

**Northern Beaufort County Regional Plan Implementation Committee  
Executive Conference Room  
County Administration Building  
100 Ribaut Road, Beaufort, SC  
March 28, 2014  
9:30 a.m.**

**AGENDA**

1. CALL TO ORDER
2. RECOGNIZE GUESTS
3. REVIEW OF MEETING MINUTES
  - A. MAY 24, 2013 ([backup](#))
  - B. JANUARY 24, 2014 ([backup](#))
4. INTRODUCTION OF THE JOINT LAND USE STUDY (JLUS) FOR MCAS  
BEAUFORT AND PARRIS ISLAND (Tyson Smith, White and Smith, LLC  
Planning and Law Group) ([backup](#))
5. ESTABLISHMENT OF NORTHERN BEAUFORT COUNTY  
IMPLEMENTATION COMMITTEE TO SERVE AS POLICY COMMITTEE FOR  
THE JLUS (Chairman)
6. REPORTS
  - A. Status of New Development Codes (Planning Staffs)
  - B. Status of Spanish Moss Trail (Dean Moss, Friends of the Spanish Moss Trail)
7. ROUND THE TABLE COMMENTS
8. OTHER BUSINESS: Next Meeting: Friday, May 23, 2014 at 9:30am. Executive  
Conference Room, Beaufort County Administration Building, 100 Ribaut Road,
9. ADJOURNMENT

**Northern Beaufort County Regional Plan Implementation Committee Meeting**  
**Executive Conference Room, County Administration Building**  
**100 Ribaut Road, Beaufort, SC 29902**  
**May 24, 2013**

**ATTENDANCE**

**Members Present:** Joe DeVito, Committee Chairman/Metropolitan Planning Commission Chair; Vernon DeLoach, Town of Port Royal Council; Bill Evans, Beaufort County School Board Chairman; Brian Flewelling, Beaufort County Councilman; William McBride, Lowcountry Council of Governments; Samuel Murray, Town of Port Royal Mayor; Paul Sommerville, Beaufort County Council Chair; and Laura Von Harten, Beaufort County Councilman.

**Staff Present:** Libby Anderson, City of Beaufort Planning Director; Linda Bridges, Town of Port Royal Planning Administrator; Anthony Criscitiello, Planning Director, Beaufort County; Scott Dadson, Beaufort City Manager; Linnea Granquist, County Planning Intern; Colin Kinton, Beaufort County Traffic & Transportation Engineer; Ginnie Kozak, Lowcountry Council of Governments Planning Administrator; Kathy Todd, City of Beaufort; and Dominique Fields, Beaufort County Administrative Assistant to the Planning Director.

**Other Attendees:** Reed Armstrong, Coastal Conservation League; Joe Lee, Town of Port Royal Councilman; and Jon Verity, Chairman, Beaufort Redevelopment Commission.

**CALL TO ORDER:** Committee Chairman Joe DeVito called the meeting to order at approximately 9:34 a.m. He asked that those who were in the room to introduce themselves, for the record.

**REVIEW OF MINUTES:** School District Board Chairman Bill Evans made the motion, and Town of Port Royal Councilman Vernon DeLoach seconded the motion, to accept the March 22, 2013, meeting minutes as written. No discussion occurred. The motion was accepted (FOR: DeLoach, DeVito, Evans, Flewelling, McBride, Sommerville, and Von Harten; ABSTAINED: Murray).

Mr. DeVito noted that the Committee would focus on different areas—what’s happening in those areas, stumbling blocks, road blocks, things where the Committee can assist—things in which we can get involved. He noted that this meeting would center on the City of Beaufort and the Town of Port Royal.

**CITY OF BEAUFORT DRAFT CIVIC MASTER PLAN:** Mr. John Verity briefed the Committee. The Plan is still a draft, with the final draft being presented to the public in June 2013. The City of Beaufort also is going through the Code adoption process and the hope is that the Master Plan will guide the implementation of the Code. The City of Beaufort adopted its Comprehensive Plan in December 2009, and that Plan led to key recommendations to be implemented. The City reconstituted their Redevelopment Committee to consist of eight citizens and one City Councilman. The purpose of the Plan is to prioritize and implement public infrastructure investments, incentivize and facilitate private infill and redevelopment, create a

predictable regulatory framework, and seek partnerships for success. The City went through a synoptic update record of each property. The Plan is divided into 5 sectors with their respective goals, visions, and conceptual ideas. A charrette process was held where lots of public input was received. The goals and vision for each sector were shared with the public. The Plan is designed to help Beaufort grow. He explained the Boundary Street project that included road widening, tree plantings in the center of the road, the removal of overhead utility lines, and a designated pedestrian way. Suggestions included:

- multi-story parking downtown;
- on-street parking along Boundary Street between the National Cemetery and Carteret Street to slow down the traffic and provide easier access to the merchants;
- urban agriculture areas/lots;
- amenities for the rail-trail near Highway 170 at Beaufort Plaza;
- street regulating plans, including Ribaut Road; and
- working with neighborhood associations;

Discussion included parking concerns, suggested park plans for Southside and Basil Green, and noting that the renderings being conceptual placeholders instead of actual expectations.

**CITY OF BEAUFORT CAPITAL IMPROVEMENT PLAN:** Ms. Kathy Todd, City of Beaufort Finance Director, provided an overview of projects, funding, and timelines that was presented to the City Council. They must move in a strategic, comprehensive manner to develop a Capital Improvement Plan. The Plan assesses capital facility needs against the overall goals and objectives of the City, using a multi-year planning horizon closely related to the Comprehensive Plan. The Plan includes current year and years into the future. Funding is not necessarily identified, but cost must be associated with the listed projects in the Plan. The Plan is a living, rolling document, as priorities shift or completed. She showed a power point showing the flow of documents to the capital and operating budgets. The Civic Master Plan is the City's Strategic Master Plan. The Capital Budget contains the funding, cost, and timeline toward implementation which has a multi-year feature; once this budget is approved, the funds are encumbered for the respective projects listed. She explained the process that was used toward ranking the projects and their respective resources/funding for Council review and approval. Mr. Scott Dadson, Beaufort City Manager, reaffirmed that the document was a breathable document; he noted that the City of Beaufort documents were sent to the County Administrator and are on the City website.

