

APPLICATION TO  
THE SOUTH CAROLINA STATE  
TRANSPORTATION INFRASTRUCTURE BANK BOARD

*for the Completion of the Bluffton Parkway,  
SC 170, and SC 802 Widening*



**Submitted by:  
Beaufort County  
September 18, 2008**

Prepared by:

**DENNIS**  
CORPORATION



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THE SOUTH CAROLINA STATE  
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**Point of Contact for this Application is:**

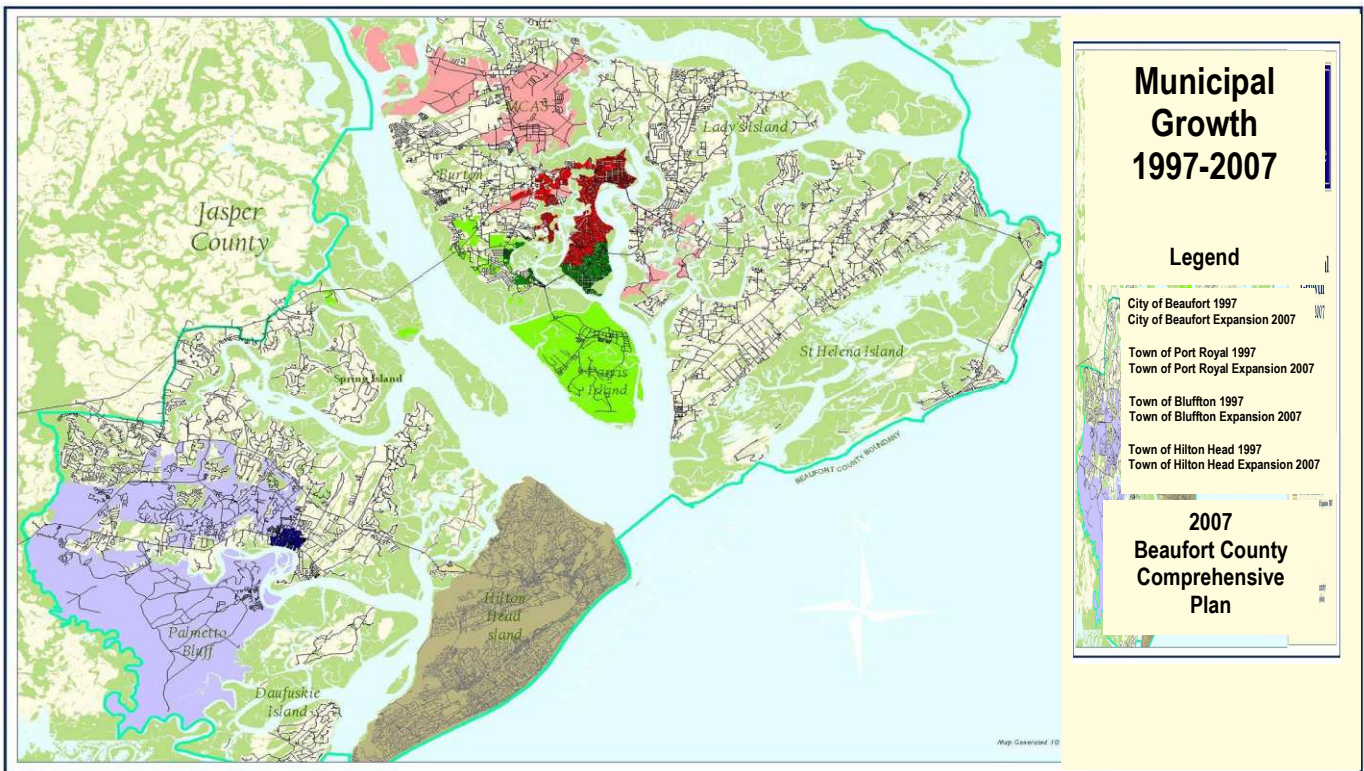
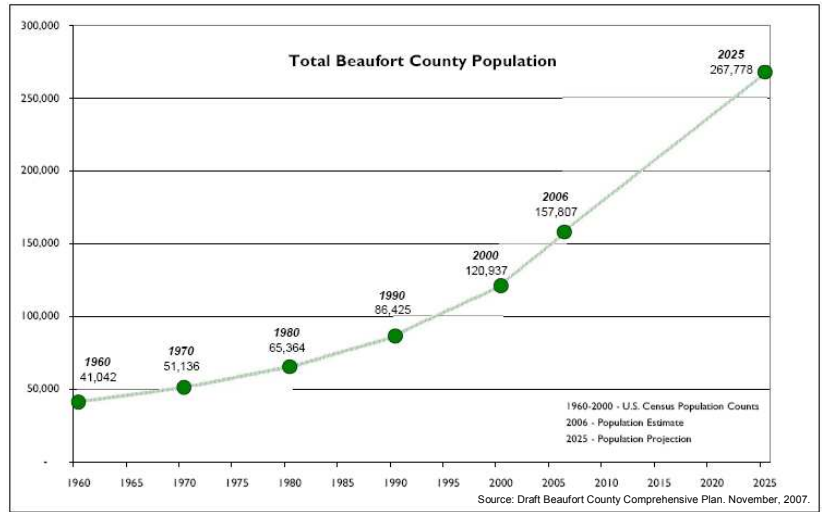
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Beaufort County is located in the southeastern region of South Carolina on the east coast. As of the 2000 census, the population of Beaufort County was 71% urban and 29% rural. It contained the City of Beaufort (population 46,227), Town of Hilton Head Island (34,400), Town of Bluffton (6,136), Town of Port Royal (3,950) Urban Clusters<sup>1</sup>. The City of Bluffton is the fourth largest city in South Carolina by land mass. In 2000, Beaufort County's total population was 120,937. The estimated population in 2004 was 135,725, an increase of 12.23%. In 2005, the population was estimated to have reached 137,849, representing a population increase of 1.6% in one year. In 2006 the estimated population reached 157,807, an increase of 36,870 people in six years. By the year 2025, it is estimated to reach 267,778 at the current rate of growth. This is a substantial population growth rate for a region that encompasses less than a quarter million people<sup>2</sup>.

According to the 2000 Census, Beaufort County was South Carolina's fastest growing county, primarily because of development south of the Broad River. There is also a strong military presence around the City of Beaufort. These figures, paired with the nation's average birth and death rates, illustrate that a very large number of people are moving into Beaufort County at a steady rate and that the current population is growing just as steadily. Beaufort County residents have the highest incomes in South Carolina and the County has the lowest unemployment rate.

Beaufort County will need to expand and develop its transportation system in order to support the growth of the population and the influx of tourists during the spring and summer months. The existing transportation system will not be able to safely and effectively support this growth and increase in traffic for much longer. The rapid increase in population already has caused portions of the Bluffton Parkway, the region's primary east-west route, to fail, with traffic volumes far exceeding capacity between SC 46 and the bridges to Hilton Head Island.

