



**County Council of  
Beaufort County  
Planning Commission  
Meeting**

**Chairman**

ED PAPPAS

**Vice Chairman**

RANDOLPH STEWART

**Commission Members**

KEVIN HENNELLY

CAROLINE FERMIN

CECILY MCMILLAN

JASON HINCHER

FRANK DUCEY

JIMMIE LAWRENCE, JR

**County Administrator**

ERIC GREENWAY

**Staff Support**

ERIC GREENWAY

ROBERT MERCHANT

**Administration Building**

Beaufort County Government

Robert Smalls Complex

100 Ribaut Road

**Contact**

Post Office Drawer 1228

Beaufort, South Carolina 29901-1228

(843) 255-2140

[www.beaufortcountysc.gov](http://www.beaufortcountysc.gov)

# Planning Commission Agenda

Thursday, September 9, 2021 at 6:00 PM

Council Chambers

County Administration Building, 100 Ribaut Road, Beaufort, SC

ALL OF OUR MEETINGS ARE AVAILABLE FOR VIEWING ONLINE AT [WWW.BEAUFORTCOUNTYSC.GOV](http://WWW.BEAUFORTCOUNTYSC.GOV) AND CAN ALSO BE VIEWED ON HARGRAY CHANNELS 9 AND 113, COMCAST CHANNEL 2, AND SPECTRUM CHANNEL 1304.

[MEETING LINK:](#)

Meeting number (access code): 161 316 7231

1. CALL TO ORDER
2. PLEDGE OF ALLEGIANCE
3. FOIA – PUBLIC NOTIFICATION OF THIS MEETING HAS BEEN PUBLISHED, POSTED, AND DISTRIBUTED IN COMPLIANCE WITH THE SOUTH CAROLINA FREEDOM OF INFORMATION ACT
4. APPROVAL OF MINUTES – August 2, 2021
5. APPROVAL OF AGENDA
6. CITIZEN COMMENTS – NON-AGENDA ITEMS  
(Comments are limited to 3 minutes.)

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## ACTION ITEMS

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7. 2040 BEAUFORT COUNTY COMPREHENSIVE PLAN (THIS INCLUDES THE BEAUFORT COUNTY ATLAS AND THE 2040 ACTION PLAN PLAYBOOK)  
[HTTPS://WWW.ENVISIONBEAUFORTCOUNTY.COM](https://www.envisionbeaufortcounty.com)
8. BEAUFORT COUNTY CONNECTS: BICYCLE AND PEDESTRIAN PLAN 2021
9. ZONING MAP AMENDMENT/REZONING REQUEST FOR 56 ACRES (R600 009 000 0113 0000) 60 GASTON PLANTATION RD FROM T2 RURAL TO C3 NEIGHBORHOOD MIXED USE; APPLICANT: KENNETH S. TOSKY
10. ZONING MAP AMENDMENT/REZONING REQUEST FOR 2 ACRES (R100 020 000 0020 0000) 2706 TRASK PKWY FROM T2 RURAL NEIGHBORHOOD TO C4 COMMUNITY CENTER MIXED USE; APPLICANT: OLEKSIY NAUMENKO
11. ZONING MAP AMENDMENT/REZONING REQUEST FOR 6.26 ACRES (R100 027 000 0387 0000) 186 CHEROKEE FARMS RD FROM T2 RURAL TO T4 NEIGHBORHOOD CENTER; APPLICANT: RANDALL R. MIKALS



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**DISCUSSION ITEMS**

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9. CHAIRMAN'S REPORT

10. ADJOURNMENT





COUNTY COUNCIL OF BEAUFORT COUNTY  
**Beaufort County Planning and Zoning Department**

Beaufort County Government Robert Smalls Complex  
Physical: Administration Building, Room 115 100 Ribaut Road  
Mailing: Post Office Drawer 1228, Beaufort, SC 29901-1228  
Phone: 843-255-2140 / FAX: 843-255-9432

The regular meeting of the Beaufort County Planning Commission (hereinafter "Commission") was held in Council Chambers on Monday, August 2, 2021, 6:00 p.m.

**Members Present:**

Mr. Ed Pappas, Chairman  
Mr. Kevin Hennelly

Mr. Randolph Stewart, Vice Chairman  
Mr. Jason Hinch

Dr. Caroline Fermin  
Ms. Cecily McMillan

**Members Absent:**

Mr. Frank Ducey

Mr. Jimmie Lawrence, Jr.

**Staff Present:**

Mr. Eric Greenway, County Administrator  
Mr. Robert Merchant, BC Planning and Zoning Acting Director  
Ms. Hillary Austin, Zoning and Development Administrator  
Ms. Juliana Smith, BC Long Range Planner  
Ms. Libby Anderson, Temporary Planner

**CALL TO ORDER:** Chairman Ed Pappas called the meeting to order at 6:04 p.m.

**PLEDGE OF ALLEGIANCE:** Chairman Pappas led those assembled in the pledge of allegiance.

**REVIEW OF MEETING MINUTES:** The Commissioners reviewed the July 8, 2021 minutes. Chairman Pappas asked for a motion to approve the minutes. Dr. Caroline Fermin made a motion, seconded by Ms. Cecily McMillan, to accept the minutes as written. Vice Chairman Randolph Stewart abstained from voting, to approve the July 8, 2021, minutes, since he was not present at the Meeting. There was unanimous support for the motion.

**AGENDA REVIEW:** Chairman Pappas asked if there were any comments or additions to the agenda. There were none.

**CITIZEN COMMENTS:** Chairman Pappas asked if there were any non-agenda citizen comments. There were none.

**ACTION ITEMS:**

**Text Amendment to the Community Development Code (CDC): Section 3.1.60 (Consolidated Use Table) and Section 4.1.190 (Recreation Facility: Campgrounds) to Revise the Campground Standards**

Acting Director Rob Merchant revisited the discussion on campground amendments from the July 8, 2021 meeting. Based on a public request during the July meeting, to allow small, low-density RV parks in rural areas with no public sewer, Planning Department staff reviewed the standards. After a second look, and discussions with DHEC, updates were made to the campground amendments, particularly to the Primitive Campgrounds to be compatible to on-site septic systems.



Chairman Pappas asked for public comment on the Campground Standards Amendments. There were none.

Dr. Fermin motioned to accept the text amendments. Vice Chairman Stewart seconded the motion. The motion passed unanimously.

#### **DISCUSSION ITEM:**

##### **2040 Comprehensive Plan ([Envision Beaufort County](#))** Review of collected public comments

Mr. Merchant gave a breakdown of the process used to update and compile comments for the 2040 Comprehensive Plan over the past year and a half. With the help of Libby Anderson and Juliana Smith, the public comments were all reviewed and documented. Some major themes emerged from the comments and were addressed within the Comprehensive Plan. These themes include: Affordable Housing, Protection of Historic Cemeteries, Heir's Property, Sand Mining, Water Service, and Equity. The Planning Commission is being asked to review the proposed changes so staff can take the changes and have the Comp Plan updated into a final draft. Once completed, the final draft will go before the Planning Commission in September for final approval before moving on to Natural Resources Committee and three readings with County Council; each of these being a public meeting.

Chairman Pappas wanted to make sure the public understands that this process does not close off public comment, it only forwards it, ultimately, to a vote by County Council, as mandated by the state of South Carolina. Even after final approval, there are processes in place to amend the Comprehensive Plan by following the amendment procedure.

After discussion among the Commissioners, Chairman Pappas asked for public comment.

Dawn Paige, Lowcountry Equitable Land and Resource Trust, wanted to go on record to formally thank Chairman Pappas and the rest of the Board for their authentic response to the community's concerns. She, additionally, thanked Rob Merchant and his team for their robust response.

Jessie White, Coastal Conservation League, said she was pleased with the robust product, particularly that the League's concerns and recommendations were taken into consideration.

Joe Mac, Beaufort Trailblazers, trying to get mountain biking trails built. Stated there was next to nothing about parks and rec in the Comp. Plan.

Rob Merchant spoke of the Bicycle and Pedestrian Plan that will be treated as an appendix to the Comprehensive Plan and will be put before the Planning Commission in September. He also mentioned the County is in the beginning stages of a recreation study.

Sally Lombard, St. Helena Island, concerned about measurability of the Comprehensive Plan. Would like to see harder, measurable language used within the Plan.

Mr. Merchant addressed that there are strategies and actionable items within the plan. Priority is being given to focusing on direction for moving forward and what's reasonable to achieve within the next 10 years.

Chairman Pappas, commended the County for the plan. Asked that the outcomes be reported and shared with County Council on an annual basis to track what's been accomplished and the status of where we are so we stay on track.



**CHAIRMAN'S REPORT:** Thanked the County Staff, Planning Department and folks working on the Comprehensive Plan.

**ADJOURNMENT:** With no further business to discuss, Chairman Pappas adjourned the meeting at 7:15 p.m.

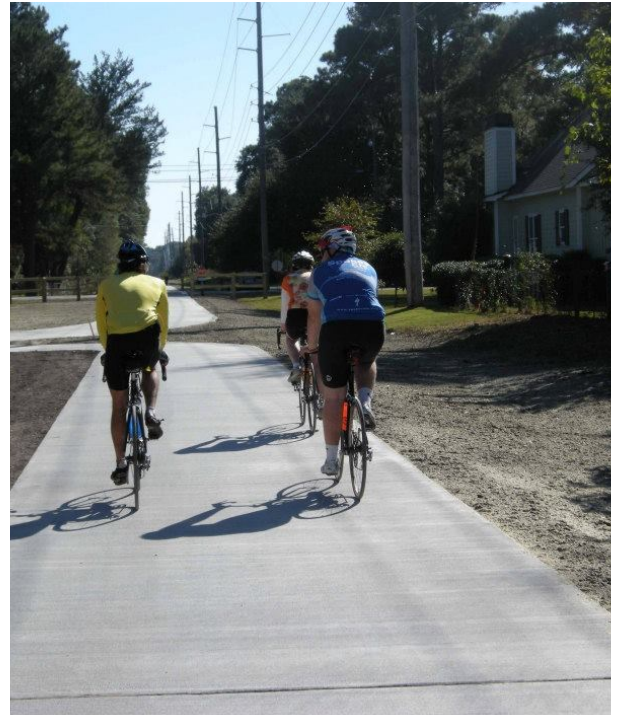
**SUBMITTED BY:** Chris DiJulio-Cook  
Community Development Senior Administrative Specialist

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Ed Pappas  
Beaufort County Planning Commission Chairman

Date: \_\_\_\_\_





# 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*



# TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	4
------------------------	---

## 1. INTRODUCTION.....7

WHY PLAN FOR BICYCLES AND PEDESTRIANS.....	8
PROJECT MISSION AND OBJECTIVES.....	17
OVERVIEW OF EXISTING TRAIL NETWORK.....	18
USER TYPES.....	22
FACILITY TYPES.....	23

## 2. PROCESS AND PUBLIC INPUT.....29

OVERVIEW OF TASK FORCE PROCESS.....	30
PUBLIC INPUT SURVEY.....	31
MAPPING EXERCISE.....	34
MAJOR THEMES.....	35

## 3. PROJECT PRIORITIZATION.....36

GUIDING PRINCIPLES.....	38
POLICY & PROGRAM RECOMMENDATIONS.....	40
MAPPING A NETWORK.....	46
PRIORITIZATION MATRIX.....	62
POTENTIAL FUNDING SOURCES.....	64

## 4. IMPLEMENTATION PLAN.....66



# 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, 129 miles of trails and sidewalks, costing approximately \$70 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.



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# 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 3<sup>rd</sup>, 5<sup>th</sup>, and 8<sup>th</sup>

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 12<sup>th</sup> 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 million, 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!

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.

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 10<sup>th</sup>. 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.





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

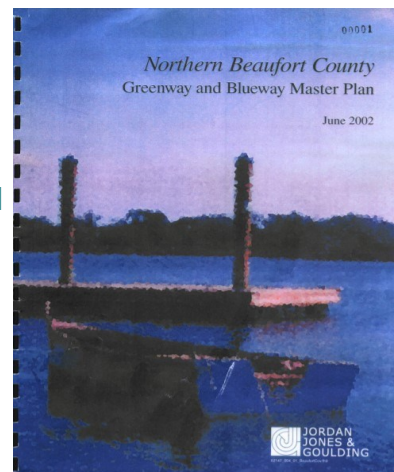


gated communities. The paths connect the island's residential, commercial, and resort destinations and are a top amenity for residents and visitors.

**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



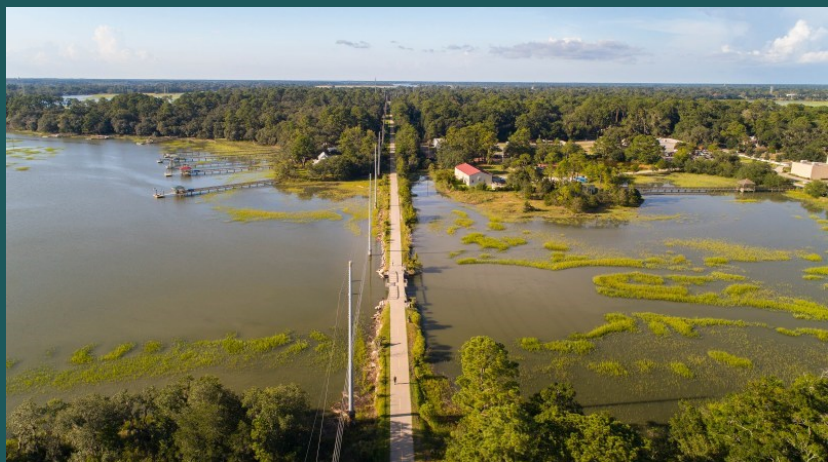
# ***SPOTLIGHT:*** SPANISH MOSS TRAIL



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 have made in the US. Highly recommend it and suggest you take your time....*

*-Review from TrailLink*

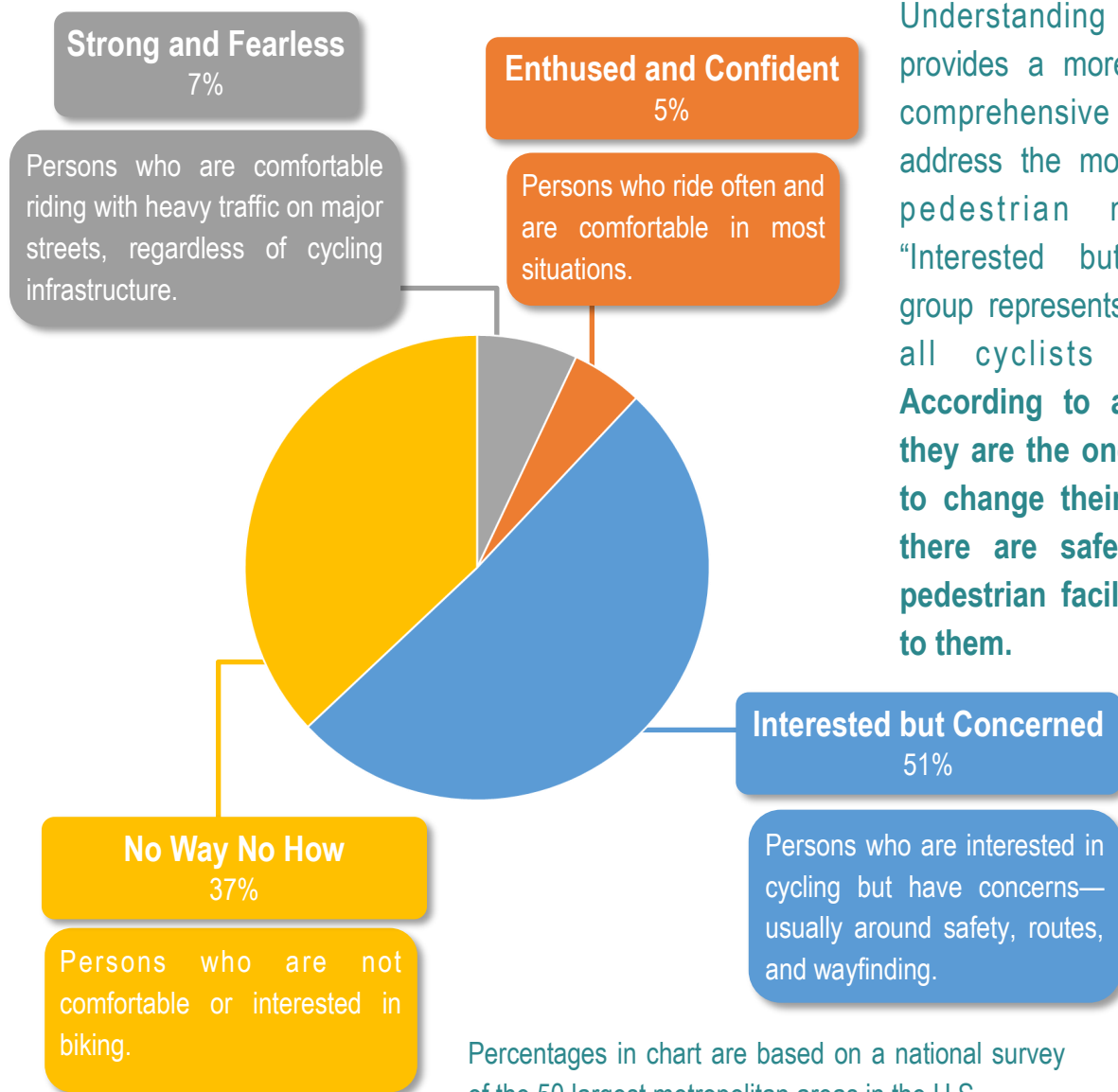
Branch River--bringing the Lowcountry a connected 16-mile Trail. A spur to historic Downtown Beaufort is currently being designed. As with so much of trail implementation, the downtown connector is a partnership effort between Beaufort County, the City of Beaufort, and The Friends.

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.



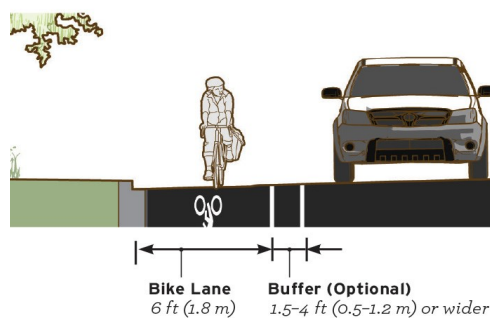
Understanding user types provides a more efficient and comprehensive network to address the most bicycle and pedestrian needs. The “Interested but Concerned” group represents about half of all cyclists nationwide. **According to a 2016 study, they are the ones most likely to change their habits when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



# 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:

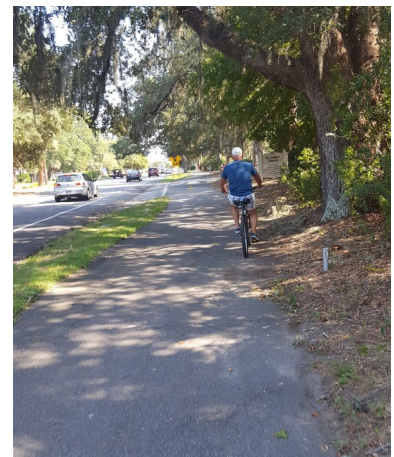
**On-Road Facilities:** On-road facilities, including shared lanes, paved shoulders, bike lanes, and protected bike lanes (“cycle tracks”), are primarily used by the “strong and fearless” and “enthused and confident” types of cyclists. While paved shoulders greatly improve safety, especially where



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

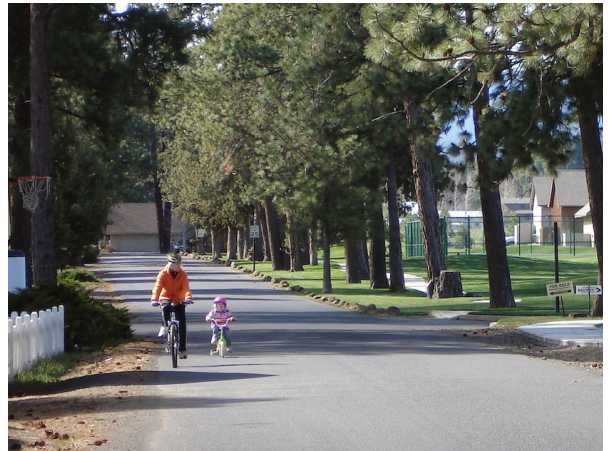
targeted for rural and suburban areas. On lower speed urban streets, designated bike lanes have the potential to increase the number of “interested but concerned” cyclists.

**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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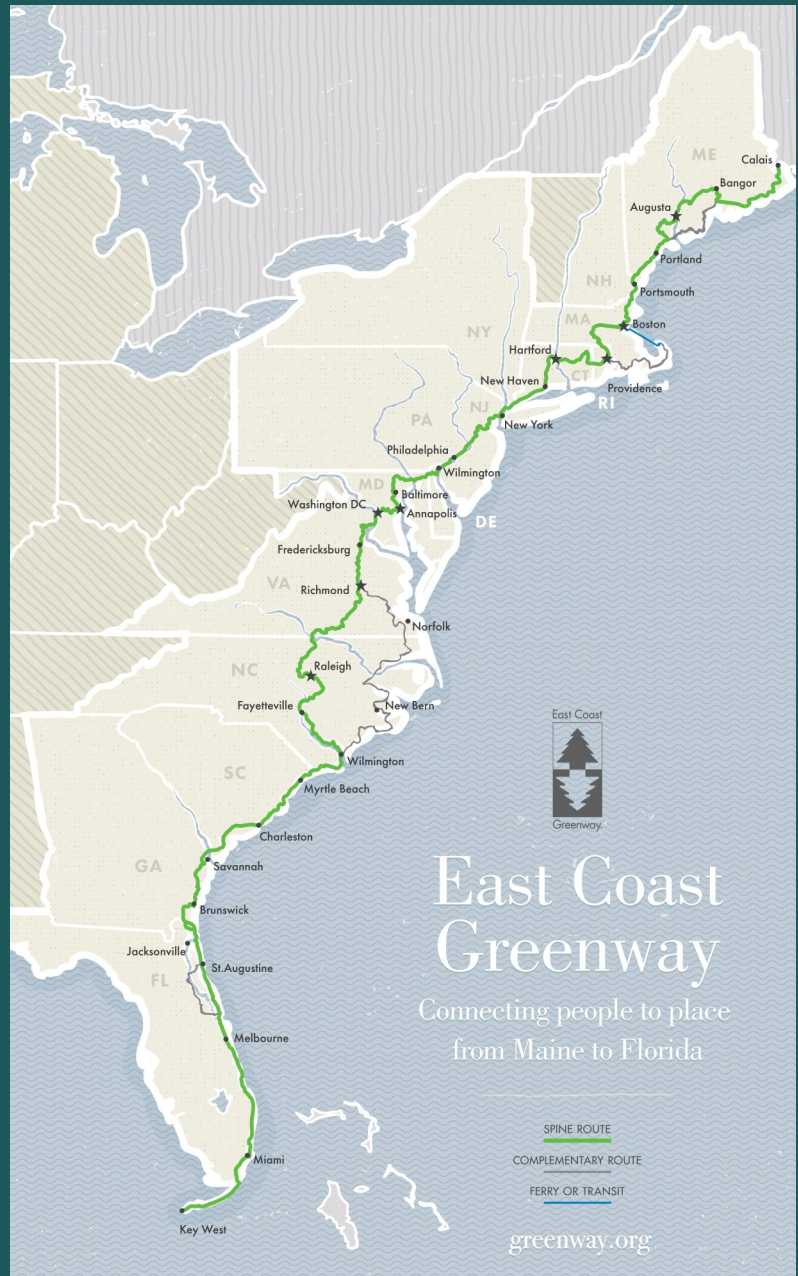


# SPOTLIGHT: EAST COAST GREENWAY

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](http://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

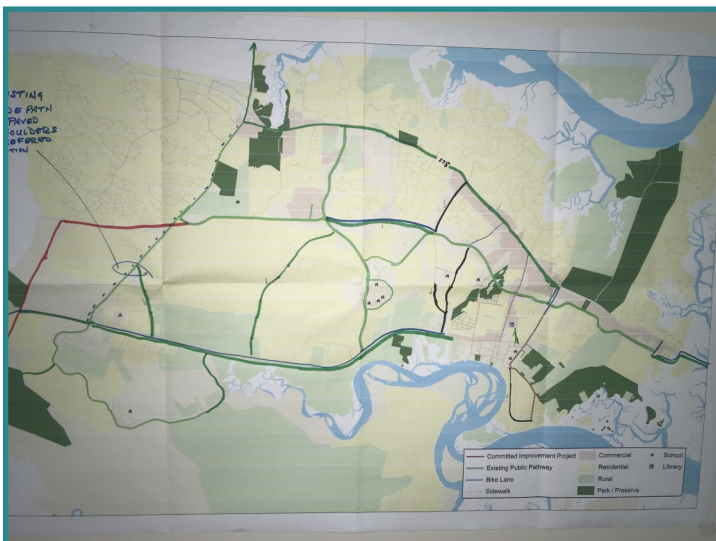


# TASK FORCE PROCESS

## 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***

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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.