**CITY OF BEAUFORT STREETSCAPE PROJECTS:** Ms. Libby Anderson, City of Beaufort Planning Director, spoke of the implementation of some of the Capital Improvement Plan. The City has leveraged numerous funds (local and grant) for streetscape projects along Duke and Bladen Streets, and Allison Road where Beaufort Memorial Hospital will be connected to the Spanish Moss Trail. She showed various powerpoint photos of before and after scenes of the streetscape projects that included pervious street parking, street lighting, sidewalks, and landscaping.

**DRAFT FUTURE SERVICE DELIVERY AREAS AGREEMENT MAP UPDATE:** Ms. Linda Bridges, Town of Port Royal Planning Administrator, noted an interjurisdictional issue

regarding the self-imposed growth boundary by the City of Beaufort and Town of Port Royal where a parcel was ready to annex that was brought before the NRPIC. The City of Beaufort was not ready for the annexation but the Town was contiguous to the property. A new map was adopted by both City and Town Councils with the boundary line moving in the Town's jurisdiction, and the property was annexed into the Town. Discussion included a grand opening for Barrier Island Marine which is at the former Beaufort Glass location, a new process being formed to adjust the growth boundaries if needed,

## **REPORTS**

- Status of New Development Codes (Planning Staffs):
  - Town of Port Royal: Ms. Bridges noted that the Technical Review Committee was continuing to work through the Code. They had been working on Articles 3 and 4. It took some time and the document can be brought to the community with favorable light. The Committee will begin reviewing Article 5.
  - Beaufort County: Mr. Criscitiello noted that a Joint Review Committee consisting of 4 Planning Commissioners and 4 Councilmen. The Committee was about 2/3 through the Code, with a systematic review—page by page. Mr. Criscitiello is optimistic of bringing the Code to the Planning Commission. Councilman Flewelling noted that the Committee meetings were laborious, but fulfilling. He is happy with the way the process is moving. Mr. Criscitiello noted the similarities among the City, the Town, and the County's Codes. Councilman Flewelling believes the County Code will be easily read, with embedded links for easy use.
  - City of Beaufort: Ms. Anderson noted that the City has a 20-member citizen committee reviewing their Code and its respective maps. They are moving along; it is better to do it right than to do it fast.
- Status of Spanish Moss Trail: Mr. Criscitiello noted a federal highway grant was awarded to the County and an engineering firm was hired. Mr. Joe DeVito and Mr. Colin Kinton noted the long and arduous process before the work can begin. Mr. Criscitiello noted the collaborative effort of the various government entities. Mr. DeVito noted details of the fundraising for the Trail. He noted that the Trail and the McTeer Bridge are well used. He would like to see the Trail connected to the McTeer Bridge.
- Status of Establishment of a Metropolitan Planning Organization (MPO): Ms. Ginnie Kozak noted that the MPO is federally mandated—it is named LATS (Lowcountry Area Transportation Study). Some funding will be tied to the urban area and some will be tied to the MPO area. The Secretary of Transportation inaugurated the MPO a couple of months ago. The Technical Committee consisting of various jurisdictional representatives. LCOG issued an RFP and received six proposals for a consultant to prepare a transportation improvement plan with multi-modal transportation improvements; the plan should be finished in about a year.

**OTHER BUSINESS:** July and September meetings should be centered on the School District and the military. Ms. Kozak noted that the military might have something to discuss in a few

months. The July meeting will be the 26<sup>th</sup> and Mr. DeVito noted he would not be able to make the meeting.

**ADJOURNMENT:** Mr. DeVito adjourned the meeting adjourned, without objection by Committee members, at approximately 11:38 a.m.

See the below website to view the meeting:

[http://beaufort.granicus.com/MediaPlayer.php?view\\_id=2&clip\\_id=971](http://beaufort.granicus.com/MediaPlayer.php?view_id=2&clip_id=971)

**Northern Beaufort County Regional Plan Implementation Committee Meeting**  
**Executive Conference Room, County Administration Building**  
**100 Ribaut Road, Beaufort, SC 29902**  
**January 24, 2014**

**ATTENDANCE**

**Members Present:** Robert Semmler, Chairman, Northern Regional Plan Implementation (NRPIC) Committee and Beaufort County Planning Commission; Vernon DeLoach, Town of Port Royal Councilman; Bill Evans, Beaufort County School Board Chairman; Brian Flewelling, Beaufort County Councilman; Billy Keyserling, Mayor of City of Beaufort; Joe Lee, Town of Port Royal Councilman for Samuel Murray, Mayor of Town of Port Royal; and William McBride, Lowcountry Council of Governments.

**Staff Present:** Libby Anderson, City of Beaufort Planning Director; Linda Bridges, Town of Port Royal Planning Administrator; Anthony Criscitiello, Planning Director, Beaufort County; Robert Merchant, Beaufort County Long-range Planner; and Barbara Childs, Beaufort County Administrative Assistant to the Planning Director.

**Other Attendees:** Reed Armstrong, Coastal Conservation League; and Jason Mann, U.S. Marine Corps Air Station Beaufort.

**CALL TO ORDER:** Chairman Robert Semmler called the meeting to order at approximately 9:35 a.m. He asked that those in the room who were non-Committee members to introduce themselves, for the record.

Mr. Semmler asked that “Chairman’s Comments” be added to the agenda.

**REVIEW OF SEPTEMBER 20, 2013, NRPIC MEETING MINUTES:** Mr. Semmler noted that the September 20, 2013, minutes would be reviewed at the next meeting (on March 28, 2014).