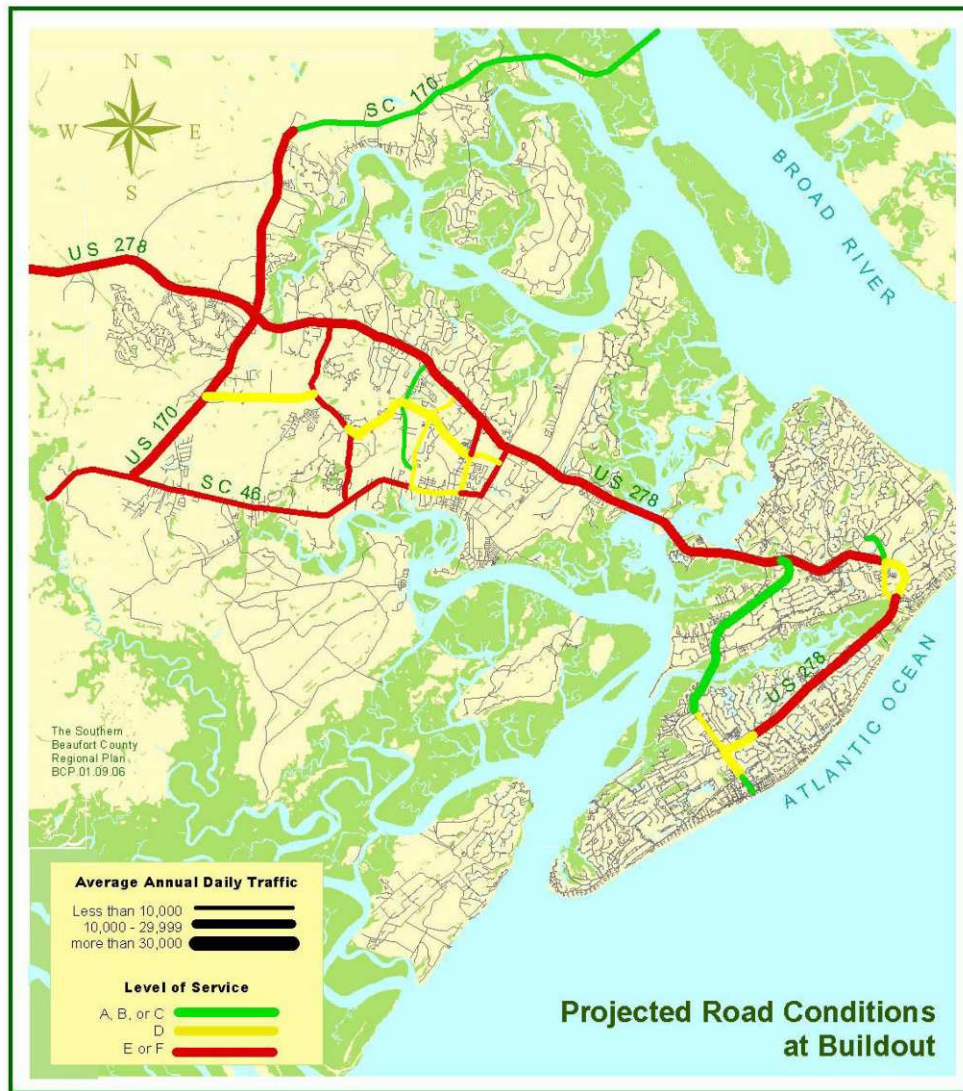


Municipal Growth in Beaufort County

A Steering Committee was appointed by Beaufort County, the City of Beaufort, Port Royal Town Council, the Beaufort County Planning Commission, the Joint Planning Commission and other committees in and around Beaufort County. The Steering Committee met once a month for over a year and comprised a plan that supported the expansion and growth of regional boundaries in and around the Beaufort area.

The information gathered from traffic studies indicates that the massive increase in population around the Lowcountry will put a large strain on the current roadway system. It will effect congestion, which will effect development in turn, effecting economic growth in the area. The draft produced results that the declining quality of life is being caused by new growth and its traffic congestion. As stated in their report, the vehicle traffic congestion of the transportation level of service is what becomes impacted the earliest by rapid growth. For this reason, the projects addressed in this application focus attention on the implications of growth for transportation, the solutions to address the impacts of growth, and the estimated costs of the projects which will provide relief for the county during this period<sup>3</sup>.

### Projected Conditions of the Regional Road Network at Build-out (from the Southern Regional Plan)



This map indicates where future road deficiencies are anticipated on the Regional Road Network at buildout, assuming no additional road improvements are made (based on the population estimates outlined in Chapter 2). Estimates indicate it will cost approximately \$222,000,000 to implement current plans for road capital improvements to address these needs to ensure the system operates at Level of Service "D."

(This map and information is taken from the Southern Beaufort Regional Plan, a portion of which can be found in Appendix 2.)





The scope of work required for these projects has been thoroughly evaluated in efforts to lower the cost of construction. Decreasing the size of the medians was considered to eliminate some of the cost of right-of-way but was later determined unfeasible due to drainage issues.

Substantial transportation improvements need to be made in order to maintain acceptable levels of service and safety as the Beaufort County population and number of visitors increase. Many of the projects in the County have been planned and funded. The Bluffton Parkway widening project is ranked in high importance by SCDOT in the 2007-2012 STIP plan. The Bluffton Parkway would provide much needed relief to this corridor. SC 170 and SC 802 will be State owned roads. The Bluffton Parkway will be owned by Beaufort County. Project priorities are SC 802, Bluffton Parkway, SC 170.

The estimated combined cost of the Bluffton Parkway, SC 170 expansion, and SC 802 widening is \$215,905,547. Beaufort County has a 1% Sales Tax Program which was established in November 2006, intended to raise \$152,000,000 in less than six years. These projects are to receive \$81,314,380 of this or 53% of the funds. No local opposition has been expressed for any of the projects. The public is overwhelmingly in favor of all the projects included in the 1% Sales Tax Program.

Beaufort County formally requests a grant of \$86,362,216 from the South Carolina State Transportation Infrastructure Bank to assist in the completion of these vital roadway and bridge construction projects. This grant would represent 40% of the overall projects' costs. The South Carolina State Transportation Infrastructure Bank has provided financial assistance to Beaufort County in the past. In 2002 SC 170 was widened to four lanes from the intersection at the Career Education Center to the city limits of Beaufort. It was a 12.5 mile roadway project that included new bridges over the Broad River and the Chechesse River. This was a three and a half year project costing \$105 million. SCDOT, the Infrastructure Bank and Beaufort County funded this project.

In addition to the three projects mentioned in this application (the Bluffton Parkway, US 170, and SC 802), Beaufort County is also working to implement a number of other projects as part of their Capital Improvement Plan. Several of these projects are listed below.

<b>Northern Beaufort County Additional C.I.P. Projects</b>		
<b>Project Name</b>	<b>Description</b>	<b>Estimated Cost</b>
US 21/SC 802 Connector	New 4-lane divided roadway on Lady's Island	\$6,500,000
US 21 Business Improvements	Streetscaping & bike/ pedestrian improvements on Lady's Island	\$12,000,000
Transit Service (LRTA)	Commuter service between Northern & Southern Beaufort County	\$10,000,000
Joe Frazier Road Improvements	Adding turn lanes & bike paths	\$5,000,000
Sam's Point Rd./Brickyard/Holly Hall Intersection Improvements	Install traffic signal or roundabout	\$360,000
Western Beaufort Bypass	New controlled access highway	\$50,000,000
US 21 Widening	Widen to 6 lanes from Broad River Blvd. to Clarendon Road	\$40,000,000
Midtown Dr. & Broad River Dr. Connection	New 2-lane roadway connectivity	\$1,000,000
Robert Smalls to Ribaut Rd Connector	New connector roadway across Battery Creek	\$10,000,000
Beaufort-Yemassee Rail Trail	Multi-use trail from Port Royal to Yemassee	\$10,000,000
		<b>\$144,860,000</b>





Southern Beaufort County Additional C.I.P. Projects		
Project Name	Description	Estimated Cost
Burnt Church Road Phase 1 Widening	Widen to 4-lane from US 278 to Bluffton Parkway	\$3,000,000
SC 46 Widening	Widen to 4-lane from US 278 to Bluffton Village	\$8,372,000
Simmonsville Road Widening	Widen to 4-lane from US 278 to Bluffton Parkway	\$8,000,000
Malphrus Road/US 278 & Foreman Hill Rd. Connection	New connection and widening at US 278	\$3,800,000
SC 170 Robert Smalls Parkway	Parallel collector roads from SC 802 to SC 280	\$14,000,000
Old Miller Road Extension	New collector roadway for connectivity in Grande Oaks	\$1,000,000
US 278 Widening, Phase 4	Widen to 6-lane from SC 170 to SC 141	\$16,000,000
US 278A (Bluffton Parkway), Phase 6	New 4-lane connector from SC 170 to I-95	\$40,000,000
Buck Island Road Widening	Widen to 3 lanes from US 278 to Bluffton Parkway	\$8,000,000
Bruin Road Extension	New 2-lane collector road from Burnt Church thru Foreman Hill	\$15,000,000
Burnt Church Road Widening Phase 2	Widen to 4-lane from US 278A (Bluffton Parkway) to Bruin Road	\$5,000,000
US 278 Bridge Widening	New Replacement Bridges with 6 lanes total to Hilton Head Island	\$155,000,000
SC 170/SC 46 Widening	Widen to 4-lane from SC 170 to Jasper County	\$15,000,000
		<b>\$292,172,000</b>

