality compatible infill can play in regional development,
- Recognition of the need to balance planning policies with the rights of land owners,
- The importance of military facilities in the regional economy and the importance of coordination with military planners,
- The need for continued coordination of the various governments, and
- The need to institutionalize this plan through local community plans and regulations.

Chapter 2 – Growth Coordination Principles: This chapter contains what is in many ways the heart of the plan – future growth boundaries and growth principles. While all elements of the plan are important, this plan revolves around agreement on boundaries for where communities are to grow, and where they agree not to grow, making it possible for the municipalities to plan for their services and for the county to encourage long term sustainable rural areas. The growth boundaries create predictability for both the municipalities and the county by addressing where growth will occur. The growth principles that go with the boundaries lay the groundwork for future agreements as to how the growth will occur, in particular the future “rules” for how development and annexations will be reviewed. The emphasis in the plan is on jurisdictions working together to maximize benefits of growth while mitigating its negative impacts, particularly cross jurisdiction impacts.

Chapter 3 – Land Use: This chapter works in concert with Chapter 2 by defining a future land use plan that fits within the growth boundaries framework. It defines land uses at a level of detail that

creates a regional vision, while allowing each community to continue to do more fine grained land use planning within the regional plan.

Chapter 4 – Transportation and Other Public Facilities: This chapter outlines a strategy for transportation and other public facilities. It recognizes that transportation, perhaps more than any other element, is the “canary in the mine”, meaning that road congestion is often the first and most visible evidence of negative impacts of growth. The plan recognizes, however, that transportation planning occurs in a very dynamic environment, making it difficult to plan at a 20 year horizon with great specificity. For example, many alternatives are identified in this plan that could make certain road projects unneeded in the 20 year horizon, such as mass transit, improved pedestrian and bicycle facilities, and enhanced access management, but no one can predict with certainty how effective these alternatives can be in reducing the growth of vehicular traffic. For this reason, this plan suggests that certain road improvements be included in this plan for continued planning and evaluation, such as the US 21 widening, and the western bypass, recognizing that there is a strong desire by many in the region to avoid having to construct those projects due to perceived negative impacts on the quality of the community.

Chapter 5 – Fiscal Impact of Growth: This chapter places the price tag on future growth. Not surprising, the fiscal analysis points out that current funding sources will not allow the region to keep up with the capital and operating costs of regional public facilities. The unfunded capital costs for transportation, libraries, parks and recreation, and other regional governmental services is expected to be over \$216 million over the next twenty years, 77% of which are transportation related. Another \$230 million in operating and maintenance costs are expected over the same time period. The net fiscal deficit for regional facilities, including capital and operating costs, is forecasted to be in excess of \$217 million over 20 years. This analysis makes it clear that the communities of Northern Beaufort County must work together to identify and plan for new tools to fund this projected deficit, such as updated impact fees, and capital sales tax. Efforts to fund operating costs will be a particular challenge.

Chapter 6 – Baseline Environmental and Corridor Standards: This chapter along with Chapter 7 represents the efforts of the Technical Advisory Committee Working Groups. These Working Groups developed excellent recommendations that address specific implications of plan policies and are an excellent guide to some of the actions that are needed to carry the plan forward. Chapter 6 contains recommendations for improved baseline environmental standards. These include implementation of the Beaufort County Special Area Management Plan (SAMP), storm water “best management practices”, critical line setbacks and natural vegetative buffers, baseline standards for the protection of freshwater wetlands, and others. Baseline standards are also recommended for shared scenic and travel corridors

throughout the region, and for the use of transfer of development rights to preserve open space.

Chapter 7 – Regional Planning Initiatives: This chapter contains recommendations for a series of additional regional planning initiatives related to economic health and diversity, socioeconomic diversity, affordable and workforce housing, infill and redevelopment, military base coordination, and a regional growth tracking system.

Chapter 8 – Implementation Oversight: This chapter provides an overall framework for the implementation of the plan. It provides a four point approach to implementing the plan, including a continuing role for the Steering Committee as an implementation oversight group, the use of intergovernmental agreements to ratify certain plan elements, the inclusion of regional plan policies in local plans and regulations, and ongoing work by the Technical Advisory Committee on additional planning initiatives.

This plan represents a quantum leap forward for regional planning in Northern Beaufort County. In the past, each community engaged in local community planning; while each community tried to plan responsibly, they planned without a sense of the regional implication of their own actions. This regional plan creates a starting point for local planning within a regional framework. While this plan respects the planning autonomy of each community, it represents an agreement by each community to plan as part of the larger regional entity.



1

Regional Growth and Common Goals

Introduction

Northern Beaufort County has experienced steady growth over the last decade. It has not grown as rapidly as the southern portion of the county, but it appears that growth pressures may be increasing – at the very least, we can expect that growth pressures will remain steady. This growth is occurring in an extremely sensitive natural environment that is home to many historic rural, urban, and suburban communities, each of which contributes to a unique and much treasured quality of life.

Growth forecasts were prepared for Northern Beaufort County as part of this regional planning process using the methodology developed originally for the regional transportation planning model. The method of making those forecasts is explained more fully in Appendix A of this plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The following table illustrates the breakdown by planning sub area, and also shows how that population translates into potential dwelling units. During the process of preparing this plan, some members of the public suggested that growth may occur faster than that forecasted using this methodology. It was suggested, for example, that the population could exceed 145,000 in the next twenty years. It should be noted that these population forecasts are not intended to be “predictions” of the future. There are many variables that can influence future growth, including local, regional, national, and global economic trends and changes. Rather, these forecasts should be considered as reference points for planning purposes.

Figure 1

Planning Area	2006	2006	2025	2025
	Dwelling Units	Population	Dwelling Units	Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

In addition to an increase in population and resulting residential dwelling construction, there will also be a corresponding increase in non-residential growth, for uses such as retail, office, industrial, and institutional uses. It is estimated that an additional 6.4 million square feet of non-residential land uses could be added over the next twenty years, most of which would be in the form of retail and office uses (2.3 million square feet of retail, and 2.2 million square feet of office).¹

The communities that make up Northern Beaufort County, including the City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County (together referred to as The Participating Local Governments), recognize that a regional approach is needed to manage this growth, to supplement ongoing local planning in each community. For this reason, the four local governments agree to cooperate and coordinate on regional planning issues that transcend local boundaries. This regional plan is the starting point for an ongoing collaborative regional planning process.

Unlike the southern portion of the county, the communities of Northern Beaufort County are able to set the pattern of growth in the future. In the southern portion of the county, over 90% of the land is already committed in one form or another. In the Northern portion of the county, over two thirds of the land remains uncommitted, which means that the land use pattern has yet to be set.

This plan begins with a series of common regional goals. These common goals are a broad statement of regional planning values and aspirations and serve as the foundation of other plan recommendations in subsequent chapters of this plan.

¹ The methodology for the growth forecasts is described in Appendix A.

Recommendation 1.1: *The Participating Local Governments should work together to achieve common goals related to:*

- *Coordinated Growth*
- *Public Facilities*
- *Economy*
- *Fiscal Health*
- *Environment*
- *Quality of Growth*
- *Open Space*
- *Cultural Diversity*
- *Affordable and Workforce Housing*
- *Infill and Redevelopment*
- *Individual Property Rights*
- *Military Facilities*
- *Local Planning within the Regional Plan*
- *Intergovernmental Coordination*

Each of these is discussed below.

Coordinated Growth

Northern Beaufort County includes four different units of local government, including the City of Beaufort, the Towns of Port Royal and Yemassee, and Beaufort County, each of which is responsible for a wide range of local government services. Each entity has jurisdiction over diverse areas that are unique in their challenges and opportunities, and each entity values their autonomous ability to act in their best interests. Further, there is desire to continue to have distinct and unique communities, each with their own identities.

While recognizing this autonomy and uniqueness of interests, there also are many regional growth and development issues that transcend the boundaries of individual jurisdictions. Chief among these are transportation, natural resource protection, education, workforce housing, and providing public facilities. The livability of individual communities or areas is, in fact, heavily influenced by what happens in other jurisdictions. For this reason, it is agreed by all jurisdictions that certain regional planning issues must be addressed through coordinated regional actions. It is not effective for any one jurisdiction to try to address these regional issues without the coordinated action of all jurisdictions. It is agreed that growth and development, particularly near areas where jurisdictional boundaries meet, should be subject to

strong collaborative planning, while respecting individual jurisdiction autonomy.

Compounding the issue, the unique geography and topography of Northern Beaufort County makes it difficult to define and predict the pattern of future growth, thereby making it difficult to plan for community “edges”. The relationship between historic land use patterns and the unique nature of upland, lowland, island, and water does not lend itself to an easy pattern of concentric growth radiating out from existing communities. Nonetheless, it is critical to the future health and sustainability of the region for the various jurisdictions to come together through a collaborative planning process to address the issues of future growth. A key building block for this regional plan will be agreement on an approach to municipal annexation of property that is currently in the county’s jurisdiction, with mechanisms to facilitate joint planning for such development.

Common Goal 1:

The City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County will coordinate growth in Northern Beaufort County, especially around the current and future edges of the communities.



Timing and Adequacy of Infrastructure and Public Facilities

The provision of infrastructure and public facilities, such as roads, schools, utilities, public safety services and facilities, and libraries is a fundamental purpose of local government. It is incumbent upon local government to provide adequate levels of public service for existing population and businesses and to plan for future facilities to serve anticipated future population. Further, it is incumbent of local government to provide these services in a timely manner relative to the rate of new growth, and to do so in a fiscally responsible manner that fairly allocates the cost of the services relative to existing and new population.

Individual jurisdictions are responsible for various local infrastructure and public facilities within their own jurisdictions and those local facilities are not appropriately addressed as part of this regional planning effort. However, certain facilities have a regional role that goes beyond individual jurisdictions, such as regional roads, bridges, regional parks, schools, and libraries. Other services are provided locally, but can benefit from multi-jurisdictional cooperation, such as public safety services (i.e. police and fire/EMS).

The region's transportation facilities are among the most important in terms of continued economic health and community livability, and they are also the facility that would most benefit from a regional approach. Safe and adequate transportation facilities are important for many reasons: economic trade, convenience of residents and businesses, safety service accessibility, and hurricane evacuations. The planning for and reservation of adequate transportation corridors relative to anticipated growth, and the planning for capital investment and maintenance of roads, are paramount regional challenges to be addressed in this plan.

Common Goal 2:

Adequate and timely regional infrastructure and public facilities will be provided in a fair and equitable manner through a cooperative process in which all units of local government participate and act in the spirit of partnership.

Economic Health and Diversity

One of the critical success factors for any region is to have a strong, vibrant, and healthy local economy. A strong local economy provides employment opportunities for residents, creates a sense of progress and activity, and generates tax dollars that fund local public services and facilities.

There are continuing efforts to actively encourage economic development through agencies such as the Economic Development Partnership and the Beaufort County Chamber of Commerce, and through efforts such as the Beaufort Commerce Park. Part of the challenge in such efforts is to identify and set aside land well served by adequate transportation facilities and other supporting infrastructure.

Beaufort County is in very serious need of new economic development that draws capital and investment from outside the county and provides good wages and opportunities for our citizens. While the county has the highest per-capita income of any county in South Carolina, it has one of the lowest wage rates. It also relies heavily on its residential tax base for property tax revenue. To change this, the county must make a priority of attracting and retaining new business and industry that can make substantial capital investment, and pay good, above state average wages.

Northern Beaufort County is well situated between the ports and airports of Charleston and Savannah, and is close to Interstate 95 and the major east coast rail corridor. The quality of life is high and the county is increasingly a destination for early retirees from eastern metropolitan areas. In spite of these locational advantages, four obstacles have been identified to economic development in Northern Beaufort County.

- The region lacks an adequate supply of appropriately zoned and appropriately located land for non-retail commercial uses. While Northern Beaufort County has two designated industrial parks, one of these, the Yemassee Park, is almost completely wetlands. A more suitable site closer to I-95 should be established to benefit from the locational advantages described above.
- The region also lacks suitable vacant industrial buildings that businesses wishing to locate here can use. The one suitable building available, the Vanguard Building on US 21, was acquired by the Economic Development Partnership and transferred to Greenline Industries, a manufacturing firm that has hired forty persons for good wages and intends to hire more. If more vacant buildings were available, there would be more success in attracting suitable firms to the region.

- Even when a suitable site is available, the development approval and permitting process in Beaufort County and in most municipalities can be time consuming and may discourage potential industrial companies and speculative building developers from locating in the county.
- Finally, a critical piece of our challenge with economic development lies with our workforce. Because we have had few skilled employment opportunities, we have not attracted a pool of skilled labor nor have we provided incentives for our young people to acquire technical skills. Therefore, when a prospective business looks at the availability of skilled workers, the pool is lacking.

Common Goal 3:

A strong, vibrant, and healthy economy will be achieved through a successful economic development program in order to ensure the long term success and viability of the Northern Beaufort County region.

Fiscal Sustainability

As new growth occurs, it will bring with it demands for new regional public service and facilities along with the need for maintenance of both new and old facilities. The construction and maintenance of those facilities will be funded by tax revenues. When tax revenues are not adequate to fund those needs, there will be a fiscal imbalance that can not be maintained in the long run. Therein lays the challenge: how to achieve a land use balance and a revenue structure that funds regional public service and facility needs in a fair and equitable manner among existing and new population and among the Participating Local Governments.

Common Goal 4:

Northern Beaufort County will maintain a fiscally sustainable system of funding regional capital infrastructure, operating, and maintenance needs.

Consistency of Environmental Standards

Natural resource protection is an obvious and classic instance of where impacts transcend political boundaries. Further, the natural environment in Northern Beaufort County is of paramount importance to its lifestyle, image, and economy, more so than in most regions of the country. During the Southern County Regional Plan process, the natural resources deemed most important for protection were salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and freshwater wetlands. That plan also recognizes the importance of mechanisms to permanently preserve open space as a way to protect these natural resources. This planning effort embraces these same natural resources.

While each jurisdiction is free to develop natural resource protection measures that best fit its area, there is great value in having an agreed upon base of environmental protection standards below which no jurisdiction should go. Consistency among jurisdictions in standards relating to water quality is especially important.

Common Goal 5:

Northern Beaufort County will be protected by baseline standards for natural resources including salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and open space preservation that each jurisdiction adopts as part of their planning policies and regulations.

Quality and Form of Development

Northern Beaufort County has a rich diversity of unique “places” – far from the homogeneity of many growing suburban areas, one can experience a full range of natural and man made environments. From the rural historic landscape of Sheldon, to the historic neighborhoods of Beaufort and Port Royal, to the coastal island environment of St. Helena, to the new urbanism styles in communities such as Habersham and Point View, the area is home to distinct “forms” of development and environment. As the region continues to feel growth pressure in the future, all agree that we should strive to maintain its unique sense of place.

Further, the relationship of existing and new communities and neighborhoods is important. The concept of “connectivity”, while it has many dimensions, is an important regional issue. The way in which existing and newly developing areas are connected with roads, pedestrian facilities, and environmental corridors can help contribute to a sense of integrated community, rather than a sense of isolated pods of development.

One of the ways in which a sustainable regional form can be accomplished is to identify a regional vision for the overall form of new development relative to existing development and the natural environment, and then to implement local planning policies and regulations to implement that vision. While each community will continue to have its own responsibility to implement such policies at the local level, the region as whole benefits from a common understanding of the how the individual communities will fit together as a region. While it would not be desirable to have each community have the same standards – having all the communities look alike would detract from diversity of the area – it is very desirable for each community to understand where it fits into the regional form.

Common Goal 6:

Northern Beaufort County will maintain a distinct regional form of compact urban and suburban development surrounded by rural development for the purpose of reinforcing the valuable sense of unique and high quality places within the region.



Open Space Preservation

One of the features that most contributes to the character of Northern Beaufort County is its extensive amount of open spaces. These open spaces take many forms – water, marshes, pine forests, farms, and simple vacant land. The long term preservation of some of these open spaces is important to preserve community character. The open space preservation issue is closely tied to both the natural resource protection and regional form issues discussed in those respective common goals. The preservation of natural resources often also preserves open space, and a well designed regional open space system contributes heavily to an overall regional form.

Substantial preserved open spaces that form a regional system will not occur without a strong regional effort. It is true that participating local government can and should pursue open space preservation at a local level, but those efforts should be part of a regional framework to ensure that they fit together in such a way that they reinforce natural resource and regional form goals.

It is also important to recognize as part of this regional planning effort that the extensive open spaces that currently exist can not be expected to remain without active efforts by the communities. Most open spaces (other than those already permanently protected) are in private ownership. In a sense, this is “borrowed open space” - much of the general public appreciates and enjoys that open space, but we can not expect private land owners to carry the burden of providing open space in the long term.

Common Goal 7:

Methods of creating and permanently preserving a regional open space system will be developed.

Diversity

Northern Beaufort County is blessed with a diverse population, both ethnic and socioeconomic. It has many people whose families and culture date back centuries, and whose roots and commitment to the community are deep. However, as a potential high growth region with tremendous natural beauty and character, there is concern about the ability of many within the indigenous population who were in Beaufort County prior to modern development in the later part of the twentieth century to remain in the region as land values and housing costs rise.

There are many regions around the country where high growth changes the fundamental nature of the local economy, making it difficult for many people to afford to continue to live in the area (including being able to afford real estate based taxes) or to participate fully in the economic prosperity and opportunities that growth can bring. This is particularly true of the underprivileged or poor.

Northern Beaufort County and its Participating Local Governments want to avoid this phenomenon of cultural and economic displacement and isolation of certain populations in the region. All of the local ethnic and socioeconomic groups contribute to the quality of the region and its communities, and this plan recognizes the role that they have played in making the area what it is.

Common Goal 8:

An integrated ethnic and socioeconomic diversity of the region will be promoted regionally, and in particular the ability of indigenous population groups to remain a contributing part of the region and benefit from the opportunities that come from growth will be protected.

Affordable and Workforce Housing

Related to the issue of diversity is the provision of affordable and workforce housing. While the availability of affordable housing and the provision of work force housing for local workers are different issues, they are part of the same larger need to ensure that the region is providing a full range of housing to meet a growing and changing population.

Common Goal 9:

Affordable and workforce housing will be addressed on a regional basis through a multi-jurisdictional approach.

Infill and Redevelopment

Infill and redevelopment refers to the development of vacant land that is surrounded by development, or the redevelopment of land that had previously been developed but which is underutilized under current market conditions. While this is not often an issue addressed at the regional level, infill and redevelopment can have regional implications in that may reduce pressure for growth in “greenfield” areas. Thus, while each community will wish to have its individual infill and redevelopment policies to ensure that this type of development occurs in a way that is compatible with the community, the regional plan embraces the idea of infill and redevelopment as a way to absorb some share of regional growth, perhaps reducing pressure around the edges.

Common Goal 10:

Compatible local infill and redevelopment by the local governments will be supported on a regional basis.



Balancing of the Broad Public Interests with Fairness to Individual Property Owners

Planning for the future of a region inevitably involves the balancing of interests. Local governments have the right and responsibility to plan for the broad public interest, in the manner that such public interest gets defined in an individual community. Much of the planning that occurs directly affects people who own private property. While it is well established that local governments have the ability to regulate the use of private property within the limits of law, the importance of private property rights is also a core value.

Land in Beaufort County is obviously owned by a wide range of interests. Some is owned in large assemblages and some is owned in small holdings. Some is owned by relative newcomers to the region, and some has been in family hands for many generations. Some is owned by interests who wish to capitalize on it as an investment, and some is owned by people who intend to use their land as is indefinitely into the future. In all cases, planning must involve a balancing of property ownership and public interests, a balancing that is unique in each region.

Common Goal 1 I:

The Northern Beaufort Regional Plan will promote the broad public interest, but it will be mindful of the impacts that planning policies have on private property interests.

Relationship of Growth to the Military Facilities in Northern Beaufort County

The military facilities in Northern Beaufort County, such as the Marine Corp Air Station, the Naval Hospital, and Paris Island are important components of the regional planning effort. The military facilities are long-time major economic engines for the County, and their continued presence is important to the long term economic health of the region. The Participating Local Governments all agree that this plan must

respect the operational needs and constraints presented by the presence of the military facilities.

The Air Station in particular has potential impacts that affect this planning effort. The Air Station has been clear in identifying its potential impacts on the region through the publication of AICUZ maps (Air Installation Compatible Use Zones). The Station has also been a willing participant in intergovernmental planning efforts designed to plan for the external impacts of the base. Further, potential changes in the mission and types of aircraft associated with the base may expand the zone of impacts of future flight patterns.

Common Goal 1 2:

The Northern Beaufort Regional Plan will result in continued collaboration with military facility planners, and in particular will respect the AICUZ contours.

Preparation of Comprehensive Plans

Beaufort County and its municipalities face statutory requirements for preparing new Comprehensive Plans in 2007 and 2008. With overlapping geographic areas of common interest, along with issue areas that transcend jurisdictional borders, it is important that these new individual policy documents contain common approaches to regional challenges. The plans should be based on a common expectation for growth patterns in the county, and contain consistent approaches to transportation, environmental, and housing issues.

Common Goal 1 3:

Preparation of individual Comprehensive Plans for each of the county's jurisdictions in 2007 and 2008 will use this Northern Regional Plan as a common policy base for growth patterns and issues of regional scale.

Intergovernmental Coordination

Overlaying all the issues identified in these Common Goals is the need to identify a way in which to accomplish the regional strategies that ultimately arise from this plan. It is clear to all that close cooperation, collaboration, and communication is needed on these issues.

Common Goal 14:

The regional planning effort will require future intergovernmental coordination to implement this plan.



2

Growth Coordination Principles

Introduction

The Northern Beaufort County Regional Plan provides a framework for the Participating Local Governments to plan cooperatively for the future. While it is fully recognized that each jurisdiction will continue to plan for their own best interests, it is also recognized that there is a strong need for an overall organizing vision for the region's and the people's common good that transcends local boundaries. Further, the Participating Local Governments agree that a shared regional vision put into practice benefits not just the region and its citizens, but each community individually as well.

The regional plan is wide ranging and far reaching, addressing issues as diverse as land use, the delivery of essential public services, transportation, the environment, the economy, fiscal sustainability, and affordable housing. However, in order to successfully address these diverse issues on a regional level, it is necessary to embrace the overarching growth coordination principles set forth in this chapter.

The following principles propose agreement on a basic set of future growth boundaries, a future regional land use pattern, the implications that these boundaries and land uses have on future municipal growth and rural preservation, how this plan can be institutionalized in local planning programs, and how the implementation of this plan can be promoted. The over-riding principles to be applied in all instances are: (1) Mutual public benefit, (2) Mitigation of extra-territorial impacts, (3) Joint regional plan consistency, and (4) Plan implementation through inter-government agreements.

Recommendation 2.1: *The Participating Local Governments should work together to incorporate growth boundaries and growth principles into future regional and local planning efforts, policies, plans, and land use regulations.*

Growth Boundaries

Agreement on future boundaries of growth is a critical step for the Northern Beaufort region. Growth boundaries allow for the municipalities to plan for their future growth in an efficient and predictable manner. Likewise, growth boundaries allow for the county to plan for rural areas and focus its attention on county-wide issues such as transportation and environmental resources in a cooperative manner with the municipalities. In order to provide a clear boundary to growth and identify those areas anticipated to be preserved for rural uses, the Participating Local Governments agree:

- That the Growth Boundary identifies land that is envisioned as the future growth areas (inside the boundary, with the exception of the AICUZ areas and the northern portion of Lady's Island discussed separately in this plan) and land that is envisioned to remain rural in character (outside the boundary).
- That land located inside the Growth Boundary (see Figure 2) is expected to ultimately annex into a municipality with a demonstration that adequate public facilities are available or will be available at the time of development and that negative impacts of development will be mitigated.
- That land outside the Growth Boundaries is envisioned as developing at rural densities of no more than one unit per three acres gross density or subject to existing Community Preservation Districts (CPD), and that such land is not anticipated to be annexed into a municipality nor is it envisioned as being approved for urban densities. It is acknowledged by the Participating Local Governments that the county will further plan for and define rural planning policies through its comprehensive plan update and that this additional planning may further define rural development options and policies. However, the county agrees that the underlying policy of preservation of rural character and low density development patterns as contained in this regional plan will be respected in the comprehensive plan update.
- The Participating Local Governments agree that rural preservation is an important component of the overall system of Growth Boundaries and that it is in the regional interest to protect rural character and density while allowing economic use of rural property. In order to ensure longtime residents in the rural areas are protected, it is anticipated that the county will continue to allow family subdivision exemptions. Generally what the provision would do is exempt the transfer of certain size parcels from long-time landowners to their children. It is further anticipated that the county will seek to enhance economic opportunities for rural

residents by encouraging nonresidential activities that are compatible with rural areas through uses such as rural business districts, cottage industries, and continued agriculture and forestry.



Land Use Plan

Within the framework of the Growth Boundaries, it is also in the regional interest for the various communities to agree on an overall land use pattern (see Chapter 3). This will allow for closer coordination of land use planning and provision of services among and between the communities as they continue to engage in their own local planning and land use regulation. In order to provide a long term regional land use vision, the Participating Local Governments agree:

- That the Future Land Use Plan will serve as the regional guide to future land uses in order to ensure that growth will occur in an orderly and coordinated manner.
- That the Future Land Use Plan will be supplemented with land use definitions and policies that identify the circumstances under which they are considered appropriate.

Annexation Principles

While it is important to agree on growth boundaries and recognize that annexation is likely within those boundaries, it is also important for the communities within the region to agree on how annexations will occur, and in particular how land use and service delivery will be addressed relative to multi jurisdictional impact. In order to provide for efficient annexation that promotes the long term economic health of municipalities, allows for reasonable growth within designated growth boundaries, and mitigates negatives impacts on unincorporated land and provision of services, the Participating Local Governments agree:

- To develop mutually agreeable annexation principles that address mitigation of extraterritorial impacts associated with annexations, including protection for designated CPD's, public facility standards, traffic impact study requirements, baseline open space requirements, and baseline environmental standards that will be met prior to annexation occurring. These will include at least the following:
 - The Participating Local Governments agree to develop procedures for notices of proposed annexations by a municipality with an ample opportunity for comment by the county.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze and mitigate the potential impacts of proposed annexations on the delivery and level of service of public services and facilities, including fire, parks, library facilities, law enforcement, schools, transportation and roads, and public water (river) access in order to assure that adequate public services and facilities will be available to serve development expected as a result of annexations.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze the impact of proposed annexations on the efficiency of services. This will include the ways in which services can be coordinated among jurisdictions, the avoidance of inefficient overlap of services or potential gaps in services, and a fair and proportional funding of services between the municipality and the county.
 - When, or if, after review and comment by the county, there is disagreement as to the consistency of the annexation with the regional plan, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.
- To develop mutually agreeable principles that address enclaves of unincorporated county territory within the Growth Boundary to provide for the most efficient pattern of land uses and provision of services consistent with the regional plan. Mutually agreeable

principles will also be developed that address instances in which development approval is requested, but where municipal annexation is not yet practical or desirable due to lack of contiguity with a municipality. These will include at least the following:

- The Participating Local Governments agree that it is the policy of this plan that land contiguous to municipalities will not be increased in authorized density without annexation to a municipality.
- For properties that are not contiguous to a municipality, the Participating Local Governments agree that the most appropriate method of urban or suburban development is through eventual annexation to a municipality. The Participating Local Governments agree that it is contrary to this regional plan for the municipalities and the county to compete for urban or suburban development or to allow the jurisdictions to be a party to zoning “jurisdiction shopping” by applicants. The county agrees that it will encourage property owners / developers who desire to increase density on non-contiguous property to first explore the feasibility of annexation, including consultation with the municipality and contiguous property owners.
- The Participating Local Governments agree that it is the policy of this plan not to increase density on property within the Growth Boundaries that is not contiguous to a municipality unless feasible annexation options have been ruled out and until the municipality has been provided the opportunity to review and comment on the request. If it is determined that it is not feasible to annex due to a lack of contiguity, the Participating Local Governments agree to develop guidelines for municipal review and comment to the county prior to their being considered for rezoning.
- Further, the Participating Local Governments agree that it is in the regional interest to avoid the creation of developed enclaves of unincorporated land that create inefficient service patterns. The Participating Local Governments agree to work together to find ways to encourage the eventual annexation of non contiguous urban or suburban development. Specifically, the Participating Local Governments agree to explore legal mechanisms whereby urban or suburban development could be subject by agreement by property owners to annex to a municipality under prescribed circumstances at a later date, subject to law.
- The Participating Local Governments agree to develop guidelines for the protection of existing Community Preservation Districts within the Growth Area.
- When, or if, after review and comment by the municipality, there is disagreement as to the consistency of the rezoning and development standards with the regional plan and agreed upon guidelines, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.

- The Participating Local Governments agree to develop approaches to addressing existing enclaves of unincorporated county land surrounded by municipal land, particularly to assure an orderly and efficient provision of public services and facilities, and the possible ultimate annexation of such areas.

Comprehensive Plans and Regulations

There is a clear desire on the part of the communities in the region for this regional plan to become ingrained in local planning policies and practices and serve as a true regional planning guide. In order to make this regional plan a part of the local planning and regulatory systems, the Participating Local Governments agree:

- To incorporate the policies and recommendations of this plan into their local comprehensive plans and local land use regulations.

Ongoing Implementation

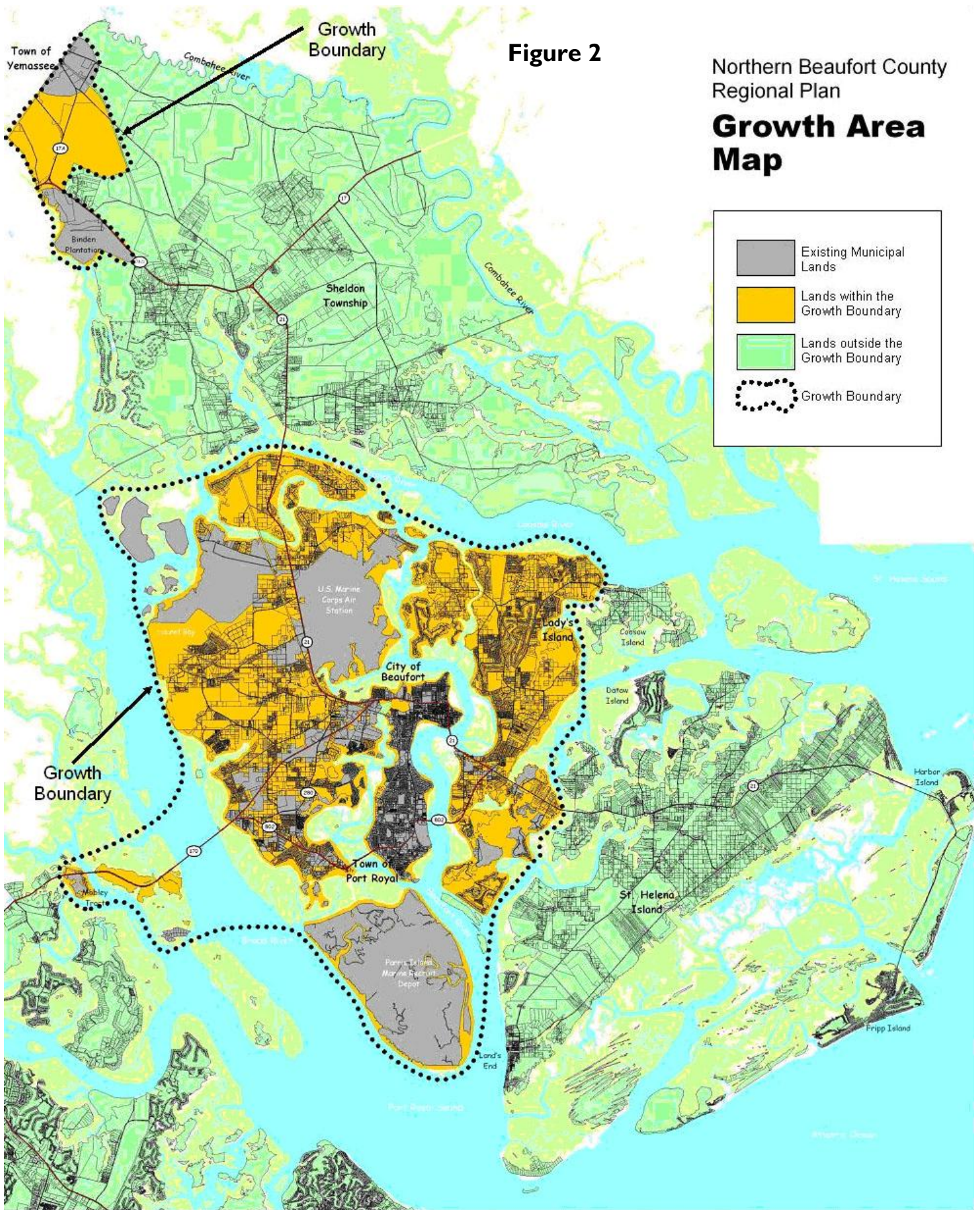
Just as there is a desire for this plan to make a difference at the local level, it is important that this plan be accompanied by measures designed to make it a reality. In order to insure that this regional plan is implemented, the Participating Local Governments agree:

- That once the Northern Beaufort County Regional Plan is completed the Regional Plan Steering Committee will continue to exist under the name of the Northern Beaufort County Regional Plan Implementation Oversight Committee and meet with responsibility for monitoring and facilitating implementation of this plan.
- To pursue development of an intergovernmental agreement that will establish the provisions for complying with, monitoring, overseeing implementation, and updating this plan.

Figure 2

Northern Beaufort County
Regional Plan

**Growth Area
Map**



3

Land Use

Introduction

The growth boundaries described in Chapter 2 establish a broad and critical regional vision of growth areas and rural areas. Within this framework, it is also important to define a regional land use pattern. This chapter summarizes the future regional land use pattern envisioned by the Participating Local Governments for Northern Beaufort County. This regional land use plan will serve as the basis for updates to land use plans for each of the individual communities.