**ESTABLISHMENT OF NORTHERN BEAUFORT COUNTY IMPLEMENTATION COMMITTEE TO SERVE AS POLICY COMMITTEE FOR THE JOINT LAND USE STUDY (JLUS) FOR MCAS BEAUFORT AND PARRIS ISLAND**

Mr. Robert Merchant, Beaufort County Planning Department Long-Range Planner, noted that Ms. Ginnie Kozak of Lowcountry Council of Governments was at another meeting and was unable to brief the Committee. Mr. Merchant noted the presence of Mr. Jason Mann from the Marine Corps Air Station Beaufort who was present for technical questions. During the September 2013 meeting, a selection committee selected a consultant, White and Smith from Charleston, SC. The committee has numerous members from the community. Ms. Kozak, at the September 2013 NRPIC meeting, had asked that the NRPIC serve as the Policy Committee for the Joint Land Use Study (JLUS). As public meetings occur, Ms. Kozak will report to the NRPIC for further action. Mr. Merchant noted that Ms. Kozak is asking for a vote from the NRPIC to agree to serve as the Policy Committee.

Discussion included the 12-month timeframe for the JLUS, a request for a copy of the parameters/scope of work involved, the bi-monthly frequency of the NRPIC meetings, the consultant being in Beaufort in March for a meeting, and delaying the vote since there is no quorum.

### **2014 PRIORITIES FOR NORTHERN BEAUFORT COUNTY REGIONAL PLAN IMPLEMENTATION COMMITTEE**

Priorities offered included:

- supporting what will benefit the community, and will offer ideas as needed;
- sharing resources and partnering, for example Bridges Preparatory School;
- the Community Development Code adoption--approval by the municipalities involved, being committed to the success of the Code, kudos to the staff working together, and giving the County an opportunity to comment on any changes to the municipalities' Codes;
- consolidation of resources and services via intergovernmental agreements;
- sales tax issue—having workshops with the municipalities;
- the Town of Port Royal Code process;
- a Memorandum of Understanding (MOU) between the City of Beaufort and the Town of Port Royal to give the Town a better fire code rating;
- the growth boundary areas where the urbanized unincorporated County area can join the City of Beaufort waste pickup agreement;
- JLUS bring issues to the light;
- impact fees where some government entities collect and some do not—how the fees are used and the pros and cons of such fees;
- requiring more information about library impact fee;
- updating the County Comprehensive Plan, including the priority investment element where capital needs are listed, considering user fees for parks, and the new Community Development Code that would affect the Comprehensive Plan;
- parks, where the Towns of Hilton Head Island and Bluffton should be included in discussions; and
- economic development.

### **REPORTS**

#### **A. Status of New Development Codes (Planning Staffs):**

- Mr. Anthony Criscitiello, County Planning Director, noted that the review of the County Community Development was 99% complete. He expected adoption in the spring of 2014. The accompanying zoning maps will also be reviewed. There has been discussion on the format to be used for the code. He noted that a magazine publisher will assist in the Code format. He offered kudos to his staff for their work on the Code. Discussion included noting that the proposed zoning maps were not in public domain as yet, a clearer detail on the adoption process will occur at the March NRPIC meeting, and kudos to the work by the Joint Code Review Committee.

- Ms. Libby Anderson, City of Beaufort Planning Director, noted that the City of Beaufort Civic Master Plan was adopted. The City planning staff will begin working on their Code and should be completed/adopted by this calendar year.
- Ms. Linda Bridges, Town of Port Royal Planning Administrator, noted that their Code was brought before its Council at a workshop in February. The Metropolitan Planning Commission recommended approval of their Code. The staff anticipates adoption in March. She anticipates the public will well receive the Code.
- Discussion included noting the challenges to making the Codes easily understood, and the public notification process.

**B. Status of Spanish Moss Trail:** Mr. Criscitiello noted that Segment 5 was in design with the proposal before the South Carolina Department of Transportation (SDCOT). The segment was funded by a federal grant of \$1,035,000 and a County grant. This committee will look at the totality of the trail, funding, and maintenance of the completed trail. Discussion included the 3.2 miles of completed trail from Depot to Ribaut Roads, the 1.4 miles from Parris Island Gateway to Laurel Bay, the 2 miles from Depot Road to Highway 280/Robert Smalls Parkway, and the adoption of segments of the trail by citizen groups.

**ROUND THE TABLE COMMENTS:**

- Jointly recognizing all the Planning Staffs that worked together with parallel Codes;
- Acknowledging the reward of the Codes adoptions;
- Policy regarding appointing a members in the absence of the NRPIC chair and vice-chair;
- Considering changing the date/time to avoid such conflicting absences;
- Preference to keep date/time since the meetings have been successful in the past;
- Acknowledging Town of Port Royal accomplishments, supports NRPIC, happy to be a member, and kudos to his children (DeLoach);
- School Board: Approval of its District Five-Year Strategic Plan, the School District rezoning efforts, working on providing more choices to parents to include transportation, new innovations by Dr. Moss, economic development being tied to school successes, and bullying impact on transportation costs;
- Starbase Director (Semmler) thanked the School District for participating in the program;
- Business license public hearing is scheduled for January 29 at 6:00 p.m.;
- Expect a capital improvement referendum;
- Continued discussion on passive parks;
- Noting the 6-year work on the City of Beaufort Civic Master Plan;
- Pursue agriculture improvements and knowledge base to develop an agricultural program; and
- Solar energy in the AICUZ area.

**OTHER BUSINESS:** Next Meeting: Friday, March 28, 2014, Executive Conference Room, Beaufort County Administration Building, 100 Ribaut Road, Beaufort SC 29902

**ADJOURNMENT:** Mr. Semmler adjourned the meeting at approximately 10:48 a.m., with no objections from the committee members.