**Facts and Statistics**

**Beaufort County Facts and Statistics (out of 46 South Carolina counties)**

**Population Trends**

	<u>Value</u>	<u>Rank</u>		<u>Value</u>	<u>Rank</u>
Population 1980:	65,364	15	Numeric Change 1980-2000:	55,573	5
Population 1990:	86,425	14	Numeric Change 2000-2007:	26,379	8
Population 2000:	120,937	12	Avg. Ann. Growth Rate 1980-2000:	4.25%	2
Population Estimate 2006:	143,614	11	Avg. Ann. Growth Rate 2000-2007:	3.12%	4
Population Estimate 2007:	147,316	11	Percent Change 2006-2007:	2.51%	6
Persons Per Square Mile 2007:	251.0	7			

**Economic Data**

	<u>Value</u>	<u>Rank</u>		<u>Value</u>	<u>Rank</u>
Jobs 1980:	38,544	11	Personal Income (PI) 2006:	\$5,992,159	8
Jobs 1990:	49,653	11	Avg. Ann. Growth Rate (PI) 1969-2006:	10.1%	3
Jobs 2000:	71,160	7	Per Capita Personal Income 2006:	\$41,724	1
Jobs 2005:	77,430	7	% of U.S. PCPI 2006:	114%	1
Jobs 2006:	78,552	7	Average Wage Per Job 2006:	\$33,257	14
Numeric Change Jobs 2005-2006:	1,122	11	% of U.S. Avg. Wage Per Job 2006:	79%	14
Avg. Annual Growth Rate 1980-2000:	4.23%	4	Unemployment Rate 2007:	4.4%	45
Avg. Annual Growth Rate 2000-2006:	0.26%	18	Avg. Unemployment 1998-2007:	4.0%	45

**Tax Data**

	<u>Value</u>	<u>Rank</u>		<u>Value</u>	<u>Rank</u>
Assessed Property 2005:	\$1,651,283,495	3	Per Capita Assessed Property 2005:	\$13,654	1
County Base Millage Rate 2007:	0.0519	43	Additional Sales Tax (if applicable)		
Value of One Mil 2007:	\$1,586,137	2	Local Option Sales Tax:		
Millage Cap FY09:	5.4%	6	Capital Projects Sales Tax:		
Net Taxable Sales FY06:	\$2,662,718,004	7	School District Sales Tax:		
Admissions Tax Collected FY06:	\$3,624,909	3	Transportation Sales Tax:	1.0%	
Accommodations Tax Collected FY06:	\$5,308,440	3			





<b>Assessed Property 2005:</b>	\$1,651,283,495	3	<b>Per Capita Assessed Property 2005:</b>	\$13,654	1
<b>County Base Millage Rate 2007:</b>	0.0519	43	<b>Additional Sales Tax (if applicable)</b>		
<b>Value of One Mil 2007:</b>	\$1,586,137	2	<b>Local Option Sales Tax:</b>		
<b>Millage Cap FY09:</b>	5.4%	6	<b>Capital Projects Sales Tax:</b>		
<b>Net Taxable Sales FY06:</b>	\$2,662,718,004	7	<b>School District Sales Tax:</b>		
<b>Admissions Tax Collected FY06:</b>	\$3,624,909	3	<b>Transportation Sales Tax:</b>	1.0%	
<b>Accommodations Tax Collected FY06:</b>	\$5,308,440	3			

Important Facts on Beaufort County taken from South Carolina Association of Counties 2008 County Profiles Document.

**Important Facts on the Economic Growth of Beaufort County**

- Beaufort County has the highest per capita income of all South Carolina Counties.
- Average yearly population growth (2000-07): Beaufort ranked 4<sup>th</sup> with 3.1 percent.
- Beaufort County is the fastest growing county in South Carolina.
- Average income: Beaufort ranked 1<sup>st</sup> with \$41,724.
- Average assessed property value: Beaufort ranked 1<sup>st</sup> with \$13,654.
- Unemployment rate: Beaufort ranked 2<sup>nd</sup> with 4.4 percent. The state average is 5.9 percent from 2007 survey.
- Beaufort County ranked third for accommodations tax collection in 2006 with \$5.3 Million.
- Full-time county employees per 1,000 residents (2007): Beaufort ranked 10<sup>th</sup> with 7.44.

*Beaufort County, known for its tourism industry, generated more money from accommodations tax dollars -- a 2% tax on overnight lodging used to pay for tourism expenses -- than all but two counties. (Information taken from Island Packet article dated July 23, 2008 by Michael Welles Shapiro and South Carolina Business Journal Article by Libby Barnes.)*

**Important Facts on the Economic Contribution of Tourism in South Carolina**

- Statewide, travel and tourism generates \$16.7 billion a year in total economic demand.
- Over 10% of employment in the state is generated by travel and tourism.
- State and Local Government Return on Investment (ROI): Over \$1.1 billion in state and local tax revenues are generated by travel and tourism.
- About 30 million visitors come to South Carolina each year, including over 700,000 Canadians and about 150,000 overseas visitors.
- Domestic visitors spent \$9.1 billion in SC in 2006, a 6.9% increase over 2005 following several years of healthy increases.
- Twelve counties received over \$100 million in domestic travel expenditures in 2006: Horry (\$2,880 mil.), Charleston (\$1,460 mil.), Beaufort (\$960 mil.), Greenville (\$830 mil.), Richland (\$440 mil.), Lexington (\$420 mil.), Spartanburg (\$290 mil.), Georgetown (\$250 mil.), Florence (\$220 mil.), York (\$150 mil.), Anderson (\$130 mil.) and Orangeburg (\$100 mil.).
- Thirteen counties have over 1,000 direct tourism jobs from domestic travel in 2006: Horry (37,900), Charleston (19,700), Beaufort (12,800), Greenville (9,400), Richland (5,900), Lexington (3,300), Georgetown (3,100), Florence (2,400), Spartanburg (2,300), York (1,900), Anderson (1,300), Orangeburg (1,300) and Colleton (1,000).
- Hospitality & Leisure employment is outperforming other sectors with 3.6% growth versus 0.5% growth for private sector employment overall in December 2007<sup>4</sup>.
- Gross Sales are up 4.4% in the combined tourism-related sectors of Accommodations, Food Services, Arts/Entertainment/Recreation and Auto Rentals.
- Accommodations Tax collections are up 7.6%. Hotel room demand is up 1.2%, and hotel room revenue is up 7.8%. Recovery in room demand and continued room rate increases are keeping hotel revenues and taxes strong.
- Admissions Tax collections on ticketed events and recreational activities are up 2.9% compared to the same period in 2006. Golf generates over 40% of state admissions tax collections.
- Air passenger deplanements are up 10.6%, which translates into 3.4 million air travelers in 2007. The increase reflects double-digit growth at coastal airports with recently added air services: Charleston (Air Tran), Hilton Head (Delta) and Myrtle Beach (Spirit).





**Important Facts on Military Presence in Beaufort County**

- The military's presence in Beaufort supports a total of \$717.5 million in sales at local businesses. This spending provides for 17,500 jobs and \$614.6 million in personal income each year.
- A total of \$7.3 billion in sales accrues annually to South Carolina businesses because of the military's overall presence in the state. Of this total, \$5.9 billion is due to military base operations, \$1.3 billion is due to the in-state spending of military retirees, and just under \$100 million is due to military-related visitors.
- Across South Carolina, a total of nearly 142,000 jobs are directly or indirectly supported by the presence of the military. This job total represents nearly 8% of total employment in South Carolina. Of this job total, about 54,000 are jobs located directly at military bases; the remainder are spread across virtually every sector of the state's economy.
- The military's presence supports about \$5.1 billion annually in personal income for South Carolinians. Again, this income flows throughout the economy, not just to those directly employed at the military installations.
- \$22,422,939.00 is dedicated to constructing military facilities to support the South Carolina Army National Guard across the state. This is a significant financial contribution to the state where guard members work and live.
- The MCAS is under review potentially to be one of the first military bases in the United States to host the Joint Strike Fighter program, bringing with it a multi-billion dollar industry.