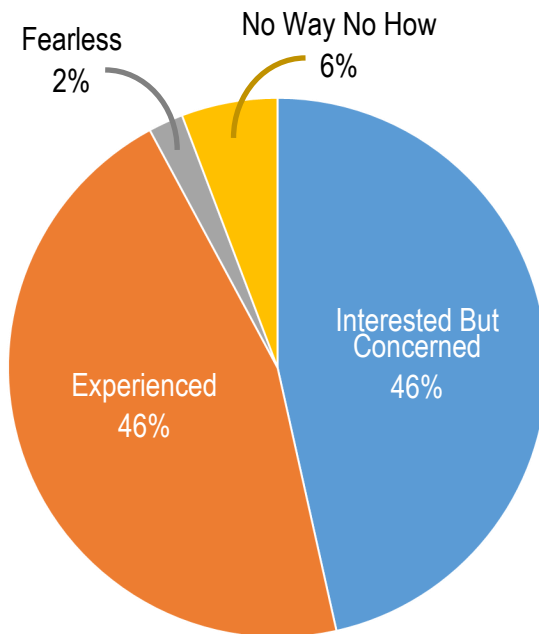
Issues that were not major impediments were inadequate accommodations for people with disabilities, lack of enforcement of traffic laws, and safety/security concerns.

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



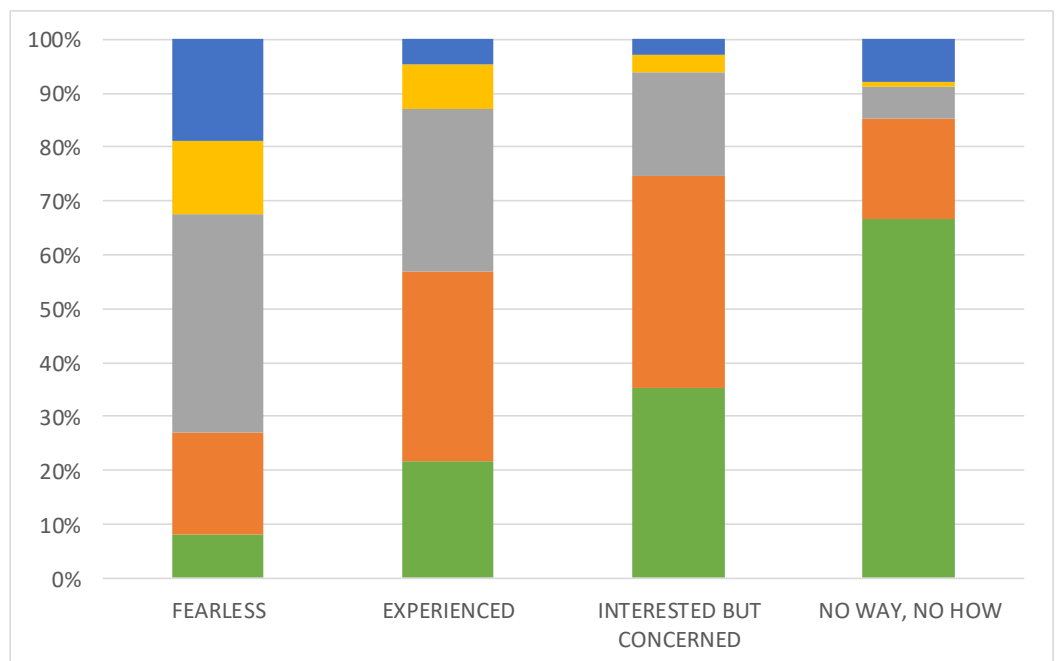
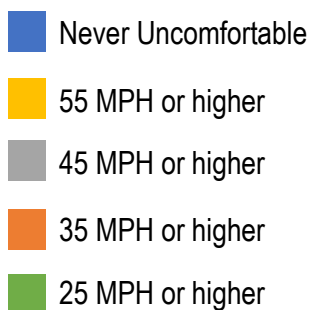
# ADDITIONAL SURVEY FINDINGS

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

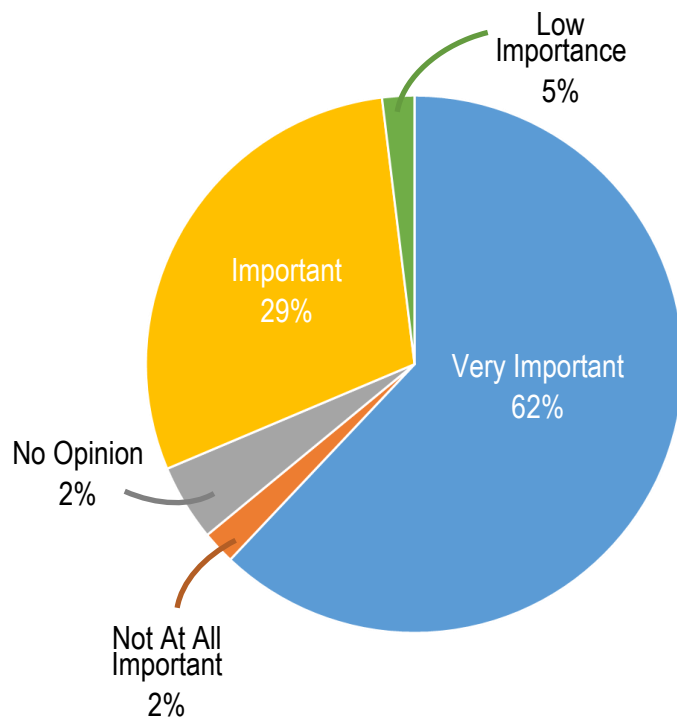


When asked to identify the type of cyclist closest to their own comfort level, over 46% of respondents self-identified as “Interested but Concerned.” **Almost 50% of that group would like walking or biking to be their primary mode of transportation.**

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

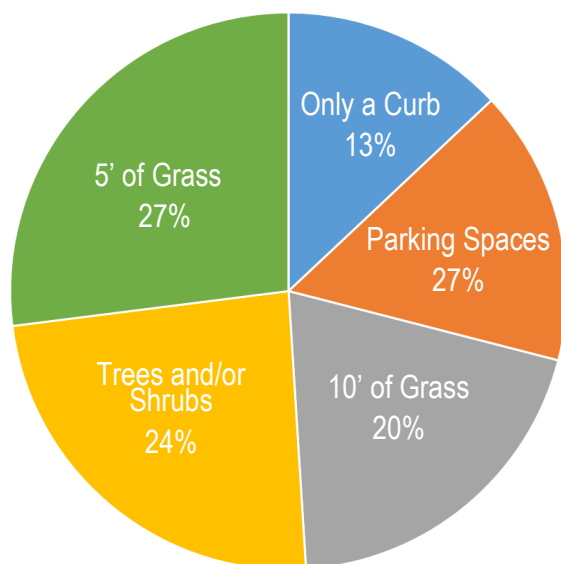
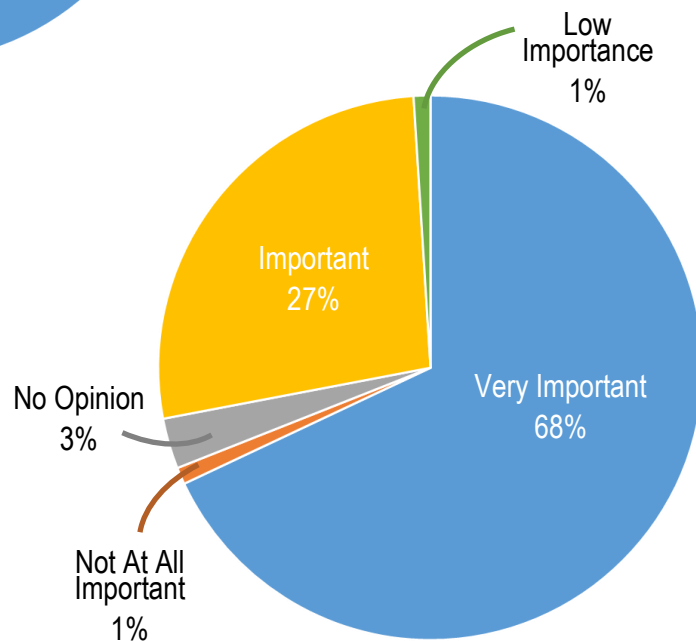






How important are bikeability and/or walkability in your choice of where to live or work?

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*

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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:

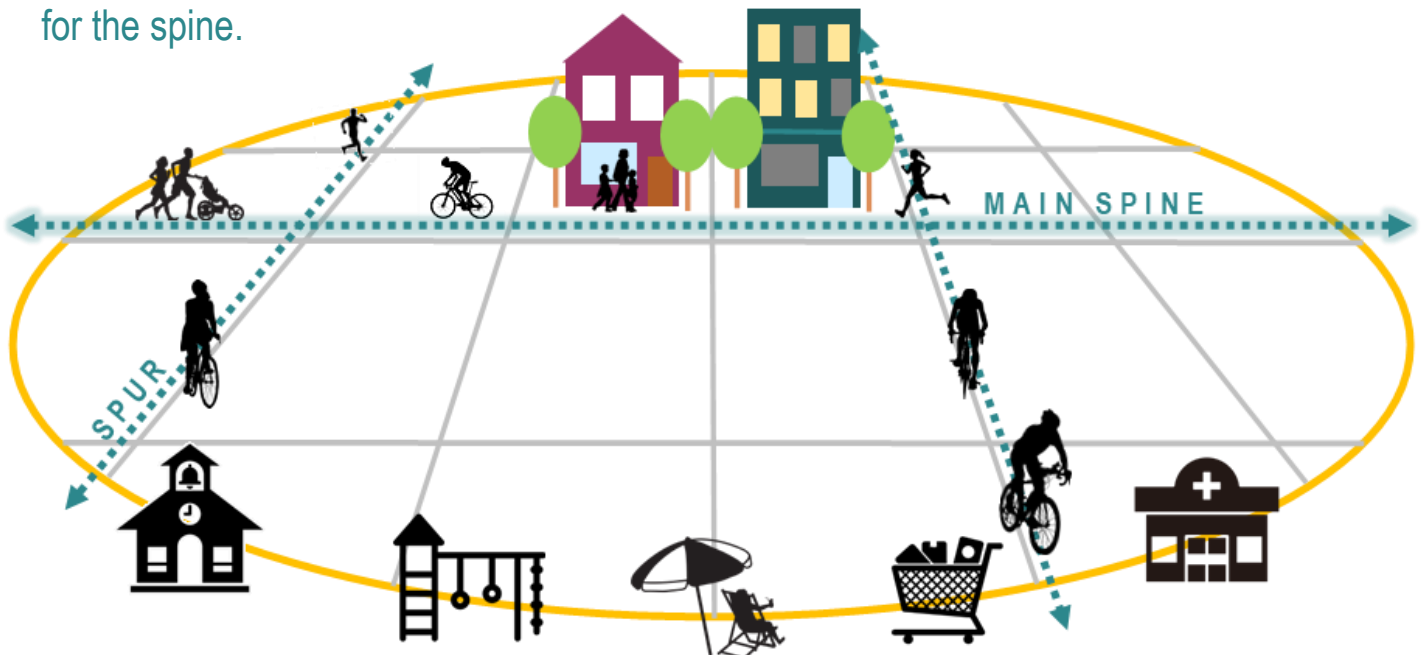
This plan aims to connect residents and visitors to jobs, schools, parks, shopping, nature, and other destinations in the region. Recommended projects have been prioritized on their merit in relation to this goal.

## 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 “Enthusied 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.





# The Spine: Building a Backbone

## BICYCLE AND PEDESTRIAN FACILITIES

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

0 2.5 5 10 Miles



# *POLICY AND PROGRAM RECOMMENDATIONS*

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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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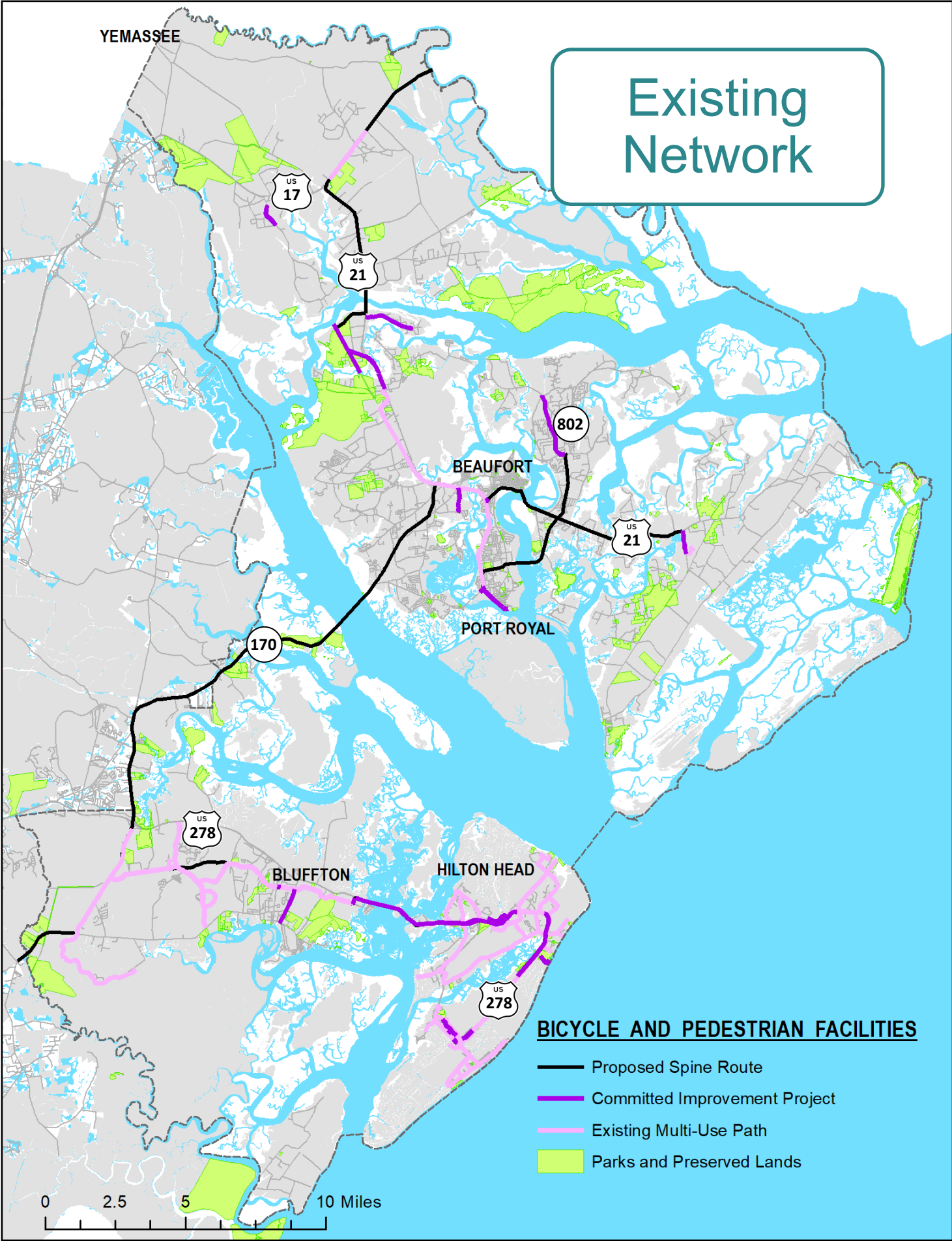


# *MAPPING A NETWORK*

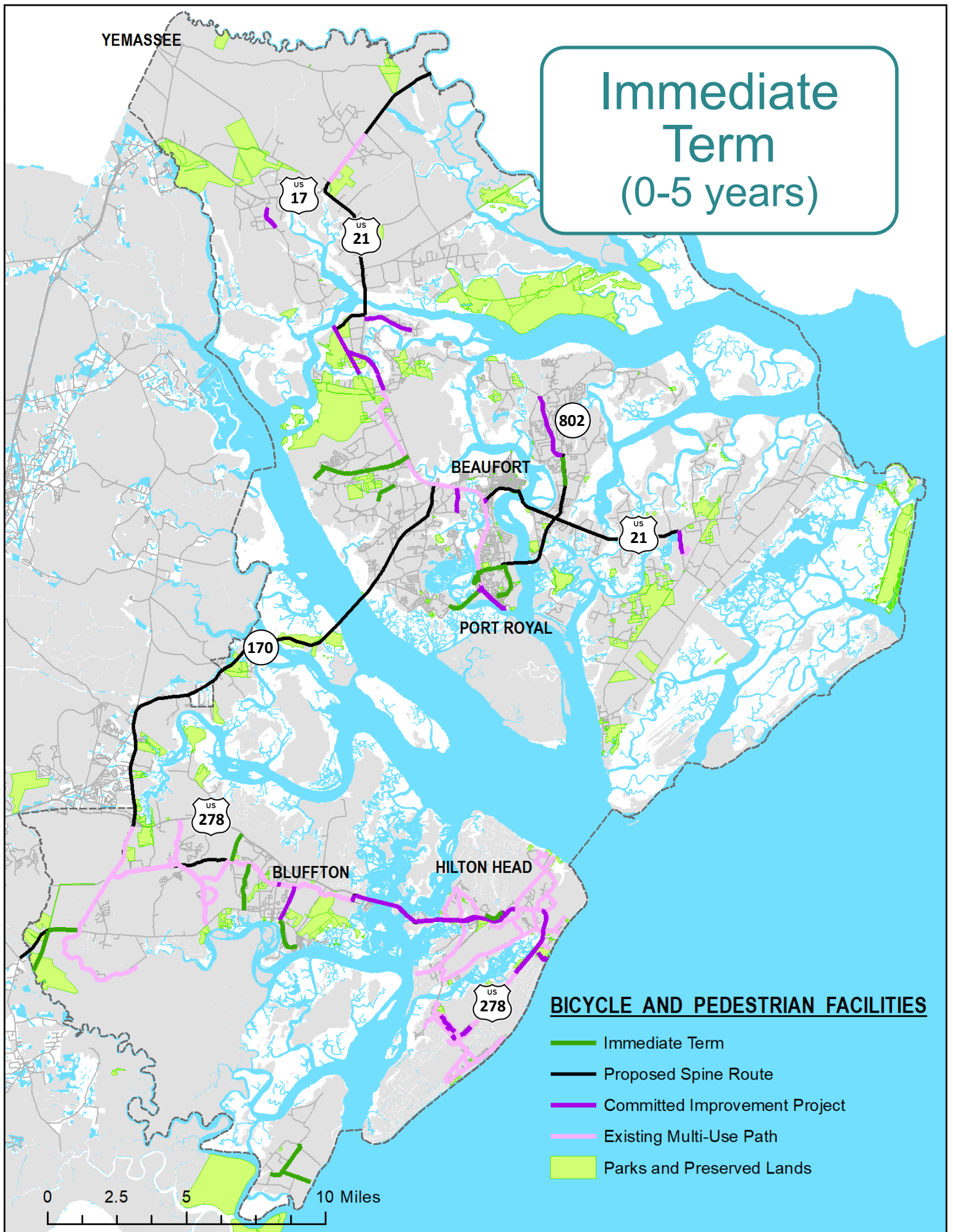
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The next pages of this plan tell a story through maps. Beginning with the existing bicycle and pedestrian network in Beaufort County and proposed spine routes, each subsequent map visualizes how infrastructure improvements and new bicycle and pedestrian 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).**