**Joint Land Use Study  
For  
Marine Corps Air Station Beaufort and Marine Corps Recruit Depot Parris Island  
Beaufort, SC**

**Purpose of Study**

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A Joint Land Use Study (JLUS) will be a community-driven, cooperative, strategic planning process among Marine Corps Air Station Beaufort and Marine Corps Recruit Depot Parris Island; Beaufort County, the City of Beaufort and the Town of Port Royal; the Lowcountry Council of Governments; the State of South Carolina. The purpose is to:

- 1) promote community development that is compatible with the military training, testing, and operational missions; and
  - 2) seek ways to reduce operational impacts on adjacent lands.
- The goal of the JLUS is to encourage local governments, together with the State, to work closely with the military installation to implement measures that prevent the introduction of incompatible civilian development that may impair the continued operational utility of the military installation, and to preserve and protect the public health, safety, and welfare of those living near an active military installation, and associated ranges, Military Training Routes, Special Use Airspace, and Military Operating Areas.
  - The JLUS planning process is intended to increase public awareness of the military missions and contribution to the regional economy.
  - The JLUS planning process is intended to protect and preserve military readiness and defense capabilities while supporting continued community economic development.
  - The JLUS planning process, including data collection and analysis, shall consider, but not be limited to, the following military mission compatible use factors, as applicable:
    - Airspace and land restrictions
    - Airborne noise
    - Urban growth
    - Spectrum encroachment
    - Endangered species and critical habitat
    - Air
    - Water
    - Cultural resources
    - Unexploded ordnance and munitions
    - Marine resources
    - Energy compatibility and availability
    - Security

- Natural factors

- The JLUS planning process shall include an Implementation Plan, with monitoring, to ensure the recommendations advanced in the JLUS are realized. The Implementation Plan shall include a list of specific public and private actions for each study participant organized by their scheduled execution date –

- Short Term (1-3 years)
- Medium-Term (4-10 years)
- Long-Term (11-20 years)

Each listed action should assign responsibility for the task and include an estimate of cost and source of funding. These recommended actions should include smart land use planning principles and practices that can achieve a balance between potentially conflicting interests.

- The JLUS planning process shall support improved communication and establish formal policies and procedures for military participation and cross-jurisdictional coordination in community development review and planning processes, including proposed alternative energy development projects.
- JLUS project deliverables shall include two four-page maximum Project Overviews to post on the OEA website. Project Overviews shall include description of military operations, graphic display of study area and military operations footprint, identify community organization structure and participants for both planning and implementation, summary of compatible use issues, and primary JLUS recommendation highlights.
- The TDR implementation process tasks shall include the following:
  1. Establishment of an Administrative Mechanism in the Beaufort County Planning Department (approximately 85% complete).
  2. Establish an Information Clearinghouse in the County Planning Department.
  3. Develop an Outreach Program for Sending Area Landowners to Participate in TDR Program (approximately 35% complete).
  4. Work with the Beaufort County legal department to develop an appropriate set of procedures and forms (approximately 40% complete).
  5. Development of a monitoring system for the ongoing operations of the TDR program.

## **Background**

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### **MCAS Beaufort**

The 6,949 acres that comprise present day Marine Corps Air Station Beaufort trace their modern military mission to Naval Air Station Beaufort, which was commissioned on June 15, 1943. Throughout its 70-year history, the Air Station has played a key role in the national defense by hosting training exercises and operations that ensure military readiness to meet every challenge.

Today the 3.9 million square yards of runways and taxiways of Marine Corps Air Station Beaufort are home to 6 Marine Corps squadrons of F/A-18 Hornet advanced fighter-attack aircraft and over 9,000 military members, dependents, and civilian employees are pleased to call the greater Beaufort area "home."

The Final F-35B East Coast Basing Environmental Impact Statement (EIS) allocated three F-35 operational squadrons that will deploy in support of real world operations as the current squadrons aboard the Air Station do, and will add two training squadrons whose missions, pilots, and their respective tours of duty will be different than the current operational F-18 squadrons. The first squadron of F-35Bs will arrive in the summer of 2014 and the fielding will continue into the mid-2020s.



Off shore airspace and advanced technology provide MCAS Beaufort with excellent ranges for air-to-air training. The Air Station also owns the 5,183 acre Townsend Bombing Range in Macintosh County, Georgia.

The previous JLUS planning process began officially in April, 1999, when the councils of Beaufort County, the City of Beaufort and the Town of Port Royal passed uniform resolutions recognizing "that continued operation of the Marine Corps Air Station (MCAS) Beaufort is important to the local economy and the Lowcountry regional economy and that its future operational capacity should be protected."

Due to delays related to the completion of the AICUZ, the JLUS Plan was not completed until September 2004, at which time it was unanimously endorsed by all three governments. Since completion, significant recommendations have been implemented by the three governments and

other public and private sector members of the Policy and Technical Committees. They have included, but not been limited to:

- Modifying the County's real estate/property software to ensure that current and prospective property owners could determine accurately and easily if the parcel in question is within the AICUZ area;
- Developing a coordinated "AICUZ Overlay" district for all affected land and incorporating it within the ordinances and related maps of Beaufort County, City of Beaufort and Town of Port Royal;
- Developing a Transfer of Development Rights (TDR) program to provide partial compensation for property owners whose land was effectively "downzoned" by the adoption of the above zoning ordinance amendments.