**Important Facts on Potential Hurricane Impacts to Beaufort County**

- There are 239 evacuation locations across the state identified for this hurricane season, none of which are located in Beaufort County.
- For a category II storm, all of Beaufort County is issued a mandatory evacuation.
- It takes the average resident 13-18 hours to reach I-95 once a 24-hour mandatory evacuation notice has been given prior to a storm hitting the South Carolina coast line.
- In the event of a category 4 hurricane all of Hilton Head Island, Parris Island, Port Royal, Shell Point, Beaufort, Burton and Laurel Bay would be under water due to the 13-18 foot storm surge.
- Over 50% of Hilton Head Island could be flooded in a category 2 storm.
- The last storm to do major damage to Beaufort County was 49 years ago. Statistically Beaufort County is due for another devastating storm this season.

**Summary of  
Military Impacts in  
South Carolina**

<b>BASE OPERATIONS</b>			
Fort Jackson, McEntire, Shaw, MCAS, MCRD, Beaufort NH, CAFB, CNWS			
	<i>Direct Impacts</i>	<i>Multiplier Impacts</i>	<i>Total Impacts</i>
Business Sales	\$2,813,464,910	\$3,127,132,666	\$5,940,597,576
Employment	54,110	70,808	124,918
Labor Income	\$1,741,500,000	\$2,057,700,091	\$3,799,200,091
<b>VISITORS</b>			
Military Visitors to Beaufort, Charleston, Midlands			
	<i>Total Impacts</i>		
Business Sales	\$67,652,269		
Employment	1,234		
Labor Income	\$25,785,274		
<b>RETIREE SPENDING</b>			
	<i>Total Impacts</i>		<i>Retiree Income</i>
Business Sales	\$1,323,705,774		
Employment	15,782		
Labor Income	\$440,094,889		\$860,800,000



**Summary of  
Military Impacts in  
the Lowcountry**

<b>OVERALL MILITARY IMPACT ON THE LOWCOUNTRY</b> (Includes base operations at MCAs, MCRD, MCRD visitors, visitors, and area military retirees)			
	<i>Total Impacts</i>		
Business Sales	\$717,519,053		
Employment	17,539		
Labor Income	\$614,571,700		

<b>BASE OPERATIONS</b>			
<b>Marine Corps Air Station</b>			
	<i>Direct Impacts</i>	<i>Multiplier Impacts</i>	<i>Total Impacts</i>
Business Sales	\$172,591,529	\$118,040,690	\$290,641,219
Employment	5,125	3,470	8,595
Labor Income	\$142,500,000	\$98,915,978	\$241,415,978
<b>Marine Corps Recruit Depot</b>			
	<i>Direct Impacts</i>	<i>Multiplier Impacts</i>	<i>Total Impacts</i>
Business Sales	\$150,117,662	\$100,405,621	\$250,523,283
Employment	2,705	2,992	5,697
Labor Income	\$134,900,000	\$84,669,348	\$219,569,348
<b>Naval Hospital</b>			
	<i>Direct Impacts</i>	<i>Multiplier Impacts</i>	<i>Total Impacts</i>
Business Sales	\$53,992,691	\$36,062,894	\$90,055,585
Employment	1,120	1,025	2,145
Labor Income	\$33,500,000	\$30,802,580	\$64,302,580
<b>VISITORS</b>			
<b>Marine Corps Recruit Depot</b>			
	<i>Total Impacts</i>		
Business Sales	\$10,963,274		
Employment	199		
Labor Income	\$4,337,917		
<b>RETIREE SPENDING</b>			
	<i>Total Impacts</i>		<i>Retiree Income</i>
Business Sales	\$75,335,692		
Employment	903		
Labor Income	\$24,945,877		\$60,000,000
<b>OVERALL MILITARY IMPACT ON THE LOWCOUNTRY</b> (Includes base operations at MCAs, MCRD, MCRD visitors, visitors, and area military retirees)			
	<i>Total Impacts</i>		
Business Sales	\$717,519,053		
Employment	17,539		
Labor Income	\$614,571,700		

All dollar figures are in 2003 dollars. For base operations impacts, the direct impacts include: base expenditures in the local economy, the spending of personnel payroll in the local economy, and military and civilian employment directly at the base. MCRD visitor impacts are based on an estimate of \$6.5 million in visitor spending annually. The \$10.96 million impact of visitor spending includes the \$6.5 million in direct spending and the multiplier effects of this direct expenditure. The retiree spending impacts are based on the local expenditures of retirees living in the 299 3-digit zip code area.





**Annual Sales at Local Businesses due to Overall Military Presence, Beaufort Area (Includes Effects of MCAS, MCRD and NH Operations, MCRD Visitors, and Area Retirees)**

	Industry	Annual Sales
1.	Real Estate	\$48,500,414
2.	Other Business Services	\$40,871,040
3.	Maintenance and Repair—Other Facilities	\$40,660,375
4.	Eating and Drinking	\$32,172,801
5.	Doctors and Dentists	\$28,252,581
6.	Wholesale Trade	\$22,708,249
7.	Maintenance and Repair- Residential	\$21,661,402
8.	Banking	\$19,816,645
9.	Communications - Except Radio and TV	\$19,208,343
10.	Miscellaneous Retail	\$16,605,450
11.	Automotive Dealers and Service Stations	\$15,605,586
12.	State and Local Electric Utilities	\$14,506,476
13.	Management and Consulting Services	\$14,365,217
14.	Services to Buildings	\$13,369,724
15.	Insurance Carriers	\$12,543,899
16.	Hotels and Lodging Places	\$12,502,045
17.	Hospitals	\$12,465,642
18.	Food Stores	\$12,320,568
19.	Cyclic Crudes- Interm. & Indus. Organic Chem.	\$11,461,192
20.	Electric Services	\$11,289,958
21.	State/Local Gov't Non-education	\$10,471,479
22.	Other State and Local Gov't Enterprises	\$ 9,926,121
23.	Motor Freight Transport and Warehousing	\$ 9,125,284
24.	General Merchandise Stores	\$ 8,645,025
25.	Legal Services	\$ 8,239,250
26.	Engineering- Architectural Services	\$ 7,255,072
27.	Credit Agencies	\$ 6,361,721
28.	Automobile Repair and Services	\$ 6,289,779
29.	Amusement and Recreation Services	\$ 5,993,378
30.	Other Medical and Health Services	\$ 5,571,019
31.	Apparel and Accessory Stores	\$ 5,484,010
32.	State/Local Gov't Non-education	\$ 5,458,509
33.	Transportation Equipment- N.E.C.	\$ 5,147,216
34.	Furniture and Home Furnishings Stores	\$ 5,078,843
35.	Apparel Made from Purchased Materials	\$ 4,917,458
36.	Security and Commodity Brokers	\$ 4,743,782
37.	Building Materials and Gardening	\$ 4,561,756
38.	Commercial Printing	\$ 4,435,742
39.	Miscellaneous Plastics Products	\$ 4,128,940
40.	Insurance Agents and Brokers	\$ 4,022,197
The sales figures represent total sales, including the direct and multiplier-generated sales. These industries are the 40 most affected out of a total of more than 250 affected industries.		

Information taken from Moore School of Business article "The Economic Impact of South Carolina's Military Bases" by Donald L. Schunk.



Please note that all comments and corrections provided by the SCDOT on August 13, 2008 have been incorporated and verified by the SCDOT on September 4, 2008. Below is the verification letter.



South Carolina  
Department of Transportation

September 4, 2008

Mr. Dan Dennis, P.E.  
President  
Dennis Corporation  
5000 Thurmond Mall, Suite 114  
Columbia, South Carolina 29201

RE: South Carolina Transportation Infrastructure Bank Application

Dear Mr. Dennis:

After a brief review of a final draft of Beaufort County's grant application to the South Carolina Infrastructure Bank Board (STIB), it appears that the South Carolina Department of Transportation's (SCDOT) comments listed in an August 13, 2008, letter to Beaufort County Administrator Kubic have been addressed.