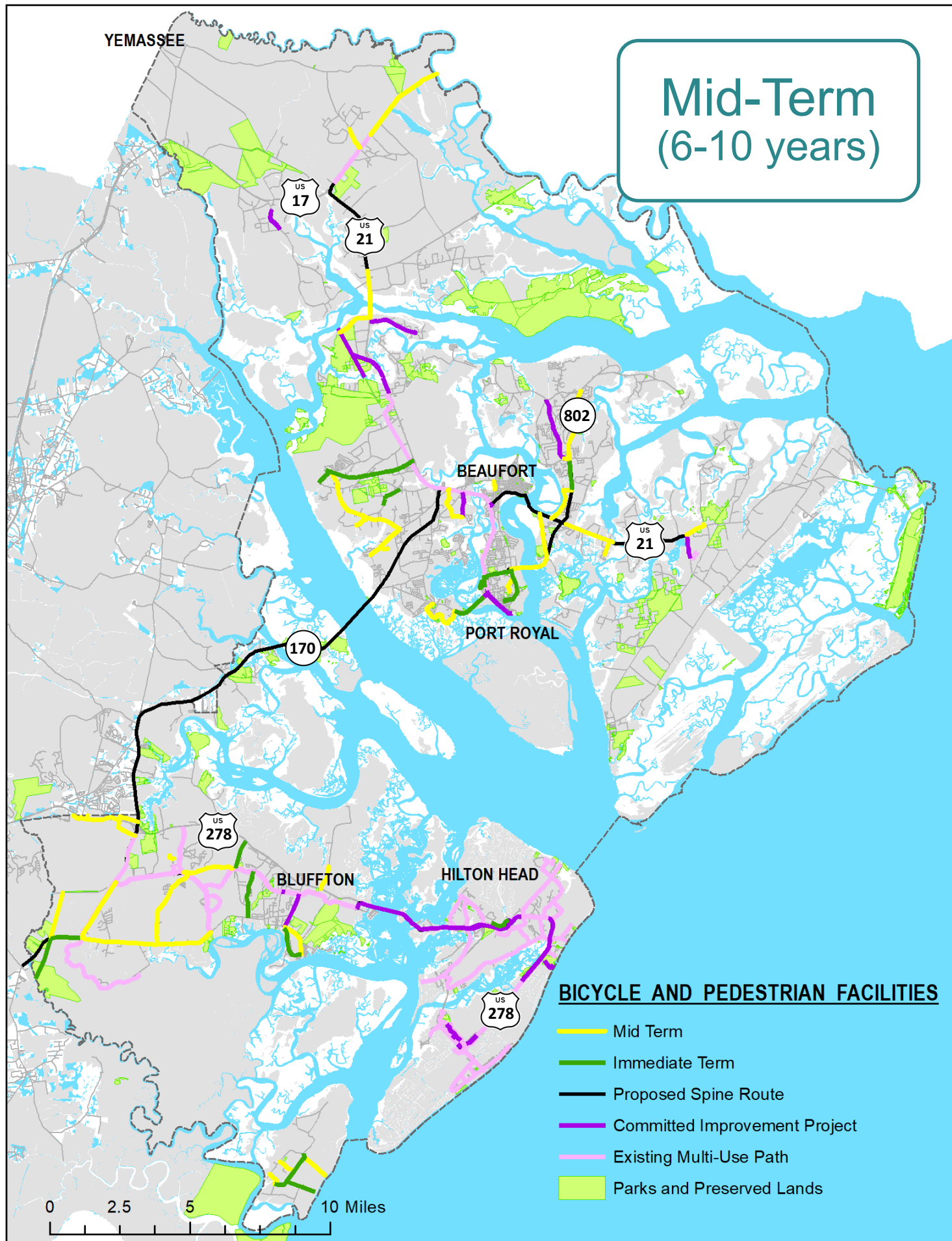


Project	Length (mi)	Approximate Costs	Operation (yearly)	Jurisdiction(s)
Spanish Moss Trail from Clarendon to Whale Branch	3.0	\$1,500,000	\$19,500	Beaufort County
Laurel Bay Rd	3.4	\$3,900,000	\$22,100	Beaufort County
Rugrack Rd from Joseph Shanklin Elementary to Laurel Bay Rd (Sidewalk)	0.5	\$150,000	\$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	0.7	\$350,000	\$4,550	Town of Hilton Head Island, Beaufort County
Chaplin Linear Park	0.7	\$350,000	\$4,550	Town of Hilton Head Island
<b>TOTAL</b>	<b>21.4</b>	<b>\$13,172,000</b>	<b>\$139,100</b>	



YEMASSEE

## Mid-Term (6-10 years)





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
<b>TOTAL</b>	<b>23.2</b>	<b>\$15,910,000</b>	<b>\$150,800</b>	



YEMASSEE

# Mid-Term Continued (6-10 years)

BEAUFORT

PORT ROYAL

BLUFFTON

HILTON HEAD

## BICYCLE AND PEDESTRIAN FACILITIES

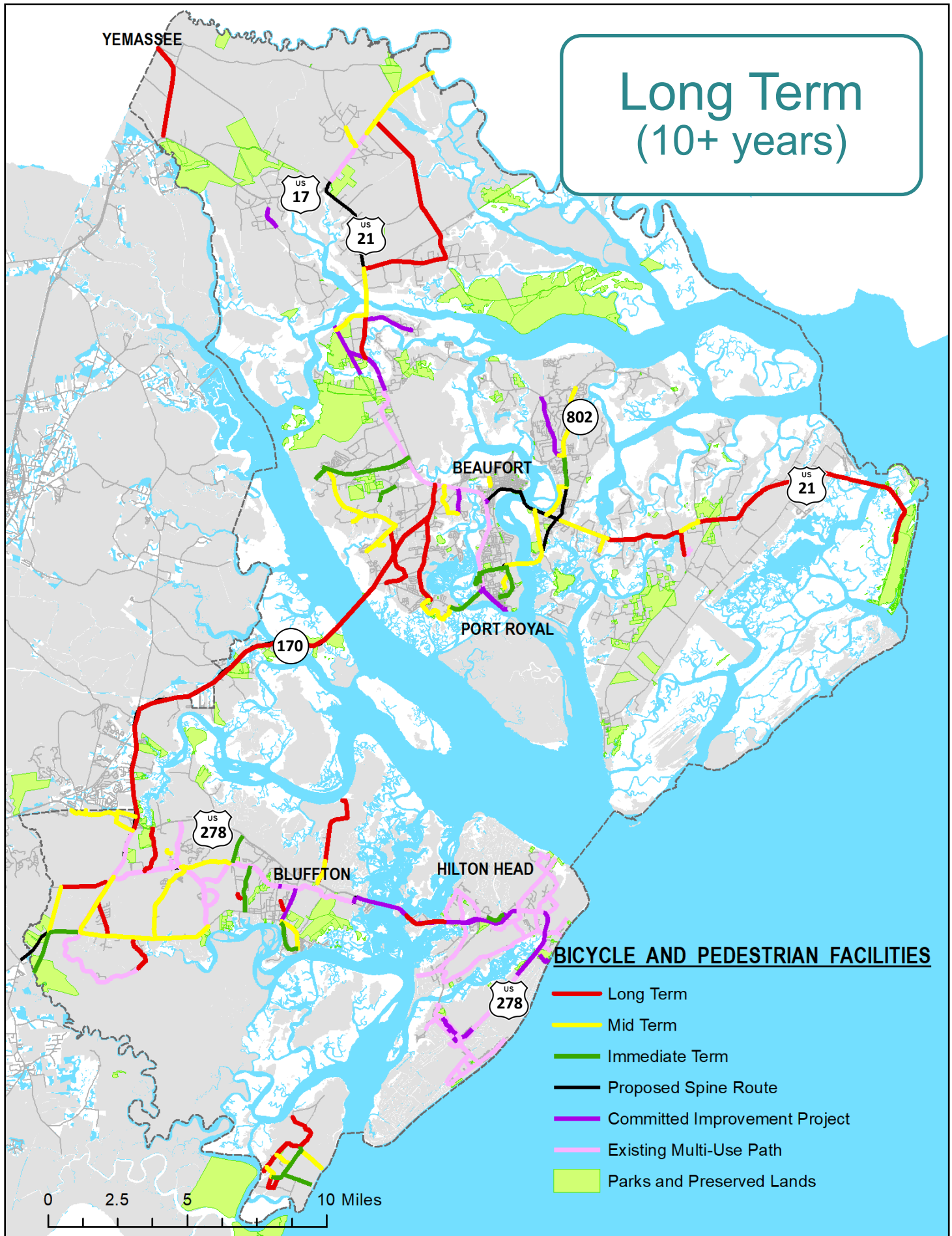
- Mid Term
- Immediate Term
- Proposed Spine Route
- Committed Improvement Project
- Existing Multi-Use Path
- Parks and Preserved Lands

0 2.5 5 10 Miles



Project	Length (mi)	Approximate Costs	Operation (yearly)	Jurisdiction(s)
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
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
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
<b>TOTAL</b>	<b>20.5</b>	<b>\$14,666,500</b>	<b>\$132,875</b>	



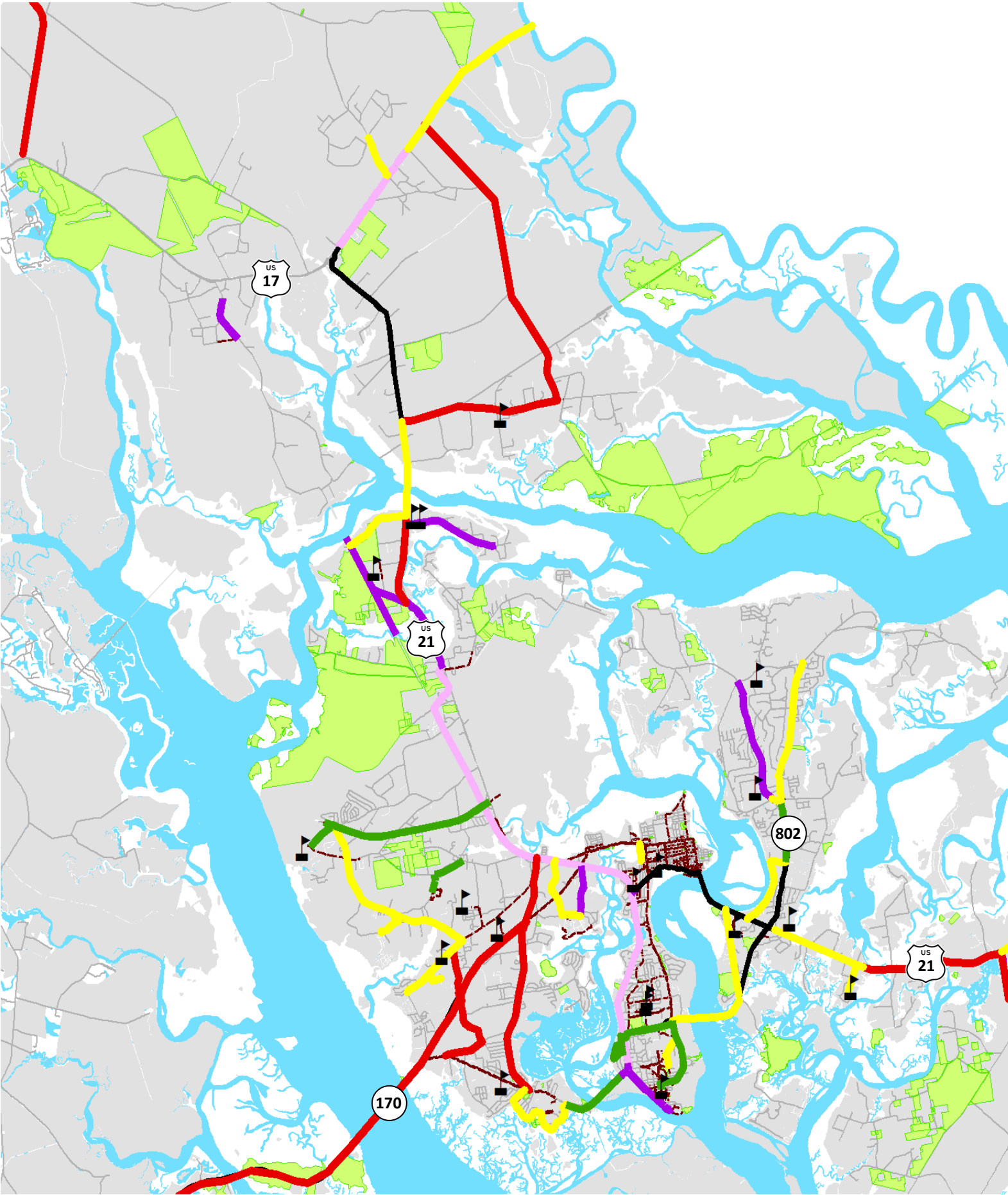




Project	Length (miles)	Approximate Costs	Operation (yearly)	Jurisdiction(s)
Castle Hall Rd from Wall St to US-17	3.5	\$1,750,000	\$22,750	Town of Yemassee
US-21 from Keans Neck Rd to US-17	3.3	\$1,700,000	\$21,450	Beaufort County
US-21 from Airport Cir to MLK Jr Blvd	3.7	\$1,850,000	\$24,050	Beaufort County
US-21 from St. Helena Elementary to Hunting Island Dr	9.5	\$4,750,000	\$61,750	Beaufort County
Parris Island Gtwy 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
Gum Tree Rd to Sea Pines Circle via Cross Island Pkwy Improvements	N/A*	N/A*	N/A*	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
<b>TOTAL</b>	<b>60.9</b>	<b>\$28,407,500</b>	<b>\$395,350</b>	

\*Final alignment and facility improvements not known at this time







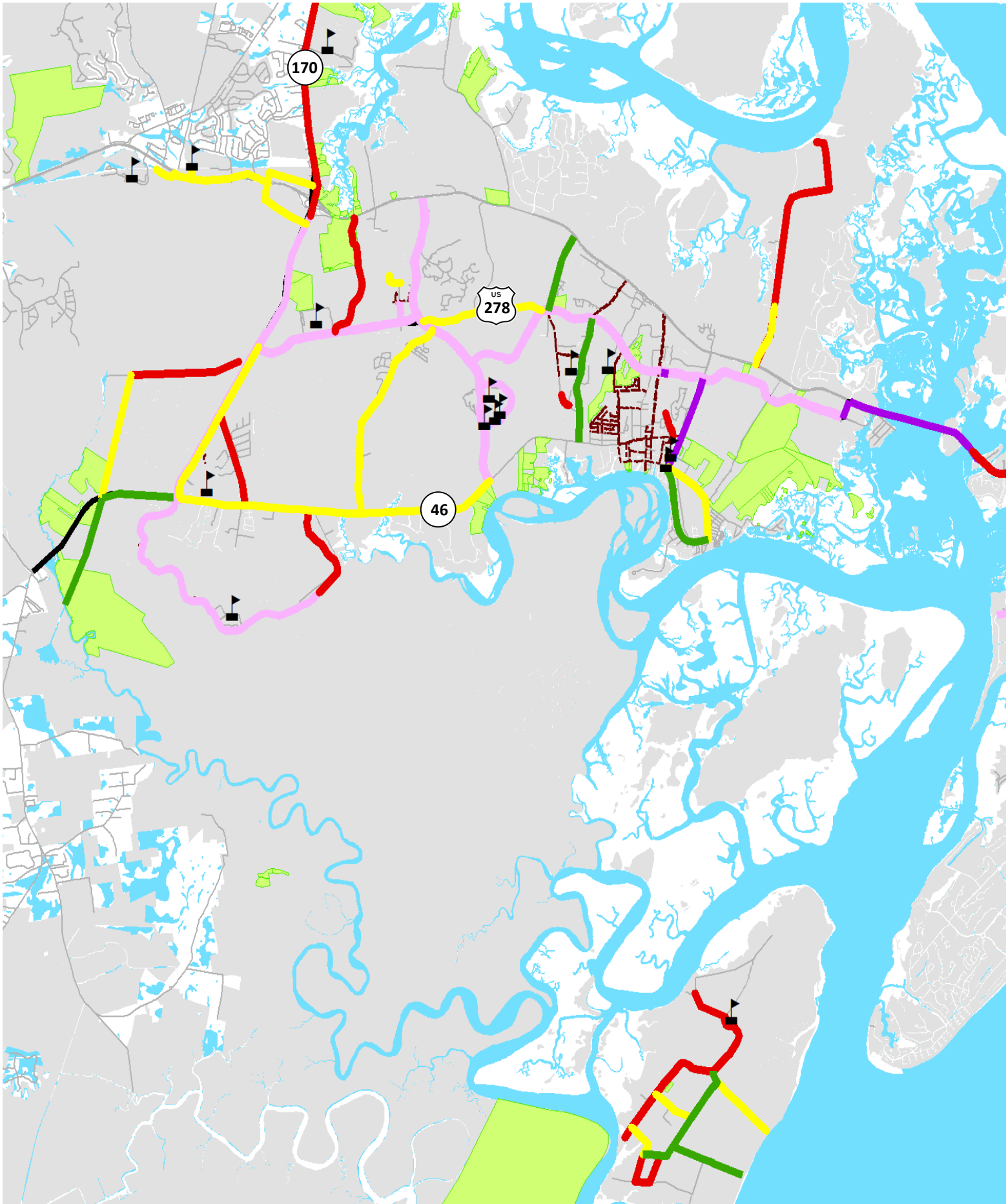
# NORTHERN BEAUFORT COUNTY

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







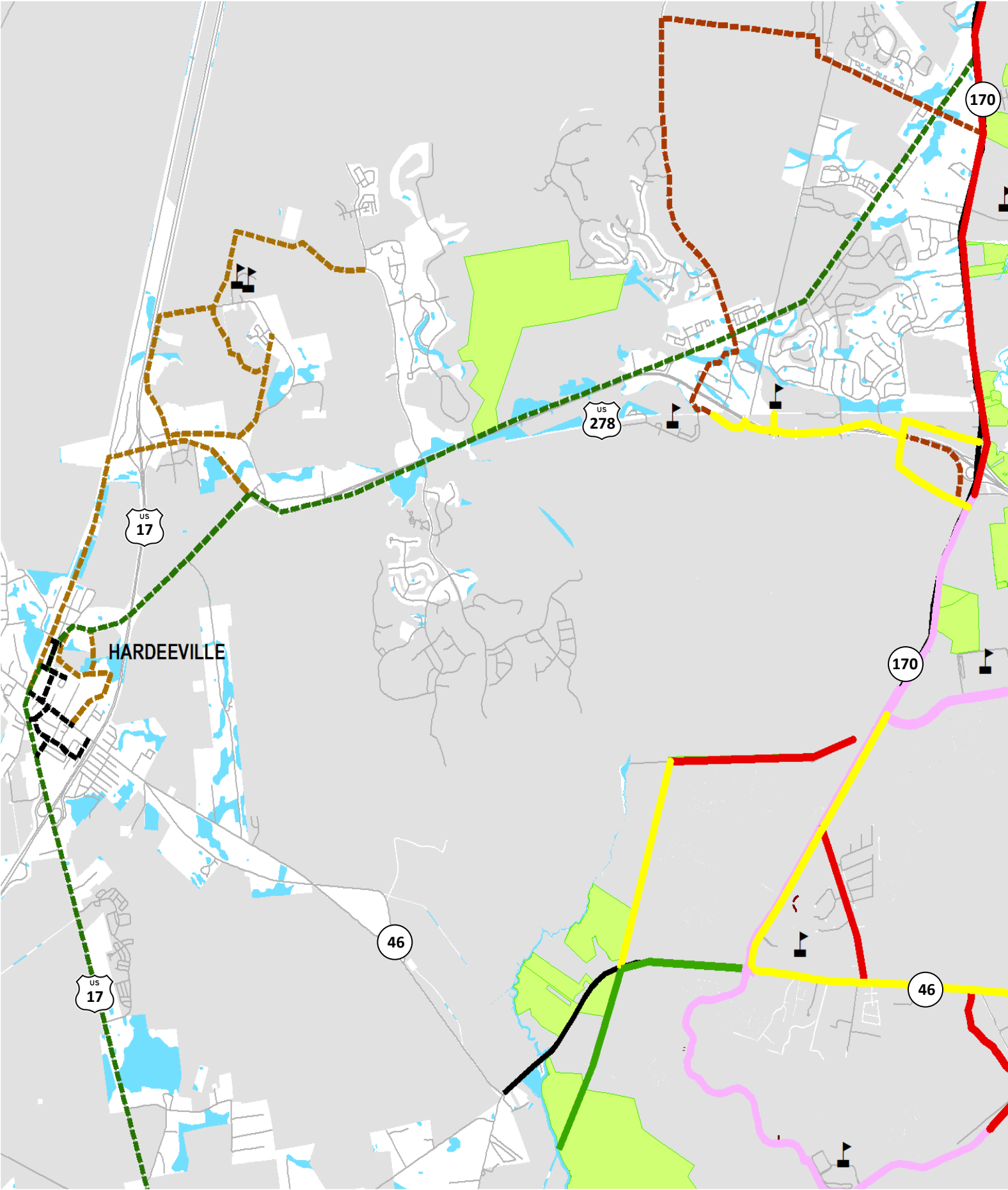
# SOUTHERN BEAUFORT COUNTY

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





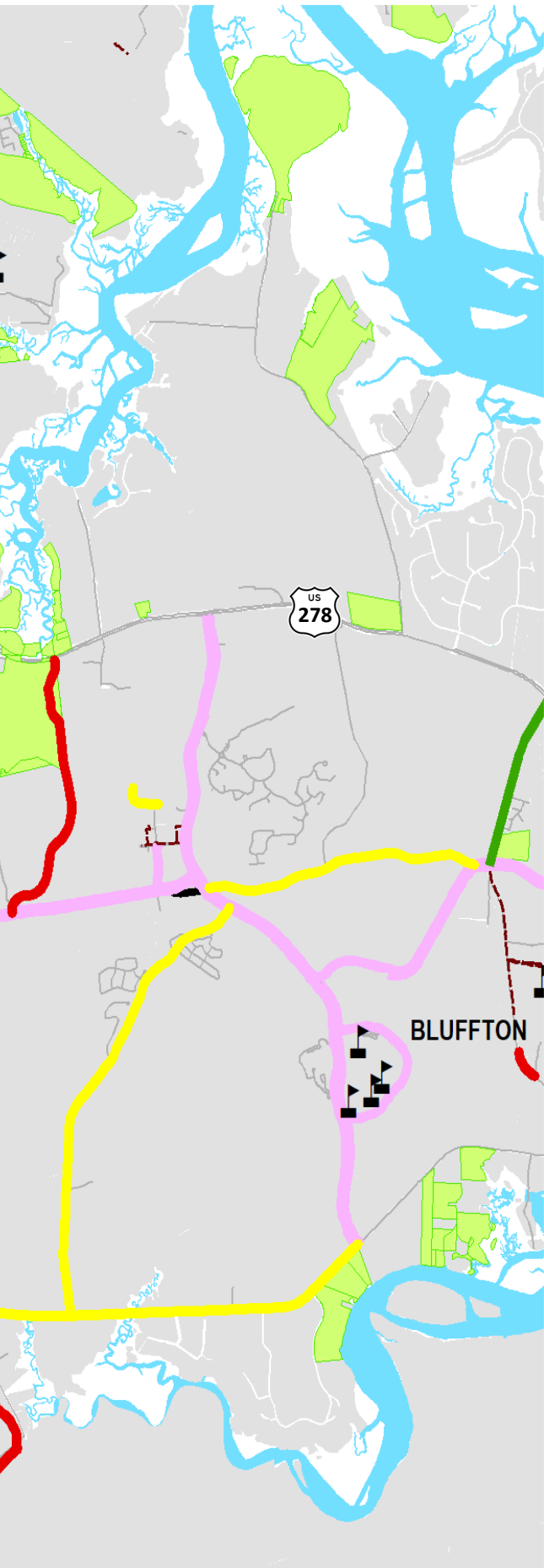


# JASPER COUNTY CONNECTIONS

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

<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Short	Short	Ongoing
<b>PARTNER(S)</b>	County Council, Municipalities, LATS	County Council, Municipalities, LATS, Nonprofits	County Planning & Zoning Department, County Engineering Municipalities, LATS
<b>INITIATED</b>			
<b>COMPLETE</b>			



# IMPLEMENTATION PLAN

<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Short	Short	Short
<b>PARTNER(S)</b>	County Council, Municipalities, LATS	County Council	County Council, Municipalities
<b>INITIATED</b>			
<b>COMPLETE</b>			



<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Short	Ongoing	Ongoing
<b>PARTNER(S)</b>	County Council, Municipalities, LATS	County Planning & Zoning Department, County Engineering, Municipalities, SCDOT,	County Planning & Zoning Department, County Engineering, Municipalities, SCDOT,
<b>INITIATED</b>			
<b>COMPLETE</b>			



# IMPLEMENTATION PLAN

<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Short	Short	Mid-
<b>PARTNER(S)</b>	County Planning & Zoning Department, LATS, Municipalities	Beaufort County Engineering, Beaufort County Planning & Zoning, SCDOT Nonprofits	County Council, Municipalities, SCDOT, Dominion Energy
<b>INITIATED</b>			
<b>COMPLETE</b>			