The Future Land Use Map (See Figure 3) identifies a land use pattern that builds on the Growth Area Map. It includes land uses organized into six categories, including residential, commercial, light industrial, rural, preserved, and military. Within the broad categories there are more detailed breakdowns of land uses, along with definitions of the land uses. Also, the land use categories include additional discussion of the regional issues associated with those land uses in order to further guide the individual communities in their local planning processes.

Generally speaking, the areas within the growth boundaries are designated for either commercial, light industrial, urban residential, or neighborhood residential uses, and the areas outside the growth boundaries are designated for rural uses. There are, however, several exceptions to this pattern:

- The area around the Marine Corp Air Station is designated as low density residential,” as part of the joint planning effort designed to minimize growth within potential noise or hazard zones.
- The area on the northern portions of Lady’s Island is designated as “rural” use. While this is within the growth boundary, it is not desirable for this area to develop at higher than rural densities due to the regional transportation constraints (namely the bridge crossings between Lady’s Island / St. Helena and Port Royal Island). At such time that a third crossing or other relief can be provided in the future, this plan could be reevaluated relative to rural

designations within the growth boundary as part of a regional plan update.

- There are several “neighborhood residential” areas designated on Fripp and Harbor Islands, simply reflecting the existing development patterns. This plan does not envision those neighborhood residential areas expanding beyond their current boundaries.

Recommendation 3.1: *The Participating Local Governments should work together to implement the regional land use plan through their own local plans and land use regulations.*

Residential Land Uses

To promote a desirable regional pattern, new residential uses should develop in a pattern that maximizes the efficiency of regional infrastructure and the avoidance of sprawl or “leap-frog” patterns. Residential uses are encouraged to develop inter-connected neighborhoods, not isolated subdivisions that lack regional connections. Residential areas should promote regional pedestrian connections and should be coordinated with regional parks and open space facilities where feasible.

The Residential Land Use group includes urban residential and neighborhood residential land uses.

Urban Residential - Future development within the urban residential area is anticipated to be similar to the type and mix of land use currently found in the City of Beaufort and the Town of Port Royal. Infill and redevelopment would be targeted within Beaufort and Port Royal and in the Shell Point areas, parts of Lady’s Island and Burton (outside of the Airport Overlay District). Gross residential densities are between 2 and 4 dwelling units per acre with some denser pockets.

Neighborhood Residential - Neighborhood residential use implies that residential is, in fact, the primary use, with some supporting neighborhood retail establishments. New development is encouraged to be pedestrian-friendly, have a mix of housing types, a mix of land uses and interconnected streets. Maximum gross residential density is approximately 2 dwelling units per acre. It is assumed that 5% to 10% of the land area may consist of commercial development. This designation also includes Dataw, Fripp, and Harbour Islands.

Low Density Residential - Low density residential uses, which are located in northern Port Royal Island and Lady’s Island, are affected by

the noise contours and accident potential zones associated with the U.S. Marine Corps Air Station. Residential development and places of assembly would be highly limited in those areas. Light industrial, commercial, and agricultural uses would be recommended in these areas.



Regional Planning Issues Associated with Residential Uses:

- It is recognized that urban and neighborhood residential areas will include a mix of uses, housing types, and residential densities, however it is important that the overall density remain within the parameters established in the above definitions and that the mixture of non-residential uses not overwhelm the residential character of these areas. While local commercial uses are envisioned as appropriate and desirable in residential areas, they should retain the local commercial scale so as to not overwhelm the residential neighborhoods. Similarly, while higher density multi-family uses are envisioned as being appropriate in residential areas, they should be offset with lower density residential and open space in the neighborhood to maintain the residential neighborhood character.
- Residential uses should be designed and developed to improve regional transportation connectivity. While the design of streets in individual neighborhoods is a local matter, the promotion of multiple road connection options on a regional level should be encouraged in residential developments.
- Residential developments that are made possible by annexation should be sensitive to and mitigate negative impacts on surrounding residential areas, including those in remaining unincorporated land.

Commercial Land Uses

Commercial development in Northern Beaufort County should embody high quality site plan and design principles, particularly related to landscape, signage, building design and orientation, and parking lot designs. Commercial development should be compatible with surrounding residential areas and should be connected to pedestrian systems such as sidewalk and trail systems that exist. Commercial uses should focus on key transportation nodes, avoiding strip patterns.

The commercial land use group includes core commercial, regional commercial, and community commercial.

Core Commercial - Core commercial uses include downtown Beaufort and Port Royal and areas along Boundary Street that are planned to have pedestrian scale, zero lot line oriented commercial development.

Regional Commercial - Regional commercial uses are those uses due to their size and scale that will attract shoppers and visitors from a larger area of the county and outside the county. Typical uses include “big box” retail uses, chain restaurants, and supporting retail.

Community Commercial - Community commercial uses typically serve nearby residential areas, such as a shopping district anchored by a grocery store. Good local examples of community commercial areas are at the intersection of US 21 and SC 802 on Lady’s Island and Midtown Plaza (Bilo) in Shell Point.

Regional Planning Issues Associated with Commercial Uses:

- Commercial land uses should be designed according to sound access management principles and techniques in order to provide for efficient ingress and egress of traffic to minimize the efficiency and capacity of the regional transportation system.
- Commercial uses should promote regional transportation connections, and should avoid being designed and located so as to impede efficient regional transportation flow.

Light Industrial Land Uses

Chapter 7 of this plan identifies the need for providing a sufficient quantity of suitable located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Uses in this category include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.

Rural Land Uses

The historic character of rural areas should be preserved and strengthened respecting existing Community Preservation Districts, providing for family subdivision options, by promoting compatible density and intensity, and by allowing rural economic opportunities that are compatible with rural areas.

The Rural Land Use group includes rural areas and rural communities.

Rural Community - These areas roughly correspond with the areas designated as “community preservation” in the county's Comprehensive Plan. These areas are proposed to serve the surrounding rural community with small scale retail and service uses and low to moderate density residential – approximately 1 dwelling unit per acre.

Rural - Rural areas are situated outside of the urban service area. Except where noted, these areas would retain their rural character with low density residential development, supporting small scale commercial development, and agricultural land uses. Future development in rural areas is anticipated to be similar to the type and mix of land uses currently found in the Sheldon area and St. Helena Island. Maximum gross residential density – 1 dwelling unit per 3 acres.



Regional Planning Issues Associated with Rural Uses:

- The Rural Land Use categories assume a mix of land uses, including agricultural, residential, and commercial. However, commercial land uses should be limited to those supporting the surrounding residential or agricultural areas and should typically be located along arterials.
- This Regional Plan acknowledges and respects the rural communities. In several of the rural communities, local plans have been undertaken and will continue to govern planning in those areas. It is anticipated that local plans will be completed for other rural communities as designated on the future land use map.

Preserved Lands

The Participating Local Governments should continue to preserve lands for open space purposes consistent with this regional plan.

This category includes all park lands and public and private lands preserved through conservation easements.

Military

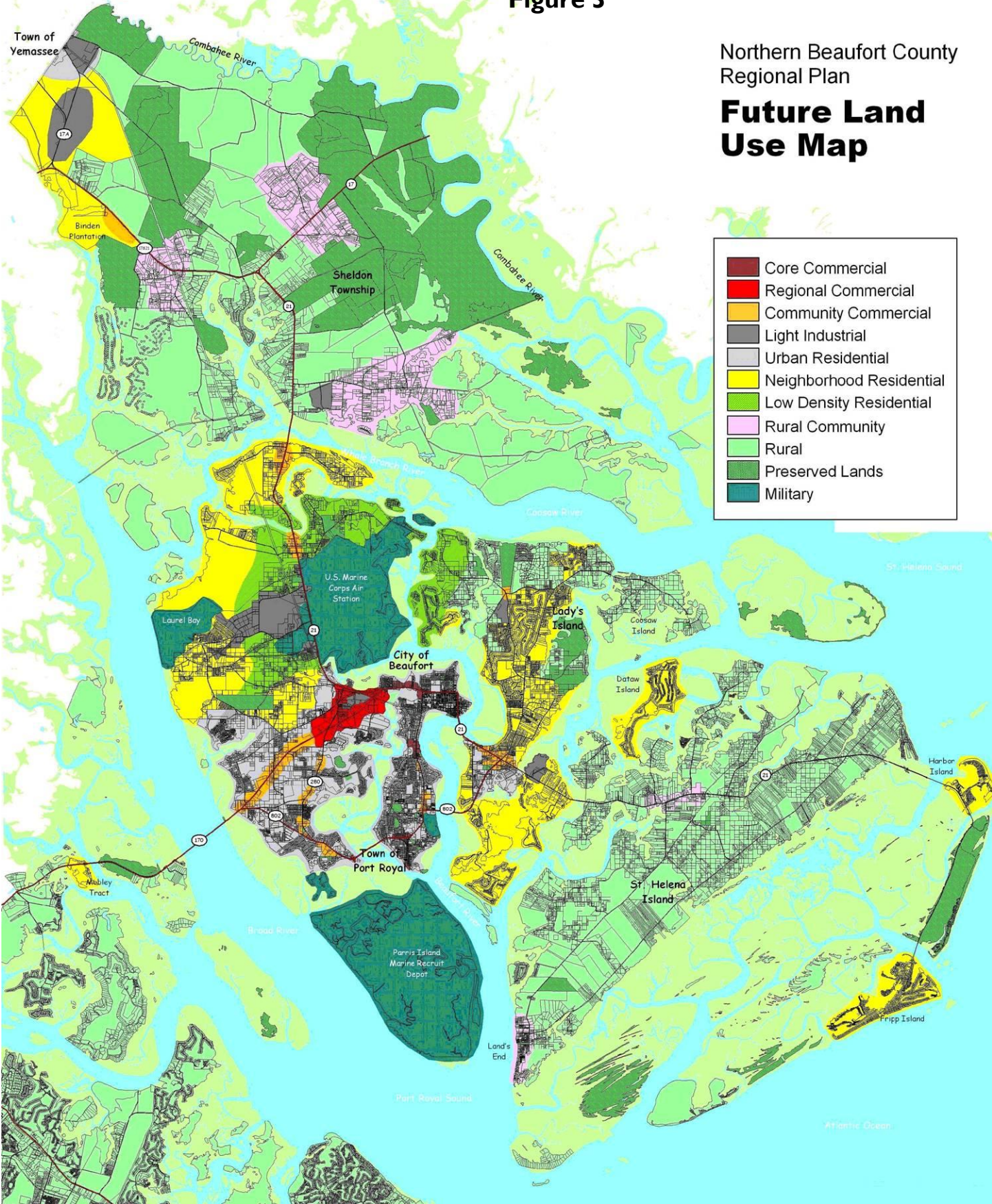
The Participating Local Governments should continue to coordinate land use planning with military installation planning consistent with this regional plan.

This category includes all military installations.



Figure 3

Northern Beaufort County
Regional Plan
Future Land Use Map



4

Transportation and Other Public Facilities

Introduction

One of the common goals of this plan is to provide public facilities in a coordinated way concurrent with new growth. While some local public facilities are best planned for and provided by individual communities and are beyond the scope of this plan, some public facilities raise issues that go beyond the ability of individual communities to address.

Traffic congestion is the most tangible and noticeable indicator of the declining quality of life caused by new growth. This is not to suggest that other public facilities, the natural environment, and other elements of this plan are any less important, but transportation level of service, particularly related to vehicular traffic congestion, is where we often see the earliest impacts of growth. It is the proverbial “canary in the mine”. For this reason, this plan focuses attention on understanding the implications of growth for transportation, the potential solutions to address impacts of growth, estimated costs of those improvements, and a strategy for responding to the uncertainties involved in planning for transportation improvements in an ever changing environment.

This plan also identifies public facility needs and costs related to parks and recreation, sheriff’s facilities, detention facilities, general government and courts, health and human services, libraries, and emergency medical services.

Transportation

The transportation strategies identified in this chapter are based upon extensive analysis performed to determine transportation needs in the northern region of Beaufort County. The land use assumptions developed in the plan (as explained in Appendix A) were incorporated into the transportation analysis. In addition to the capacity of the existing road network, the analysis factored in committed and planned transportation improvements. Even with these committed and planned projects, the analysis identified future road deficiencies that will likely result from new growth in the next 20 years. Rather than simply addressing these deficiencies by building more roads, this analysis first looked at how future road capacity could be preserved and enhanced by pursuing the following alternative transportation strategies:

- Transit
- Travel Demand Management
- Pedestrian and Bicycle Connections
- Access Management
- Intersection Operational Improvements

Transportation projects are summarized in two categories: “planned and committed” projects, and “recommended additional transportation solutions”. Each is discussed below.

Planned and Committed Transportation Projects in Northern Beaufort County

The analysis of future transportation conditions was based on year 2025 and reflected projects with committed funding (committed project) or for which significant studies have been performed and are included in the Beaufort County planning process for future funding (planned projects). The analysis results for the “committed and planned projects” assumed to be in place in the future year 2025 are shown in Figure 4.

Recommendation 4.1: *The Participating Local Governments should work together to implement planned and committed road widenings, new road alignments, and planned intersection improvement projects:*

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes)
- 2) US 17 from US 21 to SC 64 (4 lanes)

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road)
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road)

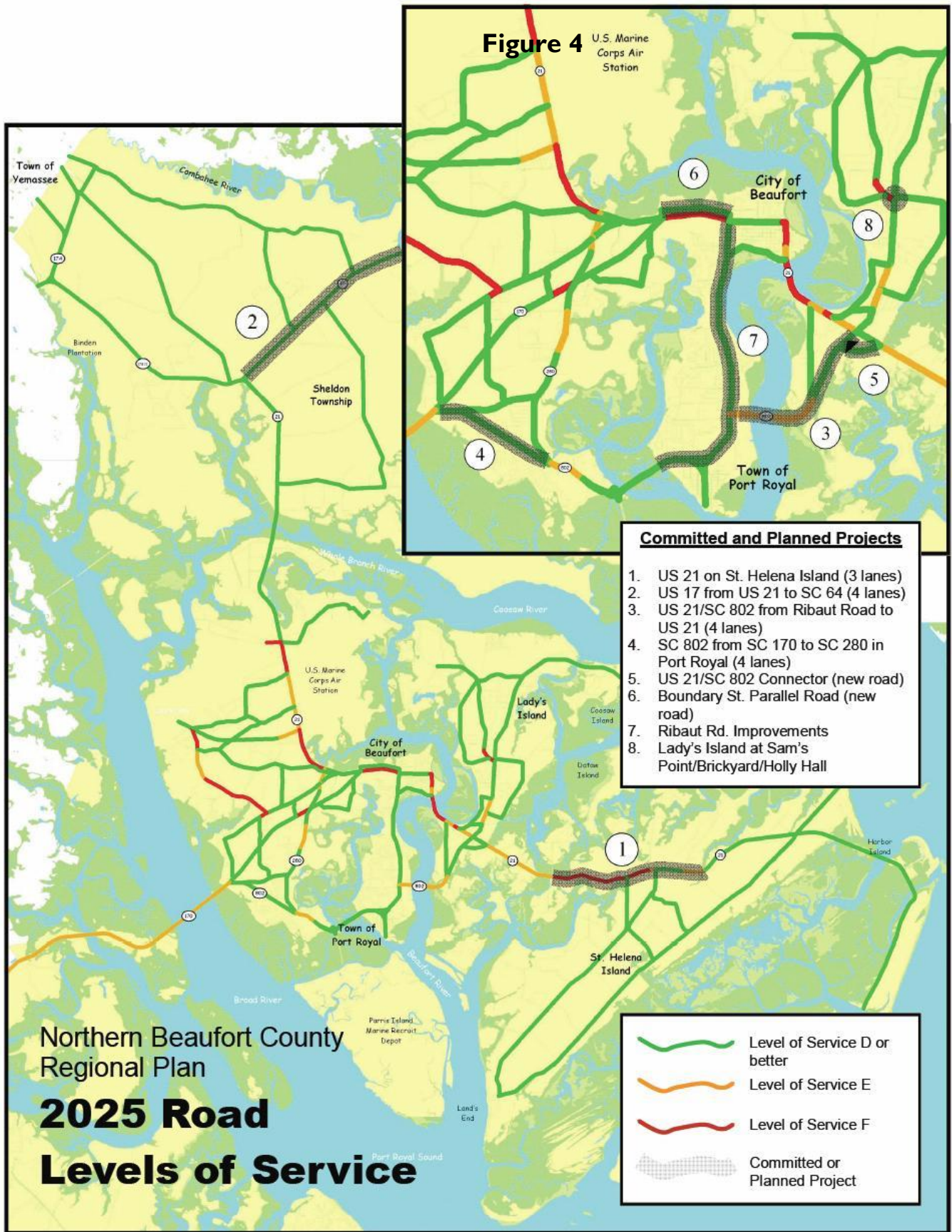
Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road)
- 6) Boundary Street Parallel Road (new 2-lane road)

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall





Recommended Additional Transportation Solutions

The transportation analysis shows that even with the planned and committed projects, additional transportation solutions are needed for longer term growth. Specifically, assuming the planned and committed projects are built, the following areas are forecasted to be deficient in the long run (by year 2025) based on growth forecasts:

- US 21 (Broad River Boulevard to Clarendon Road)
- US 21 (SC 170 to Ribaut Road)
- US 21 (Boundary Street to St. Helena Island)
- SC 802 (east of Ribaut Road)
- SC 802 (north of US 21)
- Joe Frazier Road (north of Broad River Boulevard)
- SC 170 (west of SC 802)
- SC 280 (US 21 to Mink Point Boulevard)

Thus, additional improvement recommendations were prepared after considering a wide range of solutions, including major capacity improvements, transit, pedestrian and bicycle connections, access management, and operational improvements.

Recommendation 4.2: *The Participating Local Governments should work together to explore and evaluate a range of transportation improvements, including road capacity improvements, transit, pedestrian and bicycle connections, enhanced access management, and operational improvements. It is important to recognize that these approaches should be explored and evaluated, and that flexibility is needed to determine the best specific solutions based upon analysis of changing conditions.*

Transit and Travel Demand Management – *A transit route could reduce the trips made across the key Woods Memorial Bridge and SC 802 river crossings. A circulator between these areas would need to operate with frequent service/short headways to be effective in attracting riders to switch modes from automobile use. A program to provide an organized approach to teleworking, flexible work hours, carpool matching, and vanpool services is recommended for the Downtown Beaufort and Port Royal areas. A second program to focus on U.S. Marine Air Station carpooling is also recommended. The transit and travel demand management strategies will require more detailed study to determine the anticipated level of benefits and feasibility.*

Pedestrian and Bicycle Connections – *Providing local pedestrian and bicycle connections where commercial areas are present near residential*

communities could reduce trip making along adjacent arterials. On a larger scale, implementation of a bike corridor along the abandoned railroad corridor west of US 21 is recommended to provide access to an alternative transportation mode for those along the US 21 corridor. This corridor would provide a trail that is separated from automobile traffic, enhancing safety for all users over on-street bike lanes or “share the road” designations.

Access Management – Access management along major corridors is recommended to maximize the capacity available to move through traffic. Access management is recommended along the following corridors:

- US 21 north of SC 170
- US 21 south of the Beaufort River to St. Helena Island
- SC 170 from US 21 to the Broad River
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) – The US 21 corridor experiences significant capacity limitations that are beyond those effectively addressed with the alternatives to capacity expansion examined. Further, significant growth management would be needed to reduce trip making to mitigate deficiencies along the corridor. Therefore, widening of US 21 north of SC 170 is recommended to accommodate these travel needs. This should be designed as a “complete streets” application to include automobile, pedestrian, bicycle, and transit considerations, as well as landscaping.

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) – This connection will provide a link from the US 21 corridor to the SC 170 and SC 802 corridors. This connection has the potential to relieve US 21 for traffic traveling to/from SC 170, as well as serving some traffic along US 21 north of Beaufort that is destined for Port Royal, Lady’s Island, or St. Helena Island. This project will provide the planning and analysis needed for consideration of this alternative for application beyond year 2025.

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) – The capital project sales tax currently provides funding for a possible alignment (the northern bypass) for a third crossing from Lady’s Island to the mainland. Pursuant to Federal concept definition/NEPA requirements, this feasibility study would include analysis of the mobility, economic, and community/environmental impacts and benefits of various alignment options.

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) – This road would connect from SC 170 near Neil Road eastward via an abandoned rail corridor toward Downtown Beaufort. This linkage would provide direct relief to the congested section of US 21 between SC 170 and Ribaut Road, as well as provide a bicycle connection through the area. In order to minimize long distance through travel, the roadway cross

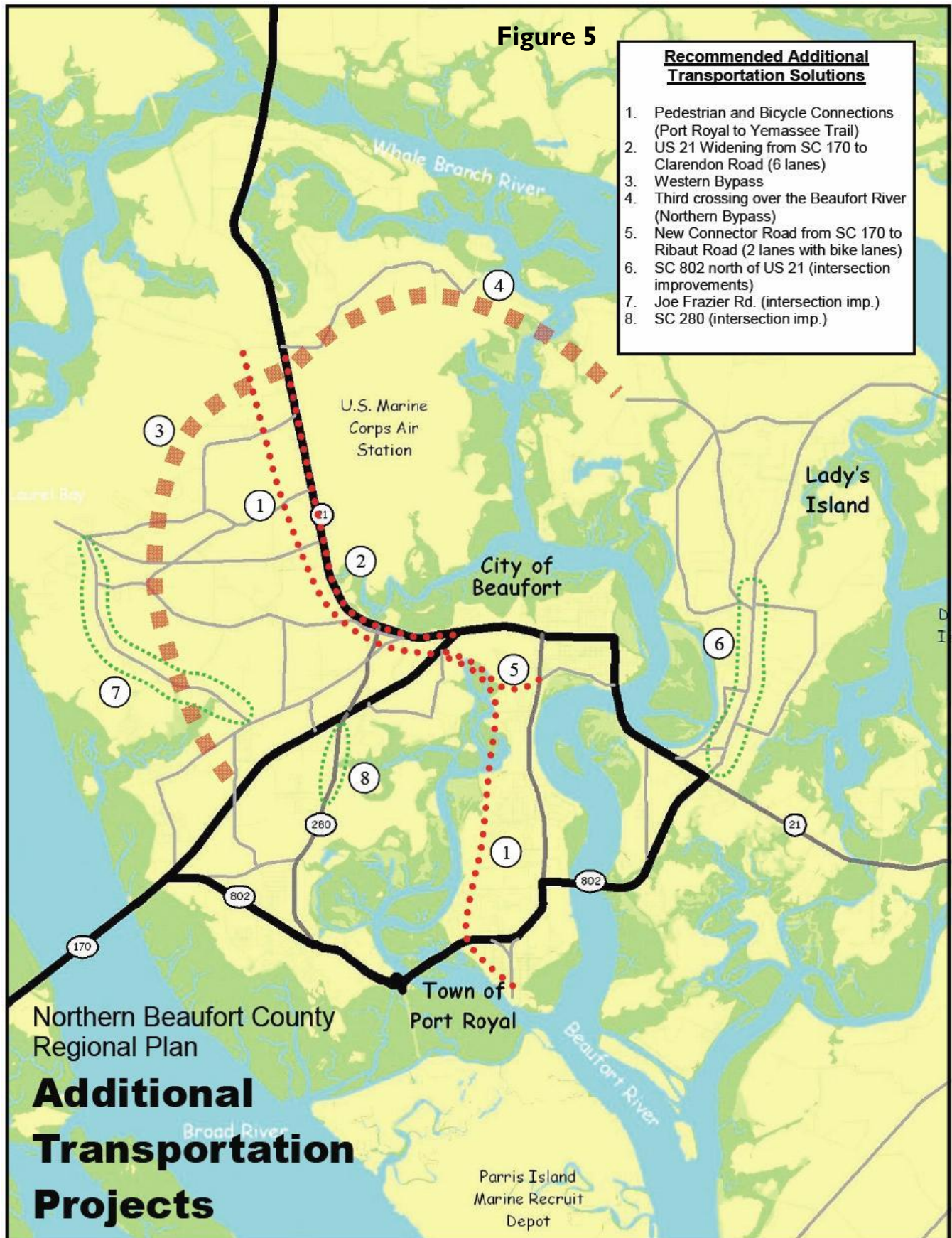
section and speed design should be that of a collector road for local connectivity.

Intersection and Roadway Operational Improvements – Implementation of turning lanes at appropriate locations and intersection improvements to enhance flow at bottleneck intersections could free underutilized capacity along key corridors. Operational improvements are recommended in the following areas:

- SC 802 north of US 21
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

The Recommended Additional Transportation Solutions are illustrated in Figure 5.





Transportation Cost Estimates

Capital cost estimates for transportation improvements are indicated below in 2006 dollars. The fiscal impact of these capital costs are evaluated in Chapter 5.

Committed and Planned Roadway Improvements

Below is a list of the eight “committed and planned” projects and their associated costs, totaling approximately \$178 million. The County sales tax will be used to match the larger state and federal shares of these projects. Based on the availability of state and federal funds, many of these projects could be implemented in the short-range (2007-2015).

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes) - \$12.3 million
- 2) US 17 from US 21 to SC 64 (4 lanes) - \$92 million for Beaufort County portion only

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road) - \$35.7 million
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road) - \$7.0 million

Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road) - \$6.0 million
- 6) Boundary Street Parallel Road (new 2-lane road including Boundary Street improvements) - \$22.0 million

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements - \$2.3 Million
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall - \$250,000

Additional Transportation Improvements

Beyond the eight planned and committed projects, this plan recommends an additional list of transportation improvements. These eight additional recommended projects result in an overall cost of \$122.3 million with \$33.7 million occurring in the short-range and \$88.6 million occurring in the long range. Some of these costs could be reduced through potential state or federal dollars. The transit improvements in particular could be assisted by up to a 50% match by the federal government. Further, it is possible that the costs of creation of a local transit authority could be avoided by working with the existing

Low Country Council of Governments (LCOG) authority. However, for the purpose of conservative planning, the total costs of these improvements are assumed to be a local responsibility.

Transit and Travel Demand Management - \$20.3 million

Pedestrian and Bicycle Connections – \$10.9 million

Access Management - \$6.9 million

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) - \$38.0 million

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) - \$12.6 million

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) - \$6.4 million

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) - \$9.5 million

Intersection and Roadway Operational Improvements - \$17.6 million

In summary, substantial transportation improvements will be needed to maintain acceptable levels of service as growth continues to occur. Many of those projects are already committed and planned for the region, at a cost of approximately \$178 million. However, the projects that are already committed and planned are not adequate for the long range planning horizon of 20 years. This plan recommends a strategy of exploring additional projects, at an additional cost of approximately \$122 million. Thus, the total capital cost of transportation improvements is approximately \$300 million for transportation. Note that some of this capital cost is already funded with state and federal funds, which affect its fiscal impact, as further discussed in Chapter 5.

Other Public Facilities

Additional public facilities will be needed as a result of the forecasted growth in Northern Beaufort County. In order to plan for this growth, including the need to finance public facilities, estimates are made about new facility demands that could be created by future growth. There are several important things to understand about these estimates:

First, they focus on county level facilities. Individual communities will continue to have responsibility for providing certain local public facilities on a local basis.

Second, they assume that current levels of service are maintained in the future. It isolates the public facility needs created only by future growth assuming the future growth is served with public facilities at the same level as is current population. To the extent that the region desires to increase levels of services for existing population and for future growth, those costs would be in addition to those assumed for this analysis. For example, the current library administrators for Beaufort County note that the existing levels of service for libraries do not meet national standards and would propose to raise the local level of service to achieve those national standards. This regional plan certainly does not suggest that increased levels of service are inappropriate; however for the purpose of estimating needs created by new growth, estimating costs, and examining the fiscal implications of those needs and costs (see Chapter 5), existing levels of service are assumed to be the minimum standards for the future.

Recommendation 4.3: *The Participating Local Governments will work together to coordinate the planning and funding of parks and recreation, libraries, schools, sheriff and public safety, general government, courts, health, and human services, and other regional public facilities.*

The following public facility needs and costs are estimated at almost \$50 million as follows:

- *Parks and Recreation (\$27.9 million)*
 - New capital facilities include ten neighborhood parks (100 acres total) and six community parks (150 acres total)
- *Library (\$7.2 million)*
 - Two additional library branches totaling 23,000 square feet would be constructed using the current standard of 0.6 square feet per capita
- *Sheriff and Public Safety (\$5.4 million)*
 - 4,606 square feet of additional Sheriff's space would need to be constructed
 - 25,630 square feet of Detention Center space would need to be constructed
- *General Government (\$2.9 million)*
 - 12,355 square feet of additional General Government office space would need to be constructed
- *Courts (\$2.7 million)*
 - 12,716 square feet of additional Court space would need to be constructed

- *Health and Human Services (\$2.8 million)*
 - 3,709 square feet of additional Health Department office space would need to be constructed
 - 8,390 square feet of Human Services space would need to be constructed

The fiscal implications of these costs are explored in the following chapter.



5

Fiscal Impact of Growth

Introduction

Population in Northern Beaufort County is forecasted to grow by more than 53% over the next 20 years, from just over 80,500 to over 123,500. This population growth will create additional regional demands for transportation, parks and recreation, EMS, sheriff, general government, and health and human services capital infrastructure.

The costs of providing infrastructure to serve this new growth at current levels of service are estimated to be approximately \$350 million, including approximately \$300 million in transportation improvements, and \$50 million in other public facilities, as described in Chapter 4.2. Of the \$300 million for capital transportation costs, approximately \$134 million is already funded with state and federal dollars, leaving \$166 million to be funded. Thus, for fiscal modeling purposes, it is assumed that approximately \$216 million in capital costs will be funded locally. Note that this is a conservative estimate in that it assumes no state or federal funds for transportation beyond those already committed. Obviously the region will continue to actively pursue outside funding, which would mitigate the regional fiscal needs.

In addition to capital costs, there will be ongoing operations and maintenance costs that can be expected in excess of \$230 million over this planning period. The funding of operating and maintenance costs is

² Since this analysis focused on county facilities, it does not include schools or fire services. In the case of schools, the school district is currently in the process of conducting a space needs assessment, and that information is not yet available. However, as a follow up phase to the fiscal analysis, the capital costs of schools will be included on a county-wide basis.

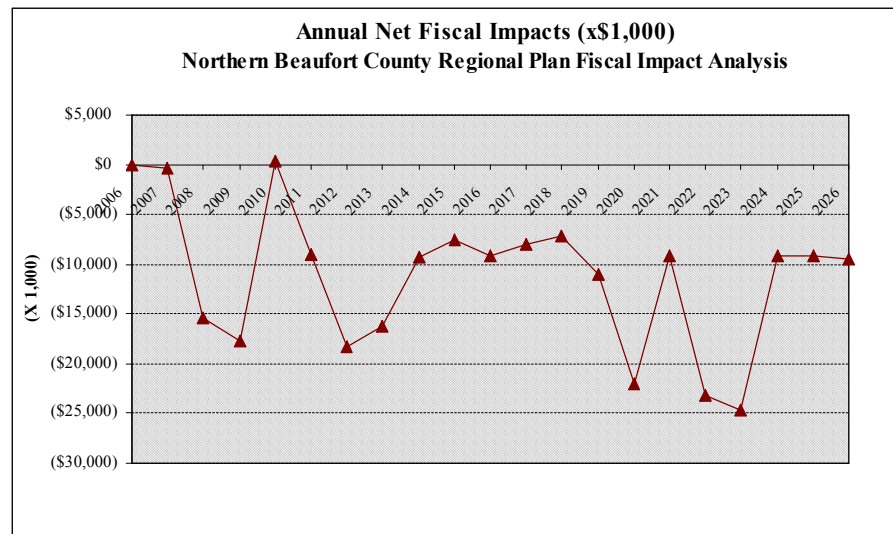
a county-wide problem that will be examined on a county-wide basis in the subsequent phase of the fiscal analysis, but it is included in this analysis in order to understand the magnitude of the issue.

In order to understand the net fiscal impact of this growth, a fiscal impact analysis was prepared as part of this regional planning process. Specifically, the fiscal impact analysis was performed to evaluate whether revenues generated by new growth are forecasted to be sufficient to cover the resulting costs to Beaufort County of continuing existing levels of public services and facilities for new growth.

Fiscal Impacts

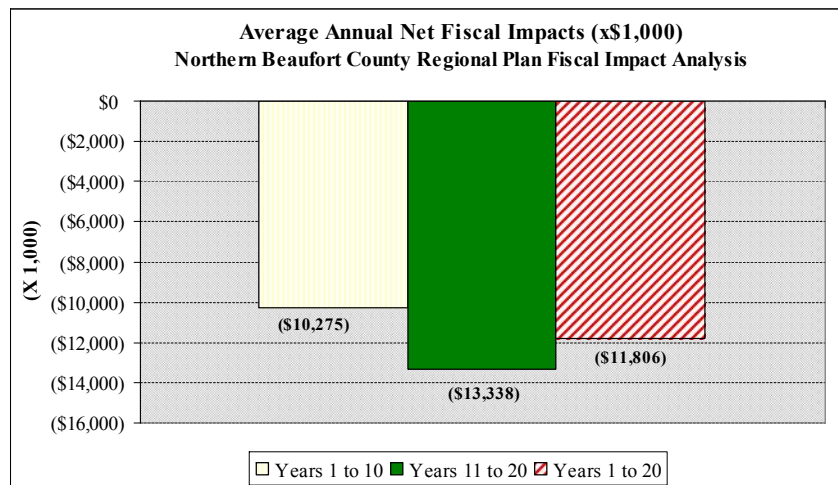
The fiscal impacts were summarized in several ways. First, annual net results are shown from one year to the next over the twenty year planning period. (These results are for new growth only, and do not include costs and revenues from existing population.) By showing the results annually, the magnitude, rate of change, and timeline of deficits and surpluses can be seen over time. As can be seen, on a year-to-year basis there are varying degrees of deficits – the “bumpy” nature of the line represents the opening of capital facilities and/or major capital operating costs being incurred. New growth is expected to generate annual deficits to the county in all but one year in the planning period. The greatest deficits will likely occur in the later half of the planning period primarily due to transportation improvements required after the current capital sales tax expires. At that time, the current impact fee structure is not adequate to offset these capital costs (see later discussion of potential next steps).