Thank you for the opportunity to participate in this process. Please do not hesitate to call Program Manager John Boylston at 803-737-1527, should you have further questions or comment.

Sincerely,

John V. Walsh  
Chief Engineer for Planning, Location, and Design

JVW:svg  
cc: Tony L. Chapman, Deputy Secretary for Engineering  
File: PC/JDB

CTS 29292



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The projects included in this application are the Bluffton Parkway, SC 170 (Okatie Highway) Widening and SC 802 Widening.

## Bluffton Parkway

Estimated Project Cost is \$130,910,064 for Bluffton Parkway.

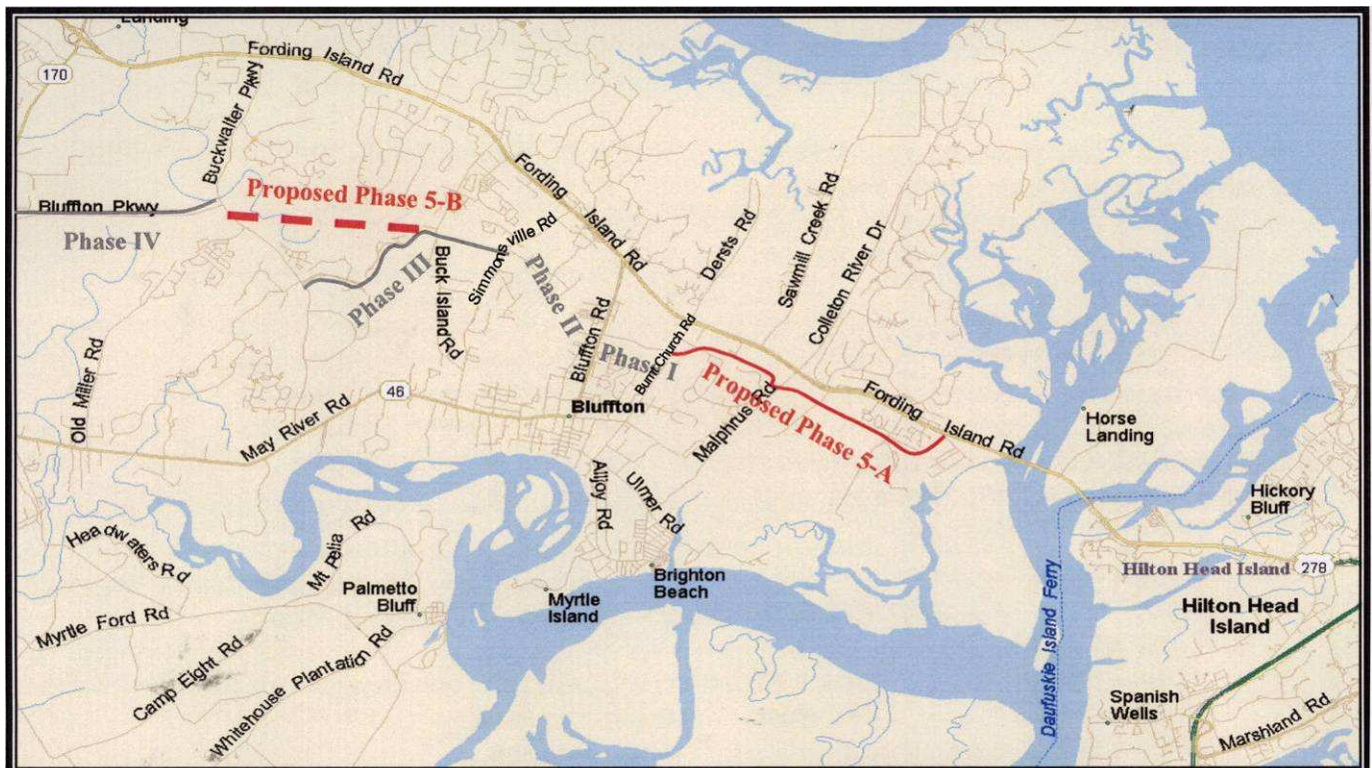
### Project Scope

**Phases 1-4:** Four Phases of the Bluffton Parkway already have been funded and completed. These phases helped to establish the Bluffton Parkway from SC 170 to Burnt Church Road. Bluffton Parkway is a 4-lane divided highway with a raised landscaped median. The completed segments include 8-foot pathways, 1.2 miles of the Buckwalter Parkway and 5 signalized intersections at SC 170, Buckwalter Parkway (2 intersections), Buck Island Road and Simmonsville Road.

**Phase 5A and 5B:** These phases consist of new road construction from Buckwalter Parkway to Mackay's Creek. Phase 5A will extend the parkway from Burnt Church Road to the Bluffton Parkway near the bridges to Hilton Head Island. Phase 5B will straighten the parkway's path between Buck Island Road and Buckwalter Parkway. These phases include three miles of 4-lane divided roadway. These phases will make the Bluffton Parkway a continuous roadway from US 278 near the Hilton Head Island bridges to SC 170. It is estimated that, when completed, this road will reduce traffic on US 278 in the greater Bluffton area by as much as 30%. Beaufort County proposes to construct Phases 5A and 5B of the Bluffton Parkway on new alignment. The proposed roadways would include four 12-foot travel lanes, a variable raised landscaped median, curb and gutter, 8-foot multi-use paths along each side of the roadway, and a posted speed limit of 45 miles per hour. A more detailed description of the proposed roadways is included later in this section.

### Project Intent

**Phases 1-4:** The completed segments of the Bluffton Parkway have been constructed as a key component to the transportation network in southern Beaufort County. Long range transportation modeling utilized in 2000 identified the Parkway as an important corridor to serve the growth of southern Beaufort County, allow traffic to bypass the old town area of Bluffton, and ensure the viability



Project location of Bluffton Parkway 5A and 5B.



of the Bluffton Parkway to move through-traffic heading to and from Hilton Head Island. Without the Parkway, the east-west flow of traffic would be forced to utilize either US 278 or the scenic May River Road. The Bluffton Parkway will serve as a significant alternate route for motorists and permit safe access for bicycles and pedestrians to further relieve congestion. The Parkway is anticipated to carry 28,000 to 30,000 cars per day in year 2025 with a capacity for 32,000 to 34,000 cars per day. The traffic volume anticipated to use the Bluffton Parkway instead of US 278 is representative of approximately 25-30% of the projected demand for east-west travel.

**Phase 5A and 5B:** Beaufort County has identified the need to construct Phases 5A and 5B of the Bluffton Parkway to improve the transportation facilities through southern Beaufort County. The purpose of Phase 5A is to relieve traffic congestion along the Bluffton Parkway, specifically between the intersection of Burnt Church Road and the bridges to Hilton Head Island, and to accommodate the projected traffic volumes along area roadways. Phase 5B would provide an alternate route for local traffic by offering improved connections within existing Bluffton Parkway, resulting in a more continuous limited-access roadway. The need for an alternate east-west route (i.e. Bluffton Parkway) between SC 170 and US 278 was first identified in Beaufort County's 1997 Comprehensive Plan. The need for Phase 5A and 5B is based largely on the existing and projected traffic volumes of area roadways, primarily US 278, and the limited improvements along existing facilities.

## □ Project Specifics

**Phases 1-4:** The four phases of the Bluffton Parkway were originally constructed as 3 separate segments over a period of time from April 2001 to June 2007. Total roadway constructed length is approximately 8 miles. Total pathway construction length is approximately 16.8 miles. The following are some facts by the segments/phase designations.

**Phase 1-SC 46 to Burnt Church Road** Construction Time: April 2001 – July 2002. Total Length: Approx .70 mile roadway and 1.6 miles pathway. Contractor: Oaks Construction Company. Design Engineer: Andrews & Burgess. Funding Source: Tax Increment Finance District & Impact Fees.