### **MCRD Parris Island**

Marine Corps Recruit Depot Parris Island is located in Beaufort County, South Carolina (SC), which is approximately six miles south of Beaufort, SC and one-half mile south of Port Royal, SC. MCRD Parris Island is comprised of approximately 8,095 acres, of which approximately 3,262 acres are the main developed areas (i.e., main cantonment area and operational range areas) and the remaining 4,833 acres consist of saltwater marshes and tidal creeks. The natural environment of the area surrounding MCRD Parris Island is dominated by a series of meandering rivers, inlets, and tidal saltwater marshes with many small drains and inlets characterizing the shoreline. MCRD Parris Island is bounded on the east by the Beaufort River, on the west by the Broad River, on the south by Port Royal Sound, and on



the north by Port Royal Island. Military use of Parris Island began with the establishment of the U.S. Naval Station, Port Royal, in the 1890s. By 1909, the facility was obsolete for naval use. The Marine Corps established a temporary training base on the site in 1909 and a permanent training base in 1915. The base increased dramatically in size during World War I (WWI), expanding to occupy the entire

island. Since the installation opened, the primary mission at Parris Island has been the training of Marine recruits. MCRD Parris Island contains facilities that provide a home and a base of operations for recruit training units.

The mission of MCRD Parris Island is to provide reception, processing, and training for enlisted personnel upon their initial entry into the Marine Corps. Schools are also provided for the training of officers and enlisted personnel to qualify them to train recruits. Rifle and pistol marksmanship training for Marines stationed in the Southeast and for personnel of other services is also provided, as requested. Additionally, Marine Corps Reserves are trained, as directed by the Commandant of the Marine Corps.

Training areas at MCRD Parris Island include the Leatherneck Square, the Weapons and Field Training Battalion Range Complex (WFTBN), Page Field Training Area, and Elliot's Beach Training Area. The Leatherneck Square is a maneuver area that contains obstacle courses. The WFTBN includes all small-arms ranges. Page Field contains recruit training sites, such as bivouac sites, the gas chamber, a rappel tower, day and night movement courses, a combat town, an obstacle course, a field training facility, shelters, and numerous hiking trails.

Marine Corps Recruit Depot Parris Island has provided economic stability at the center of Beaufort County for a century. The Marine Corps' presence on Parris Island is integral to the local economy. Today, Parris Island employs 3,000 Marines, Sailors, Soldiers, civilians and contractors. Parris Island has a total economic impact on the local economy of over \$407 million annually. Conversely, Parris Island is dependent upon the services provided by the surrounding communities. It is critical to our collective success that we jointly consider future land use, resource availability and regional cooperation in order to ensure mutual sustainability.

Existing and potential land use compatibility concerns for MCRD Parris Island include:

- Urban growth and development in Beaufort County in the areas around the communities of Port Royal, Bluffton and Hilton Head Island
- Redevelopment of the Port of Port Royal as a mixed-use residential, commercial and visitor services community
- Increased commercial and recreational traffic on adjacent waters

## **Transfer of Development Rights (TDR) Implementation Assistance**

### **Background**

The original MCAS Beaufort JLUS recommended that a TDR program be developed. The project grew out of the goal of maintaining the rights of property owners to develop their property and the responsibility of the County, City, Town and the US Marine Corps and private property owners to support policies that limit the density of development and otherwise promote responsible development of land surrounding the air station.

With the financial support of OEA, LCOG and the Technical Committee had both a TDR feasibility study done and a TDR Management Plan completed, and then entered an implementation phase, again with the support of OEA.

To begin implementation, the following tasks were to be undertaken and were partially completed during the grant period:

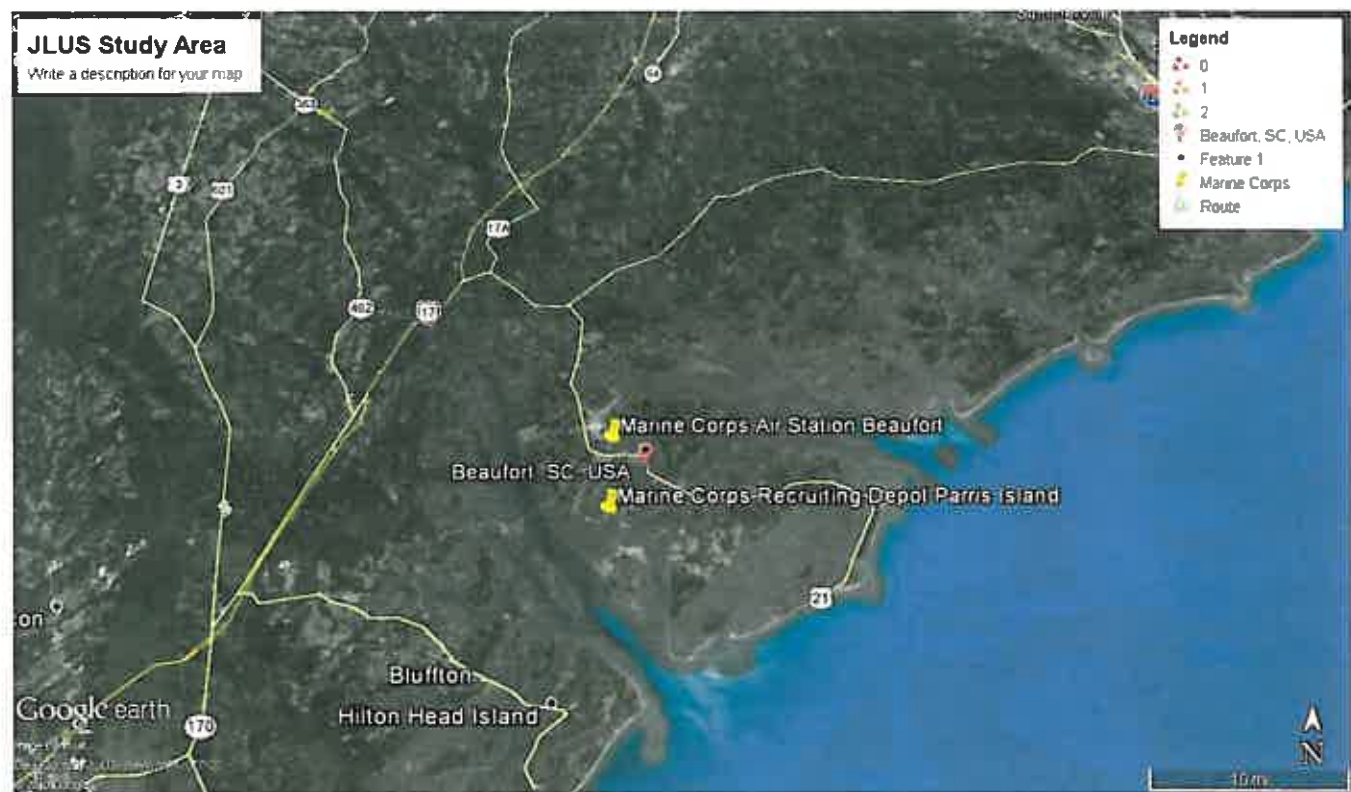
1. Establish an Administrative Mechanism in the Beaufort County Planning Department. Procedures, policies and documentation to be developed. About 85% completed.
2. Establish an Information Clearinghouse in the County Planning Department. 0% completed.
3. Outreach to Landowners and Other Private Market Players. About 35% completed.
4. Work with the Beaufort County legal department to develop an appropriate set of procedures and forms. About 40% completed.
5. Development of a monitoring system for the ongoing operations of the TDR program. 0% completed.