<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Short	Ongoing	Ongoing
<b>PARTNER(S)</b>	County Planning & Zoning Department, County Council	School District, County Planning & Zoning Department, County Engineering,	County Planning & Zoning Department, County Engineering, Municipalities, SCDOT,
<b>INITIATED</b>			
<b>COMPLETE</b>			



# IMPLEMENTATION PLAN

<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Low	Medium	Low
<b>TIME FRAME</b>	Mid-	Ongoing	Short
<b>PARTNER(S)</b>	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
<b>INITIATED</b>			
<b>COMPLETE</b>			



<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Medium	Medium	Low
<b>TIME FRAME</b>	Mid-	Mid-	Short
<b>PARTNER(S)</b>	County Engineering, SCDOT, Municipal Engineering	County Engineering, SCDOT, Municipal Engineering	County Planning & Zoning Department, Municipalities
<b>INITIATED</b>			
<b>COMPLETE</b>			



# IMPLEMENTATION PLAN

<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Medium	Low	Low
<b>TIME FRAME</b>	Short	Ongoing	Ongoing
<b>PARTNER(S)</b>	County Planning & Zoning, County Engineering, SCDOT, East Coast Greenway Alliance, LATS	Local Delegates, Advocacy Groups	Advocacy Groups
<b>INITIATED</b>			
<b>COMPLETE</b>			



<b>RECOMMENDATION</b>	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.	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
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Short	Ongoing	Ongoing
<b>PARTNER(S)</b>	County Planning & Zoning, County Engineering	County Planning & Zoning, Municipalities	County Planning & Zoning, Municipalities, Nonprofits
<b>INITIATED</b>			
<b>COMPLETE</b>			



# IMPLEMENTATION PLAN

<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Mid-	Mid-	Mid-
<b>PARTNER(S)</b>	County Council, County Planning & Zoning, County Engineering, Nonprofits	County Council, County Planning & Zoning, County Engineering, Nonprofits	County Council, County Planning & Zoning, County Engineering, Nonprofits
<b>INITIATED</b>			
<b>COMPLETE</b>			



<b>RECOMMENDATION</b>	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 <b>Bike Right, Drive Right</b> Campaign to educate both bicyclists and motorists on safe and respectful sharing of our roads.
<b>INVESTMENT</b>	Low	Low	Low
<b>TIME FRAME</b>	Ongoing	Ongoing	Ongoing
<b>PARTNER(S)</b>	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
<b>INITIATED</b>			
<b>COMPLETE</b>			



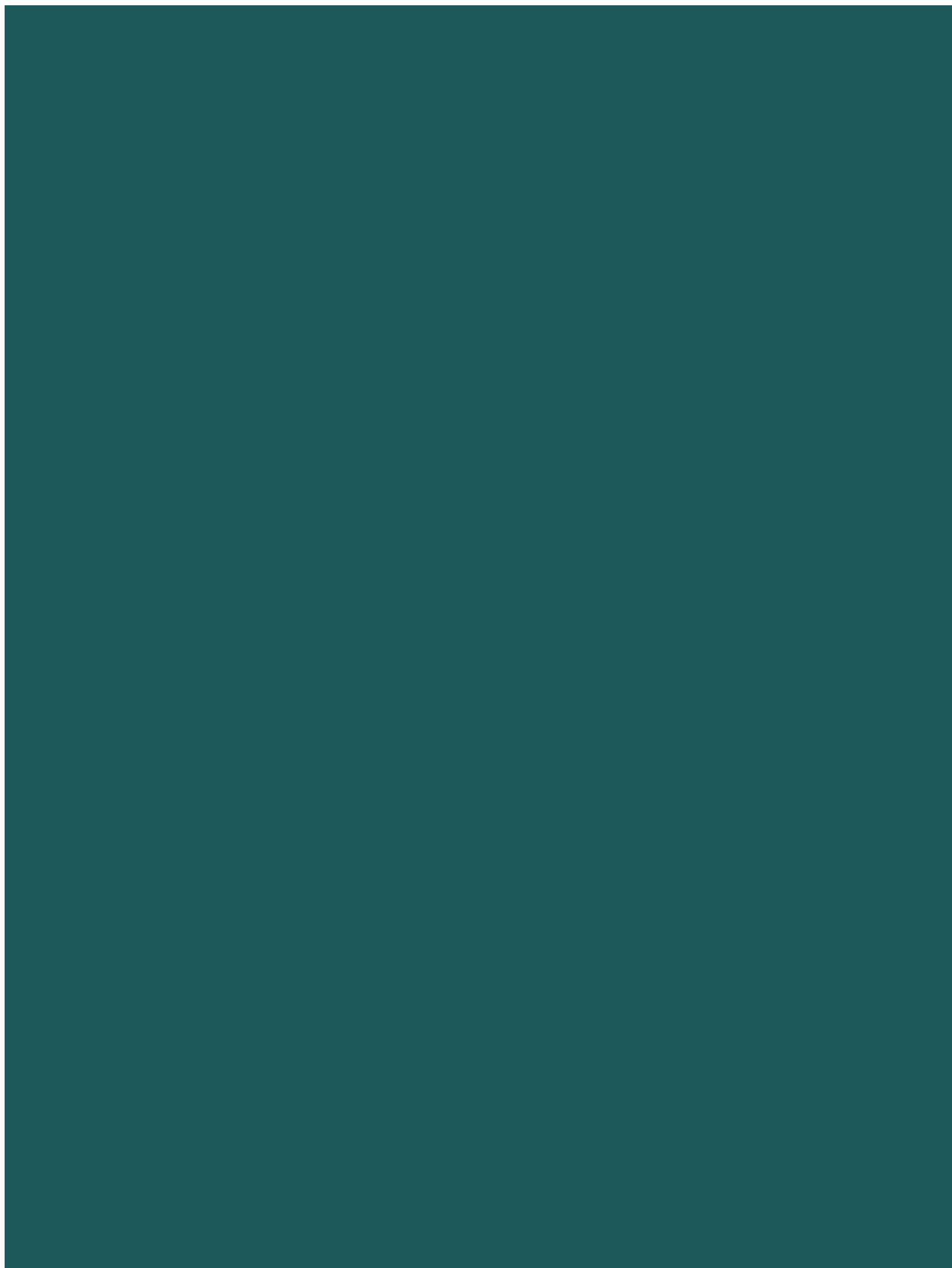
# IMPLEMENTATION PLAN

<b>RECOMMENDATION</b>	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.
<b>INVESTMENT</b>	Medium	Low	Low
<b>TIME FRAME</b>	Mid-	Mid-	Short
<b>PARTNER(S)</b>	County Planning & Zoning, County Engineering, SCDOT, LATS	County Planning & Zoning, County GIS, SCDOT, Municipalities	County Planning & Zoning, School District, Local Law Enforcement Agencies
<b>INITIATED</b>			
<b>COMPLETE</b>			



<b>RECOMMENDATION</b>	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.	
<b>INVESTMENT</b>	Medium	Low	
<b>TIME FRAME</b>	Ongoing	Short	
<b>PARTNER(S)</b>	County Planning & Zoning, County Engineering	County Planning & Zoning, Local Law Enforcement Agencies	
<b>INITIATED</b>			
<b>COMPLETE</b>			









## MEMORANDUM

**TO:** Beaufort County Planning Commission  
**FROM:** Juliana Smith, Beaufort County Planning and Zoning Department  
**DATE:** September 9, 2021  
**SUBJECT:** Zoning Map Amendment/Rezoning Request for 56 acres (R600 009 000 0113 0000) at 60 Gaston Plantation Rd from T2 Rural to C3 Neighborhood Mixed Use; Applicant: Kenneth S. Tosky

### **STAFF REPORT:**

#### **A. BACKGROUND:**

**Case No.** ZMA-2021-05  
**Owner/Applicant:** Kenneth S. Tosky  
**Property Location:** Located at 60 Gaston Plantation Rd  
**District/Map/Parcel:** R600 009 000 0113 0000  
**Property Size:** 56 acres  
**Current Future Land Use Designation:** Rural  
**Current Zoning District:** T2 Rural  
**Proposed Zoning District:** C3 Neighborhood Mixed Use

**B. SUMMARY OF REQUEST:** The applicant seeks to change the zoning of a 56-acre lot at 60 Gaston Plantation Rd from T2 Rural (T2R) to C3 Neighborhood Mixed Use (C3NMU) (see attached map). The property is undeveloped and is the site of a proposed primitive campground that has conceptual approval. The applicant is now proposing developing a 110 single-family residential development that includes open space, tree coverage, and setbacks from surrounding property through a development agreement and deed restrictions and is requesting the proposed zoning amendment to facilitate the development.

**C. EXISTING ZONING:** The lot is currently zoned T2R, which permits residential development at a density of one dwelling unit per three acres. Under this zoning, 18 dwelling units would be permitted on the property. T2R also permits very limited non-residential uses.

**D. PROPOSED ZONING:** The C3NMU district provides for high quality, moderate-density residential development, with denser areas of multi-family and mixed-use development to provide walkability



and diverse and affordable housing options. The design requirements provide a suburban character and encourage pedestrian, as well as automobile, access. Under this zoning, 145 dwelling units would be permitted on the property. Potentially more dwelling units may be allowed if the owner seeks to create a Traditional Community Plan.

- E. COMPREHENSIVE PLAN FUTURE LAND USE MAP:** This 56-acre lot is designated Rural on the Future Land Use Map. The Comprehensive Plan states that future development in rural areas should be similar to the mix of land uses currently found in the area and retain their rural character with low-density residential development, supporting small-scale commercial development, and agricultural land uses. The maximum gross residential density in rural areas is one dwelling unit per three acres.
- F. TRAFFIC IMPACT ANALYSIS (TIA):** According to Section 6.3.20.D of the CDC, *“An application for a rezoning shall include a TIA where the particular project or zoning district may result in a development that generates 50 trips during the peak hour or will change the level of service of the affected street.”* The applicant provided a TIA performed by AECOM. The TIA reported that though the development would increase the traffic volumes on Callawassie Drive by 1,136 new daily trips, the increase will have little impact to roadway capacity and level-of-service. However, the speed limit on Callawassie Drive should be reviewed and lowered if this rezoning is approved. Currently, the entrance and egress of the proposed development onto Callawassie Drive is subject to sight concerns because it is located between two curves on Callawassie Drive. This presents safety concerns at the current 55 mph speed limit on this section of Callawassie Drive. The full TIA is attached.
- G. SCHOOL CAPACITY IMPACTS:** The School District has been given a copy of this proposed amendment. The School District does not have excess capacity to address the potential increase in the number of students in southern Beaufort County. In this immediate area, the District is already facing the need to absorb the students that will result from the 711 dwelling units in River Oaks and Malind Bluff, which is anticipated to put the Okatie Elementary school over capacity. Both Bluffton Middle and May River High schools are almost at capacity. The School District also has concerns about the impact on bus transportation. Finally, the requested rezoning and proposed 110 single-family homes could generate \$1,382,575.00 in school impact fees.
- H. ZONING MAP AMENDMENT REVIEW STANDARDS:** In determining whether to adopt or deny a proposed Zone Map Amendment, the County Council shall weigh the relevance of and consider whether and the extent to which the proposed amendment:

- 1. Is consistent with and furthers the goals, and policies of the Comprehensive Plan and the purposes of this Development Code;**

The Land Use chapter of the 2010 Comprehensive Plan indicates this area as Rural. Rural areas should retain their rural character with low-density residential development, supporting small-scale commercial development, and agricultural land uses. However, the proposed density of housing does not maintain the rural character of this land use designation.

The draft 2040 Comprehensive Plan also envisions this area as Rural and includes some initial coordination between Beaufort County, Jasper County, and Hardeeville to manage growth in this area along SC 170 that the proposed rezoning is in conflict with.

- 2. Is not in conflict with any provision of this Development Code, or the Code of Ordinances;**



The proposed rezoning constitutes a “spot zoning,” as it is not adjacent to any other C3 Neighborhood Mixed Use parcels.

3. **Addresses a demonstrated community need;**

N/A.

4. **Is required by changed conditions;**

N/A.

5. **Is compatible with existing and proposed uses surrounding the land subject to the application, and is the appropriate zone and uses for the land;**

Existing uses on the surrounding lands are primarily rural residential. Other uses include forestry, golf course, and vacant lots. The proposed zoning change would allow for a broader mix of higher density housing developments and some retail, service, and office uses.

6. **Would not adversely affect nearby lands;**

As stated in 5, there is potential for adverse impacts on the existing rural properties in the adjacent area.

7. **Would result in a logical and orderly development pattern;**

See 5 and 6 above.

8. **Would not result in adverse impacts on the natural environment – including, but not limited to, water, air, noise, stormwater management, wildlife, vegetation, wetlands, and the natural functioning of the environment:**

Any development on the site would be required to adhere to the natural resource protection, tree protection, wetland protection, and stormwater standards in the Community Development Code and the Stormwater BMP Manual.

9. **Would result in development that is adequately served by public facilities (e.g. streets, potable water, sewerage, stormwater management, solid waste collection and disposal, schools, parks, police, and fire and emergency medical facilities):**

Water and sewer are available to service the property. EMS and Fire facilities are located within a mile of the site. A traffic impact assessment for the proposed rezoning is attached; See Item F for a summary.

- I. **STAFF RECOMMENDATION:** The proposed zoning change from T2R to C3 is in conflict with the Future Land Uses laid out in every Comprehensive Plan that has been created for Beaufort County, as well as the draft 2040 Comprehensive Plan. The SC 170 corridor from Oldfield to the Broad River Bridge has been designated as rural as a growth management tool to protect the water quality of the Okatie and Colleton Rivers, the capacity of SC 170, and the character of this leg of the



170 corridor. As such, the proposed zoning cannot be supported by Planning staff. Staff also has concerns about opening the surrounding rural areas on Callawassie Drive from SC 170 to the bridge to Callawassie to similar up-zonings.

#### **J. ATTACHMENTS**

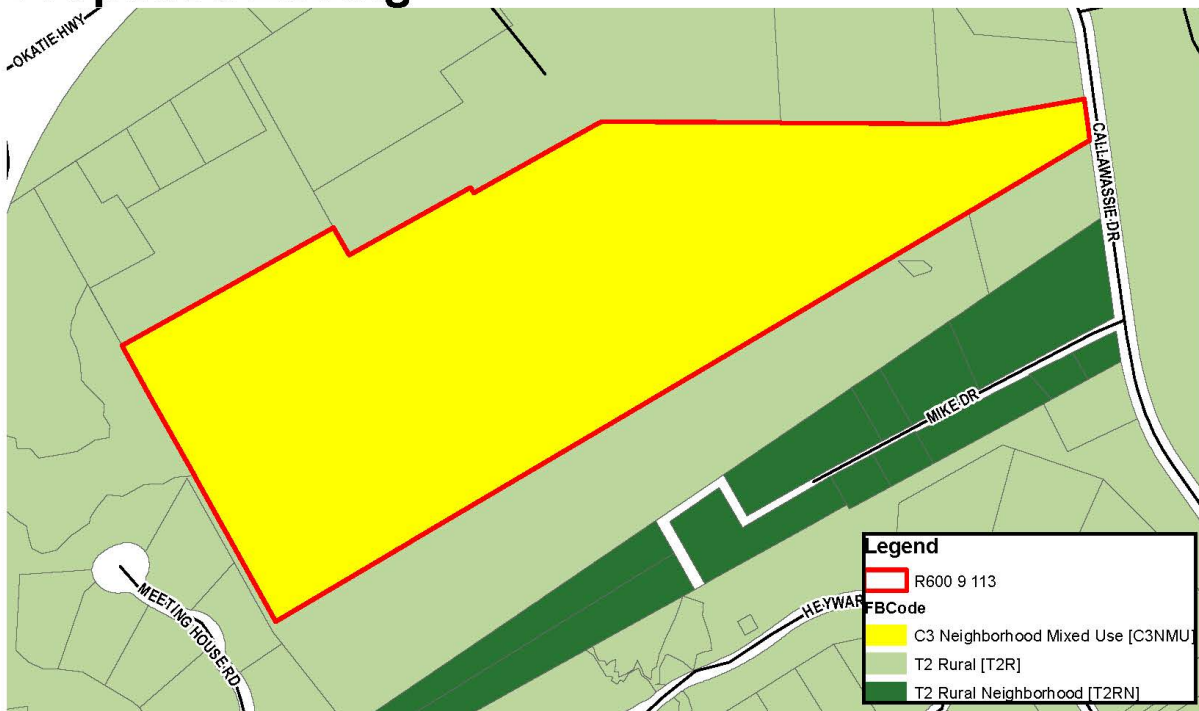
- Zoning Map (existing and proposed)
- Location Map
- Applicant Narrative Submittal
- School Board Letter
- Traffic Impact Assessment Executive Summary



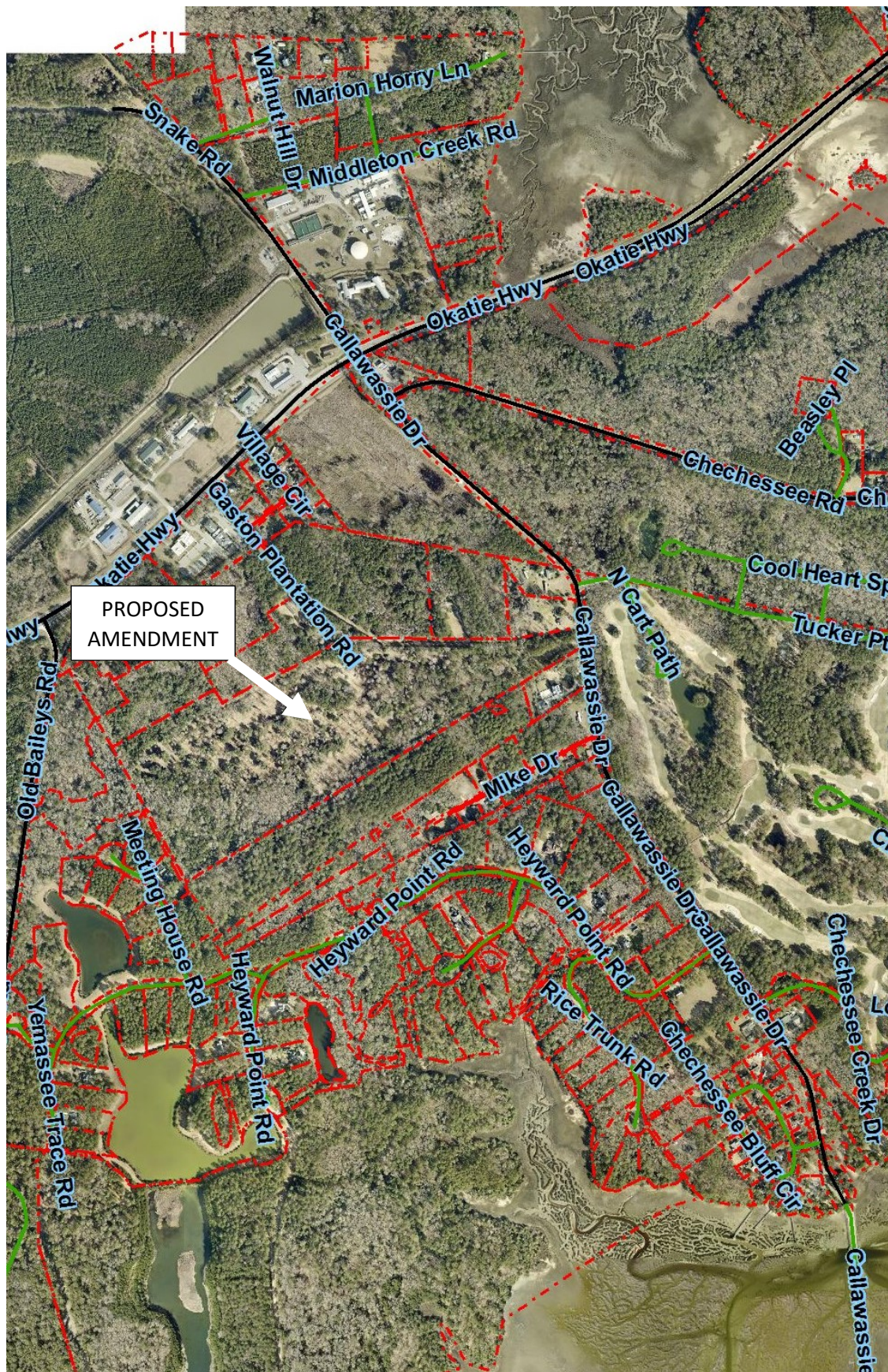
## Existing Zoning



## Proposed Zoning









ZMA - 2021 - 05

**BEAUFORT COUNTY, SOUTH CAROLINA**  
**COMMUNITY DEVELOPMENT CODE (CDC)**  
**ZONING MAP OR TEXT AMENDMENT / PUD MASTER PLAN CHANGE APPLICATION**

TO: Beaufort County Council

The undersigned hereby respectfully requests that the Beaufort County Community Development Code (CDC) be amended as described below:

1. This is a request for a change in the (check as appropriate): ☐ PUD Master Plan Change  
☒ Zoning Map Designation/Rezoning ☐ Community Development Code Text
2. Give exact information to locate the property for which you propose a change:  
Tax District Number: **R600**, Tax Map Number: **009**, Parcel Number(s): **000 0113 0000**  
Size of subject property: **56** Square Feet / Acres (circle one)  
Location: **60 GASTON PLANTATION DRIVE, OKATIE, SC 29909**
3. How is this property presently zoned? (Check as appropriate)  

<input type="checkbox"/> T4NC Neighborhood Center	<input type="checkbox"/> T2RC Rural Center	<input type="checkbox"/> C3 Neighborhood Mixed Use
<input type="checkbox"/> T4HC Hamlet Center	<input type="checkbox"/> T2RN Rural Neighborhood	<input type="checkbox"/> C4 Community Center Mixed Use
<input type="checkbox"/> T4HCO Hamlet Center	<input type="checkbox"/> T2RNO Rural Neighborhood Open	<input type="checkbox"/> C5 Regional Center Mixed Use
<input type="checkbox"/> T4VC Village Center	<input checked="" type="checkbox"/> T2R Rural	<input type="checkbox"/> S1 Industrial
<input type="checkbox"/> T3N Neighborhood	<input type="checkbox"/> T1 Natural Preserve	<input type="checkbox"/> Planned Unit Development/PUD
<input type="checkbox"/> T3HN Hamlet Neighborhood	<input type="checkbox"/> Community Preservation	(name) _____
<input type="checkbox"/> T3E Edge	(specify) _____	
4. What new zoning do you propose for this property? **C3 Neighborhood Mixed Use**  
(Under Item 9 explain the reason(s) for your rezoning request.)
5. Do you own all of the property proposed for this zoning change? ☒ Yes ☐ No  
Only property owners or their authorized representative/agent can sign this application. If there are multiple owners, each property owner must sign an individual application and all applications must be submitted simultaneously. If a business entity is the owner, the authorized representative/agent of the business must attach: 1- a copy of the power of attorney that gives him the authority to sign for the business, and 2- a copy of the articles of incorporation that lists the names of all the owners of the business.
6. If this request involves a proposed change in the Community Development Code text, the section(s) affected are: \_\_\_\_\_  
(Under Item 9 explain the proposed text change and reasons for the change.)
7. Is this property subject to an Overlay District? Check those which may apply:  


<input type="checkbox"/> MCAS-AO Airport Overlay District/MCAS	<input type="checkbox"/> MD Military Overlay District
<input type="checkbox"/> BC-AO Airport Overlay District/Beaufort County	<input type="checkbox"/> RQ River Quality Overlay District
<input type="checkbox"/> CPO Cultural Protection	<input type="checkbox"/> TDR Transfer of Development Rights
<input type="checkbox"/> CFV Commercial Fishing Village	
8. The following sections of the Community Development Code (CDC) (see attached sheets) should be addressed by the applicant and attached to this application form:
  - a. Division 7.3.20 and 7.3.30, Comprehensive Plan Amendments and Text Amendments.
  - b. Division 7.3.40, Zoning map amendments (rezoning).
  - c. Division 1.6.60, Planned Unit Developments (PUDs) Approved Prior to Dec. 8, 2014
  - d. Division 6.3, Traffic Impact Analysis (for PUDs)

**RECEIVED**  
**AUG 09 2021**  
Community  
Development Dept.



9. Explanation (continue on separate sheet if needed): see attached Explanation

It is understood by the undersigned that while this application will be carefully reviewed and considered, the burden of proof for the proposed amendment rests with the owner.