Figure 5



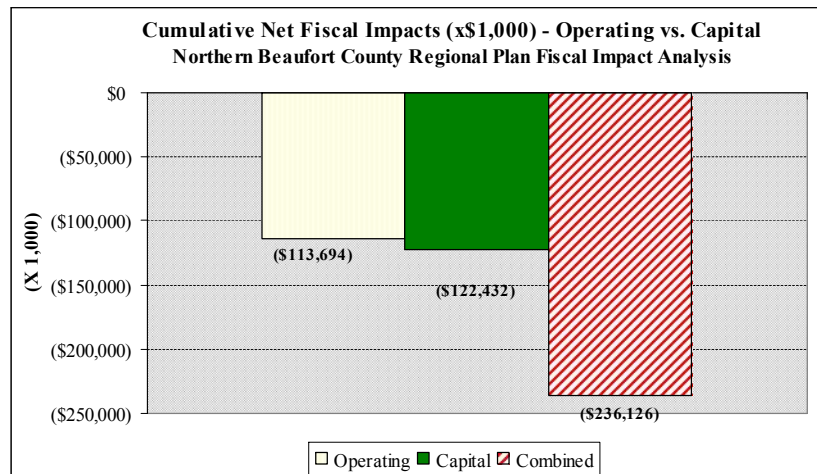
The fiscal impacts can also be summarized by the average net fiscal impact over the twenty year planning period, broken down in ten year increments. The net fiscal deficit, including capital and operating costs for years 1 – 10 are in excess of \$10 million per year; for years 10 – 20 they are in excess of \$13 million per year; and for the total 1-20 year period they average out at almost \$12 million per year. As can be seen, new growth generates average annual net deficits to the county in all three time periods. Once again, the higher deficits in the later half of the planning period are due to the current capital sales tax expiring in five years time, leaving the county with only impact fees as a dedicated funding source for transportation capital costs.

Figure 6



Finally, the fiscal impacts can be summarized by showing the net fiscal impact to the county for both capital and operating costs. As can be seen, cumulative net deficits are generated for both the operating and capital budget. The cumulative net impact of operating costs over the 20 year planning period is over \$113 million. The cumulative net impact of capital costs over the 20 year period is over \$122 million. The total net impact combined is over \$236 million.

Figure 7



Several conclusions can be drawn from the fiscal analysis:

- The average annual net deficits generated show that the county's present revenue structure cannot provide current levels of service to new growth without finding new revenue sources or raising existing rates. This is similar to what most other communities and regions in the country face – in order for growth to pay for itself, new funding sources and solutions must constantly be explored and evaluated.
- The total deficit including both capital and operating budgets is forecasted to be in excess of \$236 million over the planning period of 20 years.
- By far, the greatest shortfall for capital funding is for transportation and parks/recreation, which comprise 90 percent of the capital costs.
- In order to provide at least the current levels of service for new growth, additional funding sources must be identified or existing funding sources must either be continued or expanded.

Fiscal Impact Recommendations

The Southern Beaufort County Regional Plan also examined the fiscal impact of growth, and recommended a regional funding strategy to address the issue. That strategy is applicable in Northern Beaufort County, and is also endorsed in this plan, as follows. Specifically, the Northern Beaufort County communities agree to work together to explore regional approaches to funding regional infrastructure, focusing on a limited range of regional tools similar to those to be explored in the southern portion of the county, including:

Recommendation 5.1: Adopt Regional Level of Service (LOS) Standards: *In order to establish a foundation for coordinating transportation and parks planning across the region, each of the Participating Local Governments will adopt the same level of service standard for these facilities, that is consistent and coordinated with the LOS adopted by the other Participating Local Governments.*

Recommendation 5.2: Identify Existing Deficiencies and Future Capital Improvements Needs: *Using the agreed upon LOS standards, the Participating Local Governments will then work cooperatively to identify needed capital projects, determine their costs and identify revenue sources to fund the projects.*

Recommendation 5.3: Work Cooperatively with the School District: *While the School District has the responsibility to plan and provide funding for its capital needs, a framework needs to be established where the Participating Local Governments can work cooperatively with the School District and support its efforts to plan for the future deficiencies and future capital improvement needs for public schools.*

Recommendation 5.4: Develop an Overall Funding Strategy: *The following factors should guide the selection of revenue sources to address the capital and operating funding gap:*

- ***Revenue Potential:*** *Whether the tool can generate substantial sums of monies to fund capital infrastructure;*
- ***Geographic Application:*** *Whether the tool can be applied across the region;*
- ***Legislative Authorization:*** *Whether the tool requires legislative authorization;*
- ***Technical/Administrative Ease:*** *The ease of administering the tool; and*
- ***Public Acceptability:*** *How citizens will accept the tool.*

Recommendation 5.5: *Focus First on Available Funding Tools:* In order to take immediate action on addressing capital funding needs, it is important to concentrate first on revenue sources that the State of South Carolina enables local governments to use to fund capital improvements. These include property taxes, local sales, impact fees, and taxes. For example, the current capital sales tax is expected to generate approximately \$62,200,000 for capital transportation facilities in Northern Beaufort County. In addition, the impact fee for Southern Beaufort County was recently updated, demonstrating that when kept current impact fees could be expected to generate substantial additional capital revenues.

Recommendation 5.6: *Consider Funding Tools that Require Changes in State Legislation:* If the available funding tools are not adequate to address the funding gap, particularly the operating cost gap, it may be necessary to lobby the state to initiate legislation that would enable new funding sources.

Recommendation 5.7: *Explore New Institutional Arrangements:* Where appropriate, new institutional arrangements to facilitate multi-jurisdictional cooperation on funding issues should be explored.

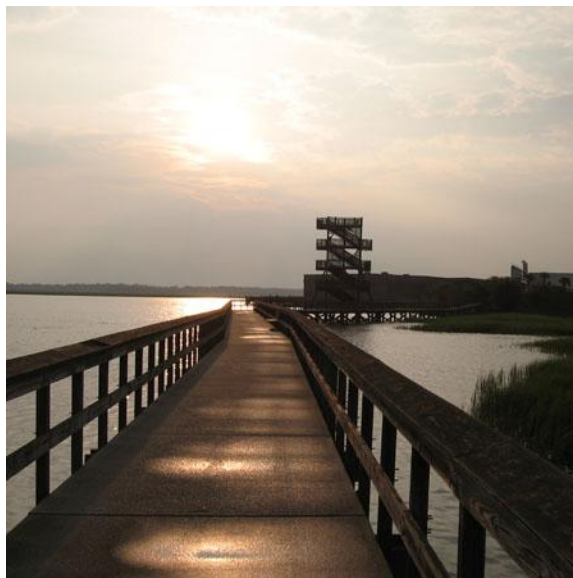


6

Baseline Environmental and Corridor Standards

Introduction

Several of the Common Goals contained in Chapter I involve the creation of agreed upon baseline standards, especially for environmentally sensitive areas and key travel corridors in Northern Beaufort County. This chapter offers specific actions that need to be taken to accomplish those goals. These actions should be addressed first through intergovernmental agreements and then ultimately through local plans, and especially through the land use regulations of the local communities, as is further discussed in Chapter 8 Implementation.



Consistency of Environmental Standards

Recommendation 6.1: *The Participating Local Governments should make it their priority to protect water quality by implementing the recommendations of the Beaufort County Special Area Management Plan (SAMP).*

- **Background:** *Much of the local efforts and initiatives that address water quality and environmental protection in the last seven years are a direct result of the Beaufort County Special Area Management Plan (SAMP) and its recommendations. The SAMP, initiated in 1999, encompassed a wide range of topics and activities ranging from more advanced stormwater controls, wastewater management, and water quality monitoring, to public education and outreach. Recommendations 6.2, 6.3, 6.4, and 6.5 below provide a further explanation of which measures are being proposed in Northern Beaufort County to protect water quality in accordance with the SAMP.*

Recommendation 6.2: *The Participating Local Governments should require all new development to adhere to a common Stormwater Best Management Practices (BMP's) Manual.*

- **Background:** *Traditionally, stormwater management has dealt with controlling the quantity of runoff from a site in order to avoid flooding downstream properties. This measure of stormwater protection, however, does not protect against specific pollutants that impair water quality and threaten shellfish beds. In 1998, Beaufort County adopted the Stormwater Best Management Practices (BMP) manual which has specific attenuation standards for two types of pollutants – nutrients (phosphorus) and fecal coliform bacteria. The City of Beaufort, the Town of Port Royal, and the Town of Yemassee currently do not require new development to meet these standards.*

Recommendation 6.3: *The Participating Local Governments should adopt baseline standards for critical line setbacks and natural vegetative buffers.*

- **Background:** *The purpose of the natural vegetative buffers is ultimately to improve water quality by capturing sediments and pollution from stormwater runoff. Critical line setbacks and vegetative buffers also stabilize the shoreline, reduce flooding and flood damage, preserve the natural habitat and create a sense of place and privacy for the homeowners. Currently Beaufort County requires a 50-foot wide natural vegetative buffer for single family houses and a 100-foot wide buffer for all other uses. The City of Beaufort has a 30-foot requirement for single-family residential development. An average buffer width of 50 feet with a*

minimum of 35 feet is required for multi-family and commercial development. The Town of Port Royal and the Town of Yemassee currently only require natural vegetative buffers in specific PUD's or development agreements.

Recommendation 6.4: Where justified, the Participating Local Governments should provide opportunities for limited community uses in close proximity to the OCRM critical line in order to enhance the community's enjoyment of the waterfront.

- **Background:** One criticism of vegetative river buffer standards is that they would preclude the development of regional attractions such as the Waterfront Park in Beaufort, the Battery in Charleston, and Harbortown on Hilton Head Island. Each of these developments provides the public with views and access to the water. In order to accommodate this type of development and at the same time preventing the degradation of the environment, it is important to establish guidelines that must be met in order to relieve river buffer requirements.

The development cannot be on a waterway classified as ORW (Outstanding Resource Waters) and SFH (Shellfish Harvesting Waters) by the South Carolina Department of Health and Environmental Control (DHEC).

Stormwater management must be designed to compensate for the reduction or elimination of the natural vegetative buffer and increase in the amount of impervious surfaces.

Recommendation 6.5: The Participating Local Governments should apply more stringent standards in critical areas such as the headwaters of local waterways, low-lying areas and the ACE Basin.

- **Background:** The SAMP called for the creation of a River Quality Overlay District Ordinance to address such concerns such as setbacks, vegetative buffers and appropriate impervious surface cover limits to minimize impacts of development to salt water marshes. This recommendation would most appropriately be applied in sensitive areas such as headwaters because of their increased vulnerability to pollution.

Recommendation 6.6: The Participating Local Governments should develop and adopt baseline standards for the protection of freshwater wetlands.

- **Background:** With the current condition of Federal and State wetlands protection, the role of local governments is vital to protecting small, "non-jurisdictional" wetlands. Beaufort County has wetland protection regulations, which allow fill for non-tidal wetlands less than one acre in size and require mitigation. Of the municipalities, currently only the Town of Port Royal has wetland protection requirements and they are limited to planned communities in the Shell Point Overlay District.

Consistency of Corridor Standards

Recommendation 6.7: *The Participating Local Governments should adopt consistent corridor overlay district standards among the Participating Local Governments on shared corridors such as SC 170 (Robert Smalls Parkway), U.S. 21 and SC 280 (Parris Island Gateway).*

- **Background:** *It is understood that the county and its municipalities have a mutual interest in preserving shared corridors and the rural character of the entrance corridors to the municipalities. Currently, a patchwork quilt of political jurisdictions exists in Shell Point, Burton, Sheldon, and parts of Lady's Island. It is important that consistent development standards are required regardless of political jurisdiction. Another important factor is that in some corridors (Boundary Street, Ribaut Road, US 21 on Lady's Island), development is encouraged or required to be pedestrian friendly and address the street, while on other corridors (Trask Parkway, Robert Smalls Parkway) development is required to be set back from the highway and screened with a vegetated buffer (see Figure 2). It is important for the county and its municipalities to recognize where it is appropriate to apply these distinct sets of development standards.*

Recommendation 6.8: *The Participating Local Governments should establish a shared Corridor Review Board for all applicable projects in Northern Beaufort County.*

- **Background:** *Currently Beaufort County and the City of Beaufort have their own Corridor Review Boards that oversee development in their respective Corridor Overlay Districts. Establishing a shared board would accomplish two objectives:*
 - *It would provide for more consistency in the application and enforcement of corridor overlay district standards.*
 - *There is a limited pool of design professionals in Northern Beaufort County who are willing to serve on boards. The more boards there are, the more difficult it is to find board members.*

Specific local design districts such as the City's historic district and the Traditional Town Overlay District in Port Royal, however, will continue to be better served by local boards.

Recommendation 6.9: *The Participating Local Governments should identify which highways will most likely be widened in the next 20 years and apply corridor overlay district standards accordingly.*

- **Background:** Northern Beaufort County's population growth and increased traffic congestion has necessitated the widening of many roads. Road widenings can have a negative effect on the region's aesthetic qualities. Therefore, to preserve highway buffers, it may be necessary to require greater buffer widths along corridors that will be widened in the future. Also, it may be necessary to require interim front yard setbacks in areas where development is encouraged to be pedestrian friendly and address the street. Zero lot line development must be avoided on roads that will be widened to avoid encroachment that may necessitate condemnation to secure additional right-of-way width.

Recommendation 6.10: The Participating Local Governments should develop programs such as Transfer of Development Rights (TDR's), payment in lieu of open space, and density bonuses to encourage clustered village development in rural areas as opposed to low-density sprawling development.

- **Background:** The current density requirement in Beaufort County's rural district is one dwelling unit per three acres. Strict application of this standard may result in low-density suburban sprawl and fragmented open space. A more desired development pattern would consist of higher density hamlets and villages surrounded by large tracts of agricultural land and open space. This type of development could be encouraged by the application of a transfer of development rights (TDR) program or a payment in lieu of open space program (see Common Goal 7).

Recommendation 6.11: The Participating Local Governments should support the establishment of dedicated utility corridors to divert major transmission lines away from residential neighborhoods.

- **Background:** South Carolina Electric & Gas (SCE&G) plans to upgrade its transmission lines connecting Beaufort with Lady's Island from a 46,000 volt capacity to a 115,000 volt capacity. This upgrade would require an increase in height of the utility poles from 65 feet to 75 to 95 feet. This has raised both aesthetic and health concerns in the affected residential neighborhoods. This recommendation proposes to solve this issue from a regional perspective by diverting these power lines away from populated areas. Future roads, such as the third crossing to Lady's Island, would provide a possible location for utility corridors because the right of way for the road and the utility corridor could be planned, negotiated, and acquired at the same time. The advantages of this policy include reducing the amount of land affected, avoiding duplication, reducing the impact on homes and businesses, reducing construction cost, making maintenance more accessible, and (depending on circumstances) reducing ongoing maintenance cost.

7

Regional Planning Initiatives

Introduction

In addition to the common goals that lend themselves to a regulatory approach as recommended in Chapter 6, other common goals will require proactive action in order to accomplish the goals. These initiatives should be more fully explored and addressed first by the Technical Advisory Committee and its working groups, and ultimately through the local plans and initiatives of the local communities, as is further discussed in Chapter 8 Implementation.

Economic Health and Diversity

Recommendation 7.1: *The joint future land use plan for the Northern Beaufort County Regional Plan must provide a sufficient quantity of suitably located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Non-retail commercial uses include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.*

- **Background:** *Steps involved to forward this recommendation include the following:*
 - The Planning staffs of the Participating local governments should inventory the existing supply of appropriately zoned land available for non-retail commercial development within Beaufort County, the City of Beaufort, the Town of Port Royal and the Town of Yemassee and assess the present opportunities they provide for competitive economic development. The staffs should make this inventory and assessment available to local and regional agencies involved in promoting economic development.

- The Participating Local Governments should support the Economic Partnership’s efforts to establish the Northern Beaufort County Corridor Commerce Park near the intersection of US 17 and 17A.
- Beaufort County should rezone to rural the 700 acres of land presently zoned light industrial located in the unincorporated county between Old Sheldon Church Road and River Road.
- The Participating Local Governments should expand non-retail commercially zoned properties within the Airport Overlay Districts, including the existing business park and light industrial zoned properties near the Beaufort County Airport (Lady’s Island) and the Beaufort Commerce Park where such uses are compatible or could be made compatible with adjacent properties. This policy may not be appropriate universally throughout the Airport Overlay Districts, especially in portions of Gray’s Hill and northern Lady’s Island which are more rural and rural residential in character.
- The Participating Local Governments should provide more flexibility in commercial zoning districts to permit smaller non-retail commercial uses such as contractor’s offices, small assembly facilities, and small light industrial operations that do not adversely impact surrounding retail uses.

Recommendation 7.2: *The Participating Local Governments should commit resources to construct infrastructure and provide new and renovated light industrial buildings to attract companies interested in locating or expanding in the region.*

➤ **Background:** *There are two approaches to this recommendation. One is providing financial support to construct capital improvements to the Beaufort Commerce Park or the Northern Beaufort County Corridor Commerce Park. In addition to funding the installation of roads and infrastructure, these capital improvements also include the construction of spec buildings to provide readily available space for prospective companies interested in locating in the region. Another approach includes inventorying vacant non-residential structures (e.g. underutilized retail buildings and packing sheds) and identifying and overcoming regulatory obstacles to converting them to non-retail commercial uses.*

Recommendation 7.3: *The Participating Local Governments should establish an expedited permitting process for projects that forward the economic development goals in Northern Beaufort County.*

➤ **Background:** *One of the obstacles to attracting industry to Northern Beaufort County is the length of time it takes to complete the local development permitting process. One approach to addressing this problem is for the local jurisdiction to “pre-permit” non-retail commercially zoned properties, similar to the process established in the Beaufort Commerce Park. This involves the local jurisdiction proactively analyzing the properties, assessing site conditions, determining the location of natural resources, determining appropriate locations for*

buffers, etc. for the purpose of completing portions of the development permitting process for the applicants. Another approach is for the local jurisdiction to create “floating zones” that would be available for business parks or industrial areas.

Recommendation 7.4: The Participating Local Governments should encourage industries that support sustainable practices by promoting renewable energy and attracting or growing value-added industries that support using locally available resources such as agricultural or seafood products.

Recommendation 7.5: The Participating Local Governments should facilitate a higher level of coordination with the Technical College of the Lowcountry and the University of South Carolina Beaufort to establish research and development facilities to provide workforce development and stimulate high-tech entrepreneurial activities in the region.

Open Space Preservation

Recommendation 7.6: In order to create a regional network of open spaces, four broad-based open space acquisition goals are recommended:

- Preserve large agricultural land holdings on St. Helena Island and north of the Whale Branch River.
- Maintain a green corridor through the ACE Basin and along the Whale Branch River.
- Continue to target open space acquisition within the Airport Overlay District (AOD) boundaries around the US Marine Corps Air Station.
- Provide for the passive recreation needs for Northern Beaufort County’s residents.

Recommendation 7.7: The Participating Local Governments should continue to utilize the “Greenprint” process for targeting the acquisition of future preserved lands.

- **Background:** Federal, state and local governments have been aggressive in securing open space and natural areas in Northern Beaufort County. However, Figure 8 illustrates that many of these preserved places are discrete and unconnected. As growth continues to occur, these natural areas will become more isolated and will not effectively be able to support healthy wildlife communities. In addition, as land becomes scarcer, it is more important to prioritize areas with outstanding natural

resources in order to target future acquisitions of open space. The “Greenprint” program established by the Trust for Public Lands for Beaufort County is a good strategy for targeting open space acquisition to further regional goals.

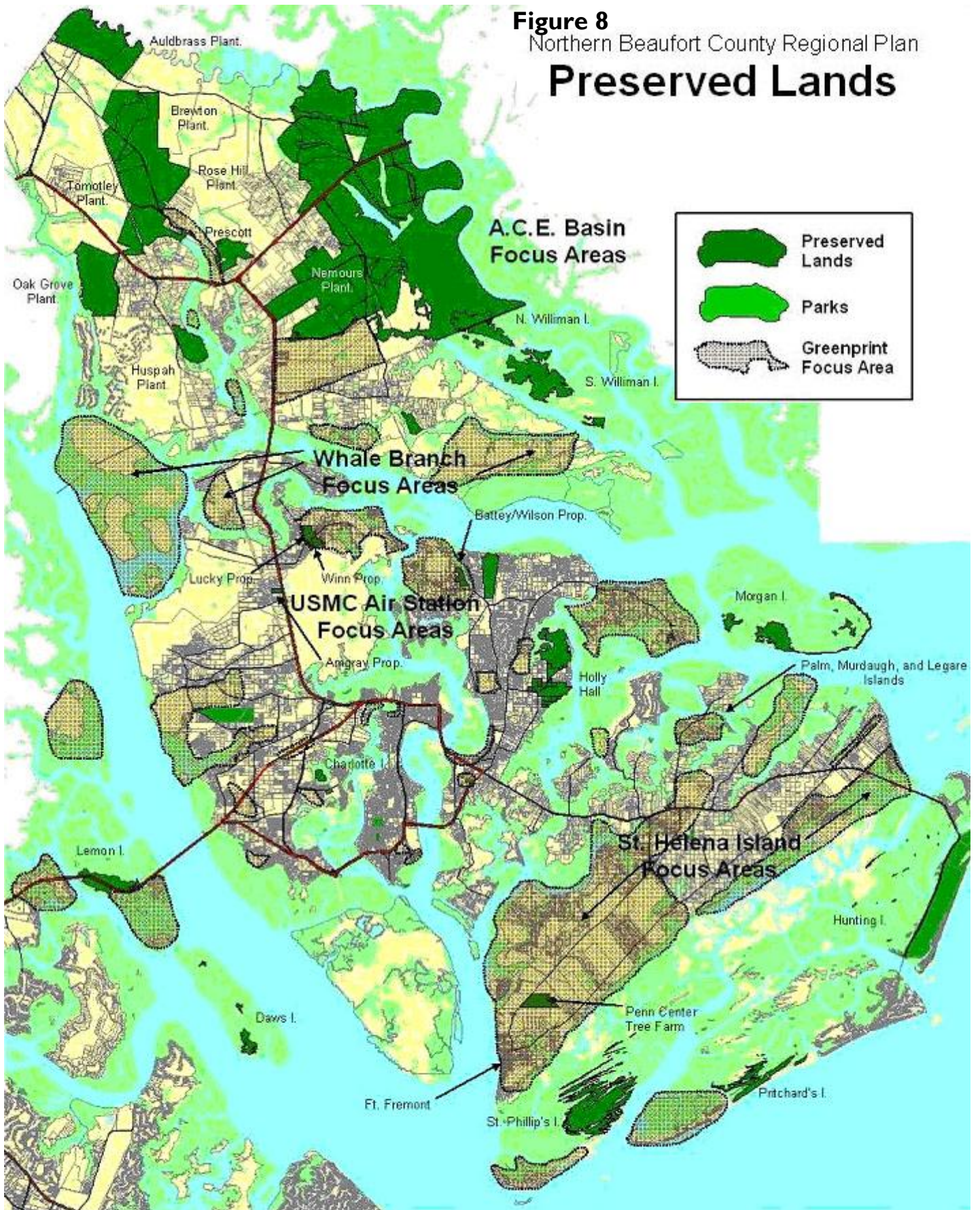
Recommendation 7.8: The Participating Local Governments should consider an open space land bank where fees are collected in lieu of open space to apply to the purchase and preservation of larger or more critical lands.

- **Background:** Required open space set asides for major subdivisions and PUD’s is a useful tool for enhancing the region’s open space network. Poor application of these standards can result, however, in small fragments of open space that provide no real benefit to the larger open space goals of the region. A fee in lieu of open space option could allow developments with no outstanding natural features or resources to pay into a program where the fees could be applied to the purchase (fee simple or development rights) of more critical lands.

Recommendation 7.9: The Participating Local Governments should establish a common definition and baseline standards for regional open space.

- **Background:** Beaufort County, the City of Beaufort and the Town of Port Royal have different requirements and standards for open space when land is subdivided or developed. This recommendation calls for the Participating Local Governments to agree on the required percentage of land area to be set aside as open space when a rezoning or annexation occurs. This recommendation also calls for the Participating Local Governments to agree on a common definition and consistent requirements for open space. This would address such concerns as whether wetlands can count towards required open space, whether stormwater detention ponds could be placed within open space, and to what degree does open space serve recreation needs vs. preservation needs.

Figure 8
Northern Beaufort County Regional Plan
Preserved Lands



Diversity

Recommendation 7.10: *The Participating Local Governments should support the Penn Center’s Land Use and Environmental Education Program.*

- **Background:** *This program was established to assist native Sea Islanders in preserving and maintaining their land and cultural practices in the midst of the pressures of growth and rising property values in the coastal regions of the Southeast. The program concentrates on citizen education, land use planning and reform and sustainable economic development. General program activities include assistance with issues pertaining to taxes, heirs’ property, and community organizing.*

Recommendation 7.11: *Beaufort County should assess whether the Cultural Protection Overlay District is achieving its goals to protect and enhance St. Helena Island’s rural culture and assess whether it should be applied to other rural areas of the region such as Sheldon Township.*

Recommendation 7.12: *The Participating Local Governments should carefully weigh its goals to promote infill development and redevelopment in established neighborhoods in Beaufort and Port Royal with the unintended consequence of the displacement of poorer residents of these neighborhoods.*

Recommendation 7.13: *Beaufort County should assess the pros and cons of its current policy to restrict the extension of public sewer into rural areas as a method of protecting the diversity of the rural areas both within and outside of the Community Preservation districts.*



Affordable and Workforce Housing

Recommendation 7.14: *The Participating Local Governments should pass a multi-jurisdiction mandatory inclusionary zoning ordinance.*

- **Background:** *An inclusionary zoning ordinance would require all new residential development to address the provision of affordable dwelling units. Making this policy mandatory and applying it consistently throughout the region would help to increase the supply of workforce housing, whose need was documented in the 2004 Workforce Needs Assessment commissioned by Beaufort County. The inclusionary zoning policy should include provisions for, on a case by case basis, a housing fee in lieu of, off-site inclusionary units, land donation, and incentives such as density bonuses that are greater than the Inclusionary Zoning set aside so that the builder can reap the benefit of some bonus market-rate units.*

Recommendation 7.15: *Participating local governments should work jointly to identify federal and state funding streams to address the housing needs throughout the county.*

- **Background:** *In addition to applying for such funds directly, the Participating Local Governments should work with nonprofit organizations such as the Economic Opportunity Commission, Habitat for Humanity, the Lowcountry Community Development Corporation of Hilton Head and other agencies to maximize the utilization of funds to increase housing opportunities.*

Recommendation 7.16: *The Participating Local Governments should establish and implement different affordable housing strategies appropriate for urban/suburban areas and for rural areas to preserve rural culture, combat sprawl, and to ensure that a majority of workforce and affordable housing is located in proximity to jobs and services.*

- **Background:** *The following housing strategies are recommended for different parts of the region:*
 - *Urban/Suburban areas (Port Royal Island and Lady's Island): Focus affordable housing strategies on constructing new workforce housing and low/moderate income housing and on the rehabilitation of existing housing structures.*
 - *Rural areas (Sheldon Township and St. Helena Island): Focus affordable housing strategies on the rehabilitation of existing houses for low/moderate income homeowners, and eliminating barriers to expanding existing housing compounds.*

Recommendation 7.17: *The Participating Local Governments should make home repair and replacement of substandard housing a housing priority to further the recommendations outlined in the 2004 Workforce Needs Assessment.*

- **Background:** *In order to maximize the amount of grant funds available for housing rehabilitation, the Participating Local Governments will continue to provide local matching funds to the Lowcountry Regional Home Consortium (comprised of Beaufort, Colleton, Jasper and Hampton Counties), which is a Participating Jurisdiction eligible to receive Home Investment Partnership Funds (HOME) and American Dream Down Payment Assistance Funds from HUD. The funds can be used to increase the affordable housing stock by providing down payment assistance to eligible first time homebuyers; sustaining homes through home repair; assisting with the development of new homeowner and rental units; providing assistance for infrastructure; and encouraging involvement of community based non-profit homeownership initiatives.*

Infill and Redevelopment

Recommendation 7.18: *The Participating Local Governments should recognize common definitions for “infill” and “redevelopment”.*

- **Background:** *In order to set up an effective program to target the development of infill parcels, it is important to have a common understanding of what is meant by infill and redevelopment. The following definitions are offered as a starting point for this discussion:*
 - **Small Tract Infill Development:** *The targeting of individual subdivided lots within existing residential subdivisions and commercial strips. Usually necessitates additional subdivision of land. Example: The construction of a single-family house, duplex or small apartment building on a single vacant urban lot.*
 - **Large Tract Infill Development (leapfrogged parcels):** *The targeting of larger undeveloped residential or commercial parcels (10 acres or greater). Development of these sites would require further subdivision of the land. This includes large lots in urbanized areas and areas with concentrations of undeveloped or underdeveloped large lots that have been passed over in favor of larger parcels further from the urban centers (e.g. Burton, Shell Point).*
 - **Small Scale Redevelopment:** *Replacing a single family house on a large lot with several houses or multi-family structures on smaller lots.*
 - **Large Scale Redevelopment:** *Redevelopment of a larger scale that requires the assembly of several parcels, removal of the older*

structures and the construction of more intense residential or commercial development.

Recommendation 7.19: *The Participating Local Governments should identify infill and redevelopment priority areas.*

➤ **Background:** *The following infill priority areas are suggested:*

- Urban Residential neighborhoods with a large number of small vacant lots;
- Areas of Northern Beaufort County with a large number of undeveloped parcels that are situated close to urbanized areas and public facilities (Burton, Shell Point, Lady’s Island Redevelopment District); and
- Marginal commercial corridors with a large number of vacant or under-utilized buildings (Parris Island Gateway, Trask Parkway).

Recommendation 7.20: *The Participating Local Governments should conduct an infill parcel inventory in the identified priority areas.*

➤ **Background:** *Once the infill priority areas have been identified, then it will be easier to further identify individual parcels that have development or redevelopment potential. The following are some steps that could be taken to complete this inventory:*

- Establish GIS “screening” criteria to identify possible infill areas or parcels. Consider such factors as zoning, size of parcels, infrastructure, land use, and constraints to development such as wetlands.
- For redevelopment, look at such factors as ratio of assessed value of improvements to land value, age of structure, etc.
- Conduct field surveys to supplement GIS screening – condition of structures, surrounding land use patterns.

Recommendation 7.21: *The Participating Local Governments should identify impediments to infill development and develop strategies to overcome the impediments.*

➤ **Background:** *There are many real and perceived impediments to infill and redevelopment. These include the cost of redevelopment, possible regulatory barriers, opposition of neighbors, and lack of developer interest. Below is a summary of these barriers and possible solutions to overcome the barriers:*

- Cost of Development: Infill parcels typically cost more than land in “green field” sites. While land costs are greater in developed areas, the cost of public services and infrastructure may be less expensive.

- Possible solutions: Density bonuses; Fee waivers and subsidies (impact fees, development permit fees); Land assembly by the public sector; Tax abatements or rebates.
- Neighborhood Resistance: Neighborhood resistance can delay a project, especially if the land needs to be rezoned.
- Possible solutions: Establish design standards that ensure the compatibility of new infill development. Require developers to meet with residents of the surrounding area to solicit their input on the project design before finalizing plans.
- Regulatory Barriers: Zoning, subdivision and land development regulations, and even building codes may present obstacles to developing infill sites. Setbacks and minimum lot sizes may frustrate single-lot infill development. Density must be addressed – very often infill is only justified economically if increased densities are allowed.
- Possible solutions: Consider conducting an infill audit that examines local plans, codes, and practices to identify infill barriers.
- Lack of Developer Interest: Developers may be unaware of the market potential for infill development.
- Possible solutions: Publicize infill parcel inventory and make information available to developers. Provide examples of successful infill development projects.

Military Base Coordination

Recommendation 7.22: *The Participating Local Governments should continue to enforce standards within the AICUZ contours that discourage development that would adversely affect the mission of the US Marine Corps Air Station.*

➤ **Background:** *The JLUS (Joint Land Use Study) Implementation Committee drafted an Airport Overlay District that would restrict land uses within the AICUZ contours to be adopted by Beaufort County, the City of Beaufort, and the Town of Port Royal. All three local governments have adopted the ordinance. The Airport Overlay District (AOD) essentially has four components. They are as follows:*

- **Disclosure:** All potential homebuyers and renters will be required to be notified that they are in a noise zone and/or accident potential zone.
- **Noise Level Reduction:** New construction will be required to be built to achieve a 25 to 35 decibel reduction from exterior to interior, depending on the noise zone.

- **Use Limitations:** New hospitals, churches, schools, day care centers, multi-family housing and other incompatible uses would not be permitted in the Clear Zone, Accident Potential Zone and Noise Zone 3. Existing buildings would be grandfathered.
- **Density Limitations:** Residential densities will be restricted to avoid encroachment of development around the Air Station.