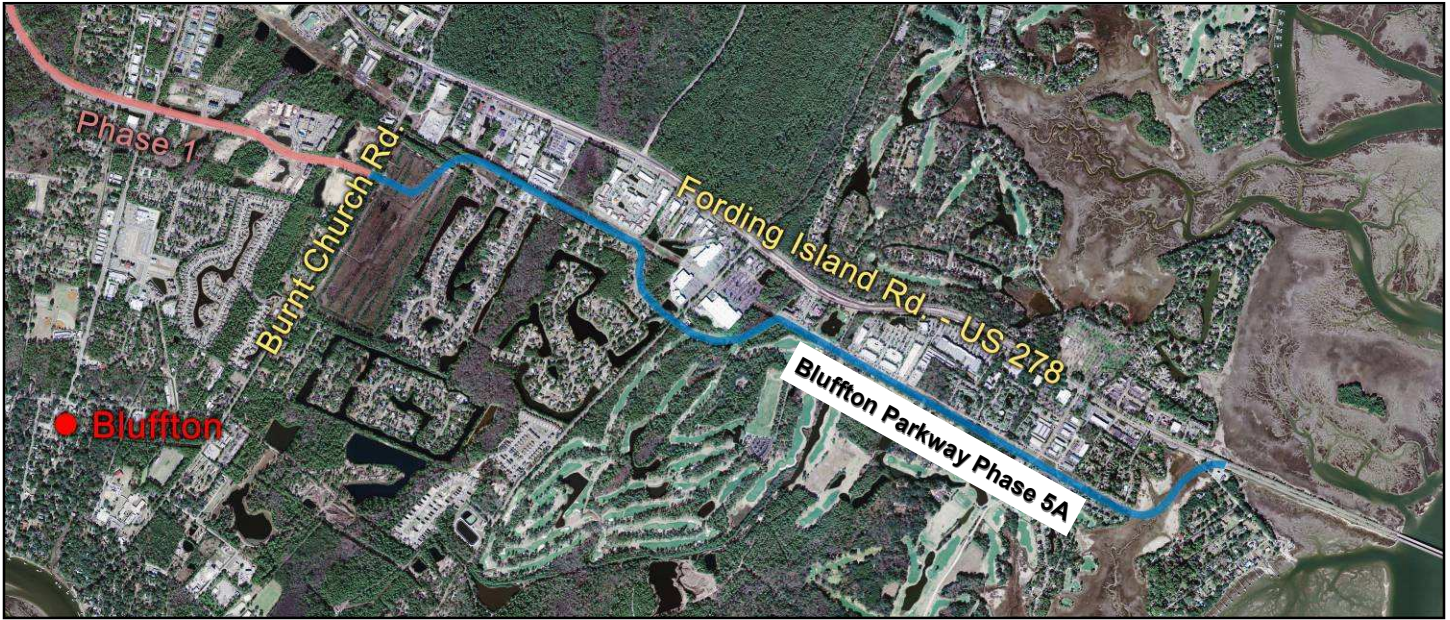
**Phase 2-Simmons ville Road to SC 46 (Bluffton Road)** Construction Time: December 2001 – May 2004. Total Length: Approximately 1.3 miles roadway and 3.2 miles pathway. Contractor: Malphrus Construction Company. Design Engineer: Thomas & Hutton Engineering Company. Funding Source: Impact Fees.

**Phase 3 & 4-SC 170 to Simmons ville Road** Construction Time: December 2005 – June 2007. Total length: 5.85 miles of roadway, and 11.7 miles of pathways. The base contract work for the Bluffton Parkway Phases 3 and 4 was constructed as 3 separate segments over a period of time from January 2006 through May 2007.

- **Phase 3 A/B-Simmons ville Road to Buckwalter Parkway** 2.15 miles of four-lane roadway and 4.3 miles of pathways with signalized intersection at Simmons ville Road and Buck Island Road.
- **Phase 3C-Widening of Buckwalter Parkway Overlap (Hampton Hall to the Townes at Buckwalter)** 1.2 miles of four-lane roadway and 2.4 miles of pathways with a signalized intersection at Buckwalter Parkway (Hampton Hall).
- **Phase 4-Buckwalter Parkway to SC 170** 2.5 miles of four-lane roadway and 5.0 miles of pathways with signalized intersections at Buckwalter Parkway (The Townes) and SC 170.

Total Construction for these phases of Bluffton Parkway include 5.85 miles of four lane roadway, design engineering, five signalized intersections and approximately 11.7 miles of multi-use paved pathways.

**Phase 5A:** This project includes three miles of 4-lane divided road and 8-foot multi-use pathways. At present, Bluffton Parkway extends westward from Burnt Church Road to Buckwalter Parkway, then shares a portion of Buckwalter Parkway. A westward extension of Bluffton Parkway to SC 170 is under construction. Phase 5A would bring the Parkway eastward from Burnt Church Road to US 278 near the bridges. The new segments are to be controlled-access roadways with two lanes of travel in each direction, turn lanes, and adjacent multi-use pathways.



**Bluffton Parkway Phase 5A Project Location**

The preferred alignment begins at the intersection of Phase I and Burnt Church Road, just south of US 278. The roadway would continue approximately 3,000 feet east and north from this intersection in order to utilize the existing overhead utility corridor. The roadway would then continue eastward approximately 3,000 feet and would be located completely within the existing utility easement in an effort to minimize impacts to commercial and residential developments. The alignment would shift around an existing commercial retail store and intersect with Malphrus Road approximately 670 feet south of the utility easement. The alignment shifts back to the utility easement and would continue along the south of the easement for approximately 1,500 feet. The roadway would shift back along the center of the easement west Buckingham Plantation Drive and would continue along the center until intersecting with open marsh. East of Buckingham Plantation Drive, the roadway would be reduced from 2-lanes in each direction to 1-lane in each direction. This cross section would be used on the bridge section to reduce structure costs. Phase 5A would be fully access controlled, allowing for a comparable level of service with the rest of the Parkway, while reducing physical impacts. The bridge would include a 'fly-over' bridge over US 278/Fording Island Road Extension, with 1-lane ramps tying in to US 278 approximately 2,000 feet west of the bridges to Hilton Head Island.

**Phase 5B:** Phase 5B extends from Buckwalter Parkway to Buck Island Road and consists of 2.5 miles of 4-lane divided roadway with 8-foot multi-use pathways. The purpose of Phase 5B is to provide a limited controlled access roadway that improves the existing deficient transportation facilities that are associated with Bluffton Parkway Phase III, the one mile combined segment of the Bluffton/Buckwalter Parkway, and Bluffton Parkway Phase IV. In addition, Phase 5B would provide a more continuous "through movement" for traffic using the other phases of the Bluffton Parkway, and relieve traffic along the already burdened roadways in southern Beaufort County (i.e. SC 46, US 278). Specifically, the existing intersections of Phase III and Buckwalter Parkway, and Phase IV and Buckwalter Parkway include left turning movements which reduce the efficiency and capacity of the facility due to delay time. In addition, the 1-mile combined segment of Bluffton/Buckwalter Parkway combines two major arterial roadways that result in traffic volumes that exceed its capacity. The need for Phase 5B is based on existing and projected below a standard traffic volumes which will lead to further congestion and safety concerns.

The preferred alignment would begin along Phase IV of the Parkway, just west of Buckwalter Parkway. Approximately 3,100 feet of Phase IV would be relocated to avoid impacts to the Townes at Buckwalter and to provide a four-way intersection at Buckwalter Parkway. This intersection would be controlled by a signal and left turn lanes would be provided along each leg. The roadway would continue east of Buckwalter Parkway and north towards the utility corridor. The roadway would parallel the south (right) side of the utility corridor for approximately 5,500 feet to avoid impacts to





**Bluffton Parkway Phase 5B Project Location**

Woodbridge, while impacting approximately 6.4 acres of wetlands. The roadway would then cross the utility corridor and parallel the left side for approximately 3,000 feet while avoiding Pinecrest and impacting 3.2 acres of wetlands. The roadway would then cross through the utility corridor to avoid Rose Hill, and continue through the Old Carolina Golf Club impacting approximately 8.7 acres before intersecting with Phase III, approximately 400 feet west of Buck Island Road.

## ❑ Project Status

**Phases 1-4:** These four phases have been funded and construction is complete. Beaufort County is currently working on design of Phases 5A and 5B.

**Phase 5A:** Environmental Document Approved by FHWA on February 22, 2008; Detailed Roadway Engineering Design by Florence & Hutcheson began in March, 2008.