  
Signature of Owner (see Item 5 on page 1 of 2) 7/12/2021  
Date  
Printed Name: **Kenneth S. Tosky** Telephone Number: **843-247-1025**  
Address: ~~4 Oakland Pl, Okatie, SC 29909~~ PO Box 1590, Bluffton, SC 29910  
Email: **ken@kennethscottbuilders.com**  
Agent (Name/Address/Phone/email): \_\_\_\_\_

UPON RECEIPT OF APPLICATIONS, THE STAFF HAS THREE (3) WORK DAYS TO REVIEW ALL APPLICATIONS FOR COMPLETENESS. THE COMPLETED APPLICATIONS WILL BE REVIEWED FIRST BY THE BEAUFORT COUNTY PLANNING COMMISSION SUBCOMMITTEE RESPONSIBLE FOR THE AREA WHERE YOUR PROPERTY IS LOCATED. MEETING SCHEDULES ARE LISTED ON THE APPLICATION PROCESS (ATTACHED). COMPLETE APPLICATIONS MUST BE SUBMITTED BY NOON THREE WORKING DAYS AND FOUR (4) WEEKS PRIOR FOR PLANNED UNIT DEVELOPMENTS (PUDs) OR THREE (3) WEEKS PRIOR FOR NON-PUD APPLICATIONS TO THE APPLICABLE PLANNING COMMISSION MEETING DATE.

***SUBMISSION OF APPLICATION. ALL APPLICATIONS SHALL BE SUBMITTED TO THE APPROPRIATE COUNTY DEPARTMENT. NO APPLICATION WILL BE ACCEPTED UNLESS ACCOMPANIED BY THE REQUIRED FEE. APPLICATIONS RECEIVED BEFORE 12:00 P.M. SHALL BE DATED THE SAME WORKING DAY. APPLICATIONS RECEIVED AFTER 12:00 P.M. SHALL BE DATED THE NEXT WORKING DAY.***

PLANNED UNIT DEVELOPMENT (PUD) APPLICANTS ARE REQUIRED TO SUBMIT FIFTEEN (15) COPIES TO THE PLANNING DEPARTMENT. CONSULT THE APPLICABLE STAFF PLANNER FOR DETAILS.

FOR MAP AMENDMENT REQUESTS, THE PLANNING OFFICE WILL POST A NOTICE ON THE AFFECTED PROPERTY AS OUTLINED IN DIV. 7.4.50 OF THE COMMUNITY DEVELOPMENT CODE.

CONTACT THE PLANNING DEPARTMENT AT (843) 255-2140 FOR EXACT APPLICATION FEES.

FOR PLANNING DEPARTMENT USE ONLY:

Date Application Received:  
(place received stamp below)

Date Posting Notice Issued:

Application Fee Amount Received:

Receipt No. for Application Fee:



**August 9, 2021**

**Zoning Map Amendment Explanation**

Re: 60 Gaston Plantation Drive

60 Gaston Plantation Drive, consisting of 56.06 acres (the "Property") is zoned T2R and has conceptual approval as a Primitive Campground, which is a permitted use under the current Community Development Code ("CDC") Phase I of the campground is fully engineered, all checklist items for Final Plan Approval/Permit have been completed or will be completed within a few days, and submission for Final Plan Approval will be made at that time. However, this parcel has been the subject of much opposition from the local neighbors. Efforts to thwart the development of the parcel as a campground have been made by various neighbors and groups through legal actions and other efforts. This "objection" to the proposed, permitted by right, and approved use has caused significant delays to the developer – delays that now exceed 2 years since initial application was made to the Planning Department for approval. In those 2 years, the developer has received many communications from neighbors objecting – some not so nicely – to the property being developed as a campground. Recently, a petition was circulated gaining more than 3,000 signatures in opposition to the approved and permitted use. Such opposition, while not relevant to the developer's right to develop a Primitive Campground, pursuant to the CDC, have been considered by the developer. As a result, the owner is seeking a zoning map amendment to change the current zoning of T2R to a C3 zoning designation. While the owner does not, in any manner, waive its right to proceed with the campground, it wishes to attempt to at least consider the position of certain members of the community. In considering comparable uses to the current approved campground, the T2R zoning does not provide much in the way of an alternative; the highest and best use for the Property under the current zoning is a primitive campground. Searching further into the zoning designations, it was discovered the C3 zone *may* provide an alternative use also compatible with the surrounding area.

In referencing the Amendment Review Standards as found in the CDC Division 7.3.40, Section C, there are 9 factors to consider when seeking a zoning amendment. The owner feels that each of the nine factors can be achieved with the requested zoning amendment.

*The advisability of an amendment to the Official Zoning Map is a matter committed to the legislative discretion of the County Council and is not controlled by any one factor. In determining whether to adopt or deny a proposed Zone Map Amendment, the County Council shall weigh the relevance of and consider whether and the extent to which the proposed amendment:*

1. *Is consistent with and furthers the goals, and policies of the Comprehensive Plan and the purposes of this Development Code. In areas of new development, a finding of consistency with the Comprehensive Plan shall be considered to meet the standards below, unless compelling evidence demonstrates the proposed amendment would threaten the public health, safety, and welfare if the land subject to the amendment is classified to be consistent with the Comprehensive Plan;*

**The Comprehensive Plan states it is a living document and its purpose is "to enable government officials and citizens to effectively manage natural, cultural, economic and fiscal resources in light of growth, change and an uncertain future." By allowing this Property to be rezoned to C3, specific expectations can be applied to the development. The applicant proposes, through a development agreement with the County that will require permanent deed restrictions, to self-limit the number of single family homes to 110, which is less than the density allowed in a C3 designation. In addition to the reduced density, the land use would be limited to residential uses. In essence, the proposed use, under C3, would be for a maximum of 110 single family homes surrounded by open space, tree coverage and generous setbacks from surrounding lands.**

2. *Is not in conflict with any provision of this Development Code, or the Code of Ordinances;*



**The zoning map amendment to provide single family residential homes in a walkable neighborhood is not in conflict with the provisions of the Code of Ordinances or the CDC.**

3. *Addresses a demonstrated community need;*

**A need for single family homes in southern Beaufort County is immense. At present, South Carolina has a -2% inventory of available housing, and Beaufort County experiencing the same deficit. Without additional quality, attainable housing options, home ownership in Beaufort County will quickly become out of reach for many of its residents.**

4. *Is required by changed conditions;*

**The surrounding growth pattern including commercial, civic, medical and educational uses along the Highway 170 corridor have significantly changed the conditions. This growth has stimulated the need for local residential housing. The current low density zoning represents sprawl type development versus concentrated density within growth areas.**

5. *Is compatible with existing and proposed uses surrounding the land subject to the application, and is the appropriate zone and uses for the land;*

**The adjacent properties are single family residential and compatible with the proposed uses. There are gated golf communities along with traditional established smaller neighborhoods with planned streets and no gates. The properties to the north along Highway 170 include a mix of commercial and residential uses compatible with the proposed zoning.**

6. *Would not adversely impact nearby lands;*

**The zoning change and regulated residential uses are compatible with the adjacent land uses. Any proposed development will adhere to the current rules of the unified development ordinance. The unified development ordinance addresses access, stormwater, traffic and other key development items.**

7. *Would result in a logical and orderly development pattern;*

**The proposed residential use is one logical and orderly use based on the adjacent residential and commercial uses along highway 170.**

8. *Would not result in adverse impacts on the natural environment—including, but not limited to, water, air, noise, storm water management, wildlife, vegetation, wetlands, and the natural functioning of the environment;*

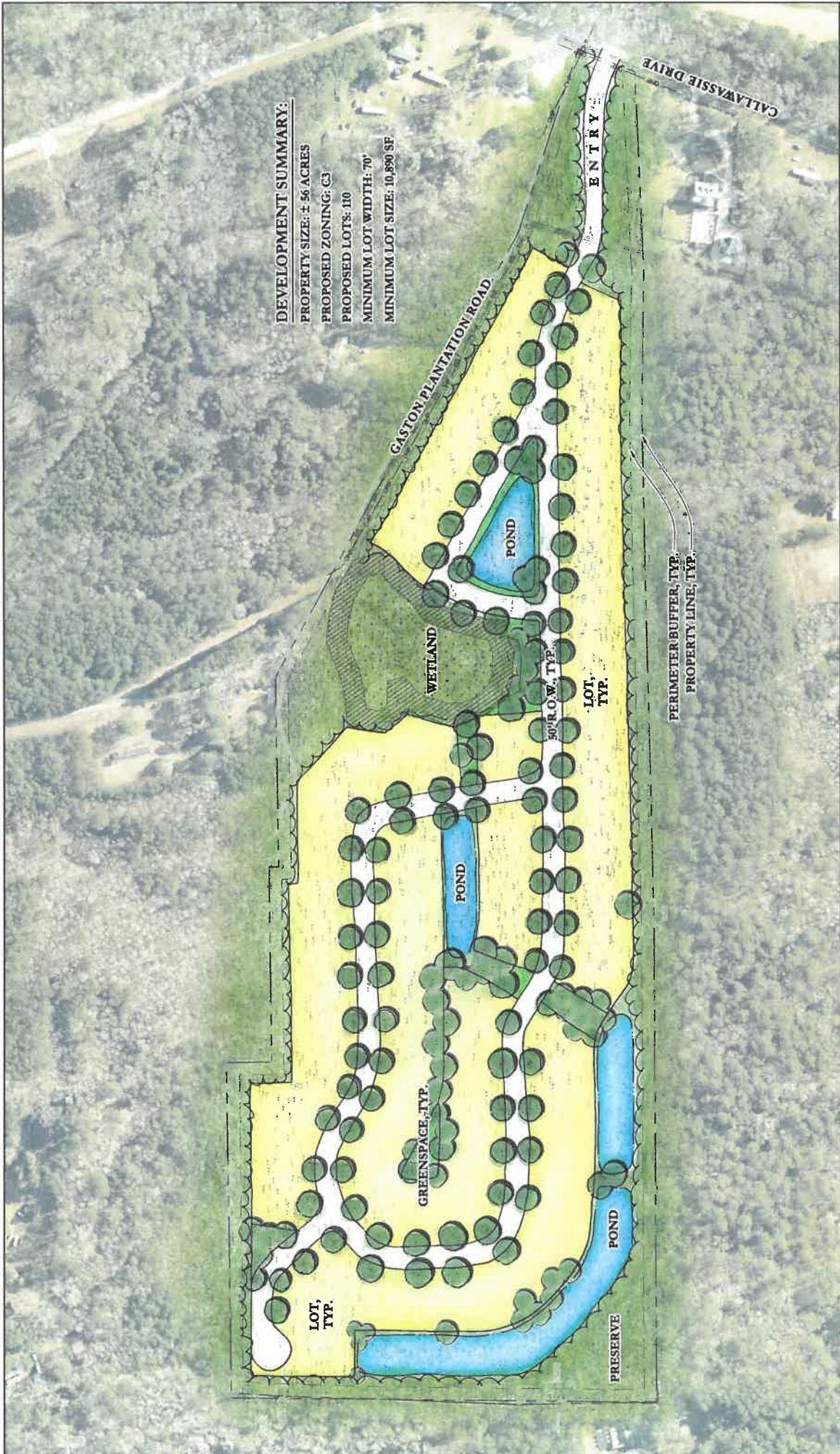
**The proposed residential use will remain low impact and allow preservation buffers; wetlands and natural resources areas. The plan under the 110 home community, has passive open space with more stringent buffers than currently required.**

9. *Would result in development that is adequately served by public facilities (e.g., streets, potable water, sewerage, stormwater management, solid waste collection and disposal, schools, parks, police, and fire and emergency medical facilities).*

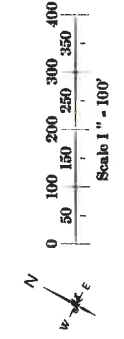


The access to Callawassie Drive allows for all public facilities to serve the Property. Previous development plans ensure access to utilities and services. Dedicated rights-of-way and easements will provide access for proposed utilities (water, sewer, electric, stormwater, etc.). All proposed streets will be fully accessible for fire and emergency vehicles. Stormwater will be managed on site thru a series of treatment areas (rain gardens; bio-retention) and holding ponds.





**DEVELOPMENT SUMMARY:**  
PROPERTY SIZE: ± 56 ACRES  
PROPOSED ZONING: G3  
PROPOSED LOTS: 110  
MINIMUM LOT WIDTH: 70'  
MINIMUM LOT SIZE: 10,890 SF



Note: Plan is conceptual in nature and subject to change

# CONCEPTUAL PLAN FOR GASTON PLANTATION BEAUFORT COUNTY, SOUTH CAROLINA





September 1, 2021

Robert Merchant  
Community Development Deputy Director  
Beaufort County Community Development Department  
P.O. Drawer 1228  
Beaufort, SC 29901-1228

RE: Zoning Map Amendment/Rezoning Request for 56 acres for 60 Gaston Plantation Road, Okatie, SC.

Mr. Merchant,

The Beaufort County School District has been asked for input on the rezoning application for the property located at 60 Gaston Plantation Road located off Callawassie Dr in Okatie. It is our understanding that the owner wants to be able to build 110 single family homes on 56 acres. It is also our understanding that the current zoning of T2 rural would allow for 18 homes, while the proposed zoning request of C3 NMU would allow up to 145 single family homes. This property lies in the Okatie Elementary School, Bluffton Middle School, and May River High School attendance zones.

There are several concerns that the school district has related to the rezoning of this property:

1. The District has not seen a master plan or conceptual plan for this development.
2. The District does not have excess capacity to address the potential increase in the number of students that this neighborhood could potentially generate. Two developments approved last year, Malind Bluff neighborhood (Osprey Point PUD) and River Oaks PUD which are adjacent to Okatie Elementary, are anticipated to generate enough students to put this school over-capacity. Okatie Elementary is currently functioning at 86% capacity, but that number has been greatly reduced from pre-COVID times of 92% capacity.
3. Bluffton Middle school is currently functioning at 84% capacity, which is up 4% over last year.
4. May River High school is currently functioning at 92% capacity usage and this number includes the opening of the 23-classroom wing in January 2021. With the growth around the New Riverside area in the Town of Bluffton, adding additional houses to this attendance zone is troublesome.
5. We have not reviewed any traffic analysis so we cannot assess the impact this development would have on bus transportation.
6. It is impossible to know at this point how many potential students would be generated from these homes without first knowing the price point anticipated.

We are pleased that that Beaufort County has approved school impact fees for new housing developments in Southern Beaufort County whose funds could only be spent on providing additional classroom capacity in our schools. Under current zoning, the 18 single family homes allowed could generate up to \$171,630.00 in school impact fees. The requested zoning change and proposed 110 single family units could generate up to \$1,048,850.00. If the full 145 single family homes allowed under the rezoning request were to happen, it could generate \$1,382,575.00.



Beaufort County School District staff would be more than welcome to discuss with the developer our concerns about this project. To date we have had no contact or inquiries.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'R. Oetting', is written above the printed name.

Robert Oetting  
Chief Operations Officer  
Beaufort County School District

cc: Dr. Frank Rodriguez, Superintendent BCSD  
Carol Crutchfield, Planning Coordinator BCSD



August 30, 2021

Ms. Jennifer Tosky  
Kenneth Scott Builders, Inc.  
254 Red Cedar Street  
Suite 12  
Bluffton, SC 29910

## Gaston Plantation Subdivision

Dear Ms. Tosky:

AECOM is pleased to submit a review of site conditions and a planning-level traffic analysis for the proposed Gaston Plantation subdivision on Callawassie Drive (S-790) located in Beaufort County, South Carolina. The property is located approximately 0.5 miles south of SC 170 (Okatie Highway) and is shown in **Figure 1**.

**Figure 1. Property Location**



## 1. Proposed Development

The proposed development consists of 110 single family homes located on a 56 acre parcel. There will be one roadway to access the proposed development from Callawassie Drive where there is approximately 150 feet of roadway frontage. This is shown in **Figure 2**.



**Figure 2. Conceptual Site Plan**



## 2. Existing Conditions

Callawassie Drive is a state maintained roadway between SC 170 and Chechessee Bluff Circle and is classified as a rural local road. It is not posted with regulatory speed limit signs and is assumed to be the maximum allowable speed limit of 55 miles per hour (mph) for a rural two-lane roadway according to Section 56-5-1520 of the 1976 Code of Laws, as last amended by Act 497 of 1994. The proposed development is located just south of a curve posted with a curve warning sign and advisory speed limit of 30 mph. The travel lanes are 11 feet wide with a 1 foot paved rumble strip shoulder and 5 to 6 feet from the edge of pavement to the center of the ditch line. The state maintained section of the roadway is approximately 1.2 miles long with about 15 access points.

The property is zoned as Rural T2R which is intended to preserve the rural character of Beaufort County. According to the county website, 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, parks, woodland, grasslands, trails, and open space areas.

## 3. Annual Average Daily Traffic (AADT)

Traffic volumes on Callawassie Drive were estimated using Streetlight Data. This is a mega data proprietary system that collects location data from smart phones and navigation devices. The data is contextualized, aggregated and normalized to reflect vehicle travel patterns.

The average traffic volumes on Callawassie Drive on a typical weekday between Tuesday to Thursday during June and July were analyzed for the years 2019 under pre-pandemic



conditions and current 2021 conditions. The Average Daily Traffic (ADT) volumes were similar for both years at:

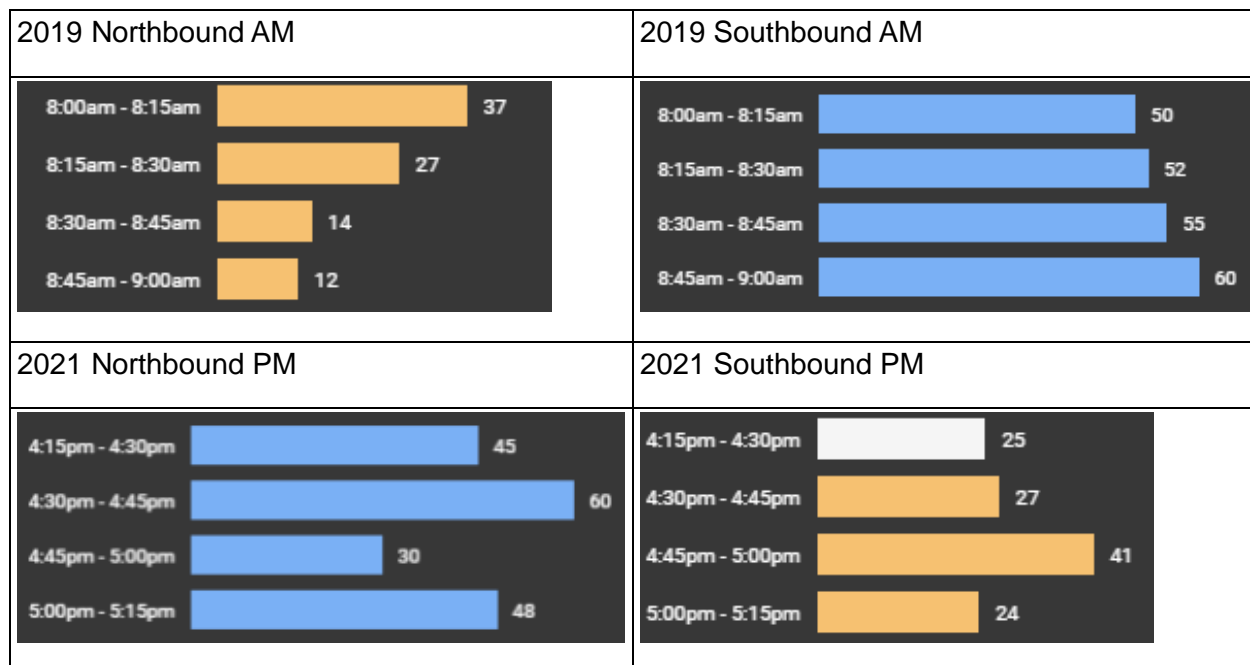
- 3,242 in 2019
- 3,133 in 2021

The peak hours and traffic splits were also similar during the same summer months at:

- 8:00-9:00 AM peak, 29% NB / 71% SB split in 2019
- 4:15-5:15 PM peak, 61% NB / 39% SB split in 2019
- 8:15-9:15 AM peak, 32% NB / 68% SB split in 2021
- 4:15-5:15 PM peak, 62% NB / 38% SB split in 2021

AM and PM Peak hours along Callawassie Drive using Street Light near the proposed development roadway are shown in **Figure 3**.

**Figure 3. Existing Peak Hour Volumes**



For purposes of this study the values utilized in the traffic analysis will be the larger of the 2019 or 2021 traffic volumes rounded up. These values are shown in **Table 1**.

**Table 1. Study Volumes Utilized**

	Vehicles	% Traveling NB	% Traveling SB
ADT	3,250		
AM Peak Hour Total	310	30	70
PM Peak Hour Total	300	60	40

Source: Streetlight Data, Inc.



## 4. Traffic Analysis

The traffic carrying ability of a roadway is described by levels of service (LOS) that range from LOS A to LOS F. LOS A represents unrestricted maneuverability and operating speeds. LOS B represents reduced maneuverability and operating speeds. LOS C represents restricted maneuverability and operating speeds closer to the speed limit. LOS D represents severely restricted maneuverability and unstable, low operating speeds. LOS E represents operating conditions at or near the capacity level. LOS F represents breakdown conditions characterized by stop and go travel. Unsignalized intersections are assigned a LOS for each minor movement. **Table 2** defines the traffic flow conditions and approximate driver comfort level at each level of service.

**Table 2. Level of Service Index for Unsignalized Intersections**

LOS	Traffic Flow Conditions	Delay (sec)
A	Progression is extremely favorable and most vehicles do not stop at all.	0-10
B	Good progression, some delay.	10-15
C	Fair progression, higher delay.	15-25
D	Unfavorable progression, congestion becomes apparent.	25-35
E	Unfavorable progression, congestion becomes apparent.	35-50
F	Poor progression, significant delay.	>50

Source: Highway Capacity Manual

## 5. Trip Generation

AECOM used the Trip Generation Manual (Institute of Transportation Engineers, 10th Edition, 2017) to generate the site trips for the proposed Gaston Plantation residential development. As currently planned, the proposed development will consist of 110 single family homes.