Recommendation 7.23: *The Participating Local Governments should consider such tools as transfer of development rights (TDR) program to compensate affected property owners within the Airport Overlay District (AOD) and continue encroachment partnering acquisition efforts in the vicinity of the Air Station.*

- **Background:** *Many property owners may be negatively affected by restrictions proposed to be adopted within the AOD boundaries. A TDR program has the potential to offer relief to these property owners. The JLUS (Joint Land Use Study) Implementation Committee recommended that this program will complement the proposed Airport Overlay District ordinance. A conservation partnering program relieves encroachment pressures from either incompatible development and/or loss of natural habitat on training, testing, and support operations at military installations (this could apply to Parris Island some day due to their ranges). The most effective way to avoid encroachment is to prevent incompatible development in the vicinity of the Air Station. This recommendation is further supported in Recommendation 7.1.*

Regional Growth Tracking System

Recommendation 7.24: *The Participating Local Governments should work together to create and maintain an improved regional growth tracking system, including a land demand and land use forecasting model integrated with other regional models (such as the transportation model) that can be used by all entities for planning purposes.*

- **Background:** *It became clear during the process of preparing the growth forecasts for this plan that an improved regional model is needed that is capable of providing regional data related to growth. For example, there is not readily available data that summarizes historic growth, pending development (i.e. growth that is in the “pipeline”), or remaining capacity for growth under local land use plans or zoning. Likewise, there is no system in place to regularly monitor growth forecasts that are the basis for transportation or other regional planning, such as schools. This recommendation would mirror the recommendation in the Southern Beaufort County Regional Plan and would involve the creation of a regional data base and model that would likely build on the existing traffic*

model and its traffic analysis zones, but it could be expanded for use in a wide range of planning efforts by local and regional agencies. Specifically:

- The county's new Land Development Office (LDO) program would be configured to count Certificates of Occupancy by tax district and address.
- Municipalities would use the same system to enter permit and occupancy data or planning staff will enter data in the interim.
- The LDO development counts will be integrated with GIS traffic analysis zones through address or parcel ID numbers.
- A growth report will be periodically generated to show the change in growth by Traffic Analysis Zone (TAZ), by tax district, and by jurisdiction.



8

Implementation Oversight

Introduction

This regional plan reflects significant changes in direction for regional planning in Northern Beaufort County. The policies in this plan grew out of a long and intense process of analysis, consideration of alternative approaches, and consensus building. While this process achieved agreement on many important concepts, its success will only be meaningful if there is follow through on actions needed to implement the plan.



Recommendation 8.1: *The implementation of the Northern Beaufort County Regional Plan should involve a four point approach:*

- 1) The evolution of the Northern Beaufort County Regional Plan Steering Committee into a continuing Implementation Oversight Committee,*
- 2) The drafting and execution of intergovernmental agreements that ratify key plan elements,*
- 3) The incorporation of regional plan policies in local comprehensive plans and local plan implementation tools, such as land use regulations and ordinances, and*
- 4) Ongoing work of the Technical Advisory Committee and working groups on ongoing planning initiatives.*

Each of these is discussed below.

Northern Beaufort County Regional Plan Implementation Oversight Committee

The Northern Beaufort County Regional Plan Steering Committee that oversaw the preparation and completion of this plan will be reappointed and reformed into an Implementation Oversight Committee, and will continue to work on a long term basis. This Implementation Oversight Committee will oversee and coordinate the actions identified in this chapter, and will oversee the preparation of the intergovernmental agreements and the technical committee working groups that will work on long term planning initiatives as identified in this plan. Specifically, the Implementation Oversight Committee will have at least the following responsibilities:

- Responsibility for preparing intergovernmental agreements as discussed in the next section.
- Responsible for prioritizing actions in collaboration with the city, towns, and county.
- Serve as an advocate for strong regional planning initiatives and actions in concert with the Participating Local Governments pursuant to this plan.
- Overall responsibility for working with local communities on their long range transportation plans, pursuant to the transportation strategy outlined in Chapter 4 of this plan.

- Overall responsibility for working with local communities to plan for adequate funding of regional infrastructure, pursuant to the fiscal strategies outlined in Chapter 5 of this plan.
- Responsibility for encouraging local governments to incorporate this regional plan into local plans and regulations.
- Oversight of the Technical Advisory Committee and its working groups.
- Monitoring, amending, and updating the plan.

Intergovernmental Agreements

This regional plan identifies several sets of planning issues that should be addressed initially through intergovernmental agreements. These include the following:

Growth Management and Annexation Policies

Chapter 2 of this plan establishes a commitment on the part of the Participating Local Governments to develop mutually agreeable principles that address:

- Mitigation of extra territorial impacts of annexations,
- Mitigation of negative impacts on the delivery of public services,
- Procedures for notice and comment on proposed annexations,
- Enclaves of unincorporated county territorial within the growth boundaries,
- Guidelines for the protection of existing Community Preservation Districts, and
- Policies for city and county consideration development requests within and outside the growth boundary.

The negotiation, preparation, and execution of an intergovernmental agreement / agreements is a high priority of this plan.

Baseline Standards

Chapter 6 of this plan establishes a commitment to adopt baseline standards related to several issues, including environmental protection and corridor protection. The plan calls for baseline environmental standards that address:

- Storm water management best management practices,
- Critical line setback and buffers (with provision for flexibility in cases of public access),
- Enhanced standards for especially sensitive areas such as waterway headwaters, low lying areas, and the ACE basin, and
- Protection of freshwater wetlands.

Chapter 6 also establishes a commitment to adopt baseline standards that address consistent corridor overlay standards along shared travel corridors.

Local Planning Conformity Commitments

Chapter 2 of this plan establishes a commitment to carry the policies of this regional plan into the local planning process as described below. This commitment to bring local plans and regulations into conformance with this plan should be further endorsed through an intergovernmental agreement.

Local Plans and Regulations

The true test of the willingness of the Participating Local Governments to implement this regional plan will be the extent to which the policies of this plan can be institutionalized through the incorporation of those policies in local plans, such as comprehensive plans. Even more important, the local governments should carry those policies through into the local land use regulations – including zoning codes and subdivision regulations.

As each community updates its comprehensive plans and updates its land use regulations, the Implementation Oversight Committee will work with the communities to build this plan and its policies into that process. Local land use plans will be encouraged to be consistent with

the growth boundaries and regional land use plan contained in this plan. Local transportation plans will be encouraged to be consistent with the transportation strategy outlined in this plan. Baseline standards for environmental and corridor protection that are developed through the intergovernmental agreements will be encouraged to be incorporated into land use regulations. Local governments will also be encouraged to use their plans to establish the policy foundation for planning initiatives related open space preservation, infill development, economic development, housing, and coordination with military authorities will be encouraged.

The Participating Local Governments will explore opportunities to coordinate the updating of comprehensive plans and regulations, including the timing of updates, the use of common data and information, joint land use planning, and the creation of common planning and regulatory terminology, definitions, and standards.

During the development of the intergovernmental agreement that would confirm the communities' commitment to build regional plan policies into local plans and regulations, the communities should discuss and consider the creation of a voluntary plan conformity review process. This plan conformity review process could involve agreement by each of the communities to audit their planning and regulations for ways in which the plans and regulations currently advance the regional plan policies, ways in which they may conflict with regional plan policies, ways in which local plans and regulations can be modified to better reflect the regional plan, and actions that the communities agree to undertake when updating their plans.

Technical Advisory Committee and Working Groups

During the preparation of this regional plan, the Technical Advisory Committee and the related working groups demonstrated tremendous value in thinking through the actions needed to help implement this plan. The Technical Advisory Group is envisioned as continuing to work and assist the Implementation Oversight Committee on an ongoing basis. The Technical Advisory Committee will help with the coordination of longer term planning initiative identified in this plan, including:

- Regional economic development initiatives,
- Regional open space planning and preservation,
- Cultural diversity initiatives,

- Affordable and workforce housing initiatives,
- Creation and implementation of a regional infill development strategy, and
- Coordination with military authorities.

Regional Plan Management

This regional plan is intended to plan for a 20 year horizon; however it is recognized that it is a policy guide that must be monitored and updated periodically. The Implementation Oversight Committee will work with local planning staffs and the Technical Advisory Committee to develop methods for the following:

- Annual monitoring, including the creation of benchmarks for charting progress in achieving the plan, along with an annual report of plan implementation progress.
- Updating of this plan every five years.
- A process and guidelines for hearing requests for amendment to the plan by the Implementation Oversight Committee and the Participating Local Governments.



Appendix A

Population Estimation, Projection Methodology for the Beaufort County Transportation Model & the Beaufort County Regional Plans

The following is a brief description of Beaufort County's population projection methodology used in its transportation model and applied to the Northern Beaufort County Regional Plan. It is important to point out that Hilton Head Island has its own traffic model and forecasting methodology which is not described here.

Traffic Analysis Zones (TAZs)

Traffic Analysis Zones (TAZ's) provided the level of analysis for the population projection methodology. TAZ's are small geographical sub-areas of the county (see Diagram A) that are used for the purpose of analyzing the impact of future population growth on the road network. In each TAZ, there is an estimate of the future (2025) number of dwelling units, population, employment and school attendance. Estimations made at the TAZ level can be assembled to define larger planning areas such as Northern Beaufort County, Lady's Island, or any of the land bodies or tax districts. Because the TAZ boundaries are drawn based on Census delineations, Census data can be used to supplement local data, and for base data comparisons.

Estimating Current (2004) Population

Current population estimates began with a count of current dwelling units in each of the TAZ's. This was accomplished using the County's GIS/Assessor database. The parcels in each TAZ were selected, the residentially coded parcels were then selected, and those with buildings or manufactured homes were counted. The parcels with tax codes for multiple units were viewed on an aerial for an estimated unit count as no current County database lists unit counts. Current population was estimated by applying persons per household and vacancy rates from the 2000 Census, for the Census tract within which the TAZ was located, to the dwelling unit count. Where new development was proposed in a particular TAZ that did not resemble historic growth patterns in that area (e.g. recent fast-growing areas within Bluffton), persons per household and vacancy rates from similarly profiled Census Tracts were used.

Forecasting 2025 Population

Population forecasts for the year 2025 are based on the historic growth rate and the amount of developable land remaining in each TAZ. The amount of developable land left within each TAZ was determined by analyzing aerials and subtracting out wetlands and marshes (unbuildable land). Future development within vacant land was assumed to occur at already approved densities, or, where no development had been approved, at densities consistent with the selected future land use plan scenario.

Based on the two factors of growth rate and remaining developable land, an S-curve was used to forecast the future rate of growth. The s-curve (see Diagram B) was divided into the following four slopes whose parts represent four broad categories of growth in Beaufort County:

- a) slow historic growth (e.g. rural and constrained growth in areas such as Sheldon)
- b) moderate growth (e.g. Port Royal Island)
- c) high growth (e.g. Bluffton, Lady's Island)
- d) tapering growth of places approaching buildout (e.g. Hilton Head Island)

In addition to the above described methodology, there are many developments in Beaufort County (mostly in the Bluffton area) where the developer has provided a timetable for completion usually via a development agreement. These "known" forecasts were applied where applicable.

Once a TAZ was assigned a growth category, the current residential count was then entered into a compounding formula at a rate for X

years to generate the curve assigned. [See Diagram C for an example of the growth curve for category 3 or those TAZs that are growing at the pace of Lady's Island in general.] Finally, forecasted dwelling units were converted to population figures by assuming the same persons per household and vacancy rate as the 2000 Census for the Census tract within which the TAZ is located where appropriate or using the rates of a similarly profiled community. The individual TAZ projections were added up and the result was compared to historic growth trends in the region to ensure that the overall 2025 growth projections for the region are consistent with historic growth trends.

Population Projection Results

Planning Area	2006 Dwelling Units	2006 Population	2025 Dwelling Units	2025 Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island*	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

State Review and Approval of Method

The *TAZ scale and use of a growth-curve* for estimating and projecting the 124 different growth scenarios for the TAZ model was novel, therefore the Planning Department contracted with the S.C. Budget & Control Board's Office of Statistical Data to review the method, the process, and the results. At every stage that Office was supportive of the methods used to detail and locate Beaufort's growth indicators. The Office of Research and Statistics' veteran statistician, Diana Tester of Health and Census Statistics was the reviewer.

**DIAGRAM A:
Beaufort County's 124 Traffic Analysis Zones (TAZ's)**



DIAGRAM B

Criteria For Determining Growth Curves For Beaufort County T.A.Z. Areas

		PACE OF GROWTH SINCE 2000		
		SLOW S	MEDIUM M	FAST F
LAND CAPACITY	EXTENSIVE E	ES	EM	EF
	MODERATE M	MS	MM	MF
	LIMITED L	LS	LM	LF

Area Average Growth Rates

Location on the Growth Curve

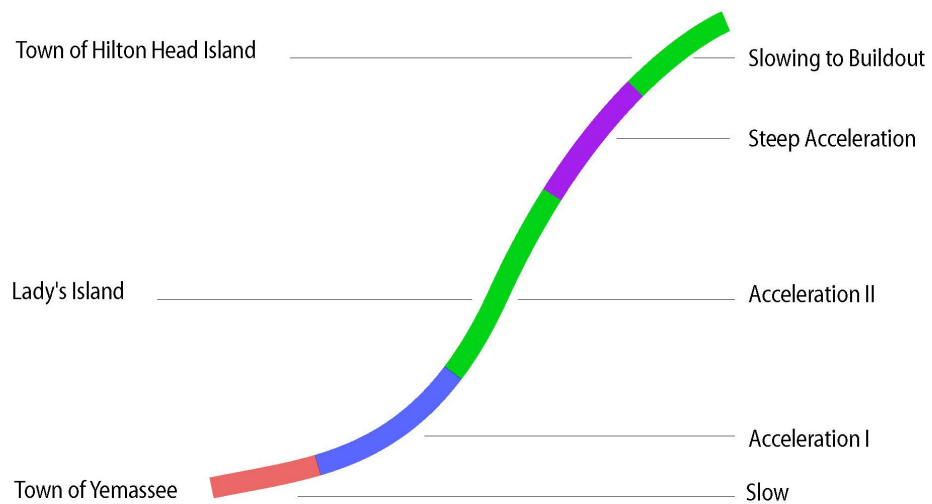
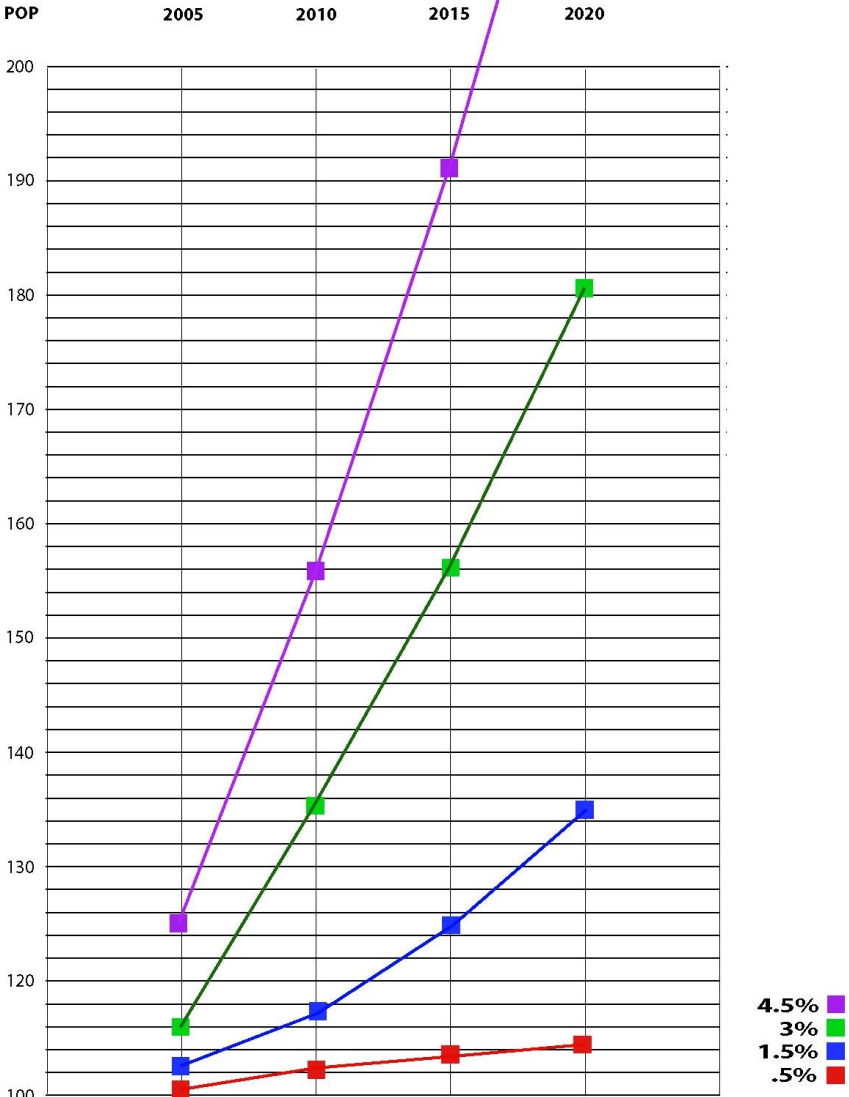


DIAGRAM C

Sample Population
Growth Curves
*Compounded Rates
To Simulate Area
Growth Patterns*



Colin J Moore
Mayor

Peggy Bing-O'Banner
Mayor Pro Tempore

Matthew Garnes
Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
 David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Request for An Ordinance Approving Annexation of Approximately 3.89 Acres of land, located at 36 Montgomery Ln, and further identified by Beaufort County TMS: R700 012 000 0009 0000. Applicant: Edward Bryan Jr. [Ordinance 22-05]

Department: Administration

Attachments:

√	Ordinance		Resolution		Other
√	Support Documents		Motion		

Summary: The applicant, Edward Bryan Jr., has petitioned the Town of Yemassee seeking annexation into the Town of Yemassee Corporate limits. The parcel currently contains a residence while the remainder of the land is undeveloped.

Recommended Action: Approve first reading on Annexation Ordinance 22-05.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

STATE OF SOUTH CAROLINA)
COUNTY OF BEAUFORT)
TOWN OF YEMASSEE)
ORDINANCE NUMBER:)
(22-05)

An Ordinance Annexing One Parcel of Land owned by Edward Bryan Jr. into the Town of Yemassee, South Carolina.
--

AN ORDINANCE ANNEXING INTO THE TOWN OF YEMASSEE, ONE PARCEL OF LAND OF APPROXIMATELY 3.89 ACRES, LOCATED AT 36 MONTGOMERY LANE OWNED BY EDWARD BRYAN JR, IN BEAUFORT COUNTY, NOT ALREADY WITHIN THE YEMASSEE TOWN LIMITS AND INCLUDING ALL ADJACENT PUBLIC RIGHTS OF WAY, RAILROAD RIGHTS OF WAY, WATERS, LOWLANDS AND WETLANDS.

Section 1. Findings of Facts

As an incident to the adoption of this ordinance, Town Council of Yemassee finds the following facts to exist:

- a) Section 5-3-150, Code of Laws of South Carolina (1976) as amended, provides a method of annexing property to a city or town by a Petition signed by all persons owning real estate in the area requesting annexation.
- b) A proper Petition has been filed with Town of Yemassee by one hundred percent (100%) of the freeholders owning one hundred percent (100%) of the assessed value of the contiguous property herein described, petitioning for annexation of the property to the Town of Yemassee under the provisions of South Carolina Section 5-3-150(3) and is requesting the Town's zoning of General Residential and have submitted proper submission materials supporting each application in accordance with Town requirements.
- c) It appears to Town Council that the annexation would be in the best interest of the property owners and the town.
- d) The Town Council is zoning the parcel General Residential.
- e) The Yemassee Town Council finds the proposed annexation and rezoning is consistent with the Yemassee Comprehensive Plan (as amended and revised);

Section 2.

NOW, THEREFOR IT BE ORDAINED by the Mayor and Council of the Town of Yemassee, South Carolina, duly assembled and with authority of the same, pursuant to Section 5-3-150 and Section 5-3-100, Code of Laws of South Carolina (1976), as amended, the following described property is hereby annexed to and made part of the Town of Yemassee, to wit:

ALL THOSE CERTAIN PIECES, PARCELS OR TRACTS OF LAND being known as R700 012 000 0009 0000 & 3.89 acres, and all adjacent public rights of ways and wetlands as shown on the attached map.

This Ordinance shall become effective upon ratification.

SO ORDERED AND ORDAINED THIS _____ Day of _____, 2022

By the Yemassee Town Council being duly and lawfully assembled.

Colin Moore, Mayor

Matthew Garnes, Town Clerk

Peggy Bing-O'Banner, Council Member

Stacy Pinckney, Council Member

David Paul Murray, Council Member

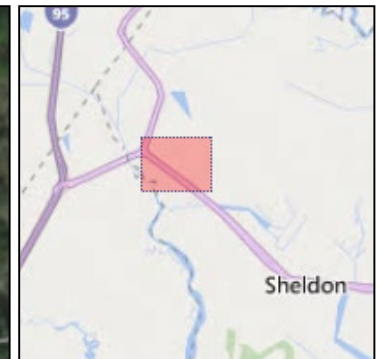
Alfred Washington, Council Member

(Seal)

First Reading:
Second Reading:



Town of Yemassee (36 Montgomery Ln Proposed Annx)



Legend

- ◆ Address Points Beaufort
- Parcels Beaufort
- ◆ Address Points Hampton
- Parcels Hampton
- ◆ Address Points Jasper
- Parcels Jasper
- Road Names
- Roads**
- Roads
- Major Roads
- Interstate
- Road Names Jasper**
- Roads Jasper**
- Roads
- Major Roads
- Interstate
- ✂ Railroads
- ▬ County Boundary Beaufort
- ▬ County Boundary Hampton
- ▬ County Boundary Jasper
- ▬ Yemassee Boundary

This map is a user generated static output from rightspot.spateng.com website and is for reference use only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

THIS MAP IS NOT TO BE USED FOR NAVIGATION



**TOWN OF YEMASSEE
ANNEXATION APPLICATION**

Town of Yemassee

JAN 24 2022

Received

Town of Yemassee
Attn: Administration Department
101 Town Cir
Yemassee, SC 29945-3363
(843) 589-2565 Ext. 3
<http://www.townofyemassee.org>

Applicant		Property Owner	
Name: <i>Bryan Edward Jr.</i>		Name: <i>Bryan Edward, Jr</i>	
Phone: <i>843 584-2449</i>		Phone: <i>843 584-2449</i>	
Mailing Address: <i>36 Montgomery Ln., Yemassee, SC</i>		Mailing Address: <i>36 Montgomery Ln. Yemassee, SC 29945</i>	
E-mail:		E-mail:	
Town Business License # (if applicable):			
Property Information			
Project County: <input checked="" type="checkbox"/> Beaufort <input type="checkbox"/> Hampton		Acreage: <i>3.8900</i>	
Property Location: <i>36 Montgomery Ln</i>			
Existing Zoning: <i>T2R</i>		Proposed Zoning: <i>General Residential</i>	
Tax Map Number(s): <i>R700 012 000 0009 0000</i>			
Project Description:			
Select Annexation Method			
<input checked="" type="checkbox"/> 100 Percent Petition and Ordinance Method		<input type="checkbox"/> 75 Percent Petition and Ordinance Method	<input type="checkbox"/> 25 Percent Elector Petition and Election Method
Minimum Requirements for Submittal			
<input checked="" type="checkbox"/> 1. Completed Annexation Petition(s) <input type="checkbox"/> 2. Copy of plat and/or survey of area requesting annexation <input type="checkbox"/> 3. Parcel Information from the appropriate County Assessor's Office			
Note: Application is not valid unless signed and dated by property owner.			
Disclaimer: The Town of Yemassee assumes no legal or financial liability to the applicant or any third party whatsoever by approving the plans associated with this permit.			
I hereby acknowledge by my signature below that the foregoing application is complete and accurate and that I am the owner of the subject property.			
* Property Owner Signature: <i>Edward Bryan</i>		Date: <i>01/24/22</i>	
* Applicant Signature: <i>Edward Bryan</i>		Date: <i>01/24/22</i>	
For Office Use			
Application Number: <i>ANNX-01-22-1003</i>		Date Received: <i>1-24-22</i>	
Received By: <i>Verlynda Singleton</i>		Date Approved:	



Beaufort County, South Carolina

generated on 1/29/2022 2:17:55 PM EST

Property ID (PIN)	Alternate ID (AIN)	Parcel Address	Data refreshed as of	Assess Year	Pay Year
R700 012 000 0009 0000	00522955	36 MONTGOMERY LN,	1/28/2022	2020	2020

Current Parcel Information

Owner	BRYAN EDWARD Jr	Property Class Code	MHVac UnplattedSite SeveredMH
Owner Address	663 ETHERIDGE RD YEMASSEE SC 29945	Acreage	3.8900
Legal Description	POR OF DEVEAUX HILL PLANT SPLIT 3/89 1.0 AC 12/9A SPLIT 1/90 2.0 AC 12/9B SPLIT 3/94 0.50 AC 12/49 6/97 0.02 AC DEDUCTED HWY R/W (DB892 P1448 8-23-96) 2/06 SPLIT 1.21 AC 12/63 2/07 SPLIT 2.81 AC 12/64		

Historic Information

Tax Year	Land	Building	Market	Taxes	Payment
2021	\$47,800		\$47,800	\$366.35	\$366.35
2020	\$47,800		\$47,800	\$357.68	\$357.68
2019	\$47,800		\$47,800	\$353.46	\$388.81
2018	\$47,800		\$47,800	\$328.95	\$490.67
2017	\$35,600	\$44,500	\$80,100	\$392.40	\$576.26
2016	\$35,600	\$44,500	\$80,100	\$381.39	\$563.60
2015	\$35,600	\$44,500	\$80,100	\$375.03	\$586.28
2014	\$35,600	\$44,500	\$80,100	\$328.80	\$503.12
2013	\$35,600	\$44,500	\$80,100	\$324.36	\$448.01

2012	\$50,859	\$67,013	\$117,872	\$257.56	\$371.19
2011	\$50,859	\$67,013	\$117,872	\$253.67	\$366.72

Sales Disclosure

Grantor	Book & Page	Date	Deed	Vacant	Sale Price
BRYAN EDWARD Jr	4045 1966	7/27/2021	Fu		\$5
MONTGOMERY JANIE	3836 2556	2/13/2020	Fu		\$5
		12/31/1776	Or		\$0
UNKNOWN OWNER 00522955		12/31/1776	Or		\$0

Improvements

Building	Type	Use Code Description	Constructed Year	Stories	Rooms	Square Footage	Improvement Size
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Staff Report Administration



January 29, 2022

Project: 36 Montgomery Ln Annexation (Bryan)

Case Number: ANN-01-22-1003

1. Subject

Annexation: The applicant and owner, Edward Bryan Jr., has petitioned to the Town of Yemassee to annex a parcel of real property, located in the Sheldon community within Beaufort County, at 36 Montgomery Ln into the town limits of Yemassee.

Tax Map Number: R700 012 000 0009 0000

Acreage: 3.89

Current Zoning: T2R

Current Use: Residential

Future Land Use: (per Beaufort County Community Development Code) “This Zone implements the Comprehensive Plan goals of preserving the rural character of portions of Beaufort County. The primary intent of this Zone is to preserve the rural character of the County. This Zone applies to areas that consist of sparsely settled lands in an open or cultivated state. It may include large-lot residential, farms where animals are raised or crops are grown, as well as parks, woodlands, grasslands, trails, and open space areas.

Proposed Zoning: General Residential -GR (Town of Yemassee)

Comprehensive Plan: The parcel petitioning for annexation is contiguous to the primary service area. The parcel is within the Future Annexation Map of the Town of Yemassee. The proposed annexation would aid in closing a donut hole and allow for more efficient delivery of service.



Staff Report Administration



Adjacent Land Use/Zoning: The parcel is surrounded by the following properties and jurisdictions,

Direction	Parcel	Owner	Jurisdiction
North	R700 012 000 0009 0000 59 Buckfield Rd	Eartha Perry	Beaufort County
East	R710 012 000 0064 0000 124 Trask Pkwy	Heather Drissen	Beaufort County
West	R700 012 000 0049 0000 48 Montgomery Ln	Shalaise Williams	Town of Yemassee*
South	R700 012 000 0051 0000 133 Trask Pkwy	Grandville Clark	Town of Yemassee*

2. Staff Comments

Special Notes

The Town of Yemassee will be able to furnish all town services upon annexation.

The parcel would be subject to the adopted millage rate at the time of annexation, the adopted millage rate within the Beaufort County portion of the Town of Yemassee, is 66.60 mills.



Staff Report Administration



3. Maps



*Parcel proposed for annexation outlined in purple.



Staff Report Administration



4. Analysis

The following analysis has been conducted on the parcel petitioning for Annexation.

- 1.) The application is in the best interests of the Town of Yemassee and its residents.
 - a. *Finding:* Staff completed a Cost/Benefit Analysis and provided the property owner with an estimated tax liability upon Annexation. Any vehicles or personal/business property taxed by Beaufort County will be subject to the city tax rate imposed for FY2022 which is 66.60 mills.
- 2.) The property has contiguity to the Town of Yemassee corporate limits
 - a. *Finding:* The property is contiguous to the Town of Yemassee corporate limits to the east of the property and is established by the connecting parcel at 133 Trask Pkwy. The adjacent parcel is scheduled for annexation concurrently with this property.
- 3.) Does the Annexation avoid creating new doughnut holes or enclaves in the Town Limits?
 - a. *Finding:* The proposed Annexation will not create any new doughnut holes or enclaves in the Town of Yemassee corporate limits.
- 4.) The Annexation will not create a tax burden or measurably reduce the level of service(s) provided to existing citizens and property owners.
 - a. *Finding:* Based on the current use of the property, a tax burden is not created and a reduction in the level of service is not anticipated in the first year of Annexation.
- 5.) Consideration of the Annexation areas existing utilities, transportation, and infrastructure.
 - a. *Finding:* The franchised water and sewer provider in the Town of Yemassee is Lowcountry Regional Water System although this community is not currently served with water or wastewater services. Dominion Energy currently provides electric and natural gas services. Telecommunications service can be provided by Frontier, Hargray and Xfinity Communications.



Staff Report Administration



6.) The full impact the Annexation will have on Law Enforcement has been considered.

- a. **Finding:** The Police Department has advised this parcel will not have a negative impact on the services provided by the Yemassee Police Department. Upon annexation, the primary response agency will be the Yemassee Police Department, with backup provided via a Mutual-Aid agreement with the Beaufort County Sheriff's Office.

7.) Does the petitioner understand all potential/costs & benefits associated with Annexation?

- a. **Finding:** The applicant has been provided with an estimated tax bill upon Annexation. As of this report, there have been no additional questions from the petitioner regarding the estimated tax bill. The petitioner is aware that upon Annexation the property will receive the following services/benefits
 - i. **Police Protection** – The residence will be served by the Yemassee Police Department for emergency and non-emergency calls. The property owner or any residents will be assigned to the Zone C Crime Watch Zone and are encouraged to attend the monthly meetings.
 - ii. **Town Trash Service** – The property will now be eligible for Town trash service which is contracted out to S&S Disposal.
 - iii. **Building Inspection & Building Permits** – The owners/residents would be eligible to apply for Building Permits and receive inspections through the Town's staff. The applicant is aware that they will come to the Municipal Complex to apply for any permitting for residential modifications upon annexation.
 - iv. **Persons Registered to vote will be eligible to run for office and/or serve on Town Appointed boards and committees** – Any future residents of the property are aware that upon Annexation and potential development they will be eligible to vote in Town Elections & serve on Town boards and/or committees after being a registered voter in the Town of Yemassee for a minimum of thirty (30) days. Upon Annexation, a copy of the ordinance will be sent to Beaufort County Board of Voter Registration & Elections.



Staff Report Administration



Staff Recommendation

Staff believe this Annexation would benefit the Town and allows for more efficient delivery of Town service to the Sheldon area. Staff concur that the property should be Annexed into the Town.

8.) Attachments

- a. Annexation Ordinance
 - i. Annexation Petition
 - ii. Map of general area
 - iii.** Annexation Petition
 - iv. Northern Beaufort County Regional Plan



NORTHERN BEAUFORT COUNTY
SOUTH CAROLINA

REGIONAL PLAN

Acknowledgements

Steering Committee of the Northern Beaufort County Regional Plan

Jim Hicks, Chairman, Beaufort County Planning Commission	William McBride, Lowcountry Council of Governments
Gerald Dawson, Beaufort County Council	Samuel E. Murray, Mayor, Town of Port Royal
Vernon DeLoach, Port Royal Town Council	Ronald Petit, Beaufort County Planning Commission
Mark Generales, Beaufort County Council (Apr. 2006 – Dec. 2006)	Dave Radford, Joint Planning Commission (Apr. 2006 – Apr. 2007)
J. L. Goodwin, Mayor, Town of Yemassee	Bill Rauch, Mayor, City of Beaufort
Patty R. Kennedy, Joint Planning Commission	Paul Sommerville, Beaufort County Council (Jan. 2007 -)
Frank Koltonski, Beaufort County School District	W. R. "Skeet" Von Harten, Beaufort County Council
Harley Laing, Joint Planning Commission (May 2007 -)	

Technical Advisory Committee

Ken Bush, Lady's Island Business and Professional Assoc.	Cynthia Pierce, Home Builders Association
Jim Collins, P.E., Thomas & Hutton Engineering Co.	Donald J. Smith, Jr., Stormwater Utility Advisory Board
Dick Deuel, Beaufort-Jasper Water Sewer Authority	Nick Stanley, P.E., Thomas & Hutton Engineering Co.
Rochelle Ferguson, Lowcountry Rapid Transit Authority	Kim Statler, Executive Director, Greater Beaufort – Hilton Head Economic Partnership, Inc.
Larry Holman, Beaufort County Black Chamber of Commerce	David Tedder, David L. Tedder, P.A. & Assoc.
Alice Howard, NREA Officer, US Marine Corps Air Station	Jim Tiller, J.K. Tiller Associates, Inc.
Russ Marane, Trust for Public Lands	Carlotta Ungaro, Beaufort County Chamber of Commerce
Tara McGrath, Coastal Conservation League	Alan Warren, Univ. of South Carolina, Beaufort
Dean Moss, Beaufort-Jasper Water Sewer Authority	Larry Wilson, Beaufort County School District
	Jeanne Woods, Beaufort County Board of Realtors
	Wendy Zara, Affordable Housing Governing Council

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Beaufort County

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Delores Frazier, AICP, Assistant Planning Division Director
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Town of Port Royal

Linda Bridges, Planning Administrator

City of Beaufort

Libby Anderson, Planning Director

Lowcountry Council of Governments

Ginnie Kozak, AICP, Planning Director

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L. Carson Bise, II, AICP, TischlerBise	Rebecca Tangeman, Document Designer

Photography

Teri Norris	Scott Hansen
Robert Merchant	Georgie Wilson

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Executive Summary

Introduction

The Northern Beaufort County Regional Plan represents agreement reached by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee as to how the region will grow and develop. The plan begins with a series of common regional goals that serve as the foundation on which the plan is built.