- Public Hearing Comments Have Been Addressed
- Santee-Cooper Working on Design to Relocate Transmission Line Tower Relocations at Various



Phases 1 - 5 of Bluffton Parkway are pictured above.



Areas in Phase 5A Segment

- Finding of No Significant Impact (FONSI) Received from FHWA for Phase 5B
- Phase 5A FONSI Request Has Been Submitted

**Phase 5B:** Environmental Document Approved by FHWA on February 22, 2008; Detailed Roadway Engineering Design by Florence & Hutcheson began in March, 2008.

- Santee-Cooper Working on Design to Relocate Transmission Line Tower Relocations at Various Areas in Phase 5B Segment
- Public Hearing Comments Have Been Addressed
- Finding of No Significant Impact (FONSI) Received from FHWA for Phase 5B
- Phase 5B FONSI Request Has Been Submitted

## SC 170 (Okatie Highway)

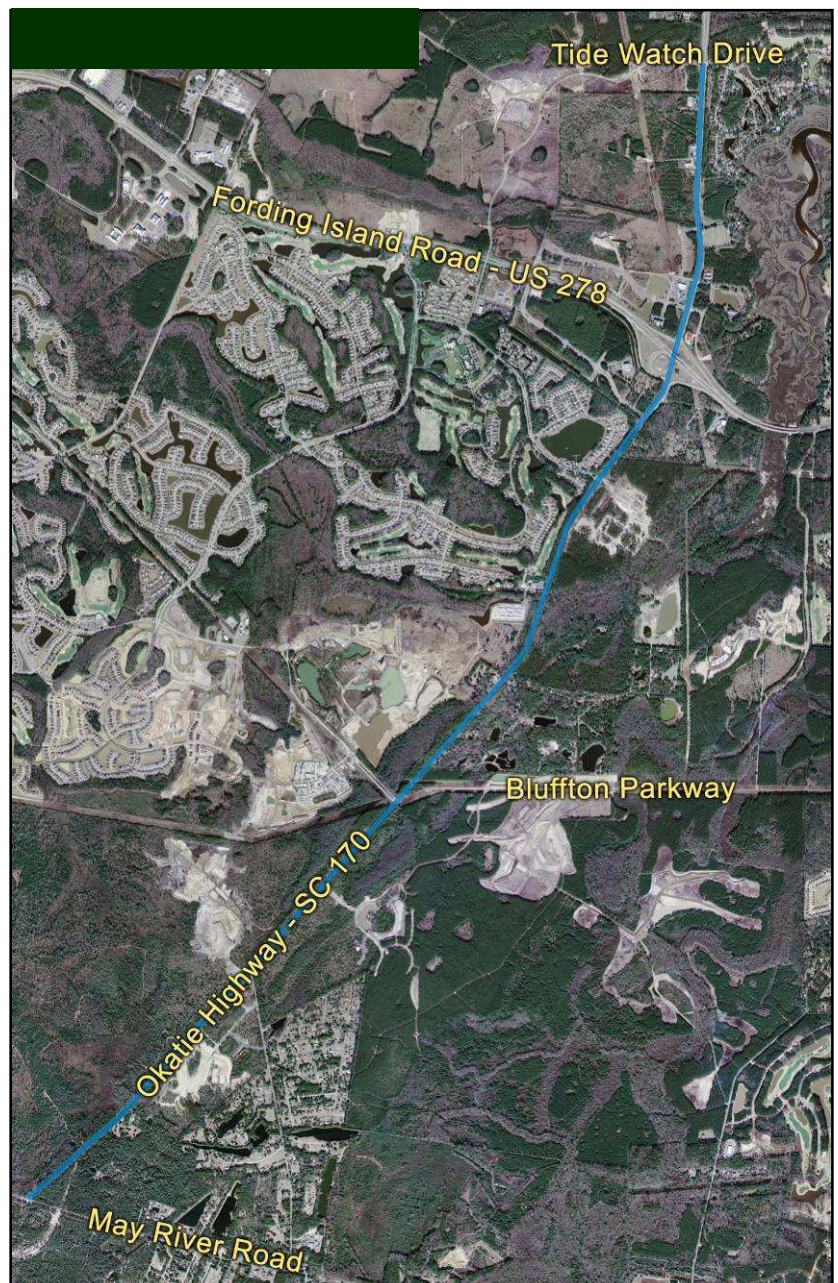
**Estimated Project Cost is \$32,183,780 for SC 170.**

### Project Scope:

This project will widen SC 170 from its intersection with SC 46 (currently a roundabout built by a private developer) to the existing traffic signal at Tide Watch Drive, about one mile north of US 278. This involves widening the road to a four-lane divided highway with turn lanes south of US 278 and to a six-lane divided roadway north of US 278. This is needed to accommodate traffic demands within the corridor. The project includes installation of additional traffic signals as warranted. The divided highway addresses current safety concerns and includes separated multi-use pathways for cyclists and pedestrians. The project cost is approximately \$33,000,000.

### Project Intent

The intent of this project is to accommodate traffic demands within the corridor. The divided highway addresses current safety concerns and the project includes a separated multi-use pathway for cyclists and pedestrians. Conserving trees in the median is a primary concern during the construction of this project.







**Concept Rendering for SC 170: Improvements include multi-use pathways.**

## □ Project Specifics:

This project includes six miles of 4-lane and 6-lane divided roadway including a 10 foot multi-use or pedestrian pathway, six foot paved shoulders, and a context-sensitive design based on existing trees. This project widens SC 170 from its intersection with SC 46 (currently a roundabout built by a private developer) to the existing traffic signal at Tide Watch Drive, about one mile north of US 278. This involves widening the road to a 4-lane divided roadway with turn lanes south of US 278 and to a 6-lane divided roadway north of US 278. This project may be divided into three phases to allow some portions to begin construction sooner. Tentatively, this will include: 1) the Bluffton Parkway to SC 46, 2) US 278 to Bluffton Parkway, and 3) Tide Watch Drive to US 278.

## □ Project Status

- A public meeting has been held and concept design approved by SCDOT. Project is currently in preliminary design.

## SC 802 Widening

**Estimated Project Cost is \$52,811,702 for SC 802.**

## □ Project Scope

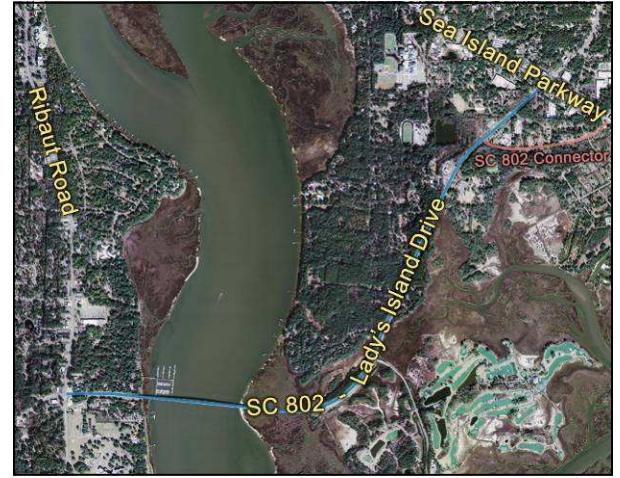
This project consists of making improvements to SC 802 at two different sections with a combined cost of approximately \$53,000,000.

**SC 802/US 21:** This project consists of widening SC 802 (Lady's Island Drive) from Ribaut Road to Sea Island





SC 802 (Savannah Highway) Project Location



SC 802 / US 21 Project Location

Parkway.

**SC 802 (Savannah Highway):** This project includes the widening of SC 802 (Savannah Highway) from SC 170 to SC 280 (Parris Island Gateway).

## Project Intent

**SC 802/US 21:** The intent of this project is to widen SC 802 (Lady's Island Drive) from US 21 to Ribaut Road, including the design of a new bridge over the Beaufort River. This bridge will act as a sister bridge to the existing McTeer bridge. This project will improve capacity on the strained 2-lane roadway that serves as a bypass route around Beaufort for large numbers of motorists on US 21.

**SC 802 (Savannah Highway):** This project will widen the deteriorating 2-lane portion of SC 802 (Savannah Highway) from SC 170 to SC 280 (Parris Island Gateway) to four lanes and improve several problem intersections along the corridor.