Using Land Use Code 210, the Gaston Plantation residential development is projected to generate 1,136 new daily trips (568 entering, 568 exiting) on a normal summer season weekday. During the peak hours, the development is expected to generate 83 new trips (21 entering, 62 exiting) in the AM peak, and 111 new trips (70 entering, 41 exiting) during the PM peak as shown in **Table 3**.

**Table 3. Gaston Plantation Trip Generation**

Land Use	Intensity	Daily	AM Peak Hour			PM Peak Hour		
		Total	In	Out	Total	In	Out	Total
110 Single Family Detached Housing	110	1,136	21	62	83	70	41	111

Source: ITE Trip Generation Manual 10<sup>th</sup> Edition

All traffic generated from the Gaston Plantation residential development was assumed to be new and added to the existing traffic volumes. Since Callawassie Drive dead ends into a privately owned island, to be conservative, all traffic was assigned to turn right into and left out of the development as summarized in **Figure 4**.



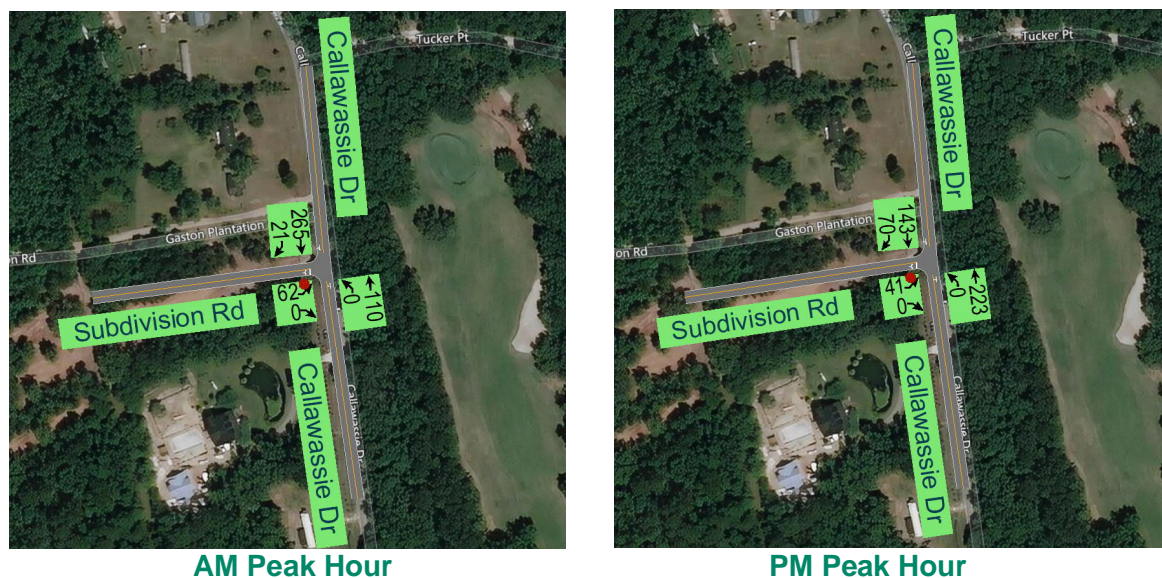
**Figure 4. 2021 Traffic Volumes with Development**



## 6. Future Traffic Volumes

Future traffic volumes for the year 2041 were estimated by applying a 1% growth factor to the existing traffic volumes on Callawassie Drive. While traffic growth in the area is generally much higher, growth on Callawassie Drive is expected to be lower due to the physical constraints of the waterway, island and existing developments. No growth factor was applied to the proposed Callawassie Subdivision since full build-out was assumed to be 110 units. Future 2041 traffic volumes are shown in the **Figure 5** below.

**Figure 5. 2041 Traffic Volumes with Development**



AECOM analyzed the Build conditions for the years 2021 and 2041 for the AM and PM peak hours at the intersection of Callawassie Drive and the proposed Gaston Plantation Subdivision Road. This analysis includes the proposed development traffic added to the existing background traffic volumes. LOS, delay, and volume to capacity ratios are reported in **Table 4**.



**Table 4. 2021 and 2041 Build Intersection LOS and Delay**

Year	AM Peak			PM Peak		
	LOS	Delay (sec)	V/C Ratio	LOS	Delay (sec)	V/C Ratio
2021	B	11.3	0.110	B	11.3	0.075
2041	B	12.1	0.122	B	11.8	0.078

Source: Highway Capacity Manual 6<sup>th</sup> Edition

## 7. Conclusions

The increase in traffic volumes on a typical summer season weekday due to the proposed residential development will have little impact to roadway capacity and level-of-service. The intersection LOS is expected to be a B with minor vehicle delay.

While intersection delay is not expected to be an issue associated with the proposed 110 single-family homes, the speed limit along Callawassie Drive in front of the site roadway should be reviewed. There appears to be a sight distance concern at the development intersection if vehicles are actually traveling at 55 miles per hour on Callawassie Drive.

Thank you for the opportunity to review this site and provide comments. If you have any questions, please feel free to contact me for additional information.

Yours sincerely,



Emily Swearingen, PE  
Project Manager  
AECOM  
T: 864-234-2261  
E: emily.swearingen@aecom.com





## MEMORANDUM

**TO:** Beaufort County Planning Commission

**FROM:** Juliana Smith, Beaufort County Planning and Zoning Department

**DATE:** September 9, 2021

**SUBJECT:** Zoning Map Amendment/Rezoning Request for 2 acres (R100 020 000 0020 0000) at 2706 Trask Pkwy from T2 Rural Neighborhood to C4 Community Center Mixed Use; Applicant: Oleksiy Naumenko.

### **STAFF REPORT:**

#### **A. BACKGROUND:**

**Case No.** ZMA-2021-04

**Owner/Applicant:** Oleksiy Naumenko

**Property Location:** 2706 Trask Pkwy

**District/Map/Parcel:** R100 020 000 0020 0000

**Property Size:** 2 acres

**Current Future Land Use Designation:** Community Commercial

**Current Zoning District:** T2 Rural Neighborhood, AICUZ Accident Potential Zone 2

**Proposed Zoning District:** C4 Community Center Mixed Use

**B. SUMMARY OF REQUEST:** The applicant seeks to change the zoning of a 2-acre lot at 2706 Trask Pkwy. The property is currently zoned T2 Rural Neighborhood (see attached map), where a .5 acre is in the AICUZ Accident Potential Zone 2. The applicant seeks C4 Community Center Mixed Use zoning to facilitate the continued use of a previously grandfathered, non-conforming gas station. Two inoperative pumps are on site along with an associated convenience store and liquor store that are both operating.

The business was previously known as “Dobb’s Store” and was operational for many decades until 2018, at which point the store was closed. The applicant purchased the property in April 2019 and was issued a zoning permit (Z-37907) with the condition that the business be reestablished within a year, or no later than May of 2020. If it was not opened by that time, the use would not be re-permitted. The business was not reestablished as a result of an operator that was leasing the business



and the zoning permit lapsed in May 2020. As a result, the applicant seeks C4 Community Center Mixed Use zoning to reestablish the gas station.

**C. EXISTING ZONING:** The property is currently zoned T2 Rural Neighborhood (T2RN), which does not permit general retail uses. T2RN is intended to protect the rural character of existing communities and neighborhoods, to minimize non-conforming lots, and to provide owners of small, clustered rural lots flexibility in the use of their land. The district is not intended to promote tract development or to encourage rezoning.

**D. PROPOSED ZONING:** The Community Center Mixed Use (C4CCMU) district provides for a limited number of retail, service, and office uses intended to serve the surrounding neighborhood. These are smaller uses and not highway service types of uses. The intensity standards are set to ensure that the uses have the same suburban character as the surrounding suburban residential areas. They blend with the surrounding areas, rather than threaten the character of the area. The C4CCMU would allow for a little over 20,000 square feet of commercial development on this property. Gas stations are a conditional use in C4CCMU.

**E. COMPREHENSIVE PLAN FUTURE LAND USE MAP:** All 2 acres of the lot are designated Community Commercial on the Future Land Use Map. The Comprehensive Plan states that future development in Community Commercial areas should be compatible with and serve nearby residential areas, such as a shopping district anchored by a grocery store, should connect into existing pedestrian systems, and should avoid strip patterns.

**F. MARINE CORP AIR STATION:** The .5 acre portion of the property where the gas station is currently sited is in the AICUZ Accident Potential Zone 2 (APZ-2), which has a measurable potential for accidents and is an area normally beyond APZ-1. It is also in the 80-85 decibel Day-Night Average Sound Level (DNL) noise contour, the loudest AICUZ DNL zone. General retail is not permitted in the APZ-2, except for single use freestanding retail. The Marine Corp Air Station (MCAS) has been provided a copy of the rezoning request. Their letter is attached. MCAS reports concerns about a gas station being sighted in the APZ-2 district and object to the rezoning request.

**G. ZONING MAP AMENDMENT REVIEW STANDARDS:** In determining whether to adopt or deny a proposed Zone Map Amendment, the County Council shall weigh the relevance of and consider whether and the extent to which the proposed amendment:

1. **Is consistent with and furthers the goals, and policies of the Comprehensive Plan and the purposes of this Development Code;**  
The proposed rezoning is consistent with the Comprehensive Plan, which envisions this area to be Community Commercial.
2. **Is not in conflict with any provision of this Development Code, or the Code of Ordinances;**  
The proposed rezoning is a “spot zoning” as it is not adjacent to any other C4 Community Center Mixed Use parcels. The site is also in the AICUZ APZ-2 area. General retail is not permitted in the APZ-2, except for single use freestanding retail.
3. **Addresses a demonstrated community need;**  
N/A



4. **Is required by changed conditions;**

N/A.

5. **Is compatible with existing and proposed uses surrounding the land subject to the application, and is the appropriate zone and uses for the land;**

The proposed rezoning is consistent with the historical use of the property, which was a gas station for fifty years prior to 2018.

6. **Would not adversely affect nearby lands;**

See 2 above.

7. **Would result in a logical and orderly development pattern;**

See 5 and 6 above.

8. **Would not result in adverse impacts on the natural environment – including, but not limited to, water, air, noise, stormwater management, wildlife, vegetation, wetlands, and the natural functioning of the environment:**

Any development on the site would be required to adhere to the natural resource protection, tree protection, wetland protection, and stormwater standards in the Community Development Code and the Stormwater BMP Manual.

9. **Would result in development that is adequately served by public facilities (e.g. streets, potable water, sewerage, stormwater management, solid waste collection and disposal, schools, parks, police, and fire and emergency medical facilities):**

The property is already served by water and is within proximity to sewer. Fire facilities are located within a mile of the site.

**H. STAFF RECOMMENDATION:** The proposed zoning change from T2RN to C4CCMU is in conflict with the AICUZ APZ 2 zoning and opposed by the MCAS. Beaufort County Planning staff work with the MCAS to prevent encroachment of incompatible uses in the AICUZ district and as such, this rezoning request cannot be supported by Planning staff.

**I. ATTACHMENTS**

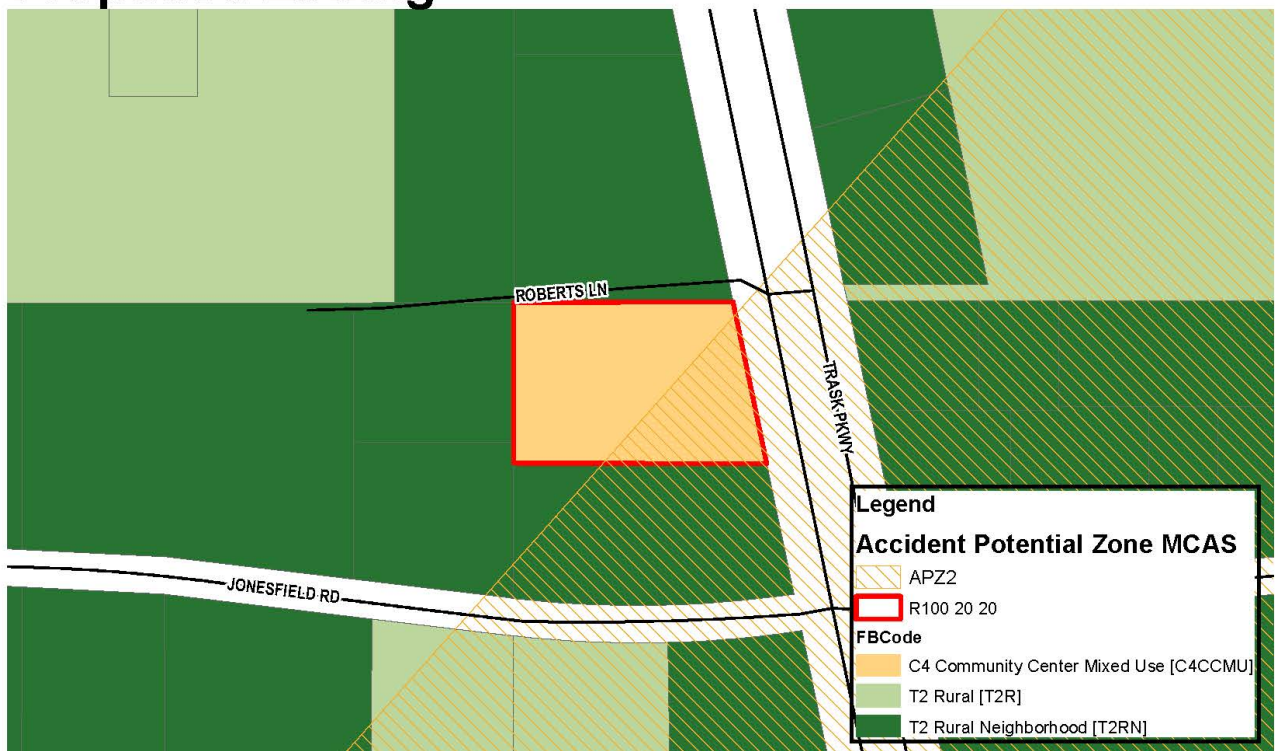
- Zoning Map (existing and proposed)
- Location Map
- Applicant Narrative Submittal
- MCAS Letter



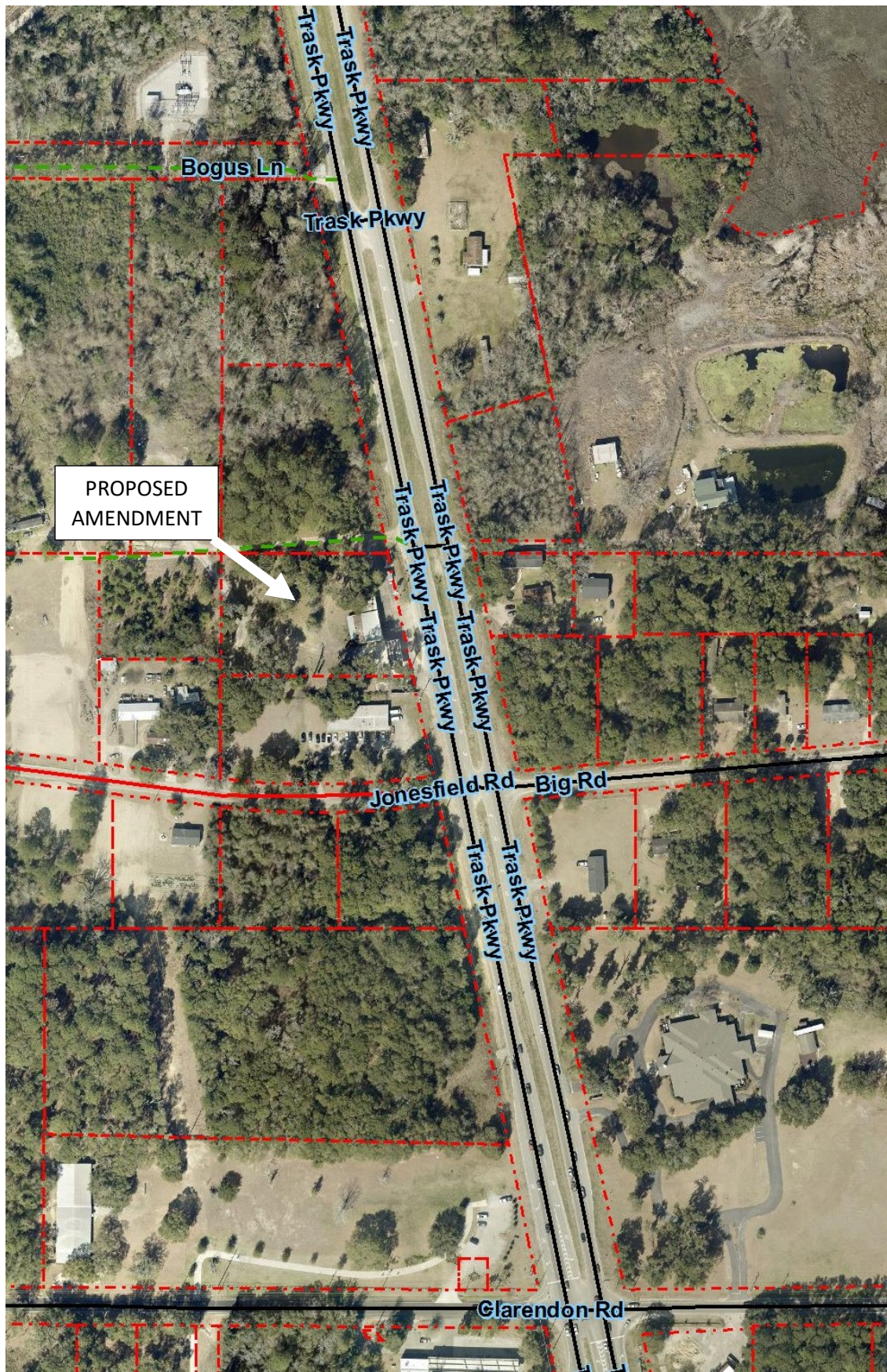
## Existing Zoning



## Proposed Zoning









**BEAUFORT COUNTY, SOUTH CAROLINA  
COMMUNITY DEVELOPMENT CODE (CDC)  
ZONING MAP OR TEXT AMENDMENT / PUD MASTER PLAN CHANGE APPLICATION**

TO: Beaufort County Council

The undersigned hereby respectfully requests that the Beaufort County Community Development Code (CDC) be amended as described below:

1. This is a request for a change in the (check as appropriate): ☐ PUD Master Plan Change  
☒ Zoning Map Designation/Rezoning ☐ Community Development Code Text
2. Give exact information to locate the property for which you propose a change:  
 Tax District Number: R100, Tax Map Number: 020, Parcel Number(s): 0020  
 Size of subject property: 2.0 Square Feet / (Acres) (circle one)  
 Location: 2706 TRASK RPKWY Beaufort, SC
3. How is this property presently zoned? (Check as appropriate)
 

<input type="checkbox"/> T4NC Neighborhood Center	<input type="checkbox"/> T2RC Rural Center	<input type="checkbox"/> C3 Neighborhood Mixed Use
<input type="checkbox"/> T4HC Hamlet Center	<input checked="" type="checkbox"/> T2RN Rural Neighborhood	<input type="checkbox"/> C4 Community Center Mixed Use
<input type="checkbox"/> T4HCO Hamlet Center	<input type="checkbox"/> T2RNO Rural Neighborhood Open	<input type="checkbox"/> C5 Regional Center Mixed Use
<input type="checkbox"/> T4VC Village Center	<input type="checkbox"/> T2R Rural	<input type="checkbox"/> S1 Industrial
<input type="checkbox"/> T3N Neighborhood	<input type="checkbox"/> T1 Natural Preserve	<input type="checkbox"/> Planned Unit Development/PUD
<input type="checkbox"/> T3HN Hamlet Neighborhood	<input type="checkbox"/> Community Preservation	(name) _____
<input type="checkbox"/> T3E Edge	(specify) _____	
4. What new zoning do you propose for this property? Com Imp Gas Stat & Conv  
 (Under Item 9 explain the reason(s) for your rezoning request.) Store
5. Do you own all of the property proposed for this zoning change? ☒ Yes ☐ No  
 Only property owners or their authorized representative/agent can sign this application. If there are multiple owners, each property owner must sign an individual application and all applications must be submitted simultaneously. If a business entity is the owner, the authorized representative/agent of the business must attach: 1- a copy of the power of attorney that gives him the authority to sign for the business, and 2- a copy of the articles of incorporation that lists the names of all the owners of the business.
6. If this request involves a proposed change in the Community Development Code text, the section(s) affected are: \_\_\_\_\_  
 (Under Item 9 explain the proposed text change and reasons for the change.)
7. Is this property subject to an Overlay District? Check those which may apply:  
☒ MCAS-AO Airport Overlay District/MCAS ☐ MD Military Overlay District  
☐ BC-AO Airport Overlay District/Beaufort County ☐ RQ River Quality Overlay District  
☐ CPO Cultural Protection ☐ TDR Transfer of Development Rights  
☐ CFV Commercial Fishing Village
8. The following sections of the Community Development Code (CDC) (see attached sheets) should be addressed by the applicant and attached to this application form:
  - a. Division 7.3.20 and 7.3.30, Comprehensive Plan Amendments and Text Amendments.
  - b. Division 7.3.40, Zoning map amendments (rezoning).
  - c. Division 1.6.60, Planned Unit Developments (PUDs) Approved Prior to Dec. 8, 2014
  - d. Division 6.3, Traffic Impact Analysis (for PUDs)



9. Explanation (continue on separate sheet if needed): Zoning was lost due to  
tenant challenges during the last years of  
Covid. Gas station was in this location for  
many years. Support paperwork attached.

It is understood by the undersigned that while this application will be carefully reviewed and considered, the burden of proof for the proposed amendment rests with the owner.

[Signature] 08/10/21  
Signature of Owner (see Item 5 on page 1 of 2) Date  
Printed Name: Oleksiy Naumenko Telephone Number: 843-298-6011  
Lowcountry Legacy RE  
Address: PO Box 2522 Bluffton, SC 29910  
Email: CAROLINAHERITAGE LLC@gmail.com  
Agent (Name/Address/Phone/email): Oleksiy Naumenko

UPON RECEIPT OF APPLICATIONS, THE STAFF HAS THREE (3) WORK DAYS TO REVIEW ALL APPLICATIONS FOR COMPLETENESS. THE COMPLETED APPLICATIONS WILL BE REVIEWED FIRST BY THE BEAUFORT COUNTY PLANNING COMMISSION SUBCOMMITTEE RESPONSIBLE FOR THE AREA WHERE YOUR PROPERTY IS LOCATED. MEETING SCHEDULES ARE LISTED ON THE APPLICATION PROCESS (ATTACHED). COMPLETE APPLICATIONS MUST BE SUBMITTED BY NOON THREE WORKING DAYS AND FOUR (4) WEEKS PRIOR FOR PLANNED UNIT DEVELOPMENTS (PUDs) OR THREE (3) WEEKS PRIOR FOR NON-PUD APPLICATIONS TO THE APPLICABLE PLANNING COMMISSION MEETING DATE.