The plan delineates a future growth boundary that focuses new growth in well-defined areas, preserving over 60% of the land area for rural related uses. The plan includes a future land use plan that creates a framework within which each community will continue to plan their own futures within a regional vision. It includes a transportation planning strategy that will enable effective regional transportation planning in a changing and unpredictable environment. It addresses the fiscal aspects of planning so that allocating regional costs of growth can be prepared for. It includes improved baseline environmental standards and other planning initiatives. Finally, it sets the stage for continued oversight of the implementation of the plan through intergovernmental action.

The Planning Process

This plan was prepared in close consultation with a Steering Committee that was appointed by Beaufort County, the City of Beaufort, the Town of Port Royal, and the Town of Yemassee. It had representatives from Beaufort County Council, Beaufort City Council, Port Royal Town Council, Yemassee Town Council, the Beaufort County Planning Commission, the Joint Planning Commission, the Lowcountry Council of Governments, and the Beaufort County School District.

The Steering Committee generally met on a monthly basis for more than a year to prepare this plan. It was supported by planning staffs from each jurisdiction working together with planning consultants as a unified planning team. In addition, the Technical Advisory Committee was formed with representatives of many other community organizations and agencies to provide advice and expertise on particular topics relevant to the plan. The Technical Advisory Committee, in turn,

organized itself into a series of special topic working groups who provided focused recommendations on different elements of this plan.

The Steering Committee held public meetings over the course of the planning process at locations throughout the county in order to provide public input and comment. In addition, all meetings of the Steering Committee were open to the public, and public comments were taken by the Committee.

The Steering Committee worked its way through the planning process in a logical and orderly manner. It began by working with the planning staff team to develop a series of “guiding principles” that set the scope and tone of the planning process. Those guiding principles were eventually translated into the Common Goals that are in Chapter I of this plan. The Steering Committee worked with staff to understand possible growth forecasts and alternative future growth scenarios, and ultimately focused in on a particular growth scenario that evolved into what is now embodied in the growth boundaries and land use plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The Committee spent a great deal of time analyzing what future growth meant in terms of transportation needs, and ultimately developed a transportation strategy for the future. Following the transportation analysis, the Committee then worked with a fiscal impact consultant to understand the regional costs of growth related to transportation and other public facilities.

The working groups of the Technical Advisory Committee worked hard to develop specific recommendations for other plan elements, particularly the need for baseline environmental standards, and these recommendations were embraced by the Steering Committee and are included in this plan. Finally, the Committee worked hard to develop a system for future implementation and monitoring of the plan, so that it could become a regional reality.

The Plan

The Northern Beaufort County Regional Plan is organized into eight chapters.

Chapter I – Regional Growth and Common Goals: This chapter contains a series of Common Goals that were derived from the initial Guiding Principles created by the Steering Committee early in the process. These Common Goals are in effect the regional planning “values” that are the foundation for the plan. They include a series of regional planning themes, including:

- The importance of each community working together to coordinate growth in a collaborative way,
- The related importance of coordinated regional infrastructure planning, such as regional transportation facilities,
- The importance of a strong and diverse regional economy,
- The need for a sustainable and fair way of funding regional infrastructure,
- The need for consistent natural resource protection from one jurisdiction to another,
- The desire to focus growth in certain areas, thereby preserving rural character and avoiding inefficient sprawl,
- The importance of preserving open spaces,
- The desire to preserve socioeconomic diversity of the region,
- The regional need for affordable and workforce housing for residents,
- The role that high quality compatible infill can play in regional development,
- Recognition of the need to balance planning policies with the rights of land owners,
- The importance of military facilities in the regional economy and the importance of coordination with military planners,
- The need for continued coordination of the various governments, and
- The need to institutionalize this plan through local community plans and regulations.

Chapter 2 – Growth Coordination Principles: This chapter contains what is in many ways the heart of the plan – future growth boundaries and growth principles. While all elements of the plan are important, this plan revolves around agreement on boundaries for where communities are to grow, and where they agree not to grow, making it possible for the municipalities to plan for their services and for the county to encourage long term sustainable rural areas. The growth boundaries create predictability for both the municipalities and the county by addressing where growth will occur. The growth principles that go with the boundaries lay the groundwork for future agreements as to how the growth will occur, in particular the future “rules” for how development and annexations will be reviewed. The emphasis in the plan is on jurisdictions working together to maximize benefits of growth while mitigating its negative impacts, particularly cross jurisdiction impacts.

Chapter 3 – Land Use: This chapter works in concert with Chapter 2 by defining a future land use plan that fits within the growth boundaries framework. It defines land uses at a level of detail that

creates a regional vision, while allowing each community to continue to do more fine grained land use planning within the regional plan.

Chapter 4 – Transportation and Other Public Facilities: This chapter outlines a strategy for transportation and other public facilities. It recognizes that transportation, perhaps more than any other element, is the “canary in the mine”, meaning that road congestion is often the first and most visible evidence of negative impacts of growth. The plan recognizes, however, that transportation planning occurs in a very dynamic environment, making it difficult to plan at a 20 year horizon with great specificity. For example, many alternatives are identified in this plan that could make certain road projects unneeded in the 20 year horizon, such as mass transit, improved pedestrian and bicycle facilities, and enhanced access management, but no one can predict with certainty how effective these alternatives can be in reducing the growth of vehicular traffic. For this reason, this plan suggests that certain road improvements be included in this plan for continued planning and evaluation, such as the US 21 widening, and the western bypass, recognizing that there is a strong desire by many in the region to avoid having to construct those projects due to perceived negative impacts on the quality of the community.

Chapter 5 – Fiscal Impact of Growth: This chapter places the price tag on future growth. Not surprising, the fiscal analysis points out that current funding sources will not allow the region to keep up with the capital and operating costs of regional public facilities. The unfunded capital costs for transportation, libraries, parks and recreation, and other regional governmental services is expected to be over \$216 million over the next twenty years, 77% of which are transportation related. Another \$230 million in operating and maintenance costs are expected over the same time period. The net fiscal deficit for regional facilities, including capital and operating costs, is forecasted to be in excess of \$217 million over 20 years. This analysis makes it clear that the communities of Northern Beaufort County must work together to identify and plan for new tools to fund this projected deficit, such as updated impact fees, and capital sales tax. Efforts to fund operating costs will be a particular challenge.

Chapter 6 – Baseline Environmental and Corridor Standards: This chapter along with Chapter 7 represents the efforts of the Technical Advisory Committee Working Groups. These Working Groups developed excellent recommendations that address specific implications of plan policies and are an excellent guide to some of the actions that are needed to carry the plan forward. Chapter 6 contains recommendations for improved baseline environmental standards. These include implementation of the Beaufort County Special Area Management Plan (SAMP), storm water “best management practices”, critical line setbacks and natural vegetative buffers, baseline standards for the protection of freshwater wetlands, and others. Baseline standards are also recommended for shared scenic and travel corridors

throughout the region, and for the use of transfer of development rights to preserve open space.

Chapter 7 – Regional Planning Initiatives: This chapter contains recommendations for a series of additional regional planning initiatives related to economic health and diversity, socioeconomic diversity, affordable and workforce housing, infill and redevelopment, military base coordination, and a regional growth tracking system.

Chapter 8 – Implementation Oversight: This chapter provides an overall framework for the implementation of the plan. It provides a four point approach to implementing the plan, including a continuing role for the Steering Committee as an implementation oversight group, the use of intergovernmental agreements to ratify certain plan elements, the inclusion of regional plan policies in local plans and regulations, and ongoing work by the Technical Advisory Committee on additional planning initiatives.

This plan represents a quantum leap forward for regional planning in Northern Beaufort County. In the past, each community engaged in local community planning; while each community tried to plan responsibly, they planned without a sense of the regional implication of their own actions. This regional plan creates a starting point for local planning within a regional framework. While this plan respects the planning autonomy of each community, it represents an agreement by each community to plan as part of the larger regional entity.



1

Regional Growth and Common Goals

Introduction

Northern Beaufort County has experienced steady growth over the last decade. It has not grown as rapidly as the southern portion of the county, but it appears that growth pressures may be increasing – at the very least, we can expect that growth pressures will remain steady. This growth is occurring in an extremely sensitive natural environment that is home to many historic rural, urban, and suburban communities, each of which contributes to a unique and much treasured quality of life.

Growth forecasts were prepared for Northern Beaufort County as part of this regional planning process using the methodology developed originally for the regional transportation planning model. The method of making those forecasts is explained more fully in Appendix A of this plan.

Northern Beaufort County is forecasted to grow by approximately 53% over the next twenty years, from approximately 80,500 to almost 123,500. The following table illustrates the breakdown by planning sub area, and also shows how that population translates into potential dwelling units. During the process of preparing this plan, some members of the public suggested that growth may occur faster than that forecasted using this methodology. It was suggested, for example, that the population could exceed 145,000 in the next twenty years. It should be noted that these population forecasts are not intended to be “predictions” of the future. There are many variables that can influence future growth, including local, regional, national, and global economic trends and changes. Rather, these forecasts should be considered as reference points for planning purposes.

Figure 1

Planning Area	2006	2006	2025	2025
	Dwelling Units	Population	Dwelling Units	Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

In addition to an increase in population and resulting residential dwelling construction, there will also be a corresponding increase in non-residential growth, for uses such as retail, office, industrial, and institutional uses. It is estimated that an additional 6.4 million square feet of non-residential land uses could be added over the next twenty years, most of which would be in the form of retail and office uses (2.3 million square feet of retail, and 2.2 million square feet of office).¹

The communities that make up Northern Beaufort County, including the City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County (together referred to as The Participating Local Governments), recognize that a regional approach is needed to manage this growth, to supplement ongoing local planning in each community. For this reason, the four local governments agree to cooperate and coordinate on regional planning issues that transcend local boundaries. This regional plan is the starting point for an ongoing collaborative regional planning process.

Unlike the southern portion of the county, the communities of Northern Beaufort County are able to set the pattern of growth in the future. In the southern portion of the county, over 90% of the land is already committed in one form or another. In the Northern portion of the county, over two thirds of the land remains uncommitted, which means that the land use pattern has yet to be set.

This plan begins with a series of common regional goals. These common goals are a broad statement of regional planning values and aspirations and serve as the foundation of other plan recommendations in subsequent chapters of this plan.

¹ The methodology for the growth forecasts is described in Appendix A.

Recommendation 1.1: *The Participating Local Governments should work together to achieve common goals related to:*

- *Coordinated Growth*
- *Public Facilities*
- *Economy*
- *Fiscal Health*
- *Environment*
- *Quality of Growth*
- *Open Space*
- *Cultural Diversity*
- *Affordable and Workforce Housing*
- *Infill and Redevelopment*
- *Individual Property Rights*
- *Military Facilities*
- *Local Planning within the Regional Plan*
- *Intergovernmental Coordination*

Each of these is discussed below.

Coordinated Growth

Northern Beaufort County includes four different units of local government, including the City of Beaufort, the Towns of Port Royal and Yemassee, and Beaufort County, each of which is responsible for a wide range of local government services. Each entity has jurisdiction over diverse areas that are unique in their challenges and opportunities, and each entity values their autonomous ability to act in their best interests. Further, there is desire to continue to have distinct and unique communities, each with their own identities.

While recognizing this autonomy and uniqueness of interests, there also are many regional growth and development issues that transcend the boundaries of individual jurisdictions. Chief among these are transportation, natural resource protection, education, workforce housing, and providing public facilities. The livability of individual communities or areas is, in fact, heavily influenced by what happens in other jurisdictions. For this reason, it is agreed by all jurisdictions that certain regional planning issues must be addressed through coordinated regional actions. It is not effective for any one jurisdiction to try to address these regional issues without the coordinated action of all jurisdictions. It is agreed that growth and development, particularly near areas where jurisdictional boundaries meet, should be subject to

strong collaborative planning, while respecting individual jurisdiction autonomy.

Compounding the issue, the unique geography and topography of Northern Beaufort County makes it difficult to define and predict the pattern of future growth, thereby making it difficult to plan for community “edges”. The relationship between historic land use patterns and the unique nature of upland, lowland, island, and water does not lend itself to an easy pattern of concentric growth radiating out from existing communities. Nonetheless, it is critical to the future health and sustainability of the region for the various jurisdictions to come together through a collaborative planning process to address the issues of future growth. A key building block for this regional plan will be agreement on an approach to municipal annexation of property that is currently in the county’s jurisdiction, with mechanisms to facilitate joint planning for such development.

Common Goal 1:

The City of Beaufort, the Town of Port Royal, the Town of Yemassee, and Beaufort County will coordinate growth in Northern Beaufort County, especially around the current and future edges of the communities.



Timing and Adequacy of Infrastructure and Public Facilities

The provision of infrastructure and public facilities, such as roads, schools, utilities, public safety services and facilities, and libraries is a fundamental purpose of local government. It is incumbent upon local government to provide adequate levels of public service for existing population and businesses and to plan for future facilities to serve anticipated future population. Further, it is incumbent of local government to provide these services in a timely manner relative to the rate of new growth, and to do so in a fiscally responsible manner that fairly allocates the cost of the services relative to existing and new population.

Individual jurisdictions are responsible for various local infrastructure and public facilities within their own jurisdictions and those local facilities are not appropriately addressed as part of this regional planning effort. However, certain facilities have a regional role that goes beyond individual jurisdictions, such as regional roads, bridges, regional parks, schools, and libraries. Other services are provided locally, but can benefit from multi-jurisdictional cooperation, such as public safety services (i.e. police and fire/EMS).

The region's transportation facilities are among the most important in terms of continued economic health and community livability, and they are also the facility that would most benefit from a regional approach. Safe and adequate transportation facilities are important for many reasons: economic trade, convenience of residents and businesses, safety service accessibility, and hurricane evacuations. The planning for and reservation of adequate transportation corridors relative to anticipated growth, and the planning for capital investment and maintenance of roads, are paramount regional challenges to be addressed in this plan.

Common Goal 2:

Adequate and timely regional infrastructure and public facilities will be provided in a fair and equitable manner through a cooperative process in which all units of local government participate and act in the spirit of partnership.

Economic Health and Diversity

One of the critical success factors for any region is to have a strong, vibrant, and healthy local economy. A strong local economy provides employment opportunities for residents, creates a sense of progress and activity, and generates tax dollars that fund local public services and facilities.

There are continuing efforts to actively encourage economic development through agencies such as the Economic Development Partnership and the Beaufort County Chamber of Commerce, and through efforts such as the Beaufort Commerce Park. Part of the challenge in such efforts is to identify and set aside land well served by adequate transportation facilities and other supporting infrastructure.

Beaufort County is in very serious need of new economic development that draws capital and investment from outside the county and provides good wages and opportunities for our citizens. While the county has the highest per-capita income of any county in South Carolina, it has one of the lowest wage rates. It also relies heavily on its residential tax base for property tax revenue. To change this, the county must make a priority of attracting and retaining new business and industry that can make substantial capital investment, and pay good, above state average wages.

Northern Beaufort County is well situated between the ports and airports of Charleston and Savannah, and is close to Interstate 95 and the major east coast rail corridor. The quality of life is high and the county is increasingly a destination for early retirees from eastern metropolitan areas. In spite of these locational advantages, four obstacles have been identified to economic development in Northern Beaufort County.

- The region lacks an adequate supply of appropriately zoned and appropriately located land for non-retail commercial uses. While Northern Beaufort County has two designated industrial parks, one of these, the Yemassee Park, is almost completely wetlands. A more suitable site closer to I-95 should be established to benefit from the locational advantages described above.
- The region also lacks suitable vacant industrial buildings that businesses wishing to locate here can use. The one suitable building available, the Vanguard Building on US 21, was acquired by the Economic Development Partnership and transferred to Greenline Industries, a manufacturing firm that has hired forty persons for good wages and intends to hire more. If more vacant buildings were available, there would be more success in attracting suitable firms to the region.

- Even when a suitable site is available, the development approval and permitting process in Beaufort County and in most municipalities can be time consuming and may discourage potential industrial companies and speculative building developers from locating in the county.
- Finally, a critical piece of our challenge with economic development lies with our workforce. Because we have had few skilled employment opportunities, we have not attracted a pool of skilled labor nor have we provided incentives for our young people to acquire technical skills. Therefore, when a prospective business looks at the availability of skilled workers, the pool is lacking.

Common Goal 3:

A strong, vibrant, and healthy economy will be achieved through a successful economic development program in order to ensure the long term success and viability of the Northern Beaufort County region.

Fiscal Sustainability

As new growth occurs, it will bring with it demands for new regional public service and facilities along with the need for maintenance of both new and old facilities. The construction and maintenance of those facilities will be funded by tax revenues. When tax revenues are not adequate to fund those needs, there will be a fiscal imbalance that can not be maintained in the long run. Therein lays the challenge: how to achieve a land use balance and a revenue structure that funds regional public service and facility needs in a fair and equitable manner among existing and new population and among the Participating Local Governments.

Common Goal 4:

Northern Beaufort County will maintain a fiscally sustainable system of funding regional capital infrastructure, operating, and maintenance needs.

Consistency of Environmental Standards

Natural resource protection is an obvious and classic instance of where impacts transcend political boundaries. Further, the natural environment in Northern Beaufort County is of paramount importance to its lifestyle, image, and economy, more so than in most regions of the country. During the Southern County Regional Plan process, the natural resources deemed most important for protection were salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and freshwater wetlands. That plan also recognizes the importance of mechanisms to permanently preserve open space as a way to protect these natural resources. This planning effort embraces these same natural resources.

While each jurisdiction is free to develop natural resource protection measures that best fit its area, there is great value in having an agreed upon base of environmental protection standards below which no jurisdiction should go. Consistency among jurisdictions in standards relating to water quality is especially important.

Common Goal 5:

Northern Beaufort County will be protected by baseline standards for natural resources including salt marshes, marsh islands, coastal waters, and marine resources; trees, forests, and wildlife habitats; beaches and dunes; and open space preservation that each jurisdiction adopts as part of their planning policies and regulations.

Quality and Form of Development

Northern Beaufort County has a rich diversity of unique “places” – far from the homogeneity of many growing suburban areas, one can experience a full range of natural and man made environments. From the rural historic landscape of Sheldon, to the historic neighborhoods of Beaufort and Port Royal, to the coastal island environment of St. Helena, to the new urbanism styles in communities such as Habersham and Point View, the area is home to distinct “forms” of development and environment. As the region continues to feel growth pressure in the future, all agree that we should strive to maintain its unique sense of place.

Further, the relationship of existing and new communities and neighborhoods is important. The concept of “connectivity”, while it has many dimensions, is an important regional issue. The way in which existing and newly developing areas are connected with roads, pedestrian facilities, and environmental corridors can help contribute to a sense of integrated community, rather than a sense of isolated pods of development.

One of the ways in which a sustainable regional form can be accomplished is to identify a regional vision for the overall form of new development relative to existing development and the natural environment, and then to implement local planning policies and regulations to implement that vision. While each community will continue to have its own responsibility to implement such policies at the local level, the region as whole benefits from a common understanding of the how the individual communities will fit together as a region. While it would not be desirable to have each community have the same standards – having all the communities look alike would detract from diversity of the area – it is very desirable for each community to understand where it fits into the regional form.

Common Goal 6:

Northern Beaufort County will maintain a distinct regional form of compact urban and suburban development surrounded by rural development for the purpose of reinforcing the valuable sense of unique and high quality places within the region.



Open Space Preservation

One of the features that most contributes to the character of Northern Beaufort County is its extensive amount of open spaces. These open spaces take many forms – water, marshes, pine forests, farms, and simple vacant land. The long term preservation of some of these open spaces is important to preserve community character. The open space preservation issue is closely tied to both the natural resource protection and regional form issues discussed in those respective common goals. The preservation of natural resources often also preserves open space, and a well designed regional open space system contributes heavily to an overall regional form.

Substantial preserved open spaces that form a regional system will not occur without a strong regional effort. It is true that participating local government can and should pursue open space preservation at a local level, but those efforts should be part of a regional framework to ensure that they fit together in such a way that they reinforce natural resource and regional form goals.

It is also important to recognize as part of this regional planning effort that the extensive open spaces that currently exist can not be expected to remain without active efforts by the communities. Most open spaces (other than those already permanently protected) are in private ownership. In a sense, this is “borrowed open space” - much of the general public appreciates and enjoys that open space, but we can not expect private land owners to carry the burden of providing open space in the long term.

Common Goal 7:

Methods of creating and permanently preserving a regional open space system will be developed.

Diversity

Northern Beaufort County is blessed with a diverse population, both ethnic and socioeconomic. It has many people whose families and culture date back centuries, and whose roots and commitment to the community are deep. However, as a potential high growth region with tremendous natural beauty and character, there is concern about the ability of many within the indigenous population who were in Beaufort County prior to modern development in the later part of the twentieth century to remain in the region as land values and housing costs rise.

There are many regions around the country where high growth changes the fundamental nature of the local economy, making it difficult for many people to afford to continue to live in the area (including being able to afford real estate based taxes) or to participate fully in the economic prosperity and opportunities that growth can bring. This is particularly true of the underprivileged or poor.

Northern Beaufort County and its Participating Local Governments want to avoid this phenomenon of cultural and economic displacement and isolation of certain populations in the region. All of the local ethnic and socioeconomic groups contribute to the quality of the region and its communities, and this plan recognizes the role that they have played in making the area what it is.

Common Goal 8:

An integrated ethnic and socioeconomic diversity of the region will be promoted regionally, and in particular the ability of indigenous population groups to remain a contributing part of the region and benefit from the opportunities that come from growth will be protected.

Affordable and Workforce Housing

Related to the issue of diversity is the provision of affordable and workforce housing. While the availability of affordable housing and the provision of work force housing for local workers are different issues, they are part of the same larger need to ensure that the region is providing a full range of housing to meet a growing and changing population.

Common Goal 9:

Affordable and workforce housing will be addressed on a regional basis through a multi-jurisdictional approach.

Infill and Redevelopment

Infill and redevelopment refers to the development of vacant land that is surrounded by development, or the redevelopment of land that had previously been developed but which is underutilized under current market conditions. While this is not often an issue addressed at the regional level, infill and redevelopment can have regional implications in that may reduce pressure for growth in “greenfield” areas. Thus, while each community will wish to have its individual infill and redevelopment policies to ensure that this type of development occurs in a way that is compatible with the community, the regional plan embraces the idea of infill and redevelopment as a way to absorb some share of regional growth, perhaps reducing pressure around the edges.

Common Goal 10:

Compatible local infill and redevelopment by the local governments will be supported on a regional basis.



Balancing of the Broad Public Interests with Fairness to Individual Property Owners

Planning for the future of a region inevitably involves the balancing of interests. Local governments have the right and responsibility to plan for the broad public interest, in the manner that such public interest gets defined in an individual community. Much of the planning that occurs directly affects people who own private property. While it is well established that local governments have the ability to regulate the use of private property within the limits of law, the importance of private property rights is also a core value.

Land in Beaufort County is obviously owned by a wide range of interests. Some is owned in large assemblages and some is owned in small holdings. Some is owned by relative newcomers to the region, and some has been in family hands for many generations. Some is owned by interests who wish to capitalize on it as an investment, and some is owned by people who intend to use their land as is indefinitely into the future. In all cases, planning must involve a balancing of property ownership and public interests, a balancing that is unique in each region.

Common Goal 1 I:

The Northern Beaufort Regional Plan will promote the broad public interest, but it will be mindful of the impacts that planning policies have on private property interests.

Relationship of Growth to the Military Facilities in Northern Beaufort County

The military facilities in Northern Beaufort County, such as the Marine Corp Air Station, the Naval Hospital, and Paris Island are important components of the regional planning effort. The military facilities are long-time major economic engines for the County, and their continued presence is important to the long term economic health of the region. The Participating Local Governments all agree that this plan must

respect the operational needs and constraints presented by the presence of the military facilities.

The Air Station in particular has potential impacts that affect this planning effort. The Air Station has been clear in identifying its potential impacts on the region through the publication of AICUZ maps (Air Installation Compatible Use Zones). The Station has also been a willing participant in intergovernmental planning efforts designed to plan for the external impacts of the base. Further, potential changes in the mission and types of aircraft associated with the base may expand the zone of impacts of future flight patterns.

Common Goal 12:

The Northern Beaufort Regional Plan will result in continued collaboration with military facility planners, and in particular will respect the AICUZ contours.

Preparation of Comprehensive Plans

Beaufort County and its municipalities face statutory requirements for preparing new Comprehensive Plans in 2007 and 2008. With overlapping geographic areas of common interest, along with issue areas that transcend jurisdictional borders, it is important that these new individual policy documents contain common approaches to regional challenges. The plans should be based on a common expectation for growth patterns in the county, and contain consistent approaches to transportation, environmental, and housing issues.

Common Goal 13:

Preparation of individual Comprehensive Plans for each of the county's jurisdictions in 2007 and 2008 will use this Northern Regional Plan as a common policy base for growth patterns and issues of regional scale.

Intergovernmental Coordination

Overlaying all the issues identified in these Common Goals is the need to identify a way in which to accomplish the regional strategies that ultimately arise from this plan. It is clear to all that close cooperation, collaboration, and communication is needed on these issues.

Common Goal 14:

The regional planning effort will require future intergovernmental coordination to implement this plan.



2

Growth Coordination Principles

Introduction

The Northern Beaufort County Regional Plan provides a framework for the Participating Local Governments to plan cooperatively for the future. While it is fully recognized that each jurisdiction will continue to plan for their own best interests, it is also recognized that there is a strong need for an overall organizing vision for the region's and the people's common good that transcends local boundaries. Further, the Participating Local Governments agree that a shared regional vision put into practice benefits not just the region and its citizens, but each community individually as well.

The regional plan is wide ranging and far reaching, addressing issues as diverse as land use, the delivery of essential public services, transportation, the environment, the economy, fiscal sustainability, and affordable housing. However, in order to successfully address these diverse issues on a regional level, it is necessary to embrace the overarching growth coordination principles set forth in this chapter.

The following principles propose agreement on a basic set of future growth boundaries, a future regional land use pattern, the implications that these boundaries and land uses have on future municipal growth and rural preservation, how this plan can be institutionalized in local planning programs, and how the implementation of this plan can be promoted. The over-riding principles to be applied in all instances are: (1) Mutual public benefit, (2) Mitigation of extra-territorial impacts, (3) Joint regional plan consistency, and (4) Plan implementation through inter-government agreements.

Recommendation 2.1: *The Participating Local Governments should work together to incorporate growth boundaries and growth principles into future regional and local planning efforts, policies, plans, and land use regulations.*

Growth Boundaries

Agreement on future boundaries of growth is a critical step for the Northern Beaufort region. Growth boundaries allow for the municipalities to plan for their future growth in an efficient and predictable manner. Likewise, growth boundaries allow for the county to plan for rural areas and focus its attention on county-wide issues such as transportation and environmental resources in a cooperative manner with the municipalities. In order to provide a clear boundary to growth and identify those areas anticipated to be preserved for rural uses, the Participating Local Governments agree:

- That the Growth Boundary identifies land that is envisioned as the future growth areas (inside the boundary, with the exception of the AICUZ areas and the northern portion of Lady's Island discussed separately in this plan) and land that is envisioned to remain rural in character (outside the boundary).
- That land located inside the Growth Boundary (see Figure 2) is expected to ultimately annex into a municipality with a demonstration that adequate public facilities are available or will be available at the time of development and that negative impacts of development will be mitigated.
- That land outside the Growth Boundaries is envisioned as developing at rural densities of no more than one unit per three acres gross density or subject to existing Community Preservation Districts (CPD), and that such land is not anticipated to be annexed into a municipality nor is it envisioned as being approved for urban densities. It is acknowledged by the Participating Local Governments that the county will further plan for and define rural planning policies through its comprehensive plan update and that this additional planning may further define rural development options and policies. However, the county agrees that the underlying policy of preservation of rural character and low density development patterns as contained in this regional plan will be respected in the comprehensive plan update.
- The Participating Local Governments agree that rural preservation is an important component of the overall system of Growth Boundaries and that it is in the regional interest to protect rural character and density while allowing economic use of rural property. In order to ensure longtime residents in the rural areas are protected, it is anticipated that the county will continue to allow family subdivision exemptions. Generally what the provision would do is exempt the transfer of certain size parcels from long-time landowners to their children. It is further anticipated that the county will seek to enhance economic opportunities for rural

residents by encouraging nonresidential activities that are compatible with rural areas through uses such as rural business districts, cottage industries, and continued agriculture and forestry.



Land Use Plan

Within the framework of the Growth Boundaries, it is also in the regional interest for the various communities to agree on an overall land use pattern (see Chapter 3). This will allow for closer coordination of land use planning and provision of services among and between the communities as they continue to engage in their own local planning and land use regulation. In order to provide a long term regional land use vision, the Participating Local Governments agree:

- That the Future Land Use Plan will serve as the regional guide to future land uses in order to ensure that growth will occur in an orderly and coordinated manner.
- That the Future Land Use Plan will be supplemented with land use definitions and policies that identify the circumstances under which they are considered appropriate.

Annexation Principles

While it is important to agree on growth boundaries and recognize that annexation is likely within those boundaries, it is also important for the communities within the region to agree on how annexations will occur, and in particular how land use and service delivery will be addressed relative to multi jurisdictional impact. In order to provide for efficient annexation that promotes the long term economic health of municipalities, allows for reasonable growth within designated growth boundaries, and mitigates negatives impacts on unincorporated land and provision of services, the Participating Local Governments agree:

- To develop mutually agreeable annexation principles that address mitigation of extraterritorial impacts associated with annexations, including protection for designated CPD's, public facility standards, traffic impact study requirements, baseline open space requirements, and baseline environmental standards that will be met prior to annexation occurring. These will include at least the following:
 - The Participating Local Governments agree to develop procedures for notices of proposed annexations by a municipality with an ample opportunity for comment by the county.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze and mitigate the potential impacts of proposed annexations on the delivery and level of service of public services and facilities, including fire, parks, library facilities, law enforcement, schools, transportation and roads, and public water (river) access in order to assure that adequate public services and facilities will be available to serve development expected as a result of annexations.
 - The Participating Local Governments agree to develop administrative mechanisms to analyze the impact of proposed annexations on the efficiency of services. This will include the ways in which services can be coordinated among jurisdictions, the avoidance of inefficient overlap of services or potential gaps in services, and a fair and proportional funding of services between the municipality and the county.
 - When, or if, after review and comment by the county, there is disagreement as to the consistency of the annexation with the regional plan, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.
- To develop mutually agreeable principles that address enclaves of unincorporated county territory within the Growth Boundary to provide for the most efficient pattern of land uses and provision of services consistent with the regional plan. Mutually agreeable

principles will also be developed that address instances in which development approval is requested, but where municipal annexation is not yet practical or desirable due to lack of contiguity with a municipality. These will include at least the following:

- The Participating Local Governments agree that it is the policy of this plan that land contiguous to municipalities will not be increased in authorized density without annexation to a municipality.
- For properties that are not contiguous to a municipality, the Participating Local Governments agree that the most appropriate method of urban or suburban development is through eventual annexation to a municipality. The Participating Local Governments agree that it is contrary to this regional plan for the municipalities and the county to compete for urban or suburban development or to allow the jurisdictions to be a party to zoning “jurisdiction shopping” by applicants. The county agrees that it will encourage property owners / developers who desire to increase density on non-contiguous property to first explore the feasibility of annexation, including consultation with the municipality and contiguous property owners.
- The Participating Local Governments agree that it is the policy of this plan not to increase density on property within the Growth Boundaries that is not contiguous to a municipality unless feasible annexation options have been ruled out and until the municipality has been provided the opportunity to review and comment on the request. If it is determined that it is not feasible to annex due to a lack of contiguity, the Participating Local Governments agree to develop guidelines for municipal review and comment to the county prior to their being considered for rezoning.
- Further, the Participating Local Governments agree that it is in the regional interest to avoid the creation of developed enclaves of unincorporated land that create inefficient service patterns. The Participating Local Governments agree to work together to find ways to encourage the eventual annexation of non contiguous urban or suburban development. Specifically, the Participating Local Governments agree to explore legal mechanisms whereby urban or suburban development could be subject by agreement by property owners to annex to a municipality under prescribed circumstances at a later date, subject to law.
- The Participating Local Governments agree to develop guidelines for the protection of existing Community Preservation Districts within the Growth Area.
- When, or if, after review and comment by the municipality, there is disagreement as to the consistency of the rezoning and development standards with the regional plan and agreed upon guidelines, the participating municipality and the county shall devise a method by which the two bodies resolve their differences on the matter and come to a mutually agreeable decision.

- The Participating Local Governments agree to develop approaches to addressing existing enclaves of unincorporated county land surrounded by municipal land, particularly to assure an orderly and efficient provision of public services and facilities, and the possible ultimate annexation of such areas.

Comprehensive Plans and Regulations

There is a clear desire on the part of the communities in the region for this regional plan to become ingrained in local planning policies and practices and serve as a true regional planning guide. In order to make this regional plan a part of the local planning and regulatory systems, the Participating Local Governments agree:

- To incorporate the policies and recommendations of this plan into their local comprehensive plans and local land use regulations.