### Proposed Study Area

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The proposed study area for the JLUS includes:

- Beaufort County
- The City of Beaufort
- The Town of Port Royal



## **Community Organizational Structure for JLUS Project**

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The Lowcountry Council of Governments (LCOG), South Carolina, is serving as the JLUS project sponsor and coordinating entity. The JLUS Policy Committee will be a function of the existing Northern Beaufort Implementation Committee, which has been serving as the Policy Committee for the TDR program and is already familiar with JLUS. It consists of elected officials from all three jurisdictions, including the mayors and the County Council Chair, a member of the School Board and the County Planning Commission Chair. The JLUS Technical Committee will continue to serve as an advisory body to the JLUS Policy Committee and will assist with data gathering and technical input and review throughout the study process. It consists of planning staff from all three jurisdictions, the two military facilities and LCOG and professional/technical representatives of the public utility companies, the real estate association, banks and credit unions, state natural resources and environmental agencies and the building and development industry.

All NBIC meetings are open to the public and broadcast on the County television channel. The JLUS Technical Committee may choose to hold closed meetings, as required.

## **Available Resource Documents to Support JLUS Planning Process**

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- Lowcountry Joint Land Use Study Plan September 2004.
- F-35B October 2010 Final Environmental Impact Statement (EIS).
- Air Installation Compatible Use Zone (AICUZ) Study for the F-35B at MCAS Beaufort (proposed Fall 2013).
- MCAS Beaufort Encroachment Control Plan.
- MCRD Parris Island Encroachment Control Plan.
- Parris Island Range Environmental Vulnerability Assessment (January 2009).
- Northern Beaufort County Regional Plan.
- Beaufort County Proposed Transfer of Development Rights Program.
- Beaufort Area TDR Implementation Study.
- The People and the Economy of the Lowcountry (2012).
- Recently Completed or Revised Comprehensive Plans and Zoning Ordinances for:
  - Beaufort County
  - City of Beaufort
  - Town of Port Royal

## **Proposal Content**

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Responses to this Request for Proposal shall include a detailed Work Plan to

- Address the overall timeline and milestones necessary to complete the JLUS;
- Identify specific activities that will be accomplished each month;
- Identify staffing and number of hours devoted to each activity; and,
- Describe the work products/deliverables produced for each activity.

Responders may propose modifications to the activities and sequencing reflected below which, based on previous experience, would improve the effectiveness of the study effort while maintaining the budget and timeframe.

## **Scope of Services**

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### **Task 1 – Overall Project Initiation and Administration**

Task includes any necessary refinements to the JLUS Work Plan and administration of the study to ensure coordination with the JLUS project sponsor and committees.

#### ***Subtask 1.1 Work Plan Refinement***

The Consultant will meet with the JLUS project sponsor to review and refine, as needed, the JLUS Work Plan and make any necessary adjustments that will not impact the overall budget and scope of the project. The Consultant will present the final Work Plan before the JLUS Policy and Technical Committees for approval.

#### ***Subtask 1.2 Administration and Management***

The Consultant will work with LCOG staff to provide administrative support to the JLUS Policy Committee and Technical Committee to accomplish the following activities:

- Schedule committee and public meetings
- Prepare meeting notices, agendas, minutes, handout materials, maps, presentation and any other items to accomplish the study objectives.
- Provide written monthly status reports that detail work in progress, work accomplished, and funds expended. Progress reports are due the 15<sup>th</sup> of the month following the reporting period for LCOG staff review and distribution to study participants.
- Provide written work products and verbal JLUS committee briefings at the conclusion of each major phase of the study.
- If necessary, update the Work Plan and JLUS milestone completion dates.

#### ***Subtask 1.3 Project Coordination***

A single LCOG staff person will coordinate all communication with Federal, state and local agencies and elected officials. All information concerning the JLUS, including progress reports, meeting agendas and materials, presentations, and draft and final reports will be provided to LCOG staff prior to JLUS committee review and prior to public release. Upon the completion of the JLUS project, all maps (including GIS shape files), data, and report shall be the property of the project sponsor and provided to LCOG in both paper and electronic formats.



## **Task 2 – Stakeholder and Public Involvement**

Public participation is an integral part of the JLUS planning process to help ensure decisions are made in consideration of and to benefit public needs and preferences. Early and continuous public involvement brings diverse viewpoints and values into the decision-making process. This process enables the participants to make better informed decisions through collaborative efforts and builds mutual understanding and trust among stakeholders and the general public. Successful public participation is a continuous process, consisting of a series of activities and actions to both inform the public and stakeholders and to obtain input from them which influence decisions that affect their lives.