**SUBMISSION OF APPLICATION.** ALL APPLICATIONS SHALL BE SUBMITTED TO THE APPROPRIATE COUNTY DEPARTMENT. NO APPLICATION WILL BE ACCEPTED UNLESS ACCOMPANIED BY THE REQUIRED FEE. APPLICATIONS RECEIVED BEFORE 12:00 P.M. SHALL BE DATED THE SAME WORKING DAY. APPLICATIONS RECEIVED AFTER 12:00 P.M. SHALL BE DATED THE NEXT WORKING DAY.

PLANNED UNIT DEVELOPMENT (PUD) APPLICANTS ARE REQUIRED TO SUBMIT FIFTEEN (15) COPIES TO THE PLANNING DEPARTMENT. CONSULT THE APPLICABLE STAFF PLANNER FOR DETAILS.

FOR MAP AMENDMENT REQUESTS, THE PLANNING OFFICE WILL POST A NOTICE ON THE AFFECTED PROPERTY AS OUTLINED IN DIV. 7.4.50 OF THE COMMUNITY DEVELOPMENT CODE.

CONTACT THE PLANNING DEPARTMENT AT (843) 255-2140 FOR EXACT APPLICATION FEES.

FOR PLANNING DEPARTMENT USE ONLY:

Date Application Received:  
(place received stamp below)

Date Posting Notice Issued:

Application Fee Amount Received:

Receipt No. for Application Fee:



**2706 Trask Pkwy also known in the community as “Dobs Store”**

Business was operational with all applicable licenses and permits until 2017-2018. Store was closed due to the owner's illness, and family members were not able to operate.

Property was purchased by my company Lowcountry Legacy Real Estate in April of 2019.

May 2019 zoning permit Z-37907 was issued with a condition of business to be re-establishes within year (no later than 05/20/2020)

Liquor license #109814498 was granted to a store on 10/09/2019.

October 2019 property was leased to an “Operator” who was responsible for reopening and running a business on a daily basis. Operator failed to open on time due to pandemic and other personal reasons.

Lowcountry Legacy Real Estate currently has an open eviction case against Operator.

Lowcountry Legacy Real Estate maintained financial liability and active Underground Storage Tank certificate with DHEC during 2019-2021 for gas station.

Convenience store currently holds an active business license with Beaufort County, Retailers license with the state of South Carolina, Beer and Wine license and Lottery retail license.

Property is not going to be developed more than it is in its current state, just maintained.

Gas station and Convenience store was operating in this location for nearly 50 years, and the liquor store was open for at least 40 years. Gas Station have always been a part of the local community, people are always stopping by and asking when the store is going to reopen. We would not be able to do so without the ability to sell gasoline as it brings customers to the convenience store. Gasoline sales are bringing about third of overall income at this location based on previous years of operation.

Please let me know if you need any additional information



**From:** [Trail CIV David J](#)  
**To:** [Smith, Juliana](#); [Fleming CIV Kimberly H](#)  
**Cc:** [Merchant, Robert](#)  
**Subject:** RE: 2706 Trask Pkwy Rezoning  
**Date:** Thursday, September 2, 2021 2:23:10 PM  
**Attachments:** [image001.png](#)

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Good Afternoon Ma'am,

Thanks for reaching out with the rezoning proposal notification. The facts regarding the development proposal for 2706 Trask Parkway (R100 020 000 0020 0000), as MCAS Beaufort knows them, are as follows:

The Property is:

- 2 acres (based on Beaufort County Property data),
- Currently zoned as T2 Rural Neighborhood (T2RN),
- in the MCAS Overlay District, and
- in the APZ II and 80-85 decibel (dB) Day-Night Average Sound Level (DNL) noise contour (see attached map).

Proposal:

- Applicant would like to operate a gas station, a historical use that was grandfathered in, but has expired due to cessation of the use for more than a year.
- The applicant wishes to continue the use by having the property rezoned to Community Center Mixed Use (C4).

In determining whether or not the proposal is compatible with MCAS Beaufort's mission and operations, the proposal was evaluated with regards to airfield operations, noise standards, and potential compatibility problems as well as reviewed in the context of the following references:

- Air Installations Compatible Use Zone (AICUZ) Study, Marine Corps Air Station (MCAS) Beaufort, 2013
- Department of Defense Instruction 4165.57
- Chief of Naval Operations and the Commandant of the Marine Corps OPNAVINST 11010.36/MCO 11010.16 (Joint Instruction)
- Standard Land Use Coding Manual; and
- Beaufort County Community Development Code.

Based on this review, MCAS Beaufort has determined this proposal is not compatible and objects.

If you have any further questions please let me know.

Thank you!

David J. Trail  
Director, Government and External Relations (S-7) |  
Community Plans and Liaison Officer  
Marine Corps Air Station Beaufort, South Carolina  
W: (843) 228-7119  
C: (774) 509-3940  
[david.j.trail@usmc.mil](mailto:david.j.trail@usmc.mil)





## MEMORANDUM

**TO:** Beaufort County Planning Commission  
**FROM:** Robert Merchant, AICP, Acting Director, Beaufort County Planning and Zoning Department  
**DATE:** September 9, 2021  
**SUBJECT:** Zoning Map Amendment Request for 6.26 Acres (R100 027 000 0387 0000) 186 Cherokee Farms Road from T2 Rural to T4 Neighborhood Center; Applicant: Randall R. Mikals.

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### A. BACKGROUND:

**Case No.** ZMA-2021-06  
**Applicant/Owner:** FTB Real Estate Company, LLC (Randall R. Mikals)  
**Property Location:** Located on Port Royal Island on the south side of Cherokee Farms Road approximately 600 feet from the entrance to Habersham.  
**District/Map/Parcel:** R100 027 000 0387 0000  
**Property Size:** 6.26 acres  
**Future Land Use Designation:** Urban Mixed Use and Air Installation Compatible Use Zone (AICUZ)  
**Current Zoning District:** T2 Rural  
**Proposed Zoning District:** T4 Neighborhood Center

### B. SUMMARY OF REQUEST:

The applicant is proposing to rezone approximately 6.26 acres of land located on Port Royal Island on the south side of Cherokee Farms Road 600 feet east of Habersham from T2 Rural to T4 Neighborhood Center (See Attachment A). The property fronts approximately 1,100 feet along Cherokee Farms Road and contains a 12,000 square foot building that as recent as 2016 housed a landscaping business. The current property owner is interested in developing the site in a manner that is similar to neighboring Habersham and Cherokee Farms. The existing T2 Rural zoning limits residential development to 1 dwelling unit per three acres and allows for some limited non-residential uses, such as agricultural support services, meeting facilities and places of worship.

**Habersham/Cherokee Farms Community:** The proposed rezoning adjoins the Habersham/Cherokee Farms community, a 427 acre traditional neighborhood development approved for 1,437 residential units and 228,000 square feet of commercial (See Attachment B). At the center of the community is a main street business district made up of approximately 110,000 square feet of mixed use (retail, office, residential) along Market Street. This business district has the capacity to expand north of Cherokee Farms Road with an additional 150,000 square feet of commercial space approved as part of the Cherokee



Farms development. This existing and future business district is thoroughly defined in the Habersham and Cherokee Farms master plans.

**T4 Neighborhood Center:** The T4 Neighborhood Center district is the most intense of the transect zones. The purpose statement in the Community Development Code describes the T4 Neighborhood Center district as “intended to integrate vibrant main-street commercial and retail environments into neighborhoods, providing access to day-to-day amenities within walking distance, creating potential for a transit stop, and serving as a focal point for the neighborhood.” The district provides a wide range of retail, service, residential and industrial uses and has a 4-story height limit. As mentioned above, the Habersham/Cherokee Farms community has an existing main street with the capacity to grow by an additional 150,000 square feet.

**MCAS Airport Overlay District:** The entire property is located within the MCAS Airport Overlay District (MCAS-AO). The overlay includes all lands underlying the noise zones of 65 DNL (day-night average sound level) and above, and accident potential zones as designated in the most recent Air Installations Compatible Use Zones (AICUZ) Report for MCAS-Beaufort as authorized for use by the Department of the Navy, and as adopted by the County Council of Beaufort County. This property’s location within noise zone 2a (65 to 70 DNL) limits gross residential density to 2 dwelling units per acre. MCAS Beaufort provided input on the proposed rezoning (Attachment C). They said that without a specific development proposal, they were unable to adequately evaluate the proposed zoning amendment.

**C. ANALYSIS:** Section 7.3.40 of the Community Development Code states that a zoning map amendment may be approved if the proposed amendment:

**1. *Is consistent with and furthers the goals and policies of the Comprehensive Plan and the purposes of this Development Code.***

The future land use plan of the Comprehensive Plan designates this property as Urban Mixed-Use which is anticipated to be similar to the type and mix of land use currently found in the municipalities. Commercial uses providing neighborhood retail and services are limited to collectors and arterials and within master planned mixed-use developments. This rezoning of this property to a mixed-use district meets the broader goals of the future land use plan, but there are issues with the request to rezone to T4 Neighborhood Center, the most intense of the transect zones in the Community Development Code. The T4NC district is designed to foster the development of a main street commercial district. There is already an existing main street business district that already has the capacity to grow by 150,000 square feet directly adjoining this proposed rezoning. Introducing an additional main street would be excessive and out of scale with the Habersham/Cherokee Farms community.

**2. *Is not in conflict with any provision of this Development Code, or the Code of Ordinances.***

This is addressed in the response to question 1.

**3. *Addresses a demonstrated community need.***

This parcel has the potential to serve the Habersham/Cherokee Farms community with supporting businesses that may not be appropriate in the existing Market Street main street commercial district. This would be better achieved with a less-intense mixed-use zoning district, such as T2 Rural Center.

**4. *Is required by changing conditions.***

Not applicable

**5. *Is compatible with existing and proposed uses surrounding the land subject to the application, and is the appropriate zone and uses for the land.***



North of the site is the Cherokee Farms community which is compatible with this rezoning, with the exception of the issues stated in question 1. To the south and east of the property is a rural residential community that is not comparable to the requested T4NC district.

**6. *Would not adversely impact nearby lands.***

There is a rural residential community centered around Caravan Road and Franklin Drive that adjoin this site to the south and west. These communities have the potential to be adversely impacted by future development on this site, especially if it is built out at full capacity.

**7. *Would result in a logical and orderly development pattern.***

See discussion under items 5 and 6.

**8. *Would not result in adverse impacts on the natural environment – including, but not limited to, water, air, noise, storm water management, wildlife, vegetation, wetlands, and the natural functioning of the environment.***

Environmental impacts are minimal. The proposed rezoning affects 6.26 acres, of which roughly 40% is already disturbed. Any future development would need meet the County's natural resources protection and stormwater requirements.

**9. *Would result in development that is adequately served by public facilities (e.g. streets, potable water, sewerage, storm water management, solid waste collection and disposal, schools, parks, police, and fire and emergency facilities)***

Based on the acreage and proposed zoning of the site, staff determined that the rezoning would necessitate the applicant to provide a Traffic Impact Analysis. A TIA has not been submitted as part of this rezoning request. Staff recommends that if this proposed rezoning moves forward, the applicant needs to provide a TIA prior to approval by County Council. The site is currently served by public sewer and water. The Burton Fire District Station #5 is located nearby at the entrance to Habersham. Since residential density is limited to two dwelling units per acre, impacts on the school district are minimal.

**D. STAFF RECOMMENDATION:**

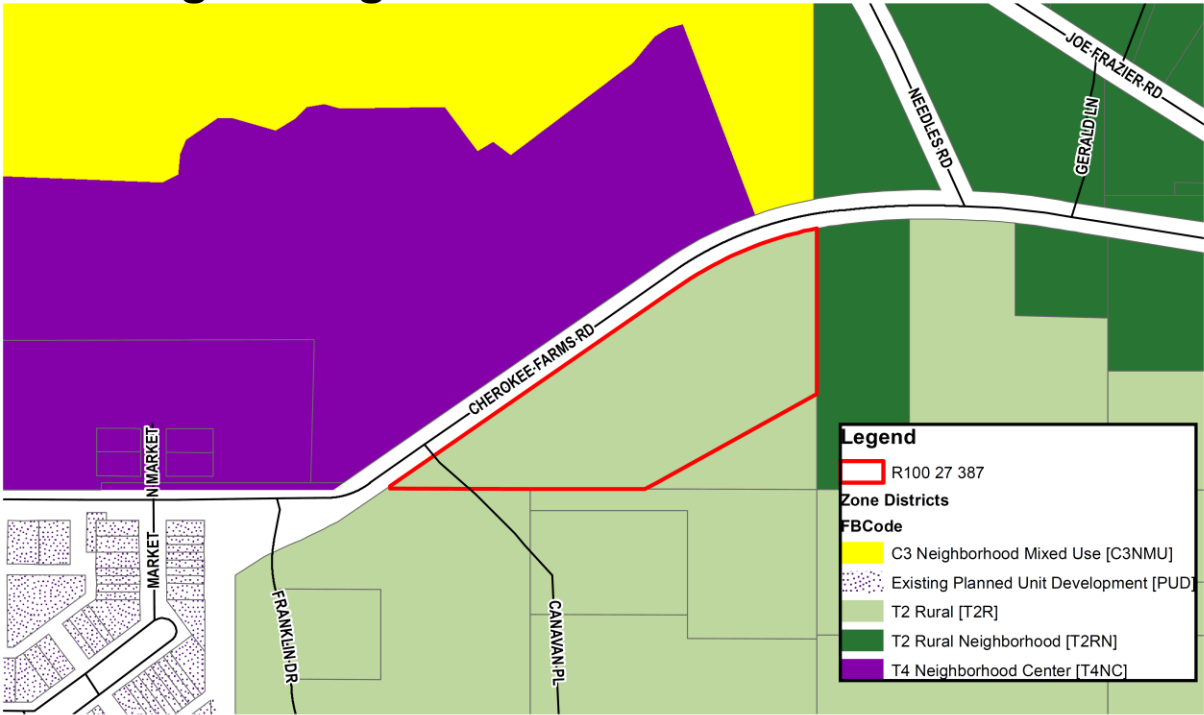
Staff does not support this rezoning of this parcel from T2 Rural to T4 Neighborhood Center. The T4NC district is designed to foster the development of a main street commercial district. There is already an existing main street business district that already has the capacity to grow by 150,000 square feet directly adjoining this proposed rezoning. Introducing an additional main street would be excessive and out of scale with the Habersham/Cherokee Farms community. This parcel has the potential to serve the Habersham/Cherokee Farms community with supporting businesses that may not be appropriate in the existing Market Street main street commercial district. This would be better achieved with a less-intense mixed-use zoning district, such as T2 Rural Center.

**E. ATTACHMENTS:**

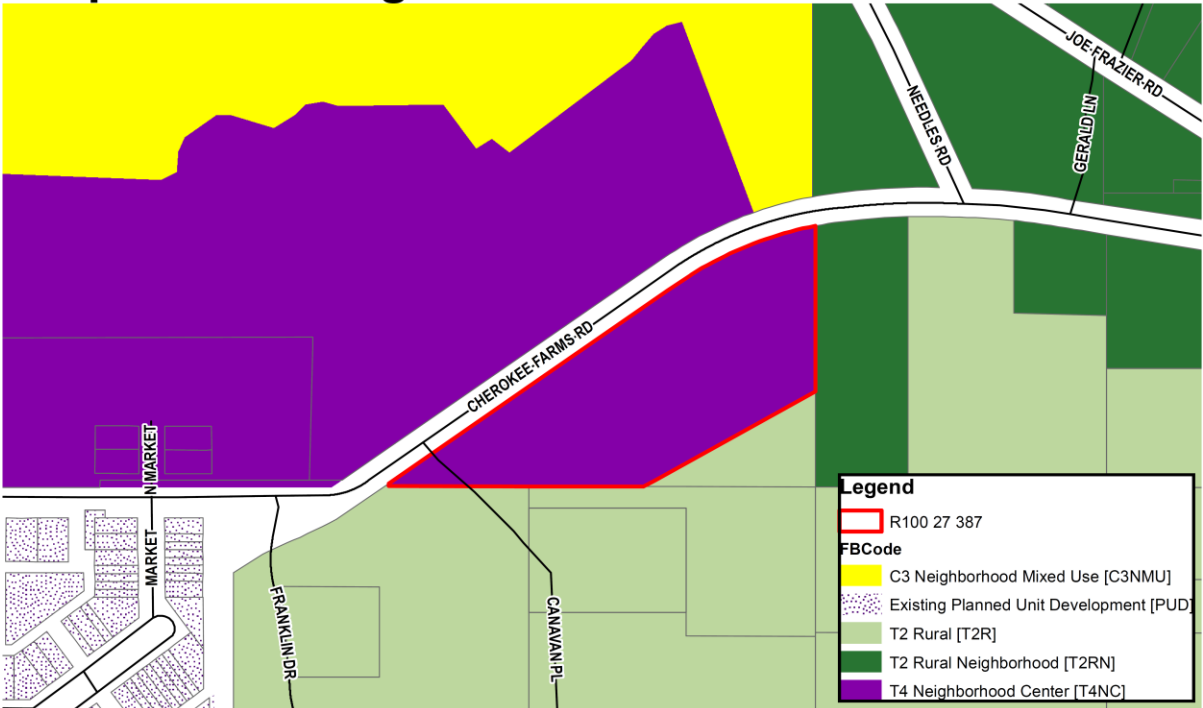
- Attachment A: Existing and Proposed Zoning Map (ZDSO)
- Attachment B: Habersham/Cherokee Farms Community
- Attachment C: Application and Narrative



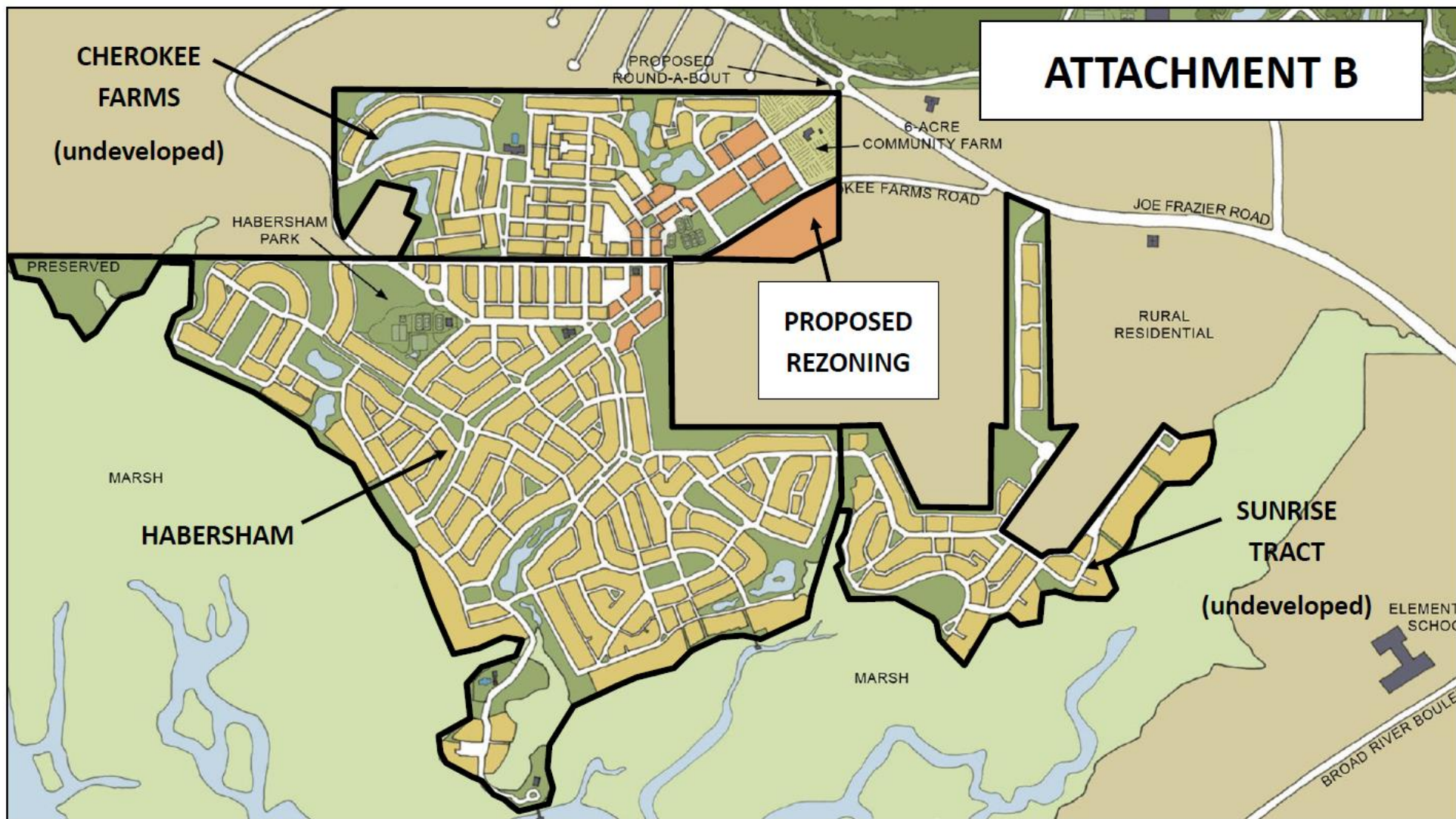
# Existing Zoning



# Proposed Zoning







Development	Development Type	Area	Residential Units	Commercial SF
Habersham	Planned Unit Development (PUD) approved in 1996.	275 acres	1000	78,000
Sunrise Tract	Amendment to Habersham PUD approved in 2005.	47 acres	131	0
Cherokee Farms	Traditional Neighborhood Development approved under the ZDSO. Commercial portion rezoned to T4NC in 2015 to allow light industrial uses.	105 acres	306	150,000



---

**From:** Trail CIV David J <david.j.trail@usmc.mil>  
**Sent:** Thursday, September 2, 2021 2:20 PM  
**To:** Smith, Juliana  
**Cc:** Merchant, Robert; Fleming CIV Kimberly H  
**Subject:** RE: Rezoning - Cherokee Farms

Good Afternoon Ma'am,

Thanks for the notification on the rezoning proposal. The facts regarding the development proposal for 186 Cherokee Farms Rd (R100 027 000 0387 0000), as MCAS Beaufort knows them, are as follows:

The Property is:

- 6.26 acres (based on Beaufort County Property data),
- Currently zoned as T2 Rural Neighborhood (T2RN)
- in the MCAS Overlay District, and
- in the 65-70 decibel (dB) Day-Night Average Sound Level (DNL) noise contour

Request: Rezone the parcel as T4 Neighborhood Center (T4NC)

- Based on the application, there is very little information regarding future intended plans for the parcel.
- According to the Beaufort County zone standards, T4 Neighborhood Center (T4NC) is intended to integrate vibrant main-street commercial and retail environments into neighborhoods, providing access to day-to-day amenities within walking distance, creating potential for a transit stop, and serving as a focal point for the neighborhood. The T4 Neighborhood Center Zone is intended for higher intensity residential and commercial uses in Beaufort County.

In determining whether or not the proposal is compatible with MCAS Beaufort's mission and operations, the proposal was evaluated with regards to airfield operations, noise standards, and potential compatibility problems as well as reviewed in the context of the following references:

- Air Installations Compatible Use Zone (AICUZ) Study, Marine Corps Air Station (MCAS) Beaufort, 2013
- Department of Defense Instruction 4165.57
- Chief of Naval Operations and the Commandant of the Marine Corps OPNAVINST 11010.36/MCO 11010.16 (Joint Instruction)
- Standard Land Use Coding Manual; and
- Beaufort County Community Development Code.