Ongoing Implementation

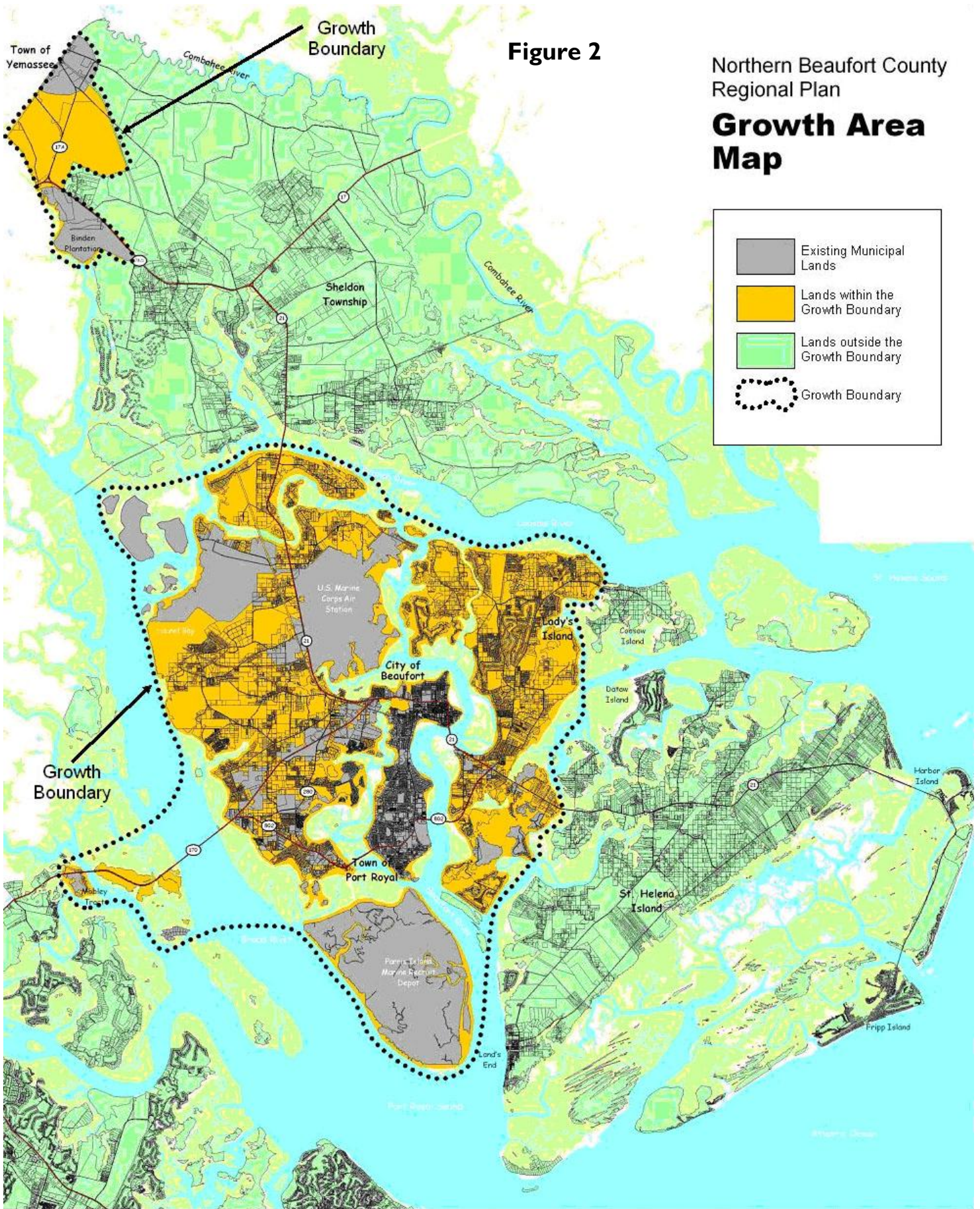
Just as there is a desire for this plan to make a difference at the local level, it is important that this plan be accompanied by measures designed to make it a reality. In order to insure that this regional plan is implemented, the Participating Local Governments agree:

- That once the Northern Beaufort County Regional Plan is completed the Regional Plan Steering Committee will continue to exist under the name of the Northern Beaufort County Regional Plan Implementation Oversight Committee and meet with responsibility for monitoring and facilitating implementation of this plan.
- To pursue development of an intergovernmental agreement that will establish the provisions for complying with, monitoring, overseeing implementation, and updating this plan.

Figure 2

Northern Beaufort County
Regional Plan

**Growth Area
Map**



3

Land Use

Introduction

The growth boundaries described in Chapter 2 establish a broad and critical regional vision of growth areas and rural areas. Within this framework, it is also important to define a regional land use pattern. This chapter summarizes the future regional land use pattern envisioned by the Participating Local Governments for Northern Beaufort County. This regional land use plan will serve as the basis for updates to land use plans for each of the individual communities.

The Future Land Use Map (See Figure 3) identifies a land use pattern that builds on the Growth Area Map. It includes land uses organized into six categories, including residential, commercial, light industrial, rural, preserved, and military. Within the broad categories there are more detailed breakdowns of land uses, along with definitions of the land uses. Also, the land use categories include additional discussion of the regional issues associated with those land uses in order to further guide the individual communities in their local planning processes.

Generally speaking, the areas within the growth boundaries are designated for either commercial, light industrial, urban residential, or neighborhood residential uses, and the areas outside the growth boundaries are designated for rural uses. There are, however, several exceptions to this pattern:

- The area around the Marine Corp Air Station is designated as low density residential,” as part of the joint planning effort designed to minimize growth within potential noise or hazard zones.
- The area on the northern portions of Lady’s Island is designated as “rural” use. While this is within the growth boundary, it is not desirable for this area to develop at higher than rural densities due to the regional transportation constraints (namely the bridge crossings between Lady’s Island / St. Helena and Port Royal Island). At such time that a third crossing or other relief can be provided in the future, this plan could be reevaluated relative to rural

designations within the growth boundary as part of a regional plan update.

- There are several “neighborhood residential” areas designated on Fripp and Harbor Islands, simply reflecting the existing development patterns. This plan does not envision those neighborhood residential areas expanding beyond their current boundaries.

Recommendation 3.1: *The Participating Local Governments should work together to implement the regional land use plan through their own local plans and land use regulations.*

Residential Land Uses

To promote a desirable regional pattern, new residential uses should develop in a pattern that maximizes the efficiency of regional infrastructure and the avoidance of sprawl or “leap-frog” patterns. Residential uses are encouraged to develop inter-connected neighborhoods, not isolated subdivisions that lack regional connections. Residential areas should promote regional pedestrian connections and should be coordinated with regional parks and open space facilities where feasible.

The Residential Land Use group includes urban residential and neighborhood residential land uses.

Urban Residential - Future development within the urban residential area is anticipated to be similar to the type and mix of land use currently found in the City of Beaufort and the Town of Port Royal. Infill and redevelopment would be targeted within Beaufort and Port Royal and in the Shell Point areas, parts of Lady’s Island and Burton (outside of the Airport Overlay District). Gross residential densities are between 2 and 4 dwelling units per acre with some denser pockets.

Neighborhood Residential - Neighborhood residential use implies that residential is, in fact, the primary use, with some supporting neighborhood retail establishments. New development is encouraged to be pedestrian-friendly, have a mix of housing types, a mix of land uses and interconnected streets. Maximum gross residential density is approximately 2 dwelling units per acre. It is assumed that 5% to 10% of the land area may consist of commercial development. This designation also includes Dataw, Fripp, and Harbour Islands.

Low Density Residential - Low density residential uses, which are located in northern Port Royal Island and Lady’s Island, are affected by

the noise contours and accident potential zones associated with the U.S. Marine Corps Air Station. Residential development and places of assembly would be highly limited in those areas. Light industrial, commercial, and agricultural uses would be recommended in these areas.



Regional Planning Issues Associated with Residential Uses:

- It is recognized that urban and neighborhood residential areas will include a mix of uses, housing types, and residential densities, however it is important that the overall density remain within the parameters established in the above definitions and that the mixture of non-residential uses not overwhelm the residential character of these areas. While local commercial uses are envisioned as appropriate and desirable in residential areas, they should retain the local commercial scale so as to not overwhelm the residential neighborhoods. Similarly, while higher density multi-family uses are envisioned as being appropriate in residential areas, they should be offset with lower density residential and open space in the neighborhood to maintain the residential neighborhood character.
- Residential uses should be designed and developed to improve regional transportation connectivity. While the design of streets in individual neighborhoods is a local matter, the promotion of multiple road connection options on a regional level should be encouraged in residential developments.
- Residential developments that are made possible by annexation should be sensitive to and mitigate negative impacts on surrounding residential areas, including those in remaining unincorporated land.

Commercial Land Uses

Commercial development in Northern Beaufort County should embody high quality site plan and design principles, particularly related to landscape, signage, building design and orientation, and parking lot designs. Commercial development should be compatible with surrounding residential areas and should be connected to pedestrian systems such as sidewalk and trail systems that exist. Commercial uses should focus on key transportation nodes, avoiding strip patterns.

The commercial land use group includes core commercial, regional commercial, and community commercial.

Core Commercial - Core commercial uses include downtown Beaufort and Port Royal and areas along Boundary Street that are planned to have pedestrian scale, zero lot line oriented commercial development.

Regional Commercial - Regional commercial uses are those uses due to their size and scale that will attract shoppers and visitors from a larger area of the county and outside the county. Typical uses include “big box” retail uses, chain restaurants, and supporting retail.

Community Commercial - Community commercial uses typically serve nearby residential areas, such as a shopping district anchored by a grocery store. Good local examples of community commercial areas are at the intersection of US 21 and SC 802 on Lady’s Island and Midtown Plaza (Bilo) in Shell Point.

Regional Planning Issues Associated with Commercial Uses:

- Commercial land uses should be designed according to sound access management principles and techniques in order to provide for efficient ingress and egress of traffic to minimize the efficiency and capacity of the regional transportation system.
- Commercial uses should promote regional transportation connections, and should avoid being designed and located so as to impede efficient regional transportation flow.

Light Industrial Land Uses

Chapter 7 of this plan identifies the need for providing a sufficient quantity of suitable located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Uses in this category include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.

Rural Land Uses

The historic character of rural areas should be preserved and strengthened respecting existing Community Preservation Districts, providing for family subdivision options, by promoting compatible density and intensity, and by allowing rural economic opportunities that are compatible with rural areas.

The Rural Land Use group includes rural areas and rural communities.

Rural Community - These areas roughly correspond with the areas designated as “community preservation” in the county's Comprehensive Plan. These areas are proposed to serve the surrounding rural community with small scale retail and service uses and low to moderate density residential – approximately 1 dwelling unit per acre.

Rural - Rural areas are situated outside of the urban service area. Except where noted, these areas would retain their rural character with low density residential development, supporting small scale commercial development, and agricultural land uses. Future development in rural areas is anticipated to be similar to the type and mix of land uses currently found in the Sheldon area and St. Helena Island. Maximum gross residential density – 1 dwelling unit per 3 acres.



Regional Planning Issues Associated with Rural Uses:

- The Rural Land Use categories assume a mix of land uses, including agricultural, residential, and commercial. However, commercial land uses should be limited to those supporting the surrounding residential or agricultural areas and should typically be located along arterials.
- This Regional Plan acknowledges and respects the rural communities. In several of the rural communities, local plans have been undertaken and will continue to govern planning in those areas. It is anticipated that local plans will be completed for other rural communities as designated on the future land use map.

Preserved Lands

The Participating Local Governments should continue to preserve lands for open space purposes consistent with this regional plan.

This category includes all park lands and public and private lands preserved through conservation easements.

Military

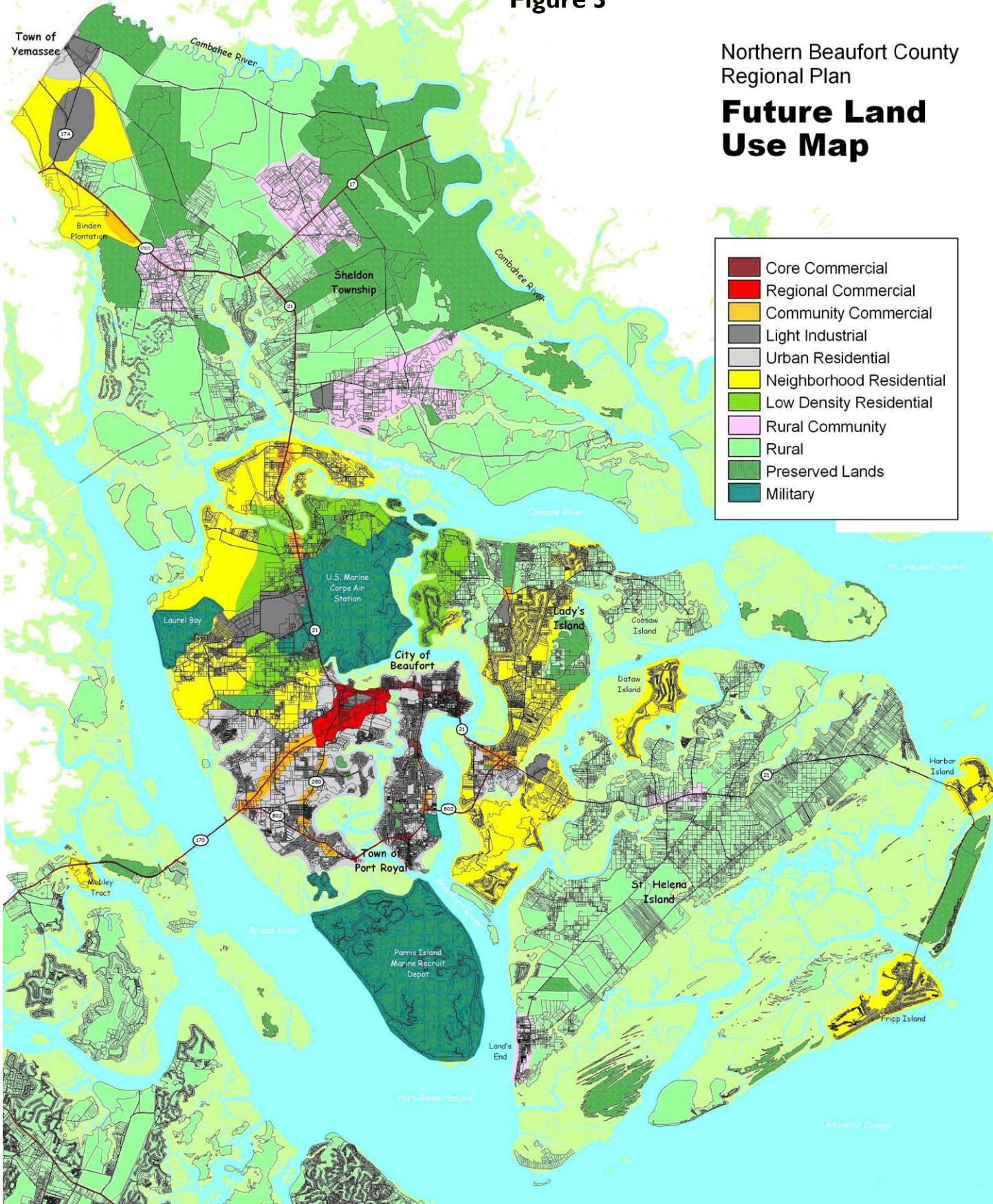
The Participating Local Governments should continue to coordinate land use planning with military installation planning consistent with this regional plan.

This category includes all military installations.



Figure 3

Northern Beaufort County
Regional Plan
Future Land Use Map



4

Transportation and Other Public Facilities

Introduction

One of the common goals of this plan is to provide public facilities in a coordinated way concurrent with new growth. While some local public facilities are best planned for and provided by individual communities and are beyond the scope of this plan, some public facilities raise issues that go beyond the ability of individual communities to address.

Traffic congestion is the most tangible and noticeable indicator of the declining quality of life caused by new growth. This is not to suggest that other public facilities, the natural environment, and other elements of this plan are any less important, but transportation level of service, particularly related to vehicular traffic congestion, is where we often see the earliest impacts of growth. It is the proverbial “canary in the mine”. For this reason, this plan focuses attention on understanding the implications of growth for transportation, the potential solutions to address impacts of growth, estimated costs of those improvements, and a strategy for responding to the uncertainties involved in planning for transportation improvements in an ever changing environment.

This plan also identifies public facility needs and costs related to parks and recreation, sheriff’s facilities, detention facilities, general government and courts, health and human services, libraries, and emergency medical services.

Transportation

The transportation strategies identified in this chapter are based upon extensive analysis performed to determine transportation needs in the northern region of Beaufort County. The land use assumptions developed in the plan (as explained in Appendix A) were incorporated into the transportation analysis. In addition to the capacity of the existing road network, the analysis factored in committed and planned transportation improvements. Even with these committed and planned projects, the analysis identified future road deficiencies that will likely result from new growth in the next 20 years. Rather than simply addressing these deficiencies by building more roads, this analysis first looked at how future road capacity could be preserved and enhanced by pursuing the following alternative transportation strategies:

- Transit
- Travel Demand Management
- Pedestrian and Bicycle Connections
- Access Management
- Intersection Operational Improvements

Transportation projects are summarized in two categories: “planned and committed” projects, and “recommended additional transportation solutions”. Each is discussed below.

Planned and Committed Transportation Projects in Northern Beaufort County

The analysis of future transportation conditions was based on year 2025 and reflected projects with committed funding (committed project) or for which significant studies have been performed and are included in the Beaufort County planning process for future funding (planned projects). The analysis results for the “committed and planned projects” assumed to be in place in the future year 2025 are shown in Figure 4.

Recommendation 4.1: *The Participating Local Governments should work together to implement planned and committed road widenings, new road alignments, and planned intersection improvement projects:*

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes)
- 2) US 17 from US 21 to SC 64 (4 lanes)

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road)
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road)

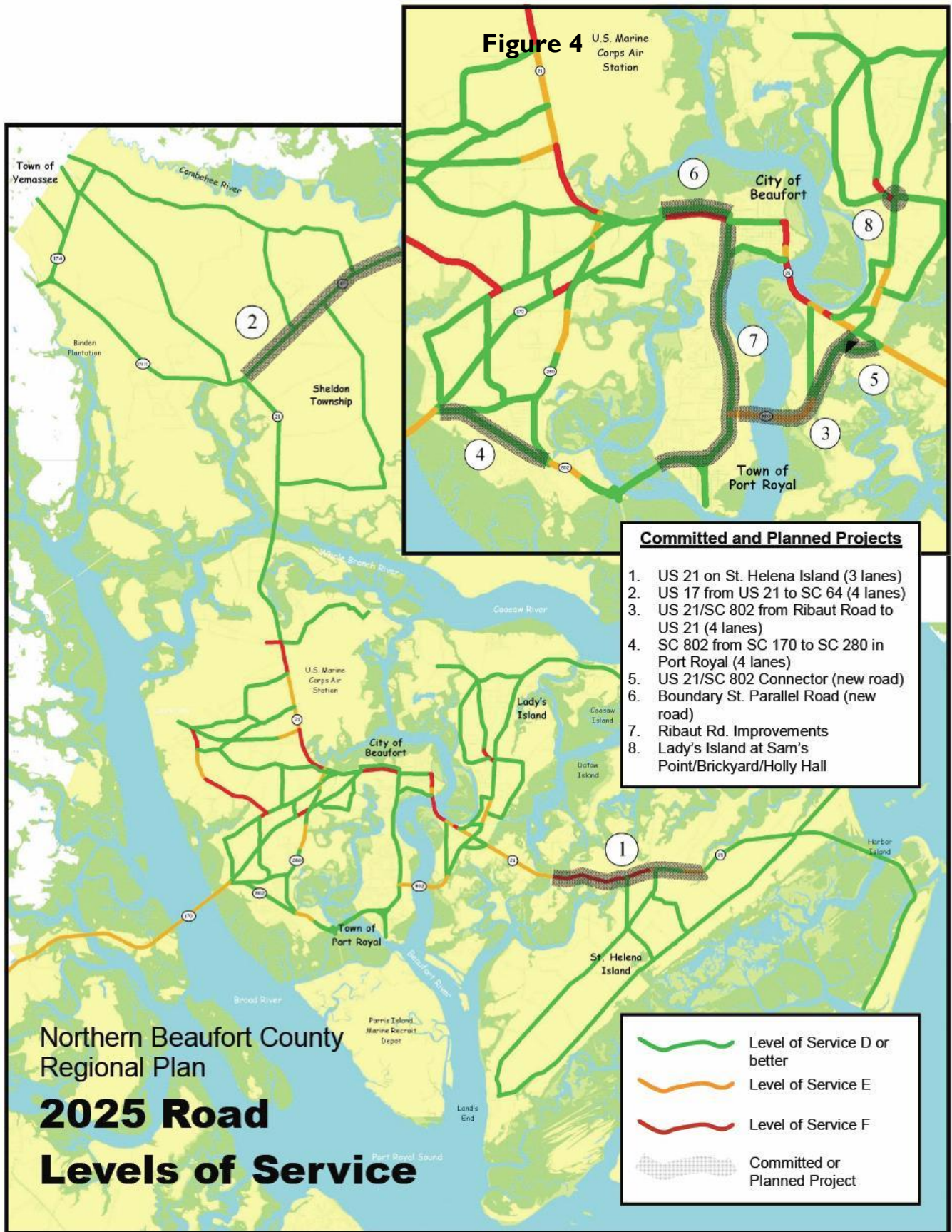
Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road)
- 6) Boundary Street Parallel Road (new 2-lane road)

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall





Recommended Additional Transportation Solutions

The transportation analysis shows that even with the planned and committed projects, additional transportation solutions are needed for longer term growth. Specifically, assuming the planned and committed projects are built, the following areas are forecasted to be deficient in the long run (by year 2025) based on growth forecasts:

- US 21 (Broad River Boulevard to Clarendon Road)
- US 21 (SC 170 to Ribaut Road)
- US 21 (Boundary Street to St. Helena Island)
- SC 802 (east of Ribaut Road)
- SC 802 (north of US 21)
- Joe Frazier Road (north of Broad River Boulevard)
- SC 170 (west of SC 802)
- SC 280 (US 21 to Mink Point Boulevard)

Thus, additional improvement recommendations were prepared after considering a wide range of solutions, including major capacity improvements, transit, pedestrian and bicycle connections, access management, and operational improvements.

Recommendation 4.2: *The Participating Local Governments should work together to explore and evaluate a range of transportation improvements, including road capacity improvements, transit, pedestrian and bicycle connections, enhanced access management, and operational improvements. It is important to recognize that these approaches should be explored and evaluated, and that flexibility is needed to determine the best specific solutions based upon analysis of changing conditions.*

Transit and Travel Demand Management – *A transit route could reduce the trips made across the key Woods Memorial Bridge and SC 802 river crossings. A circulator between these areas would need to operate with frequent service/short headways to be effective in attracting riders to switch modes from automobile use. A program to provide an organized approach to teleworking, flexible work hours, carpool matching, and vanpool services is recommended for the Downtown Beaufort and Port Royal areas. A second program to focus on U.S. Marine Air Station carpooling is also recommended. The transit and travel demand management strategies will require more detailed study to determine the anticipated level of benefits and feasibility.*

Pedestrian and Bicycle Connections – *Providing local pedestrian and bicycle connections where commercial areas are present near residential*

communities could reduce trip making along adjacent arterials. On a larger scale, implementation of a bike corridor along the abandoned railroad corridor west of US 21 is recommended to provide access to an alternative transportation mode for those along the US 21 corridor. This corridor would provide a trail that is separated from automobile traffic, enhancing safety for all users over on-street bike lanes or “share the road” designations.

Access Management – Access management along major corridors is recommended to maximize the capacity available to move through traffic. Access management is recommended along the following corridors:

- US 21 north of SC 170
- US 21 south of the Beaufort River to St. Helena Island
- SC 170 from US 21 to the Broad River
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) – The US 21 corridor experiences significant capacity limitations that are beyond those effectively addressed with the alternatives to capacity expansion examined. Further, significant growth management would be needed to reduce trip making to mitigate deficiencies along the corridor. Therefore, widening of US 21 north of SC 170 is recommended to accommodate these travel needs. This should be designed as a “complete streets” application to include automobile, pedestrian, bicycle, and transit considerations, as well as landscaping.

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) – This connection will provide a link from the US 21 corridor to the SC 170 and SC 802 corridors. This connection has the potential to relieve US 21 for traffic traveling to/from SC 170, as well as serving some traffic along US 21 north of Beaufort that is destined for Port Royal, Lady’s Island, or St. Helena Island. This project will provide the planning and analysis needed for consideration of this alternative for application beyond year 2025.

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) – The capital project sales tax currently provides funding for a possible alignment (the northern bypass) for a third crossing from Lady’s Island to the mainland. Pursuant to Federal concept definition/NEPA requirements, this feasibility study would include analysis of the mobility, economic, and community/environmental impacts and benefits of various alignment options.

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) – This road would connect from SC 170 near Neil Road eastward via an abandoned rail corridor toward Downtown Beaufort. This linkage would provide direct relief to the congested section of US 21 between SC 170 and Ribaut Road, as well as provide a bicycle connection through the area. In order to minimize long distance through travel, the roadway cross

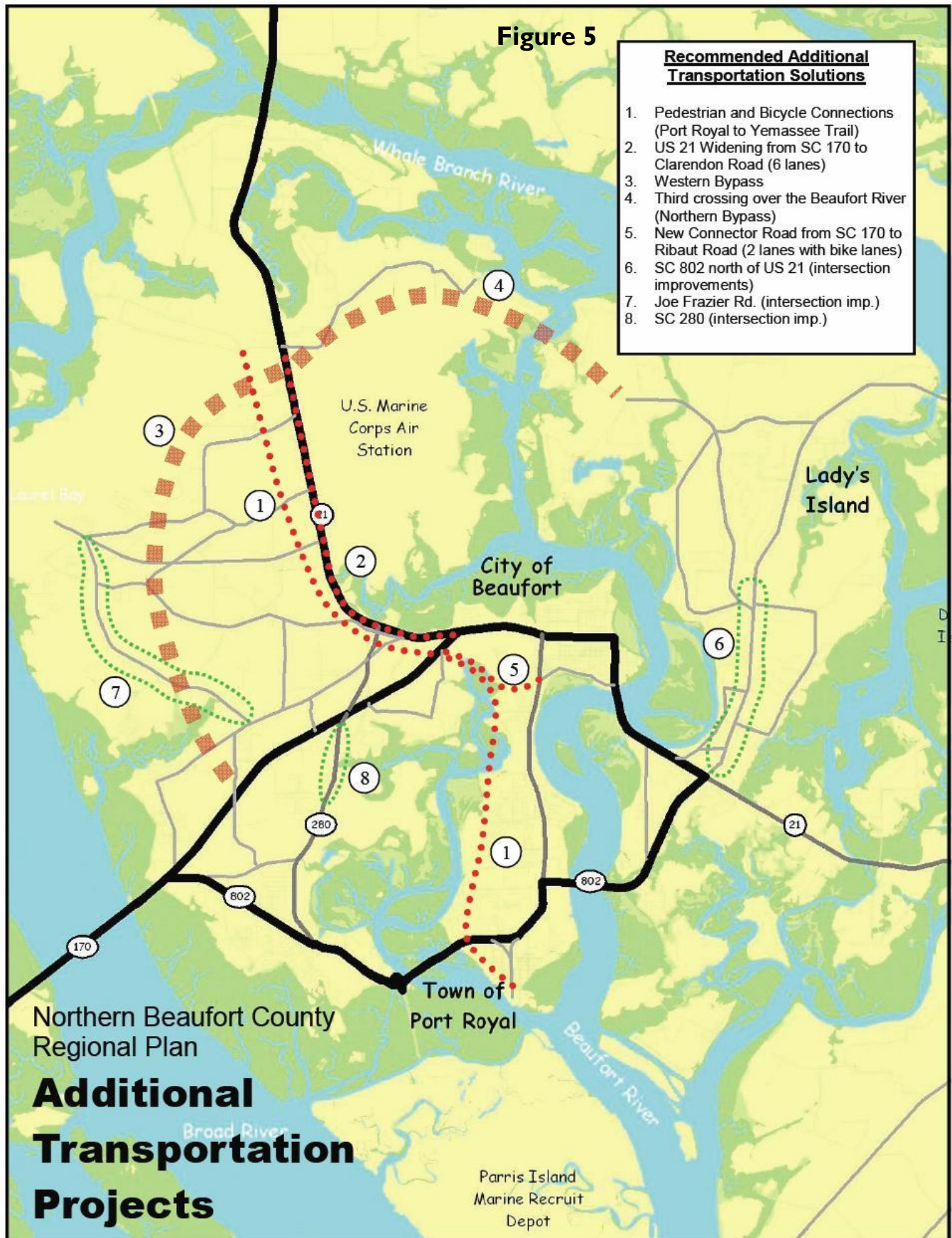
section and speed design should be that of a collector road for local connectivity.

Intersection and Roadway Operational Improvements – Implementation of turning lanes at appropriate locations and intersection improvements to enhance flow at bottleneck intersections could free underutilized capacity along key corridors. Operational improvements are recommended in the following areas:

- SC 802 north of US 21
- Joe Frazier Road from SC 170 to Laurel Bay Road
- SC 280 from SC 170 to Mink Point Boulevard

The Recommended Additional Transportation Solutions are illustrated in Figure 5.





Transportation Cost Estimates

Capital cost estimates for transportation improvements are indicated below in 2006 dollars. The fiscal impact of these capital costs are evaluated in Chapter 5.

Committed and Planned Roadway Improvements

Below is a list of the eight “committed and planned” projects and their associated costs, totaling approximately \$178 million. The County sales tax will be used to match the larger state and federal shares of these projects. Based on the availability of state and federal funds, many of these projects could be implemented in the short-range (2007-2015).

Committed Widening Projects

- 1) US 21 on St. Helena Island (3 lanes) - \$12.3 million
- 2) US 17 from US 21 to SC 64 (4 lanes) - \$92 million for Beaufort County portion only

Planned Widening Projects

- 3) US 21/SC 802 from Ribaut Road to US 21 (widen to 4-lane divided road) - \$35.7 million
- 4) SC 802 from SC 170 to SC 280 in Port Royal (widen to 4-lane divided road) - \$7.0 million

Planned New Roadway Alignment

- 5) US 21/SC 802 Connector (new 4-lane divided road) - \$6.0 million
- 6) Boundary Street Parallel Road (new 2-lane road including Boundary Street improvements) - \$22.0 million

Planned Intersection Improvements

- 7) SC 802 (Ribaut Road) Improvements - \$2.3 Million
- 8) Lady's Island at Sam's Point/Brickyard/Holly Hall - \$250,000

Additional Transportation Improvements

Beyond the eight planned and committed projects, this plan recommends an additional list of transportation improvements. These eight additional recommended projects result in an overall cost of \$122.3 million with \$33.7 million occurring in the short-range and \$88.6 million occurring in the long range. Some of these costs could be reduced through potential state or federal dollars. The transit improvements in particular could be assisted by up to a 50% match by the federal government. Further, it is possible that the costs of creation of a local transit authority could be avoided by working with the existing

Low Country Council of Governments (LCOG) authority. However, for the purpose of conservative planning, the total costs of these improvements are assumed to be a local responsibility.

Transit and Travel Demand Management - \$20.3 million

Pedestrian and Bicycle Connections – \$10.9 million

Access Management - \$6.9 million

US 21 Widening from SC 170 to Clarendon Rd (6 lanes) - \$38.0 million

US 21 to SC 170 – Western Bypass (Planning, feasibility analysis, and right-of-way for a 2 lane road with turn lanes and bicycle lanes) - \$12.6 million

Third Crossing of Beaufort River (Planning, feasibility analysis, and right-of-way for additional Lady’s Island Crossing) - \$6.4 million

New Connector Road from SC 170 to Ribaut Road (2 lanes with bike lanes) - \$9.5 million

Intersection and Roadway Operational Improvements - \$17.6 million

In summary, substantial transportation improvements will be needed to maintain acceptable levels of service as growth continues to occur. Many of those projects are already committed and planned for the region, at a cost of approximately \$178 million. However, the projects that are already committed and planned are not adequate for the long range planning horizon of 20 years. This plan recommends a strategy of exploring additional projects, at an additional cost of approximately \$122 million. Thus, the total capital cost of transportation improvements is approximately \$300 million for transportation. Note that some of this capital cost is already funded with state and federal funds, which affect its fiscal impact, as further discussed in Chapter 5.

Other Public Facilities

Additional public facilities will be needed as a result of the forecasted growth in Northern Beaufort County. In order to plan for this growth, including the need to finance public facilities, estimates are made about new facility demands that could be created by future growth. There are several important things to understand about these estimates:

First, they focus on county level facilities. Individual communities will continue to have responsibility for providing certain local public facilities on a local basis.

Second, they assume that current levels of service are maintained in the future. It isolates the public facility needs created only by future growth assuming the future growth is served with public facilities at the same level as is current population. To the extent that the region desires to increase levels of services for existing population and for future growth, those costs would be in addition to those assumed for this analysis. For example, the current library administrators for Beaufort County note that the existing levels of service for libraries do not meet national standards and would propose to raise the local level of service to achieve those national standards. This regional plan certainly does not suggest that increased levels of service are inappropriate; however for the purpose of estimating needs created by new growth, estimating costs, and examining the fiscal implications of those needs and costs (see Chapter 5), existing levels of service are assumed to be the minimum standards for the future.