Conducting meaningful public participation involves seeking public input at specific and key points in the decision-making process issues where such input has a real potential to help shape the final decision or set of actions. Public participation activities provide more value when they are open, relevant, timely, and appropriate for the intended goal of the public involvement process. Public participation activities should provide a balanced approach with representation of all stakeholders and include measures to seek out and consider the needs of all stakeholders.

It is necessary to keep in mind that this is the second time that the JLUS planning process (including public meetings) has been conducted in the study area; the development of the TDR program has also included public involvement. As well, the more recent completion of the EIS process for the F-35 included public meetings and open houses.

### ***Subtask 3.1 Public Involvement Strategy***

Consultant shall prepare a public involvement strategy that covers the key phases during the JLUS planning process. The Consultant will present the strategy before the JLUS Policy Committee for input and final approval. The public involvement strategy will include the identification of key stakeholders, specific schedule, and methods of communication tools to provide key project planning information to the following groups:

- Elected Officials
- JLUS Project Stakeholders
- General Public
- Target Groups (such as major landowners, neighborhood associations, employers, homebuilders, real estate industry, etc.)
- Media

The public involvement strategy will include a variety of communication tools to facilitate early and continuing outreach to the above groups, such as periodic newsletters, JLUS project website, media releases/media kits, periodic fact sheets, use of social media, focus groups, etc. The Consultant may wish to discuss the relative success of different methodologies in the study area with the consulting firm currently undertaking a different planning project for LCOG.

The Consultant shall maintain, revise and augment the existing contact list, throughout the study process, to mail/e-mail project information materials to interested parties.

### ***Subtask 3.2 Installation Tours***

The Consultant, working through the project sponsor, will coordinate tours of both installations, including outlying facilities as appropriate. The purpose of the installation-led tours is for the JLUS Policy Committee and JLUS Technical Committee members to gain a more comprehensive understanding of the military missions, issues, and constraints imposed through incompatible development.

### ***Subtask 3.3 Public/Elected Officials***

The Consultant will assist with relationship maintenance with local, State and Federal public officials representing the participating jurisdictions who will ultimately be responsible for implementing the JLUS recommendations. Consultant may need to brief affected legislative bodies, state officials, economic development boards, and State and Federal elected officials about the purpose and goals of the JLUS planning process.

### ***Subtask 3.4 Public Meetings***

The Consultant will hold public meetings throughout the study to educate the public about the purpose of the JLUS, the JLUS planning process, JLUS recommendations, and to seek input from the public during key phases of the study. Public meetings will be held at key intervals, per the milestones to be established in the Consultant's proposal. It may be necessary to hold separate public meetings for the MCAS Beaufort and MCRD Parris Island projects.

#### ***Project Initiation***

Consultant will hold one meeting with the JLUS Policy Committee (NBIC) at the beginning of the study to explain both JLUS projects and their goals and objectives. Public comments will be sought, including any conflicts with the installation or military operations, and recommendations for analysis.

#### ***Interim Findings and Preliminary Recommendations***

Consultant will present the results of data collection and analysis, information about existing and anticipated future conflicts between community development and military operations, proposed strategies to mitigate and/or eliminate identified conflicts, and other preliminary recommendations. Public comments will again be solicited with emphasis on the implementation strategies.

#### ***Final Recommendations***

Prior to the JLUS Policy Committee and participating jurisdictions taking any formal actions, the Consultant will present the final JLUS report, including recommendations, and an Implementation Plan.

Consultant responsibilities related to the public meetings include:

- Schedule appropriate meeting locations, dates and times, in consultation with the study sponsor and JLUS Policy Committee.
- Public notification of meetings to affected citizens, businesses, elected officials and other interested parties.

- Prepare press releases and media kits that highlight purpose and desired outcomes of the public meetings. Coordinate with study sponsor on press release distribution.
- Arrange for any special accommodations to ensure compliance with the Americans with Disabilities Act and/or non-English speaking participants, as needed.
- Present key study findings, which may include draft reports, maps and other materials, to the public, elected officials, and other interested parties in attendance, and solicit public comments and feedback both during and after the meeting.
- Prepare agendas, handouts, presentations, maps, comment forms and other materials to effectively inform the public about the study and solicit their comments.
- Maintain a record of all public comments received (verbal and written), including a summary or meeting minutes.

#### **Task 4 – Data Collection, Inventory and Mapping**

This task includes the collection of all relevant data from the installation and participating jurisdictions and other entities or sources in order to conduct the analysis phase of the JLUS planning process.

1. Create GIS layers depicting land use plan and/or zoning designations
2. Create GIS layers with non-conforming uses
3. Create GIS layers of proposed development
4. Create GIS layers of proposed capital improvement plan/projects
5. Create GIS layers of sensitive biological and/or cultural resource areas
6. Create GIS layers of agriculture suitability factors
7. Create GIS layers of special resources areas, i.e. aquifer recharge zones, wetlands, wellhead protection zones, etc.
8. Create GIS layers of noise contours for military operations
9. Create GIS layers of military flight operations, i.e. Clear Zone, APZs
10. Create GIS layers of military blast arcs
11. Create GIS layers depicting military operation line of site corridors
12. Create GIS layers of commercial airport flight paths in study area
13. Create GIS layers depicting land mobility corridors and the regional transportation system
14. Compile population forecasts from participating jurisdictions
15. Compile and create GIS layers depicting projected growth trends related to population forecasts
16. Compile and review local, State and Federal regulatory framework for community development
17. Compile and review military documents to map footprint for military operations, and any other pertinent documents.
18. Identify policies and regulations that govern energy production, natural gas storage and oil drilling.
19. Identify policies and regulations that govern siting of on-shore alternative energy projects, transmission lines, natural gas storage and pipelines, and oil drilling
  - Present collected data and mapping to the Technical Committee, JLUS Policy Committee, and public
  - Publish findings on JLUS project website