Based on the review and information provided, MCAS Beaufort cannot adequately analyze and therefore objects to the proposal to rezone the Tax parcel R100 027 000 0387 0000 from T2 Rural Neighborhood to T4 Neighborhood Center. If additional information becomes available, please let us know and we can re-evaluate our analysis.

If you have any further questions please let me know.

Thank you!

David J. Trail  
Director, Government and External Relations (S-7) |  
Community Plans and Liaison Officer  
Marine Corps Air Station Beaufort, South Carolina  
W: (843) 228-7119  
C: (774) 509-3940  
[david.j.trail@usmc.mil](mailto:david.j.trail@usmc.mil)



2MA-2021-06

**BEAUFORT COUNTY, SOUTH CAROLINA  
COMMUNITY DEVELOPMENT CODE (CDC)  
ZONING MAP OR TEXT AMENDMENT / PUD MASTER PLAN CHANGE APPLICATION**

TO: Beaufort County Council

The undersigned hereby respectfully requests that the Beaufort County Community Development Code (CDC) be amended as described below:

1. This is a request for a change in the (check as appropriate): ☐ PUD Master Plan Change  
☒ Zoning Map Designation/Rezoning ☐ Community Development Code Text
2. Give exact information to locate the property for which you propose a change:  
Tax District Number: R100, Tax Map Number: 027, Parcel Number(s): 0387  
Size of subject property: +/- 6.26 ACRES Square Feet / Acres (circle one)  
Location: THE NORTHEAST CORNER OF CHEROKEE FARMS RD AND CANAVAN PL  
IN THE BURTON & LAUREL BAY AREA.
3. How is this property presently zoned? (Check as appropriate)  

<input type="checkbox"/> T4NC Neighborhood Center	<input type="checkbox"/> T2RC Rural Center	<input type="checkbox"/> C3 Neighborhood Mixed Use
<input type="checkbox"/> T4HC Hamlet Center	<input type="checkbox"/> T2RN Rural Neighborhood	<input type="checkbox"/> C4 Community Center Mixed Use
<input type="checkbox"/> T4HCO Hamlet Center	<input type="checkbox"/> T2RNO Rural Neighborhood Open	<input type="checkbox"/> C5 Regional Center Mixed Use
<input type="checkbox"/> T4VC Village Center	<input checked="" type="checkbox"/> T2R Rural	<input type="checkbox"/> S1 Industrial
<input type="checkbox"/> T3N Neighborhood	<input type="checkbox"/> T1 Natural Preserve	<input type="checkbox"/> Planned Unit Development/PUD (name) _____
<input type="checkbox"/> T3HN Hamlet Neighborhood	<input type="checkbox"/> Community Preservation (specify) _____	
<input type="checkbox"/> T3E Edge		
4. What new zoning do you propose for this property? NEIGHBORHOOD CENTER (T4NC)  
(Under Item 9 explain the reason(s) for your rezoning request.)
5. Do you own all of the property proposed for this zoning change? ☒ Yes ☐ No  
Only property owners or their authorized representative/agent can sign this application. If there are multiple owners, each property owner must sign an individual application and all applications must be submitted simultaneously. If a business entity is the owner, the authorized representative/agent of the business must attach: 1- a copy of the power of attorney that gives him the authority to sign for the business, and 2- a copy of the articles of incorporation that lists the names of all the owners of the business.
6. If this request involves a proposed change in the Community Development Code text, the section(s) affected are: N/A  
(Under Item 9 explain the proposed text change and reasons for the change.)
7. Is this property subject to an Overlay District? Check those which may apply: NO.  

<input type="checkbox"/> MCAS-AO Airport Overlay District/MCAS	<input type="checkbox"/> MD Military Overlay District
<input type="checkbox"/> BC-AO Airport Overlay District/Beaufort County	<input type="checkbox"/> RQ River Quality Overlay District
<input type="checkbox"/> CPO Cultural Protection	<input type="checkbox"/> TDR Transfer of Development Rights
<input type="checkbox"/> CFV Commercial Fishing Village	
8. The following sections of the Community Development Code (CDC) (see attached sheets) should be addressed by the applicant and attached to this application form: SEE ATTACHED NARRATIVE.
  - a. Division 7.3.20 and 7.3.30, Comprehensive Plan Amendments and Text Amendments.
  - b. Division 7.3.40, Zoning map amendments (rezoning).
  - c. Division 1.6.60, Planned Unit Developments (PUDs) Approved Prior to Dec. 8, 2014
  - d. Division 6.3, Traffic Impact Analysis (for PUDs)

**RECEIVED**  
JUN 4 2021  
Community Development Dept.



9. Explanation (continue on separate sheet if needed): SEE ATTACHED NARRATIVE.

It is understood by the undersigned that while this application will be carefully reviewed and considered, the burden of proof for the proposed amendment rests with the owner.

Signature of Owner (see Item 5 on page 1 of 2)

Date

Printed MR. RANDALL R. MIKALS

Telephone

Name: FTB REAL ESTATE COMPANY LLC

Number:

843-846-4648

Address: 80 DOLPHIN POINT DRIVE, BEAUFORT, SOUTH CAROLINA 29907

Email: RANDYM@GREENLINEFOREST.COM

Agent (Name/Address/Phone/email):

JOSH K. TILLER, FLA, ASLA

J.K. TILLER ASSOCIATES, INC.

181 BLUFFTON RD, STE F203, BLUFFTON, SC 29910

JOSH@JKTILLER.COM - 843-815-4830

UPON RECEIPT OF APPLICATIONS, THE STAFF HAS THREE (3) WORK DAYS TO REVIEW ALL APPLICATIONS FOR COMPLETENESS. THE COMPLETED APPLICATIONS WILL BE REVIEWED FIRST BY THE BEAUFORT COUNTY PLANNING COMMISSION SUBCOMMITTEE RESPONSIBLE FOR THE AREA WHERE YOUR PROPERTY IS LOCATED. MEETING SCHEDULES ARE LISTED ON THE APPLICATION PROCESS (ATTACHED). COMPLETE APPLICATIONS MUST BE SUBMITTED BY NOON THREE WORKING DAYS AND FOUR (4) WEEKS PRIOR FOR PLANNED UNIT DEVELOPMENTS (PUDs) OR THREE (3) WEEKS PRIOR FOR NON-PUD APPLICATIONS TO THE APPLICABLE PLANNING COMMISSION MEETING DATE.

**SUBMISSION OF APPLICATION.** ALL APPLICATIONS SHALL BE SUBMITTED TO THE APPROPRIATE COUNTY DEPARTMENT. NO APPLICATION WILL BE ACCEPTED UNLESS ACCOMPANIED BY THE REQUIRED FEE. APPLICATIONS RECEIVED BEFORE 12:00 P.M. SHALL BE DATED THE SAME WORKING DAY. APPLICATIONS RECEIVED AFTER 12:00 P.M. SHALL BE DATED THE NEXT WORKING DAY.

PLANNED UNIT DEVELOPMENT (PUD) APPLICANTS ARE REQUIRED TO SUBMIT FIFTEEN (15) COPIES TO THE PLANNING DEPARTMENT. CONSULT THE APPLICABLE STAFF PLANNER FOR DETAILS.

FOR MAP AMENDMENT REQUESTS, THE PLANNING OFFICE WILL POST A NOTICE ON THE AFFECTED PROPERTY AS OUTLINED IN DIV. 7.4.50 OF THE COMMUNITY DEVELOPMENT CODE.

CONTACT THE PLANNING DEPARTMENT AT (843) 255-2140 FOR EXACT APPLICATION FEES.

FOR PLANNING DEPARTMENT USE ONLY:

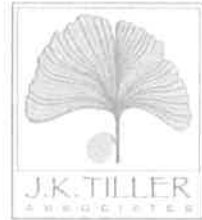
Date Application Received:  
(place received stamp below)

Date Posting Notice Issued:

Application Fee Amount Received:

Receipt No. for Application Fee:





**ZONING MAP AMENDMENT NARRATIVE  
FOR  
A REQUEST FOR REVIEW OF APPLICATION FOR THE ZONING MAP AMENDMENT  
BY  
FTB REAL ESTATE CO LLC  
CONCERNING  
186 CHEROKEE FARMS ROAD  
(R100 027 000 0387 0000)  
BEAUFORT COUNTY, SOUTH CAROLINA**

This project narrative is submitted to the Beaufort County Planning Department as a portion of an application for Zoning Map Amendment of the FTB Real Estate Co LLC's ("Owner") property at 186 Cherokee Farms Road, currently zoned Rural T2R. This narrative is submitted to the Beaufort County Planning Commission and the Beaufort County Council to explain the request and describe how the Application meets the criteria of the Section 7.3.40 of the Community Development Code ("CDC") and to explain the reason(s) for the zoning request as required by the Application for rezoning.

**I. NARRATIVE**

**a. Introduction, Background, and Request**

The Property located at 136 Cherokee Farms Road is an approximately 6.26 acre parcel of real property identified by Beaufort County Tax map number R100 027 000 0387 0000, ("Property"), currently zoned Rural Neighborhood (T2R), located within the unincorporated Beaufort County and bounded to the south by a single family residence owned by Joe Parker and a vacant residential property owned by Richard Canavan, to the east by a second vacant property owned by Richard Canavan and a vacant property owned by Sara Brown and Claudia Scott and Gloria Jackson, and to the north and west by Habersham Land Co. The property is accessed from Cherokee Farms Road.

The existing property has been improved to include a u-shape drive, a steel 12,000 SF footprint building, and an approximately 1,500 SF accessory structure. Canavan Place traverses through the southwest corner of the property. The existing land use is a non-conforming grandfathered use.

The Owner seeks to extend the Hamlet/ Village area identified in the Comprehensive Plan, which includes the existing adjacent development, Habersham Marketplace, and the proposed Cherokee Farms Development located across Cherokee Farms Road. The extension of the mixed-use



development would diversify commercial and residential opportunities, maintaining a centralized development that enhances the employment opportunities, and preserve the rural character of this portion of northern Beaufort County.

The Owner submits this Application requesting the approval of:

- i. An amendment to the County's Zoning Map designating the Property with the zoning district of Neighborhood Center (T4NC) with land uses described listed in the CDC Division 3.2.110.G and shown below.

Land Use Type <sup>1</sup>	Specific Use Regulations	T4NC
<b>Agricultural</b>		
Forestry		P
<b>Residential</b>		
Dwelling: Single-Family Detached Unit		P
Dwelling: Single-Family Attached Unit		P
Dwelling: Two-Family Unit (Duplex)		P
Dwelling: Multi-Family Unit		P
Dwelling: Group Home		P
Community Residence (dorms, convents, assisted living, temporary shelters)		P
Home Office	<a href="#">4.2.90</a>	C
Home Business	<a href="#">4.2.80</a>	C
Live/Work		P
<b>Retail &amp; Restaurants</b>		
General Retail greater than 50,000 SF		P
General Retail with Drive-Through Facilities	<a href="#">4.1.120</a> <a href="#">4.1.70</a>	C
Bar, Tavern, Nightclub		P
Gas Station/Fuel Sales	<a href="#">4.1.100</a>	C
Restaurant, Café, Coffee Shop		P
Restaurant, Café, Coffee Shop with Drive-Through Facilities	<a href="#">4.1.70</a>	S
<b>Offices &amp; Services</b>		
General Offices & Services: greater than 50,000 SF		P
General Offices & Services: with Drive-Through Facilities	<a href="#">4.1.110</a> <a href="#">4.1.70</a>	C
Animal Services: Clinic/Hospital		P
Animal Services: Kennel	<a href="#">4.1.40</a>	C
Day Care: Family Home (up to 8 clients)		P
Day Care: Commercial Center (9 or more clients)	<a href="#">4.1.60</a>	C
Lodging: Short-Term Housing Rental	<a href="#">4.1.360</a>	S



Land Use Type <sup>1</sup>	Specific Use Regulations	T4NC
Lodging: Inn (up to 24 rooms)		P
Lodging: Hotel		P
Medical Services: Clinics/Offices		P
Medical Services: Hospital	<a href="#">7.2.130</a>	S
Vehicle Services: Minor Maintenance and Repair	<a href="#">4.1.270</a>	C
Vehicle Services: Major Maintenance and Repair	<a href="#">4.1.270</a>	C
Recreation, Education, Safety, Public Assembly		
Community Oriented Cultural Facility (less than 15,000 SF)		P
Community Oriented Cultural Facility (15,000 SF or greater)		P
Community Public Safety Facility		P
Institutional Care Facility		P
Meeting Facility/Place of Worship (less than 15,000 SF)	<a href="#">4.1.150</a>	C
Meeting Facility/Place of Worship (15,000 SF or greater)	<a href="#">4.1.150</a>	C
Park, Playground, Outdoor Recreation Areas		P
Recreation Facility: Commercial Indoor		P
Recreation Facility: Community-Based		P
School: Public or Private		P
School: Specialized Training/Studio		P
School: College or University	<a href="#">7.2.130</a>	S
Infrastructure, Transportation, Communications		
Infrastructure and Utilities: Regional (Major) Utility	<a href="#">4.1.210</a>	C
Parking Facility: Public or Commercial		P
Transportation Terminal		P
Wireless Communication Facility	<a href="#">4.1.320</a>	S
Industrial		
Manufacturing, Processing, and Packaging - Light (less than 15,000 SF)	<a href="#">4.1.140</a>	C
Key		
P Permitted Use		
C Conditional Use		
S Special Use Permit Required		
— Use Not Allowed		
End Notes		
<sup>1</sup> A definition of each listed use type is in Table <a href="#">3.1.70</a> Land Use Definitions.		



## II. REZONING CRITERIA

- a. Applicability. The current zoning for the Property is Rural Neighborhood (T2R). The proposed amendment requests designating the Property Neighborhood Center (T4NC). The Owner submits that it is appropriate to permit the residential, commercial, and light industrial land uses to be consistent with adjacent existing and proposed developments and in accordance with the Beaufort County Comprehensive Plan.
- b. Application Review Criteria. (CDC Division 7.3.40 - Zone Map Amendment (Rezoning) Review Standards). The Owner proposes that this Application satisfies or exceeds the requirements for a Zoning Map Amendment as set forth below.
- c. Consistency with the 2010-2025 Beaufort County Comprehensive Plan
  - i. **POPULATION** - The Comprehensive Plan indicates that the growth of the population is, on average, seeking retirement and economic opportunity. The individuals relocating are, on average, better educated, wealthier, and living in smaller households. Map 3-1 of the Comprehensive Plan indicates that this section of Northern Beaufort County is anticipated to have the greatest increase in residential. Recent population trends reflect the anticipated growth. The Population element of the Comprehensive Plan recommended strategies aimed at developing walkable communities with a diversity of housing choices.
  - ii. **LAND USE** – Good land use planning is the foundation of all redevelopments in the County and ensures the amount and location of each land use category is balanced and sustainable for the existing and future needs of the community. Looking into the future, managing growth will continue to focus on redevelopment including creative strategies to adapt to unique conditions. The Habersham and Cherokee Farms area has been identified as a Village and Hamlet Place on the Place Type Map within the Land Use element of the plan. Within the Village Place Type, Neighborhood Center (T4NC) is designated to support the mixed-use core of the village. The current use of the property does not contribute to the standards of the adjacent development, the quality of life, or diverse employment opportunities. The proposed rezoning would extend the capacity and diversity of the existing land uses in the area.
  - iii. **NATURAL RESOURCES** – Beaufort County's natural resources contribute significantly to its character and appeal. The County seeks to ensure there is a balance of human impact with respect for nature. Any future redevelopment would meet the Comprehensive Plan's goals for Water Quality and Quantity, Habitat Preservation and Protection, and Environmental Education and Outreach with the Public, and Promote Sustainable Development. The site has already been developed, the redevelopment will not result in adverse impacts to the natural environment.
  - iv. **CULTURAL RESOURCES** – The cultural heritage and history of Beaufort County are very important resources the County continually seeks to preserve and protect. Equally important is the need to recognize changing socio-economic and cultural patterns, and to continue to promote the arts. The proposed amendment furthers the Cultural Resources element of the Comprehensive Plan. The military presence impacts the local economy. The proximity of this site to the



Marine Corps Air Station means that the rezoning of this site will provide additional employment opportunities for families of our service members as well as local retail and non-retail commercial opportunities. The rezoning of this site would open an opportunity to provide community oriented cultural facilities that could be used for civic groups, the arts, and education.

- v. **ECONOMIC DEVELOPMENT** – The Comprehensive Plan recognizes the need to attract more business and industry to the area to help diversify the tax base. In fact, the establishment of the Lowcountry Economic Network has a goal to reduce the ever-growing burden of residential property taxes on the citizens within the County by strengthening and expanding the business tax base and to provide quality, value added job for the residents. The Comprehensive Plan calls for the County to ensure that there is a sufficient quantity of suitably located land zoned for non-retail commercial uses to promote the region's economic health and diversity. The Economic Development element of the Comprehensive Plan also encourages the planning, development and permitting of mixed-use developments which attract young professionals. The rezoning to Neighborhood Center (T4NC) provides opportunity to extend and diversify the primarily rural residential tax base.
- vi. **AFFORDABLE HOUSING** – With housing prices on the rise and a trend in the market showing a migration of wealthy retirees to the area, affordable housing is becoming an increasing priority. Under the proposed zoning, appropriate affordable housing option can be provided near employment opportunities. The allowed residential uses under the proposed zoning address barriers to affordable housing as is a recommendation in the Comprehensive Plan. The option to provide affordable housing on this site would mean that County can more easily protect and preserve the family compounds prevalent in the rural areas of Northern Beaufort County.
- vii. **TRANSPORTATION** – Transportation planning considers land use development, mobility, public safety, infrastructure expense, environmental preservation, and the aesthetics and economic viability of neighborhoods and communities. Traffic congestion is the most tangible indicator of the impact on quality of life caused by new growth. With the retail and non-retail commercial development allowed in Neighborhood Center (T4NC), local and diverse employment and purchasing opportunities are created which will reduce the vehicle miles traveled and preserve road capacity.
- viii. **COMMUNITY FACILITIES** – Some of the services provided by county departments include General Government, Detention Center, Emergency Management, EMS, Libraries, Park and Recreations, and Solid Waste/ Recycling. The proposed rezoning to Neighborhood Center (T4NC) does not negatively impact the mission and goals for community facilities. As this site has already been developed, many of these services are already provided for this Property. Any changes in land use through the rezoning will offset the demand by increasing tax revenue base.
- ix. **PRIORITY DEVELOPMENT** – Priority Development projects include roads, parks, government facilities, pathways, drainage, and stormwater infrastructure improvements that are paid for by bonds secured through tax revenue. The county has invested and continues to invest in



infrastructure to this area. The rezoning and redevelopment of this site will contribute to the tax revenue stream. The Owner's proposed zoning does not negatively impact the Priority Investment element and is therefore consistent with the Comprehensive Plan.

- d. Is not in conflict with any provision of this Development Code, or the Code of Ordinances. The Property is designated, according to the Future Land Use Map, as Air Installation Compatible Use Zone (AICUZ). Table 1.4.10.A Land Use Implementation, within the Comprehensive Plan Land, does not list Neighborhood Center (T4NC) zoning under the AICUS Comprehensive Land Use Designation. However, the adjacent property was recently rezoned to T4NC and is also located within the AICUS Future Land Use designation. Rezoning this Property to T4NC is compatible and consistent with the adjacent developments and with the Hamlet/Village designation shown within the Place Types Map in the Comprehensive Plan.
- e. Addresses a demonstrated community need. This portion of Northern Beaufort County has a primarily rural residential tax base. The proposed rezoning should foster a diversity of commercial development that has potential to provide employment opportunities and diversify the County's tax base. Both of these have been identified as community needs in the Comprehensive Plan.
- f. Is required by changed conditions. The ownership has recently changed. The current use is grandfathered but is non-conforming. The new ownership would like to bring the land use into conformance with the zoning and serve the growing population base in northern Beaufort County. The county is receiving an nearly unprecedented rate of growth and is predicted to continue to receive additional growth. The County is plagued with short supply and high demand. Rezoning of this property will provide an opportunity to address this critical growth issue. Additionally, the rezoning of the adjacent property created a denser development in which the rezoning of this property became more appropriate.
- g. Is compatible with existing and proposed uses surrounding the land subject to the application, and is the appropriate zone and uses for the land. Due to the proximity to Habersham and alignment with Cherokee Farms, the rezoning of this parcel to Neighborhood Center (T4NC) is consistent and compatible with the surrounding zoning and land uses. This parcel will serve as an extension of the Village/ Hamlet Place that is currently in place and planned for this area. The residential, retail, offices, recreation, and industrial land uses allowed in Neighborhood Center (T4NC) would not negatively impact the adjacent existing and proposed uses.
- h. Would not adversely impact nearby lands. The development of this site as Neighborhood Center (T4NC) provides opportunity to cluster development and protect our critical rural areas.
- i. Would result in a logical and orderly development pattern. The property is easily accessed from Cherokee Farms Road. The property easily connects the adjacent development pattern and provides opportunity for safe, walkable community experience.
- j. Would not result in adverse impacts on the natural environment—including, but not limited to, water, air, noise, storm water management, wildlife, vegetation, wetlands, and the natural functioning of the environment. The property's future development would meet or exceed the County's current development standards for natural resource protection and stormwater management
- k. Would result in development that is adequately served by public facilities (e.g., streets, potable water, sewerage, stormwater management, solid waste collection and disposal, schools, parks, police, and fire and emergency medical facilities). Since the property has already been developed, it's anticipated that



the proposed rezoning and redevelopment will be served by existing utilities and community facilities. There is adequate space to address stormwater on site for any redevelopment. No additional roadways would be required to serve this site.

### III. CONCLUSION.

- a. The Owner believes the foregoing narrative and analysis demonstrates that this Application for Zoning Map Amendment is in conformance with the County's Comprehensive Plan and meets the criteria of the CDC Division 7.3.40. Accordingly, the Owner respectfully requests that the Planning Commission and County Council:
  - b. Review this Application and the supporting documentation.
  - c. Find the following:
    - i. That this Application is consistent with, and furthers the goals and policies of the Comprehensive Plan and the purposes of this Development Code.
    - ii. That this Application is not in conflict with any provision of this Development Code, or the Code of Ordinances
    - iii. That this Application addresses a demonstrated community need.
    - iv. That this Application is required by changed conditions.
    - v. That this Application is compatible with existing and proposed uses surrounding the land subject to the application, and is the appropriate zone and uses for the land.
    - vi. That this Application would not adversely impact nearby lands.
    - vii. That this Application would result in a logical and orderly development pattern.
    - viii. That this Application would not result in adverse impacts on the natural environment.
    - ix. That this Application would result in development that is adequately served by public facilities.
  - d. Recommend approval of this Application and the rezoning of the Property to Neighborhood Center (T4NC) with the uses and density set forth in the Beaufort County Community Development Code.



Respectfully submitted on behalf of the Owner this 3 day of August, 2021.

Regards,

A handwritten signature in blue ink, appearing to read "Josh K. Tiller", with a long horizontal flourish extending to the right.

Josh K. Tiller, PLA, ASLA  
President, J.K. Tiller Associates, Inc.