Recommendation 4.3: *The Participating Local Governments will work together to coordinate the planning and funding of parks and recreation, libraries, schools, sheriff and public safety, general government, courts, health, and human services, and other regional public facilities.*

The following public facility needs and costs are estimated at almost \$50 million as follows:

- *Parks and Recreation (\$27.9 million)*
 - New capital facilities include ten neighborhood parks (100 acres total) and six community parks (150 acres total)
- *Library (\$7.2 million)*
 - Two additional library branches totaling 23,000 square feet would be constructed using the current standard of 0.6 square feet per capita
- *Sheriff and Public Safety (\$5.4 million)*
 - 4,606 square feet of additional Sheriff's space would need to be constructed
 - 25,630 square feet of Detention Center space would need to be constructed
- *General Government (\$2.9 million)*
 - 12,355 square feet of additional General Government office space would need to be constructed
- *Courts (\$2.7 million)*
 - 12,716 square feet of additional Court space would need to be constructed

- *Health and Human Services (\$2.8 million)*
 - 3,709 square feet of additional Health Department office space would need to be constructed
 - 8,390 square feet of Human Services space would need to be constructed

The fiscal implications of these costs are explored in the following chapter.



5

Fiscal Impact of Growth

Introduction

Population in Northern Beaufort County is forecasted to grow by more than 53% over the next 20 years, from just over 80,500 to over 123,500. This population growth will create additional regional demands for transportation, parks and recreation, EMS, sheriff, general government, and health and human services capital infrastructure.

The costs of providing infrastructure to serve this new growth at current levels of service are estimated to be approximately \$350 million, including approximately \$300 million in transportation improvements, and \$50 million in other public facilities, as described in Chapter 4.2. Of the \$300 million for capital transportation costs, approximately \$134 million is already funded with state and federal dollars, leaving \$166 million to be funded. Thus, for fiscal modeling purposes, it is assumed that approximately \$216 million in capital costs will be funded locally. Note that this is a conservative estimate in that it assumes no state or federal funds for transportation beyond those already committed. Obviously the region will continue to actively pursue outside funding, which would mitigate the regional fiscal needs.

In addition to capital costs, there will be ongoing operations and maintenance costs that can be expected in excess of \$230 million over this planning period. The funding of operating and maintenance costs is

² Since this analysis focused on county facilities, it does not include schools or fire services. In the case of schools, the school district is currently in the process of conducting a space needs assessment, and that information is not yet available. However, as a follow up phase to the fiscal analysis, the capital costs of schools will be included on a county-wide basis.

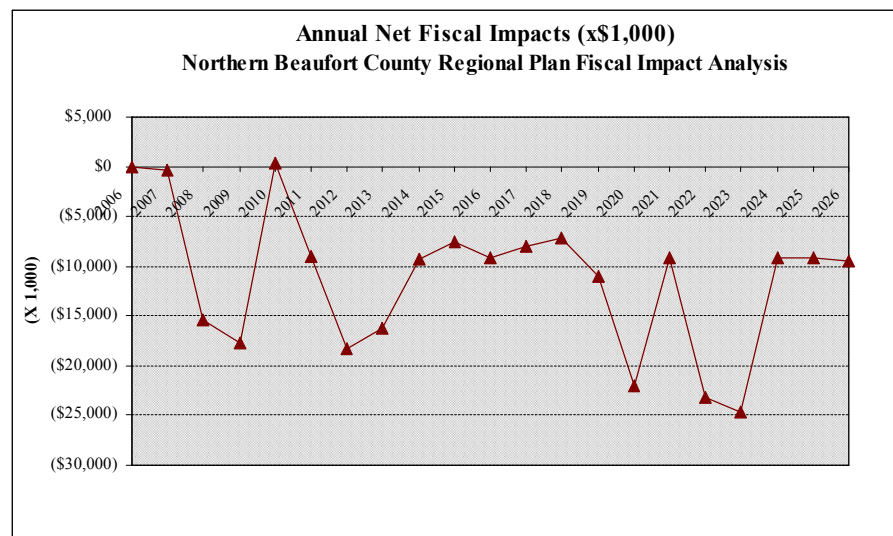
a county-wide problem that will be examined on a county-wide basis in the subsequent phase of the fiscal analysis, but it is included in this analysis in order to understand the magnitude of the issue.

In order to understand the net fiscal impact of this growth, a fiscal impact analysis was prepared as part of this regional planning process. Specifically, the fiscal impact analysis was performed to evaluate whether revenues generated by new growth are forecasted to be sufficient to cover the resulting costs to Beaufort County of continuing existing levels of public services and facilities for new growth.

Fiscal Impacts

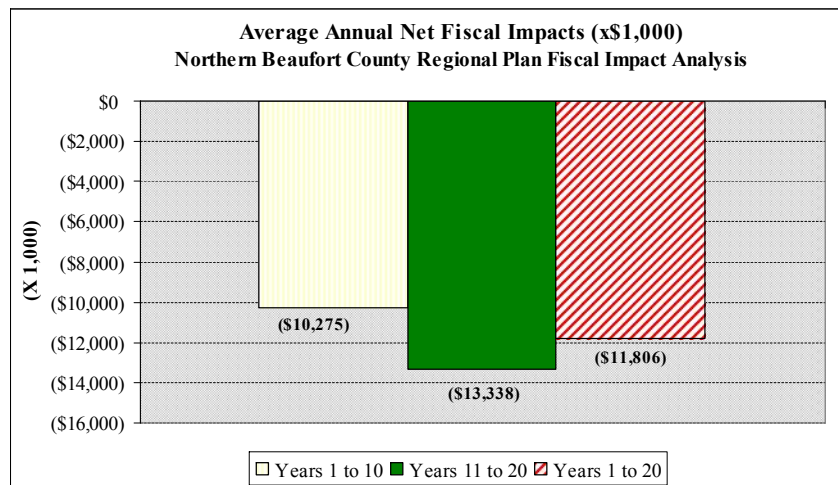
The fiscal impacts were summarized in several ways. First, annual net results are shown from one year to the next over the twenty year planning period. (These results are for new growth only, and do not include costs and revenues from existing population.) By showing the results annually, the magnitude, rate of change, and timeline of deficits and surpluses can be seen over time. As can be seen, on a year-to-year basis there are varying degrees of deficits – the “bumpy” nature of the line represents the opening of capital facilities and/or major capital operating costs being incurred. New growth is expected to generate annual deficits to the county in all but one year in the planning period. The greatest deficits will likely occur in the later half of the planning period primarily due to transportation improvements required after the current capital sales tax expires. At that time, the current impact fee structure is not adequate to offset these capital costs (see later discussion of potential next steps).

Figure 5



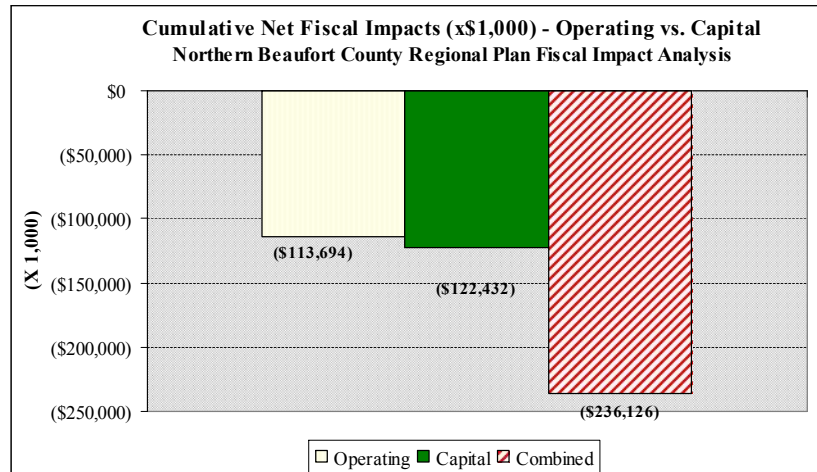
The fiscal impacts can also be summarized by the average net fiscal impact over the twenty year planning period, broken down in ten year increments. The net fiscal deficit, including capital and operating costs for years 1 – 10 are in excess of \$10 million per year; for years 10 – 20 they are in excess of \$13 million per year; and for the total 1-20 year period they average out at almost \$12 million per year. As can be seen, new growth generates average annual net deficits to the county in all three time periods. Once again, the higher deficits in the later half of the planning period are due to the current capital sales tax expiring in five years time, leaving the county with only impact fees as a dedicated funding source for transportation capital costs.

Figure 6



Finally, the fiscal impacts can be summarized by showing the net fiscal impact to the county for both capital and operating costs. As can be seen, cumulative net deficits are generated for both the operating and capital budget. The cumulative net impact of operating costs over the 20 year planning period is over \$113 million. The cumulative net impact of capital costs over the 20 year period is over \$122 million. The total net impact combined is over \$236 million.

Figure 7



Several conclusions can be drawn from the fiscal analysis:

- The average annual net deficits generated show that the county's present revenue structure cannot provide current levels of service to new growth without finding new revenue sources or raising existing rates. This is similar to what most other communities and regions in the country face – in order for growth to pay for itself, new funding sources and solutions must constantly be explored and evaluated.
- The total deficit including both capital and operating budgets is forecasted to be in excess of \$236 million over the planning period of 20 years.
- By far, the greatest shortfall for capital funding is for transportation and parks/recreation, which comprise 90 percent of the capital costs.
- In order to provide at least the current levels of service for new growth, additional funding sources must be identified or existing funding sources must either be continued or expanded.

Fiscal Impact Recommendations

The Southern Beaufort County Regional Plan also examined the fiscal impact of growth, and recommended a regional funding strategy to address the issue. That strategy is applicable in Northern Beaufort County, and is also endorsed in this plan, as follows. Specifically, the Northern Beaufort County communities agree to work together to explore regional approaches to funding regional infrastructure, focusing on a limited range of regional tools similar to those to be explored in the southern portion of the county, including:

Recommendation 5.1: Adopt Regional Level of Service (LOS) Standards: *In order to establish a foundation for coordinating transportation and parks planning across the region, each of the Participating Local Governments will adopt the same level of service standard for these facilities, that is consistent and coordinated with the LOS adopted by the other Participating Local Governments.*

Recommendation 5.2: Identify Existing Deficiencies and Future Capital Improvements Needs: *Using the agreed upon LOS standards, the Participating Local Governments will then work cooperatively to identify needed capital projects, determine their costs and identify revenue sources to fund the projects.*

Recommendation 5.3: Work Cooperatively with the School District: *While the School District has the responsibility to plan and provide funding for its capital needs, a framework needs to be established where the Participating Local Governments can work cooperatively with the School District and support its efforts to plan for the future deficiencies and future capital improvement needs for public schools.*

Recommendation 5.4: Develop an Overall Funding Strategy: *The following factors should guide the selection of revenue sources to address the capital and operating funding gap:*

- **Revenue Potential:** Whether the tool can generate substantial sums of monies to fund capital infrastructure;
- **Geographic Application:** Whether the tool can be applied across the region;
- **Legislative Authorization:** Whether the tool requires legislative authorization;
- **Technical/Administrative Ease:** The ease of administering the tool; and
- **Public Acceptability:** How citizens will accept the tool.

Recommendation 5.5: *Focus First on Available Funding Tools:* In order to take immediate action on addressing capital funding needs, it is important to concentrate first on revenue sources that the State of South Carolina enables local governments to use to fund capital improvements. These include property taxes, local sales, impact fees, and taxes. For example, the current capital sales tax is expected to generate approximately \$62,200,000 for capital transportation facilities in Northern Beaufort County. In addition, the impact fee for Southern Beaufort County was recently updated, demonstrating that when kept current impact fees could be expected to generate substantial additional capital revenues.

Recommendation 5.6: *Consider Funding Tools that Require Changes in State Legislation:* If the available funding tools are not adequate to address the funding gap, particularly the operating cost gap, it may be necessary to lobby the state to initiate legislation that would enable new funding sources.

Recommendation 5.7: *Explore New Institutional Arrangements:* Where appropriate, new institutional arrangements to facilitate multi-jurisdictional cooperation on funding issues should be explored.

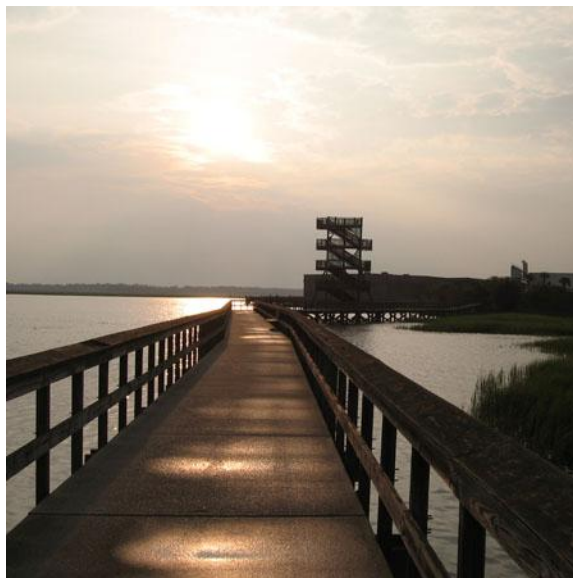


6

Baseline Environmental and Corridor Standards

Introduction

Several of the Common Goals contained in Chapter I involve the creation of agreed upon baseline standards, especially for environmentally sensitive areas and key travel corridors in Northern Beaufort County. This chapter offers specific actions that need to be taken to accomplish those goals. These actions should be addressed first through intergovernmental agreements and then ultimately through local plans, and especially through the land use regulations of the local communities, as is further discussed in Chapter 8 Implementation.



Consistency of Environmental Standards

Recommendation 6.1: *The Participating Local Governments should make it their priority to protect water quality by implementing the recommendations of the Beaufort County Special Area Management Plan (SAMP).*

- **Background:** *Much of the local efforts and initiatives that address water quality and environmental protection in the last seven years are a direct result of the Beaufort County Special Area Management Plan (SAMP) and its recommendations. The SAMP, initiated in 1999, encompassed a wide range of topics and activities ranging from more advanced stormwater controls, wastewater management, and water quality monitoring, to public education and outreach. Recommendations 6.2, 6.3, 6.4, and 6.5 below provide a further explanation of which measures are being proposed in Northern Beaufort County to protect water quality in accordance with the SAMP.*

Recommendation 6.2: *The Participating Local Governments should require all new development to adhere to a common Stormwater Best Management Practices (BMP's) Manual.*

- **Background:** *Traditionally, stormwater management has dealt with controlling the quantity of runoff from a site in order to avoid flooding downstream properties. This measure of stormwater protection, however, does not protect against specific pollutants that impair water quality and threaten shellfish beds. In 1998, Beaufort County adopted the Stormwater Best Management Practices (BMP) manual which has specific attenuation standards for two types of pollutants – nutrients (phosphorus) and fecal coliform bacteria. The City of Beaufort, the Town of Port Royal, and the Town of Yemassee currently do not require new development to meet these standards.*

Recommendation 6.3: *The Participating Local Governments should adopt baseline standards for critical line setbacks and natural vegetative buffers.*

- **Background:** *The purpose of the natural vegetative buffers is ultimately to improve water quality by capturing sediments and pollution from stormwater runoff. Critical line setbacks and vegetative buffers also stabilize the shoreline, reduce flooding and flood damage, preserve the natural habitat and create a sense of place and privacy for the homeowners. Currently Beaufort County requires a 50-foot wide natural vegetative buffer for single family houses and a 100-foot wide buffer for all other uses. The City of Beaufort has a 30-foot requirement for single-family residential development. An average buffer width of 50 feet with a*

minimum of 35 feet is required for multi-family and commercial development. The Town of Port Royal and the Town of Yemassee currently only require natural vegetative buffers in specific PUD's or development agreements.

Recommendation 6.4: Where justified, the Participating Local Governments should provide opportunities for limited community uses in close proximity to the OCRM critical line in order to enhance the community's enjoyment of the waterfront.

- **Background:** One criticism of vegetative river buffer standards is that they would preclude the development of regional attractions such as the Waterfront Park in Beaufort, the Battery in Charleston, and Harbortown on Hilton Head Island. Each of these developments provides the public with views and access to the water. In order to accommodate this type of development and at the same time preventing the degradation of the environment, it is important to establish guidelines that must be met in order to relieve river buffer requirements.

The development cannot be on a waterway classified as ORW (Outstanding Resource Waters) and SFH (Shellfish Harvesting Waters) by the South Carolina Department of Health and Environmental Control (DHEC).

Stormwater management must be designed to compensate for the reduction or elimination of the natural vegetative buffer and increase in the amount of impervious surfaces.

Recommendation 6.5: The Participating Local Governments should apply more stringent standards in critical areas such as the headwaters of local waterways, low-lying areas and the ACE Basin.

- **Background:** The SAMP called for the creation of a River Quality Overlay District Ordinance to address such concerns such as setbacks, vegetative buffers and appropriate impervious surface cover limits to minimize impacts of development to salt water marshes. This recommendation would most appropriately be applied in sensitive areas such as headwaters because of their increased vulnerability to pollution.

Recommendation 6.6: The Participating Local Governments should develop and adopt baseline standards for the protection of freshwater wetlands.

- **Background:** With the current condition of Federal and State wetlands protection, the role of local governments is vital to protecting small, "non-jurisdictional" wetlands. Beaufort County has wetland protection regulations, which allow fill for non-tidal wetlands less than one acre in size and require mitigation. Of the municipalities, currently only the Town of Port Royal has wetland protection requirements and they are limited to planned communities in the Shell Point Overlay District.

Consistency of Corridor Standards

Recommendation 6.7: *The Participating Local Governments should adopt consistent corridor overlay district standards among the Participating Local Governments on shared corridors such as SC 170 (Robert Smalls Parkway), U.S. 21 and SC 280 (Parris Island Gateway).*

- **Background:** *It is understood that the county and its municipalities have a mutual interest in preserving shared corridors and the rural character of the entrance corridors to the municipalities. Currently, a patchwork quilt of political jurisdictions exists in Shell Point, Burton, Sheldon, and parts of Lady's Island. It is important that consistent development standards are required regardless of political jurisdiction. Another important factor is that in some corridors (Boundary Street, Ribaut Road, US 21 on Lady's Island), development is encouraged or required to be pedestrian friendly and address the street, while on other corridors (Trask Parkway, Robert Smalls Parkway) development is required to be set back from the highway and screened with a vegetated buffer (see Figure 2). It is important for the county and its municipalities to recognize where it is appropriate to apply these distinct sets of development standards.*

Recommendation 6.8: *The Participating Local Governments should establish a shared Corridor Review Board for all applicable projects in Northern Beaufort County.*

- **Background:** *Currently Beaufort County and the City of Beaufort have their own Corridor Review Boards that oversee development in their respective Corridor Overlay Districts. Establishing a shared board would accomplish two objectives:*
 - *It would provide for more consistency in the application and enforcement of corridor overlay district standards.*
 - *There is a limited pool of design professionals in Northern Beaufort County who are willing to serve on boards. The more boards there are, the more difficult it is to find board members.*

Specific local design districts such as the City's historic district and the Traditional Town Overlay District in Port Royal, however, will continue to be better served by local boards.

Recommendation 6.9: *The Participating Local Governments should identify which highways will most likely be widened in the next 20 years and apply corridor overlay district standards accordingly.*

- **Background:** Northern Beaufort County's population growth and increased traffic congestion has necessitated the widening of many roads. Road widenings can have a negative effect on the region's aesthetic qualities. Therefore, to preserve highway buffers, it may be necessary to require greater buffer widths along corridors that will be widened in the future. Also, it may be necessary to require interim front yard setbacks in areas where development is encouraged to be pedestrian friendly and address the street. Zero lot line development must be avoided on roads that will be widened to avoid encroachment that may necessitate condemnation to secure additional right-of-way width.

Recommendation 6.10: The Participating Local Governments should develop programs such as Transfer of Development Rights (TDR's), payment in lieu of open space, and density bonuses to encourage clustered village development in rural areas as opposed to low-density sprawling development.

- **Background:** The current density requirement in Beaufort County's rural district is one dwelling unit per three acres. Strict application of this standard may result in low-density suburban sprawl and fragmented open space. A more desired development pattern would consist of higher density hamlets and villages surrounded by large tracts of agricultural land and open space. This type of development could be encouraged by the application of a transfer of development rights (TDR) program or a payment in lieu of open space program (see Common Goal 7).

Recommendation 6.11: The Participating Local Governments should support the establishment of dedicated utility corridors to divert major transmission lines away from residential neighborhoods.

- **Background:** South Carolina Electric & Gas (SCE&G) plans to upgrade its transmission lines connecting Beaufort with Lady's Island from a 46,000 volt capacity to a 115,000 volt capacity. This upgrade would require an increase in height of the utility poles from 65 feet to 75 to 95 feet. This has raised both aesthetic and health concerns in the affected residential neighborhoods. This recommendation proposes to solve this issue from a regional perspective by diverting these power lines away from populated areas. Future roads, such as the third crossing to Lady's Island, would provide a possible location for utility corridors because the right of way for the road and the utility corridor could be planned, negotiated, and acquired at the same time. The advantages of this policy include reducing the amount of land affected, avoiding duplication, reducing the impact on homes and businesses, reducing construction cost, making maintenance more accessible, and (depending on circumstances) reducing ongoing maintenance cost.

7

Regional Planning Initiatives

Introduction

In addition to the common goals that lend themselves to a regulatory approach as recommended in Chapter 6, other common goals will require proactive action in order to accomplish the goals. These initiatives should be more fully explored and addressed first by the Technical Advisory Committee and its working groups, and ultimately through the local plans and initiatives of the local communities, as is further discussed in Chapter 8 Implementation.

Economic Health and Diversity

Recommendation 7.1: *The joint future land use plan for the Northern Beaufort County Regional Plan must provide a sufficient quantity of suitably located land zoned for non-retail commercial uses that promote the region's economic health and diversity. Non-retail commercial uses include the following: business parks, research and development centers, product assembly, distribution centers, cottage industries, and light and heavy industrial uses.*

- **Background:** *Steps involved to forward this recommendation include the following:*
 - The Planning staffs of the Participating local governments should inventory the existing supply of appropriately zoned land available for non-retail commercial development within Beaufort County, the City of Beaufort, the Town of Port Royal and the Town of Yemassee and assess the present opportunities they provide for competitive economic development. The staffs should make this inventory and assessment available to local and regional agencies involved in promoting economic development.

- The Participating Local Governments should support the Economic Partnership’s efforts to establish the Northern Beaufort County Corridor Commerce Park near the intersection of US 17 and 17A.
- Beaufort County should rezone to rural the 700 acres of land presently zoned light industrial located in the unincorporated county between Old Sheldon Church Road and River Road.
- The Participating Local Governments should expand non-retail commercially zoned properties within the Airport Overlay Districts, including the existing business park and light industrial zoned properties near the Beaufort County Airport (Lady’s Island) and the Beaufort Commerce Park where such uses are compatible or could be made compatible with adjacent properties. This policy may not be appropriate universally throughout the Airport Overlay Districts, especially in portions of Gray’s Hill and northern Lady’s Island which are more rural and rural residential in character.
- The Participating Local Governments should provide more flexibility in commercial zoning districts to permit smaller non-retail commercial uses such as contractor’s offices, small assembly facilities, and small light industrial operations that do not adversely impact surrounding retail uses.

Recommendation 7.2: *The Participating Local Governments should commit resources to construct infrastructure and provide new and renovated light industrial buildings to attract companies interested in locating or expanding in the region.*

➤ **Background:** *There are two approaches to this recommendation. One is providing financial support to construct capital improvements to the Beaufort Commerce Park or the Northern Beaufort County Corridor Commerce Park. In addition to funding the installation of roads and infrastructure, these capital improvements also include the construction of spec buildings to provide readily available space for prospective companies interested in locating in the region. Another approach includes inventorying vacant non-residential structures (e.g. underutilized retail buildings and packing sheds) and identifying and overcoming regulatory obstacles to converting them to non-retail commercial uses.*

Recommendation 7.3: *The Participating Local Governments should establish an expedited permitting process for projects that forward the economic development goals in Northern Beaufort County.*

➤ **Background:** *One of the obstacles to attracting industry to Northern Beaufort County is the length of time it takes to complete the local development permitting process. One approach to addressing this problem is for the local jurisdiction to “pre-permit” non-retail commercially zoned properties, similar to the process established in the Beaufort Commerce Park. This involves the local jurisdiction proactively analyzing the properties, assessing site conditions, determining the location of natural resources, determining appropriate locations for*

buffers, etc. for the purpose of completing portions of the development permitting process for the applicants. Another approach is for the local jurisdiction to create “floating zones” that would be available for business parks or industrial areas.

Recommendation 7.4: The Participating Local Governments should encourage industries that support sustainable practices by promoting renewable energy and attracting or growing value-added industries that support using locally available resources such as agricultural or seafood products.

Recommendation 7.5: The Participating Local Governments should facilitate a higher level of coordination with the Technical College of the Lowcountry and the University of South Carolina Beaufort to establish research and development facilities to provide workforce development and stimulate high-tech entrepreneurial activities in the region.

Open Space Preservation

Recommendation 7.6: In order to create a regional network of open spaces, four broad-based open space acquisition goals are recommended:

- Preserve large agricultural land holdings on St. Helena Island and north of the Whale Branch River.
- Maintain a green corridor through the ACE Basin and along the Whale Branch River.
- Continue to target open space acquisition within the Airport Overlay District (AOD) boundaries around the US Marine Corps Air Station.
- Provide for the passive recreation needs for Northern Beaufort County’s residents.

Recommendation 7.7: The Participating Local Governments should continue to utilize the “Greenprint” process for targeting the acquisition of future preserved lands.

- **Background:** Federal, state and local governments have been aggressive in securing open space and natural areas in Northern Beaufort County. However, Figure 8 illustrates that many of these preserved places are discrete and unconnected. As growth continues to occur, these natural areas will become more isolated and will not effectively be able to support healthy wildlife communities. In addition, as land becomes scarcer, it is more important to prioritize areas with outstanding natural

resources in order to target future acquisitions of open space. The “Greenprint” program established by the Trust for Public Lands for Beaufort County is a good strategy for targeting open space acquisition to further regional goals.

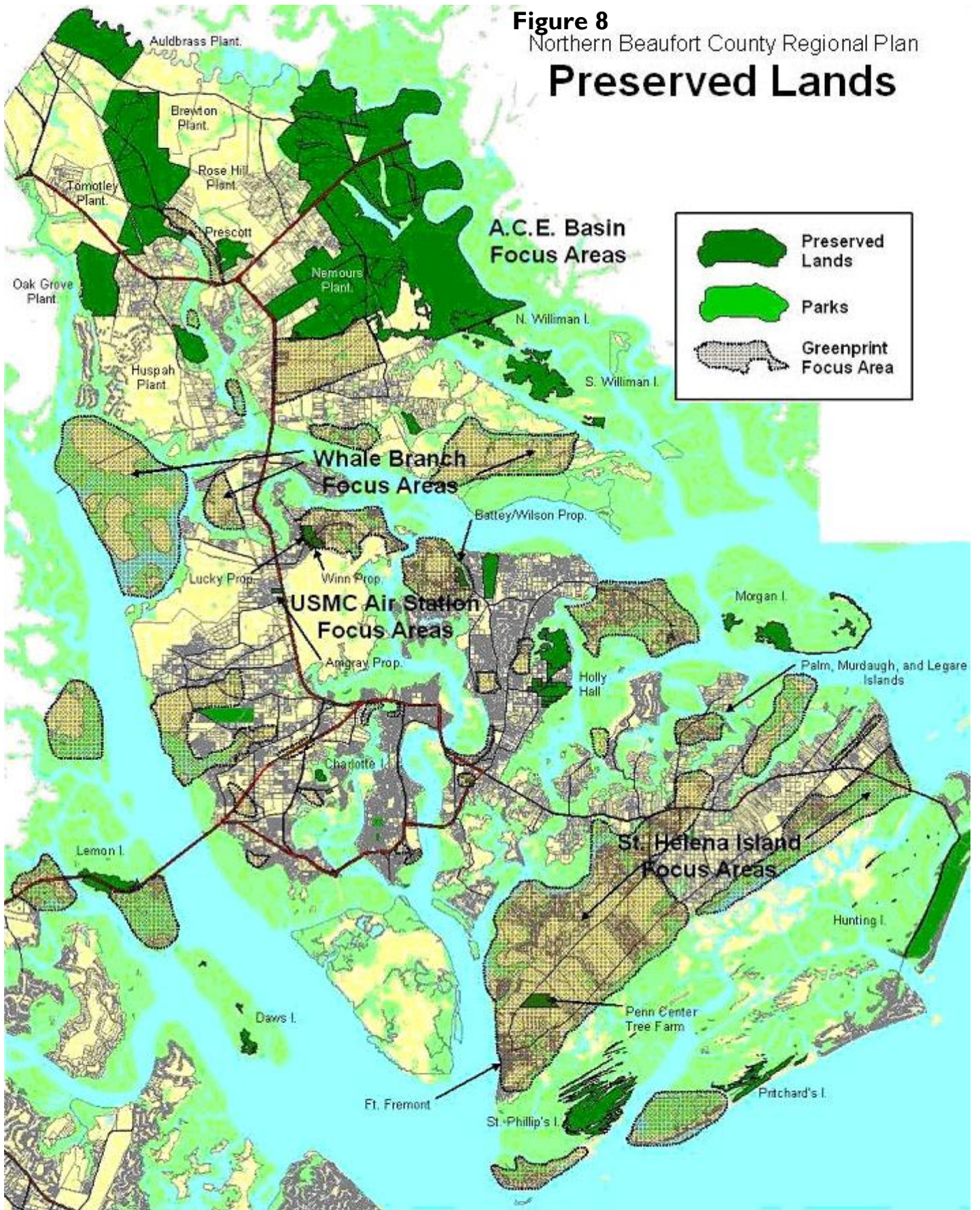
Recommendation 7.8: The Participating Local Governments should consider an open space land bank where fees are collected in lieu of open space to apply to the purchase and preservation of larger or more critical lands.

- **Background:** Required open space set asides for major subdivisions and PUD’s is a useful tool for enhancing the region’s open space network. Poor application of these standards can result, however, in small fragments of open space that provide no real benefit to the larger open space goals of the region. A fee in lieu of open space option could allow developments with no outstanding natural features or resources to pay into a program where the fees could be applied to the purchase (fee simple or development rights) of more critical lands.

Recommendation 7.9: The Participating Local Governments should establish a common definition and baseline standards for regional open space.

- **Background:** Beaufort County, the City of Beaufort and the Town of Port Royal have different requirements and standards for open space when land is subdivided or developed. This recommendation calls for the Participating Local Governments to agree on the required percentage of land area to be set aside as open space when a rezoning or annexation occurs. This recommendation also calls for the Participating Local Governments to agree on a common definition and consistent requirements for open space. This would address such concerns as whether wetlands can count towards required open space, whether stormwater detention ponds could be placed within open space, and to what degree does open space serve recreation needs vs. preservation needs.

Figure 8
Northern Beaufort County Regional Plan
Preserved Lands



Diversity

Recommendation 7.10: *The Participating Local Governments should support the Penn Center’s Land Use and Environmental Education Program.*

- **Background:** *This program was established to assist native Sea Islanders in preserving and maintaining their land and cultural practices in the midst of the pressures of growth and rising property values in the coastal regions of the Southeast. The program concentrates on citizen education, land use planning and reform and sustainable economic development. General program activities include assistance with issues pertaining to taxes, heirs’ property, and community organizing.*

Recommendation 7.11: *Beaufort County should assess whether the Cultural Protection Overlay District is achieving its goals to protect and enhance St. Helena Island’s rural culture and assess whether it should be applied to other rural areas of the region such as Sheldon Township.*

Recommendation 7.12: *The Participating Local Governments should carefully weigh its goals to promote infill development and redevelopment in established neighborhoods in Beaufort and Port Royal with the unintended consequence of the displacement of poorer residents of these neighborhoods.*

Recommendation 7.13: *Beaufort County should assess the pros and cons of its current policy to restrict the extension of public sewer into rural areas as a method of protecting the diversity of the rural areas both within and outside of the Community Preservation districts.*



Affordable and Workforce Housing

Recommendation 7.14: *The Participating Local Governments should pass a multi-jurisdiction mandatory inclusionary zoning ordinance.*

- **Background:** *An inclusionary zoning ordinance would require all new residential development to address the provision of affordable dwelling units. Making this policy mandatory and applying it consistently throughout the region would help to increase the supply of workforce housing, whose need was documented in the 2004 Workforce Needs Assessment commissioned by Beaufort County. The inclusionary zoning policy should include provisions for, on a case by case basis, a housing fee in lieu of, off-site inclusionary units, land donation, and incentives such as density bonuses that are greater than the Inclusionary Zoning set aside so that the builder can reap the benefit of some bonus market-rate units.*

Recommendation 7.15: *Participating local governments should work jointly to identify federal and state funding streams to address the housing needs throughout the county.*

- **Background:** *In addition to applying for such funds directly, the Participating Local Governments should work with nonprofit organizations such as the Economic Opportunity Commission, Habitat for Humanity, the Lowcountry Community Development Corporation of Hilton Head and other agencies to maximize the utilization of funds to increase housing opportunities.*

Recommendation 7.16: *The Participating Local Governments should establish and implement different affordable housing strategies appropriate for urban/suburban areas and for rural areas to preserve rural culture, combat sprawl, and to ensure that a majority of workforce and affordable housing is located in proximity to jobs and services.*

- **Background:** *The following housing strategies are recommended for different parts of the region:*
 - *Urban/Suburban areas (Port Royal Island and Lady's Island): Focus affordable housing strategies on constructing new workforce housing and low/moderate income housing and on the rehabilitation of existing housing structures.*
 - *Rural areas (Sheldon Township and St. Helena Island): Focus affordable housing strategies on the rehabilitation of existing houses for low/moderate income homeowners, and eliminating barriers to expanding existing housing compounds.*

Recommendation 7.17: *The Participating Local Governments should make home repair and replacement of substandard housing a housing priority to further the recommendations outlined in the 2004 Workforce Needs Assessment.*

- **Background:** *In order to maximize the amount of grant funds available for housing rehabilitation, the Participating Local Governments will continue to provide local matching funds to the Lowcountry Regional Home Consortium (comprised of Beaufort, Colleton, Jasper and Hampton Counties), which is a Participating Jurisdiction eligible to receive Home Investment Partnership Funds (HOME) and American Dream Down Payment Assistance Funds from HUD. The funds can be used to increase the affordable housing stock by providing down payment assistance to eligible first time homebuyers; sustaining homes through home repair; assisting with the development of new homeowner and rental units; providing assistance for infrastructure; and encouraging involvement of community based non-profit homeownership initiatives.*

Infill and Redevelopment

Recommendation 7.18: *The Participating Local Governments should recognize common definitions for “infill” and “redevelopment”.*

- **Background:** *In order to set up an effective program to target the development of infill parcels, it is important to have a common understanding of what is meant by infill and redevelopment. The following definitions are offered as a starting point for this discussion:*
 - **Small Tract Infill Development:** *The targeting of individual subdivided lots within existing residential subdivisions and commercial strips. Usually necessitates additional subdivision of land. Example: The construction of a single-family house, duplex or small apartment building on a single vacant urban lot.*
 - **Large Tract Infill Development (leapfrogged parcels):** *The targeting of larger undeveloped residential or commercial parcels (10 acres or greater). Development of these sites would require further subdivision of the land. This includes large lots in urbanized areas and areas with concentrations of undeveloped or underdeveloped large lots that have been passed over in favor of larger parcels further from the urban centers (e.g. Burton, Shell Point).*
 - **Small Scale Redevelopment:** *Replacing a single family house on a large lot with several houses or multi-family structures on smaller lots.*
 - **Large Scale Redevelopment:** *Redevelopment of a larger scale that requires the assembly of several parcels, removal of the older*

structures and the construction of more intense residential or commercial development.