## **Task 5 – Survey/Interview Key Stakeholders**

1. Interview participating local government staff and elected officials
2. Interview State government staff and elected officials
3. Interview Agency/Institution management
4. Interview Military Department personnel
5. Compile interview results to define opportunities and constraints
  - Present collected data to the Technical Committee, JLUS Policy Committee, and public
  - Publish findings on JLUS project website
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## **Task 5 – Conflict/Compatibility Analysis**

1. Identify areas of current land use conflict, type of conflict and impact
2. Identify areas of future potential conflict, type of conflict and impact
3. Identify areas where land use is compatible, test sustainability, assess risk
4. Identify both land and sea mobility corridor conflicts, type of conflict and impact
5. Identify conflicts relating to potential energy production, natural gas storage and oil drilling
  - Map conflict areas
  - Present data and mapping to the Technical Working Group(s), JLUS Policy Committee, and public to solicit input on resolution of conflicts and impacts
  - Publish findings on JLUS project website

## **Task 6 – Conflict Resolution Strategies**

1. Review and, if necessary, recommend revisions to existing resolution strategies for current conflict areas
2. Develop resolution strategies and timeline for future conflict areas
3. Develop resolution strategies to support compatible land uses
4. Review and, if necessary, recommend revisions to existing tools and techniques to guide compatible development
5. Develop a process at the local level for the County, the City and the Town to work with the State of South Carolina, MCAS Beaufort, MCRD Parris Island, Department of Defense Siting Clearinghouse, and other Federal agencies to support compatibility between development of regional renewable energy resources and military operations, including test and training activities. The Department of Defense Siting Clearinghouse requirements and standards published in Title 32, Code of Federal Regulations, Part 211 shall advise and guide the process to facilitate the early submission of renewable energy project proposals to the Clearinghouse for military mission compatibility review.
6. Review current transportation planning initiatives and, as necessary, develop recommendations on transportation infrastructure resulting from future military mission needs and relate to transportation requirements for future development. Ensure these recommendations are coordinated with appropriate local and/or State transportation organizations responsible for transportation planning and funding.

- Develop a tool box of policies, regulations, ordinances, agreements, etc. to address existing incompatibility issues and guide future compatible development to protect and preserve military readiness and defense capabilities while supporting continued community economic development.
- Jurisdiction/Agency/Institution review of potential solutions
- Present potential solutions to JLUS Policy Committee (NBIC) for review and comment
- Solicit public input to potential solutions

## **Task 6 – Prepare Study Reports**

Separate Study Reports are required for both the MCAS Beaufort and MCRD Parris Island projects.

### **Subtask 6.1 Draft Plan**

1. Compile resolution strategies
2. Develop short-, mid-, and long-term priorities
3. Develop an appropriate implementation strategy for JLUS recommendations. The strategy is anticipated to recommend actions for Federal, state, local, non-governmental agencies. The Consultant will identify appropriate responsible parties, timelines, estimated costs, and appropriate financing mechanisms to implement the recommendations.
4. Develop a monitoring plan and recommend an organizational structure and process that promotes JLUS participants to continue working together on compatibility and viability issues beyond completion of the JLUS project.
5. Develop metrics for measuring plan effectiveness
6. Release Draft Plan for public presentation and comment
7. Compile responses to Draft Plan and update as required

### **Subtask 6.2 Final Plan**

1. Present Final JLUS to JLUS Policy Committee for final approval
2. Present Final JLUS to participating local jurisdiction legislative bodies for formal adoption
3. Deliver completed JLUS document to study sponsor

The Consultant will provide 10 printed copies of the final report to LCOG staff for distribution to the study participants, as well as an electronic copy of the final report for future reproduction and distribution, as needed.

### **Subtask 6.3 Project Overview**

JLUS project deliverables shall include two four-page maximum Project Overviews to post on the OEA website. Project Overview shall include description of military operations, graphic display of study area and military operations footprint, identify community organization structure and participants for both planning and implementation, summary of compatible use issues, and primary JLUS recommendation highlights.

## **Task 7—Transfer of Development Rights (TDR) Project Implementation Assistance**

The work program outlined below is intended to complete the consultants' recommendations contained in the January 2011 "TDR Implementation Plan" in order to expeditiously implement the TDR program.

### **Subtask 7.1 Complete the establishment of an Administrative Mechanism in the Beaufort County Planning Department.**

This work is substantially complete, and the results will be made available to the consultant. Updates and revisions will be required to procedures, policies and documentation including TDR Certificates, conservation easements on the sending-area property once the certificates have been issued and conditional approval of projects.

### **Subtask 7.2 Establish an Information Clearinghouse in the Beaufort County Planning Department.**

### **Subtask 7.3 Implement Outreach Program to Landowners and Others**

A general concept for the outreach strategy, including the development of draft letters to landowners and the preparation of preliminary collateral materials, has been completed. New tasks will include assisting in publicizing the information online through the information clearinghouse, reaching out to small sending-area landowners to help them understand what opportunities exist for them and how they might obtain assistance to participate in the program, working with other government agencies and nonprofits to focus existing heirs' property assistance programs on property owners.

### **Subtask 7.4 Work with County Legal Department to develop procedures and forms.**

Tasks areas will involve the consultant establishing a methodology for property title searches, the establishment of clear title and the issuance of TDR certificates. Also establish a system for registering the TDR easements on the subject properties and for tax information to verify parcel acreage and the number of existing units will be required. Other forms will include a "Letter of Interpretation" and a letter from the mortgage lender.

### **Subtask 7.5 Develop Monitoring System for the ongoing operations of the program.**

A disclaimer statement will appear on the title page of the Joint Land Use Study, or any other OEA-funded deliverable. It will read:

*"This study was prepared under contract with the Lowcountry Council of Governments, South Carolina, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the Lowcountry Council of Governments and does not necessarily reflect the views of the Office of Economic Adjustment."*