Recommendation 7.19: *The Participating Local Governments should identify infill and redevelopment priority areas.*

➤ **Background:** *The following infill priority areas are suggested:*

- Urban Residential neighborhoods with a large number of small vacant lots;
- Areas of Northern Beaufort County with a large number of undeveloped parcels that are situated close to urbanized areas and public facilities (Burton, Shell Point, Lady’s Island Redevelopment District); and
- Marginal commercial corridors with a large number of vacant or under-utilized buildings (Parris Island Gateway, Trask Parkway).

Recommendation 7.20: *The Participating Local Governments should conduct an infill parcel inventory in the identified priority areas.*

➤ **Background:** *Once the infill priority areas have been identified, then it will be easier to further identify individual parcels that have development or redevelopment potential. The following are some steps that could be taken to complete this inventory:*

- Establish GIS “screening” criteria to identify possible infill areas or parcels. Consider such factors as zoning, size of parcels, infrastructure, land use, and constraints to development such as wetlands.
- For redevelopment, look at such factors as ratio of assessed value of improvements to land value, age of structure, etc.
- Conduct field surveys to supplement GIS screening – condition of structures, surrounding land use patterns.

Recommendation 7.21: *The Participating Local Governments should identify impediments to infill development and develop strategies to overcome the impediments.*

➤ **Background:** *There are many real and perceived impediments to infill and redevelopment. These include the cost of redevelopment, possible regulatory barriers, opposition of neighbors, and lack of developer interest. Below is a summary of these barriers and possible solutions to overcome the barriers:*

- Cost of Development: Infill parcels typically cost more than land in “green field” sites. While land costs are greater in developed areas, the cost of public services and infrastructure may be less expensive.

- Possible solutions: Density bonuses; Fee waivers and subsidies (impact fees, development permit fees); Land assembly by the public sector; Tax abatements or rebates.
- Neighborhood Resistance: Neighborhood resistance can delay a project, especially if the land needs to be rezoned.
- Possible solutions: Establish design standards that ensure the compatibility of new infill development. Require developers to meet with residents of the surrounding area to solicit their input on the project design before finalizing plans.
- Regulatory Barriers: Zoning, subdivision and land development regulations, and even building codes may present obstacles to developing infill sites. Setbacks and minimum lot sizes may frustrate single-lot infill development. Density must be addressed – very often infill is only justified economically if increased densities are allowed.
- Possible solutions: Consider conducting an infill audit that examines local plans, codes, and practices to identify infill barriers.
- Lack of Developer Interest: Developers may be unaware of the market potential for infill development.
- Possible solutions: Publicize infill parcel inventory and make information available to developers. Provide examples of successful infill development projects.

Military Base Coordination

Recommendation 7.22: *The Participating Local Governments should continue to enforce standards within the AICUZ contours that discourage development that would adversely affect the mission of the US Marine Corps Air Station.*

➤ **Background:** *The JLUS (Joint Land Use Study) Implementation Committee drafted an Airport Overlay District that would restrict land uses within the AICUZ contours to be adopted by Beaufort County, the City of Beaufort, and the Town of Port Royal. All three local governments have adopted the ordinance. The Airport Overlay District (AOD) essentially has four components. They are as follows:*

- **Disclosure:** All potential homebuyers and renters will be required to be notified that they are in a noise zone and/or accident potential zone.
- **Noise Level Reduction:** New construction will be required to be built to achieve a 25 to 35 decibel reduction from exterior to interior, depending on the noise zone.

- **Use Limitations:** New hospitals, churches, schools, day care centers, multi-family housing and other incompatible uses would not be permitted in the Clear Zone, Accident Potential Zone and Noise Zone 3. Existing buildings would be grandfathered.
- **Density Limitations:** Residential densities will be restricted to avoid encroachment of development around the Air Station.

Recommendation 7.23: *The Participating Local Governments should consider such tools as transfer of development rights (TDR) program to compensate affected property owners within the Airport Overlay District (AOD) and continue encroachment partnering acquisition efforts in the vicinity of the Air Station.*

- **Background:** *Many property owners may be negatively affected by restrictions proposed to be adopted within the AOD boundaries. A TDR program has the potential to offer relief to these property owners. The JLUS (Joint Land Use Study) Implementation Committee recommended that this program will complement the proposed Airport Overlay District ordinance. A conservation partnering program relieves encroachment pressures from either incompatible development and/or loss of natural habitat on training, testing, and support operations at military installations (this could apply to Parris Island some day due to their ranges). The most effective way to avoid encroachment is to prevent incompatible development in the vicinity of the Air Station. This recommendation is further supported in Recommendation 7.1.*

Regional Growth Tracking System

Recommendation 7.24: *The Participating Local Governments should work together to create and maintain an improved regional growth tracking system, including a land demand and land use forecasting model integrated with other regional models (such as the transportation model) that can be used by all entities for planning purposes.*

- **Background:** *It became clear during the process of preparing the growth forecasts for this plan that an improved regional model is needed that is capable of providing regional data related to growth. For example, there is not readily available data that summarizes historic growth, pending development (i.e. growth that is in the “pipeline”), or remaining capacity for growth under local land use plans or zoning. Likewise, there is no system in place to regularly monitor growth forecasts that are the basis for transportation or other regional planning, such as schools. This recommendation would mirror the recommendation in the Southern Beaufort County Regional Plan and would involve the creation of a regional data base and model that would likely build on the existing traffic*

model and its traffic analysis zones, but it could be expanded for use in a wide range of planning efforts by local and regional agencies. Specifically:

- The county's new Land Development Office (LDO) program would be configured to count Certificates of Occupancy by tax district and address.
- Municipalities would use the same system to enter permit and occupancy data or planning staff will enter data in the interim.
- The LDO development counts will be integrated with GIS traffic analysis zones through address or parcel ID numbers.
- A growth report will be periodically generated to show the change in growth by Traffic Analysis Zone (TAZ), by tax district, and by jurisdiction.



8

Implementation Oversight

Introduction

This regional plan reflects significant changes in direction for regional planning in Northern Beaufort County. The policies in this plan grew out of a long and intense process of analysis, consideration of alternative approaches, and consensus building. While this process achieved agreement on many important concepts, its success will only be meaningful if there is follow through on actions needed to implement the plan.



Recommendation 8.1: *The implementation of the Northern Beaufort County Regional Plan should involve a four point approach:*

- 1) The evolution of the Northern Beaufort County Regional Plan Steering Committee into a continuing Implementation Oversight Committee,*
- 2) The drafting and execution of intergovernmental agreements that ratify key plan elements,*
- 3) The incorporation of regional plan policies in local comprehensive plans and local plan implementation tools, such as land use regulations and ordinances, and*
- 4) Ongoing work of the Technical Advisory Committee and working groups on ongoing planning initiatives.*

Each of these is discussed below.

Northern Beaufort County Regional Plan Implementation Oversight Committee

The Northern Beaufort County Regional Plan Steering Committee that oversaw the preparation and completion of this plan will be reappointed and reformed into an Implementation Oversight Committee, and will continue to work on a long term basis. This Implementation Oversight Committee will oversee and coordinate the actions identified in this chapter, and will oversee the preparation of the intergovernmental agreements and the technical committee working groups that will work on long term planning initiatives as identified in this plan. Specifically, the Implementation Oversight Committee will have at least the following responsibilities:

- Responsibility for preparing intergovernmental agreements as discussed in the next section.
- Responsible for prioritizing actions in collaboration with the city, towns, and county.
- Serve as an advocate for strong regional planning initiatives and actions in concert with the Participating Local Governments pursuant to this plan.
- Overall responsibility for working with local communities on their long range transportation plans, pursuant to the transportation strategy outlined in Chapter 4 of this plan.

- Overall responsibility for working with local communities to plan for adequate funding of regional infrastructure, pursuant to the fiscal strategies outlined in Chapter 5 of this plan.
- Responsibility for encouraging local governments to incorporate this regional plan into local plans and regulations.
- Oversight of the Technical Advisory Committee and its working groups.
- Monitoring, amending, and updating the plan.

Intergovernmental Agreements

This regional plan identifies several sets of planning issues that should be addressed initially through intergovernmental agreements. These include the following:

Growth Management and Annexation Policies

Chapter 2 of this plan establishes a commitment on the part of the Participating Local Governments to develop mutually agreeable principles that address:

- Mitigation of extra territorial impacts of annexations,
- Mitigation of negative impacts on the delivery of public services,
- Procedures for notice and comment on proposed annexations,
- Enclaves of unincorporated county territorial within the growth boundaries,
- Guidelines for the protection of existing Community Preservation Districts, and
- Policies for city and county consideration development requests within and outside the growth boundary.

The negotiation, preparation, and execution of an intergovernmental agreement / agreements is a high priority of this plan.

Baseline Standards

Chapter 6 of this plan establishes a commitment to adopt baseline standards related to several issues, including environmental protection and corridor protection. The plan calls for baseline environmental standards that address:

- Storm water management best management practices,
- Critical line setback and buffers (with provision for flexibility in cases of public access),
- Enhanced standards for especially sensitive areas such as waterway headwaters, low lying areas, and the ACE basin, and
- Protection of freshwater wetlands.

Chapter 6 also establishes a commitment to adopt baseline standards that address consistent corridor overlay standards along shared travel corridors.

Local Planning Conformity Commitments

Chapter 2 of this plan establishes a commitment to carry the policies of this regional plan into the local planning process as described below. This commitment to bring local plans and regulations into conformance with this plan should be further endorsed through an intergovernmental agreement.

Local Plans and Regulations

The true test of the willingness of the Participating Local Governments to implement this regional plan will be the extent to which the policies of this plan can be institutionalized through the incorporation of those policies in local plans, such as comprehensive plans. Even more important, the local governments should carry those policies through into the local land use regulations – including zoning codes and subdivision regulations.

As each community updates its comprehensive plans and updates its land use regulations, the Implementation Oversight Committee will work with the communities to build this plan and its policies into that process. Local land use plans will be encouraged to be consistent with

the growth boundaries and regional land use plan contained in this plan. Local transportation plans will be encouraged to be consistent with the transportation strategy outlined in this plan. Baseline standards for environmental and corridor protection that are developed through the intergovernmental agreements will be encouraged to be incorporated into land use regulations. Local governments will also be encouraged to use their plans to establish the policy foundation for planning initiatives related open space preservation, infill development, economic development, housing, and coordination with military authorities will be encouraged.

The Participating Local Governments will explore opportunities to coordinate the updating of comprehensive plans and regulations, including the timing of updates, the use of common data and information, joint land use planning, and the creation of common planning and regulatory terminology, definitions, and standards.

During the development of the intergovernmental agreement that would confirm the communities' commitment to build regional plan policies into local plans and regulations, the communities should discuss and consider the creation of a voluntary plan conformity review process. This plan conformity review process could involve agreement by each of the communities to audit their planning and regulations for ways in which the plans and regulations currently advance the regional plan policies, ways in which they may conflict with regional plan policies, ways in which local plans and regulations can be modified to better reflect the regional plan, and actions that the communities agree to undertake when updating their plans.

Technical Advisory Committee and Working Groups

During the preparation of this regional plan, the Technical Advisory Committee and the related working groups demonstrated tremendous value in thinking through the actions needed to help implement this plan. The Technical Advisory Group is envisioned as continuing to work and assist the Implementation Oversight Committee on an ongoing basis. The Technical Advisory Committee will help with the coordination of longer term planning initiative identified in this plan, including:

- Regional economic development initiatives,
- Regional open space planning and preservation,
- Cultural diversity initiatives,

- Affordable and workforce housing initiatives,
- Creation and implementation of a regional infill development strategy, and
- Coordination with military authorities.

Regional Plan Management

This regional plan is intended to plan for a 20 year horizon; however it is recognized that it is a policy guide that must be monitored and updated periodically. The Implementation Oversight Committee will work with local planning staffs and the Technical Advisory Committee to develop methods for the following:

- Annual monitoring, including the creation of benchmarks for charting progress in achieving the plan, along with an annual report of plan implementation progress.
- Updating of this plan every five years.
- A process and guidelines for hearing requests for amendment to the plan by the Implementation Oversight Committee and the Participating Local Governments.



Appendix A

Population Estimation, Projection Methodology for the Beaufort County Transportation Model & the Beaufort County Regional Plans

The following is a brief description of Beaufort County's population projection methodology used in its transportation model and applied to the Northern Beaufort County Regional Plan. It is important to point out that Hilton Head Island has its own traffic model and forecasting methodology which is not described here.

Traffic Analysis Zones (TAZs)

Traffic Analysis Zones (TAZ's) provided the level of analysis for the population projection methodology. TAZ's are small geographical sub-areas of the county (see Diagram A) that are used for the purpose of analyzing the impact of future population growth on the road network. In each TAZ, there is an estimate of the future (2025) number of dwelling units, population, employment and school attendance. Estimations made at the TAZ level can be assembled to define larger planning areas such as Northern Beaufort County, Lady's Island, or any of the land bodies or tax districts. Because the TAZ boundaries are drawn based on Census delineations, Census data can be used to supplement local data, and for base data comparisons.

Estimating Current (2004) Population

Current population estimates began with a count of current dwelling units in each of the TAZ's. This was accomplished using the County's GIS/Assessor database. The parcels in each TAZ were selected, the residentially coded parcels were then selected, and those with buildings or manufactured homes were counted. The parcels with tax codes for multiple units were viewed on an aerial for an estimated unit count as no current County database lists unit counts. Current population was estimated by applying persons per household and vacancy rates from the 2000 Census, for the Census tract within which the TAZ was located, to the dwelling unit count. Where new development was proposed in a particular TAZ that did not resemble historic growth patterns in that area (e.g. recent fast-growing areas within Bluffton), persons per household and vacancy rates from similarly profiled Census Tracts were used.

Forecasting 2025 Population

Population forecasts for the year 2025 are based on the historic growth rate and the amount of developable land remaining in each TAZ. The amount of developable land left within each TAZ was determined by analyzing aerials and subtracting out wetlands and marshes (unbuildable land). Future development within vacant land was assumed to occur at already approved densities, or, where no development had been approved, at densities consistent with the selected future land use plan scenario.

Based on the two factors of growth rate and remaining developable land, an S-curve was used to forecast the future rate of growth. The s-curve (see Diagram B) was divided into the following four slopes whose parts represent four broad categories of growth in Beaufort County:

- a) slow historic growth (e.g. rural and constrained growth in areas such as Sheldon)
- b) moderate growth (e.g. Port Royal Island)
- c) high growth (e.g. Bluffton, Lady's Island)
- d) tapering growth of places approaching buildout (e.g. Hilton Head Island)

In addition to the above described methodology, there are many developments in Beaufort County (mostly in the Bluffton area) where the developer has provided a timetable for completion usually via a development agreement. These "known" forecasts were applied where applicable.

Once a TAZ was assigned a growth category, the current residential count was then entered into a compounding formula at a rate for X

years to generate the curve assigned. [See Diagram C for an example of the growth curve for category 3 or those TAZs that are growing at the pace of Lady's Island in general.] Finally, forecasted dwelling units were converted to population figures by assuming the same persons per household and vacancy rate as the 2000 Census for the Census tract within which the TAZ is located where appropriate or using the rates of a similarly profiled community. The individual TAZ projections were added up and the result was compared to historic growth trends in the region to ensure that the overall 2025 growth projections for the region are consistent with historic growth trends.

Population Projection Results

Planning Area	2006 Dwelling Units	2006 Population	2025 Dwelling Units	2025 Population
Port Royal Island	19,875	50,244	30,587	76,299
Sheldon	2,123	5,266	3,696	9,203
Lady's Island*	4,855	11,918	7,430	18,911
St. Helena Island	7,599	13,190	8,937	19,119
TOTAL	34,452	80,618	50,650	123,532

State Review and Approval of Method

The *TAZ scale and use of a growth-curve* for estimating and projecting the 124 different growth scenarios for the TAZ model was novel, therefore the Planning Department contracted with the S.C. Budget & Control Board's Office of Statistical Data to review the method, the process, and the results. At every stage that Office was supportive of the methods used to detail and locate Beaufort's growth indicators. The Office of Research and Statistics' veteran statistician, Diana Tester of Health and Census Statistics was the reviewer.

**DIAGRAM A:
Beaufort County's 124 Traffic Analysis Zones (TAZ's)**



DIAGRAM B

Criteria For Determining Growth Curves For Beaufort County T.A.Z. Areas

		PACE OF GROWTH SINCE 2000		
		SLOW S	MEDIUM M	FAST F
LAND CAPACITY	EXTENSIVE E	ES	EM	EF
	MODERATE M	MS	MM	MF
	LIMITED L	LS	LM	LF

Area Average Growth Rates

Location on the Growth Curve

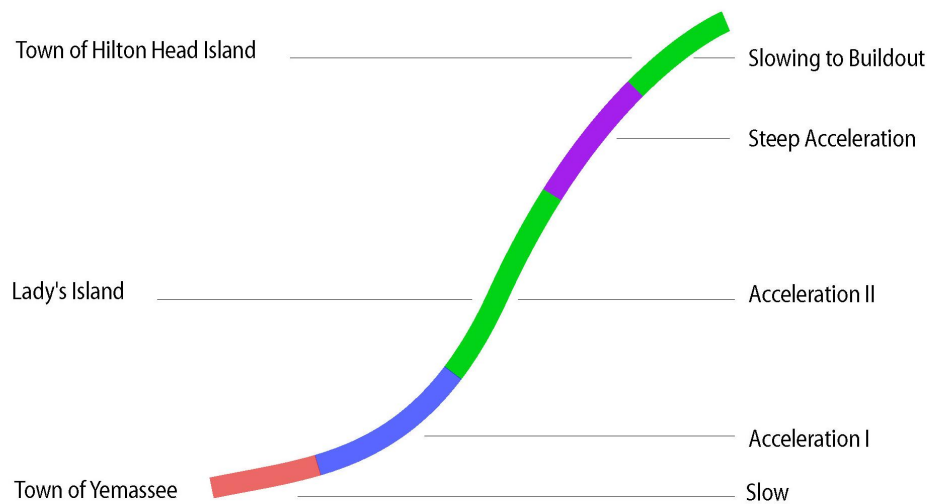
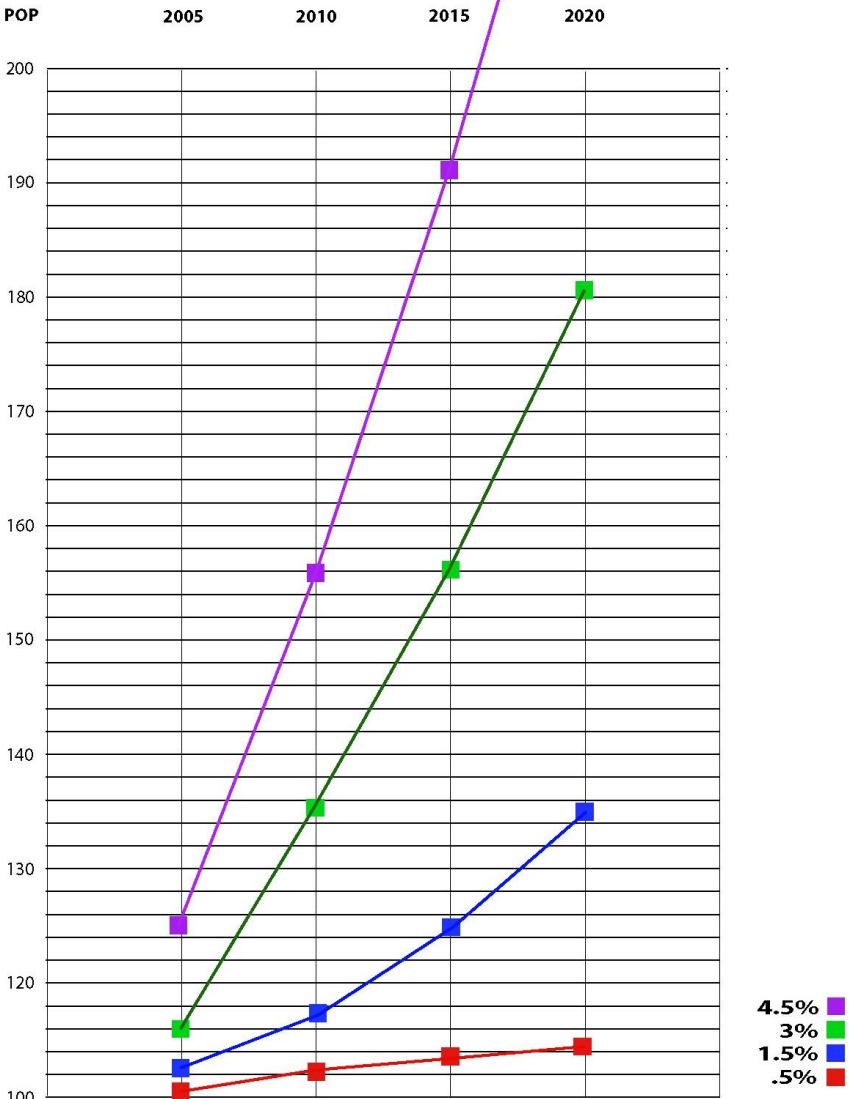


DIAGRAM C

Sample Population
Growth Curves
*Compounded Rates
To Simulate Area
Growth Patterns*



Colin J Moore
Mayor
 Peggy Bing-O'Banner
Mayor Pro Tempore
 Matthew Garnes
 Town Clerk



Council Members
 Alfred Washington
 Stacy Pinckney
David Paul Murray

Town Council Agenda Item

Subject: Consideration of a Request for An Ordinance Approving Annexation of Approximately 0.50 Acres of land, located at 48 Montgomery Ln, and further identified by Beaufort County TMS: R700 012 000 0049 0000. Applicant: Shalisa Williams [Ordinance 22-06]

Department: Administration

Attachments:

√	Ordinance		Resolution		Other
√	Support Documents		Motion		

Summary: The applicant, Shalisa Williams, has petitioned the Town of Yemassee seeking annexation into the Town of Yemassee Corporate limits.

Recommended Action: Approve first reading on Annexation Ordinance 22-06.

Council Action:

- Approved as Recommended
- Approved with Modifications
- Disapproved
- Tabled to Time Certain
- Other

STATE OF SOUTH CAROLINA)
COUNTY OF BEAUFORT)
TOWN OF YEMASSEE)
ORDINANCE NUMBER:)
(22-06)

An Ordinance Annexing One Parcel of Land owned by Shalisa Williams. into the Town of Yemassee, South Carolina.

AN ORDINANCE ANNEXING INTO THE TOWN OF YEMASSEE, ONE PARCEL OF LAND OF APPROXIMATELY 0.50 ACRES, LOCATED AT 48 MONTGOMERY LANE OWNED BY SHALISA WILLIAMS, IN BEAUFORT COUNTY, NOT ALREADY WITHIN THE YEMASSEE TOWN LIMITS AND INCLUDING ALL ADJACENT PUBLIC RIGHTS OF WAY, RAILROAD RIGHTS OF WAY, WATERS, LOWLANDS AND WETLANDS.

Section 1. Findings of Facts

As an incident to the adoption of this ordinance, Town Council of Yemassee finds the following facts to exist:

- a) Section 5-3-150, Code of Laws of South Carolina (1976) as amended, provides a method of annexing property to a city or town by a Petition signed by all persons owning real estate in the area requesting annexation.
- b) A proper Petition has been filed with Town of Yemassee by one hundred percent (100%) of the freeholders owning one hundred percent (100%) of the assessed value of the contiguous property herein described, petitioning for annexation of the property to the Town of Yemassee under the provisions of South Carolina Section 5-3-150(3) and is requesting the Town's zoning of General Residential and have submitted proper submission materials supporting each application in accordance with Town requirements.
- c) It appears to Town Council that the annexation would be in the best interest of the property owners and the town.
- d) The Town Council is zoning the parcel General Residential.
- e) The Yemassee Town Council finds the proposed annexation and rezoning is consistent with the Yemassee Comprehensive Plan (as amended and revised);

Section 2.

NOW, THEREFOR IT BE ORDAINED by the Mayor and Council of the Town of Yemassee, South Carolina, duly assembled and with authority of the same, pursuant to Section 5-3-150 and Section 5-3-100, Code of Laws of South Carolina (1976), as amended, the following described property is hereby annexed to and made part of the Town of Yemassee, to wit:

ALL THOSE CERTAIN PIECES, PARCELS OR TRACTS OF LAND being known as R700 012 000 0049 0000 & 0.50 acres, and all adjacent public rights of ways and wetlands as shown on the attached map.

This Ordinance shall become effective upon ratification.

SO ORDERED AND ORDAINED THIS _____ Day of _____, 2022

By the Yemassee Town Council being duly and lawfully assembled.

Colin Moore, Mayor

Matthew Garnes, Town Clerk

Peggy Bing-O'Banner, Council Member

Stacy Pinckney, Council Member

David Paul Murray, Council Member

Alfred Washington, Council Member

(Seal)

First Reading:
Second Reading:



Beaufort County, South Carolina

generated on 1/29/2022 3:05:11 PM EST

Property ID (PIN)	Alternate ID (AIN)	Parcel Address	Data refreshed as of	Assess Year	Pay Year
R700 012 000 0049 0000	05678055	48 MONTGOMERY LN,	1/28/2022	2020	2020

Current Parcel Information

Owner	WILLIAMS SHALISA	Property Class Code	MHVac UnplattedSite SeveredMH
Owner Address	PO BOX 921 YEMASSEE SC 29945	Acreage	.5000
Legal Description	POR OF DEVEAUX HILL PLANT PB47 P55		

Historic Information

Tax Year	Land	Building	Market	Taxes	Payment
2021	\$13,100		\$13,100	\$61.76	\$61.76
2020	\$13,100		\$13,100	\$61.89	\$61.89
2019	\$13,100		\$13,100	\$61.12	\$61.12
2018	\$13,100		\$13,100	\$53.01	\$53.01
2017	\$12,900		\$12,900	\$49.32	\$49.32
2016	\$12,900		\$12,900	\$48.41	\$48.41
2015	\$12,900		\$12,900	\$47.88	\$47.88
2014	\$12,900		\$12,900	\$25.32	\$27.85
2013	\$12,900		\$12,900	\$24.96	\$24.96

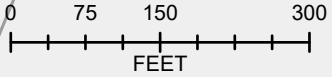
2012	\$18,431	\$18,431	\$19.01	\$19.01
2011	\$18,431	\$18,431	\$18.70	\$18.70

Sales Disclosure

Grantor	Book & Page	Date	Deed	Vacant	Sale Price
MONTGOMERY JANIE RR 1	649 613	9/11/1992	Fu		\$499
		12/31/1776	Or		\$0

Improvements

Building	Type	Use Code Description	Constructed Year	Stories	Rooms	Square Footage	Improvement Size
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R700 012 000
0049 0000

PROPOSED
ANNEXATION
AREA

MONTGOMERY LN

BUCKFIELD RD

TRASK
PKWY





Staff Report Administration



January 29, 2022

Project: 48 Montgomery Ln Annexation (Williams)

Case Number: ANNX-01-22-1005

1. Subject

Annexation: The applicant and owner, Shalisa Williams, has petitioned to the Town of Yemassee to annex a parcel of real property, located in the Sheldon community within Beaufort County, at 48 Montgomery Ln into the town limits of Yemassee.

Tax Map Number: R700 012 000 0049 0000

Acreage: 0.50

Current Zoning: T2R

Current Use: Residential

Future Land Use: (per Beaufort County Community Development Code) “This Zone implements the Comprehensive Plan goals of preserving the rural character of portions of Beaufort County. The primary intent of this Zone is to preserve the rural character of the County. This Zone applies to areas that consist of sparsely settled lands in an open or cultivated state. It may include large-lot residential, farms where animals are raised or crops are grown, as well as parks, woodlands, grasslands, trails, and open space areas.

Proposed Zoning: General Residential -GR (Town of Yemassee)

Comprehensive Plan: The parcel petitioning for annexation is contiguous to the primary service area. The parcel is within the Future Annexation Map of the Town of Yemassee. The proposed annexation would aid in closing a donut hole and allow for more efficient delivery of service.



Staff Report Administration



Adjacent Land Use/Zoning: The parcel is surrounded by the following properties and jurisdictions,

Direction	Parcel	Owner	Jurisdiction
North	R700 012 000 0009 0000 59 Buckfield Rd	Eartha Perry	Beaufort County
East	R710 012 000 0064 0000 124 Trask Pkwy	Heather Drissen	Beaufort County
West	R700 012 000 0049 0000 48 Montgomery Ln	Shalaise Williams	Town of Yemassee*
South	R700 012 000 0051 0000 133 Trask Pkwy	Grandville Clark	Town of Yemassee*

2. Staff Comments

Special Notes

The Town of Yemassee will be able to furnish all town services upon annexation.

The parcel would be subject to the adopted millage rate at the time of annexation, the adopted millage rate within the Beaufort County portion of the Town of Yemassee, is 66.60 mills.



Staff Report Administration



3. Maps



*Parcel proposed for annexation outlined in blue.



Staff Report

Administration



4. Analysis

The following analysis has been conducted on the parcel petitioning for Annexation.

- 1.) The application is in the best interests of the Town of Yemassee and its residents.
 - a. *Finding:* Staff completed a Cost/Benefit Analysis and provided the property owner with an estimated tax liability upon Annexation. Any vehicles or personal/business property taxed by Beaufort County will be subject to the city tax rate imposed for FY2022 which is 66.60 mills.
- 2.) The property has contiguity to the Town of Yemassee corporate limits
 - a. *Finding:* The property is contiguous to the Town of Yemassee corporate limits to the east of the property and is established by the connecting parcel at 133 Trask Pkwy. The adjacent parcel is scheduled for annexation concurrently with this property.
- 3.) Does the Annexation avoid creating new doughnut holes or enclaves in the Town Limits?
 - a. *Finding:* The proposed Annexation will not create any new doughnut holes or enclaves in the Town of Yemassee corporate limits.
- 4.) The Annexation will not create a tax burden or measurably reduce the level of service(s) provided to existing citizens and property owners.
 - a. *Finding:* Based on the current use of the property, a tax burden is not created and a reduction in the level of service is not anticipated in the first year of Annexation.
- 5.) Consideration of the Annexation areas existing utilities, transportation, and infrastructure.
 - a. *Finding:* The franchised water and sewer provider in the Town of Yemassee is Lowcountry Regional Water System although this community is not currently served with water or wastewater services. Dominion Energy currently provides electric and natural gas services. Telecommunications service can be provided by Frontier, Hargray and Xfinity Communications.



Staff Report Administration



6.) The full impact the Annexation will have on Law Enforcement has been considered.

- a. **Finding:** The Police Department has advised this parcel will not have a negative impact on the services provided by the Yemassee Police Department. Upon annexation, the primary response agency will be the Yemassee Police Department, with backup provided via a Mutual-Aid agreement with the Beaufort County Sheriff's Office.

7.) Does the petitioner understand all potential/costs & benefits associated with Annexation?

- a. **Finding:** The applicant has been provided with an estimated tax bill upon Annexation. As of this report, there have been no additional questions from the petitioner regarding the estimated tax bill. The petitioner is aware that upon Annexation the property will receive the following services/benefits
 - i. **Police Protection** – The residence will be served by the Yemassee Police Department for emergency and non-emergency calls. The property owner or any residents will be assigned to the Zone C Crime Watch Zone and are encouraged to attend the monthly meetings.
 - ii. **Town Trash Service** – The property will now be eligible for Town trash service which is contracted out to S&S Disposal.
 - iii. **Building Inspection & Building Permits** – The owners/residents would be eligible to apply for Building Permits and receive inspections through the Town's staff. The applicant is aware that they will come to the Municipal Complex to apply for any permitting for residential modifications upon annexation.
 - iv. **Persons Registered to vote will be eligible to run for office and/or serve on Town Appointed boards and committees** – Any future residents of the property are aware that upon Annexation and potential development they will be eligible to vote in Town Elections & serve on Town boards and/or committees after being a registered voter in the Town of Yemassee for a minimum of thirty (30) days. Upon Annexation, a copy of the ordinance will be sent to Beaufort County Board of Voter Registration & Elections.



Staff Report Administration



Staff Recommendation

Staff believe this Annexation would benefit the Town and allows for more efficient delivery of Town service to the Sheldon area. Staff concur that the property should be Annexed into the Town.

8.) Attachments

- a. Annexation Ordinance
 - i. Annexation Petition
 - ii. Map of general area
 - iii.** Annexation Petition
 - iv. Northern Beaufort County Regional Plan