## Project Specifics

**SC 802/US 21:** This project includes 2.8 miles of 5-lane roadway with a new bridge, sidewalks, pathways and bike lanes. This project includes the widening of Lady's Island Drive from Ribaut Road to Sea Island Parkway on Lady's Island. It also includes construction of a second 2-lane bridge adjacent to the existing bridge in order to provide extra travel lanes in each direction and accommodate for bicycle and



Rendering for new bridge on SC 802.

SC 802/US 21 includes the construction of a second 2-lane bridge adjacent to the existing bridge to accommodate 2 lanes in each direction.



pedestrian traffic.

**SC 802 (Savannah Highway):** This project includes 2.1 miles of 5-lane roadway, planted median, sidewalks and bike lanes.

## ❑ Project Status

- Title Research Being Performed
- Environmental FONSI (Finding of No Significant Impact) Received from FHWA on June 12, 2008
- Public Hearing held on May 20, 2008

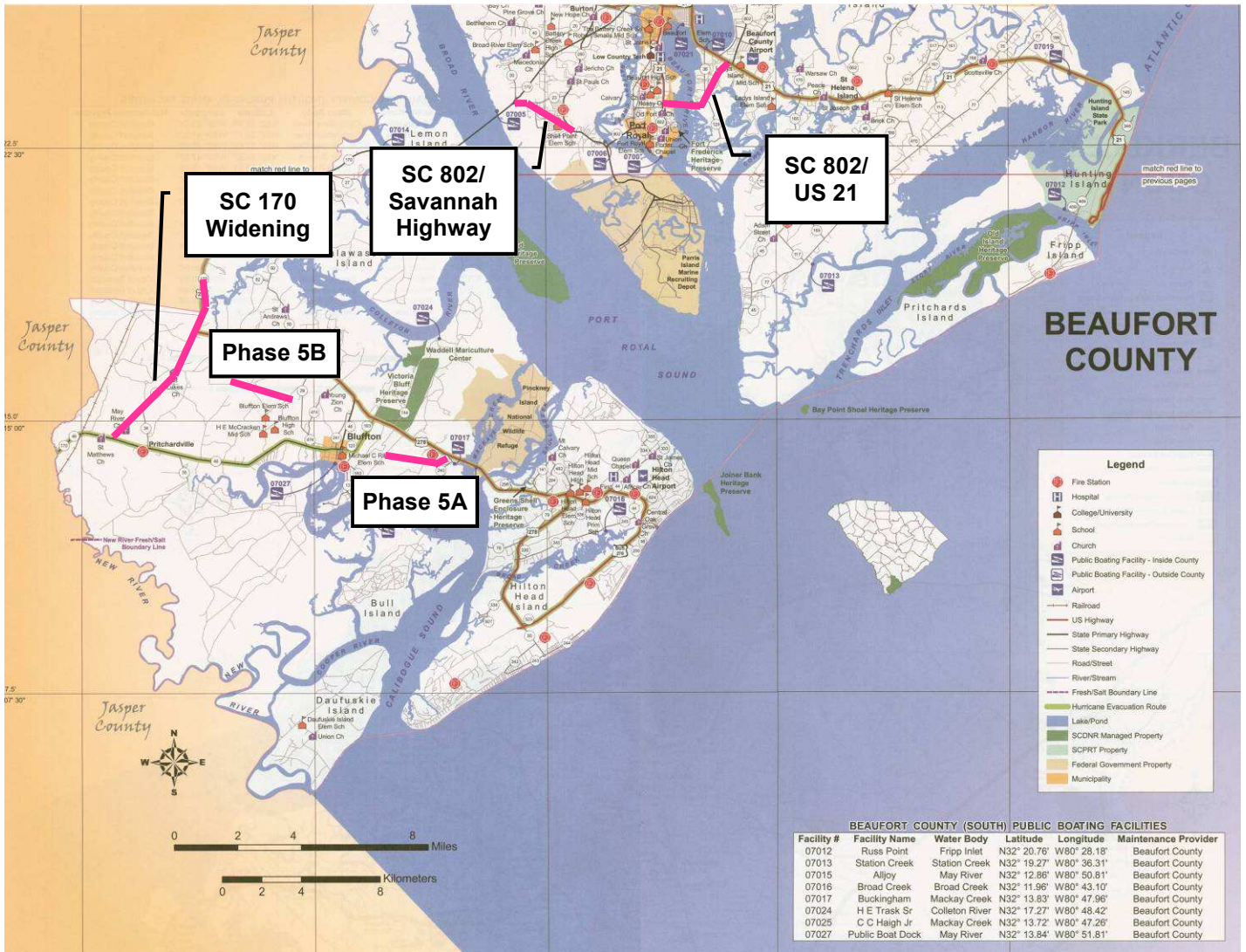


SC 802 - Before



3D Rendering of SC 802 after Construction

## Project Locations within Beaufort County





## Overview

Beaufort County has traditionally been known for its historical architecture, plantation homes, historic forts, fine seafood, famed landmarks, recreational amenities, residential communities, and temperate climate. Beaufort is one of only three National Historic Landmark Districts in South Carolina. In addition to the historical and natural attractions in Beaufort, it is also home to several major military installations. Beaufort County is home to the Marine Corps Air Station and recruiting depot, the Naval Hospital and one of the Marine Corps' largest training facilities located at Parris Island. All of these are vital to the local economy because of influx and rotation of U.S. service members, some of which come back to Beaufort County to retire. The U.S. military is Beaufort County's largest employer, training over 17,000 recruits each year and enhancing the Department of Defense's impact on Beaufort County.

The high growth trend in Beaufort County continues to bring more and more pressure to the transportation infrastructure. As has occurred in Myrtle Beach and Charleston County, significant capital investments are necessary within Beaufort County to keep pace with the growth and provide safe and efficient transportation. Transportation infrastructure, which was almost adequate at one time is now well over capacity and will continue to degrade with future growth.

The projects previously described provide significant public benefit to their communities. Each project relates directly to the growth and mobility, local and regional economic impacts, tourism impacts, public safety and hurricane evacuation. Each individual project offers its own merits and the combination of the three stands to magnify the benefits. All of these projects have unanimous support from all four municipalities (Hilton Head, Bluffton, Beaufort and Port Royal). These projects will allow substantial economic growth for the county, but will primarily improve the already established evacuation plan for the County in the event of a tropical storm or hurricane. **(See Appendix 5 for the Complete Hurricane Evacuation Plan.)**



**Continued growth in Beaufort County makes transportation infrastructure improvements essential.**

## Public Benefits

### 1.1 Traffic Studies

**The Bluffton Parkway:** The Statement of Conclusion from the Bluffton Parkway Traffic Study was completed by Florence & Hutcheson, Inc. in July 2007. By constructing Phase 5, a complete connection via the Bluffton Parkway would be provided between SC 170 and US 278 at the Hilton Head Island bridges. This allows the fullest benefit to east/ west traffic flow and does not result in over taxing an at-grade intersection with Buckingham Plantation. *[See Appendix 5 for a summary and conclusion of the traffic study.]*

**SC 170:** Thomas & Hutton conducted a traffic study in February 2008 examining Beaufort County's Comprehensive Plan identifying SC 170 as a needed project for widening and intersection improvements to address future travel demands on the corridor. Their study supported and recommended improvements to the SC 170 corridor. *[See Appendix 5 for a summary and conclusion of the traffic study.]*

**SC 802:** Dennis Corporation conducted a traffic study for SC 802 in March 2008. Based on the analysis, intersection improvements and widening are needed and recommended to maintain an acceptable level-of-service for both the overall intersections and the individual movements. *[See Appendix 5 for a summary and conclusion of the traffic study.]*



**Crash Data**

**Crash Summary  
SC 170  
From SC 46 to Tide Watch Drive  
Beaufort County  
1/1/05 – 04/01/08 (3.25 Years)  
ADT = 11397  
Approximately 5.85 miles**

Fatality Crashes	2
Injury Crashes	33
PDO Crashes	109
<b>Total Crashes</b>	<b>144</b>
Rear End	32
Angle	61
Sideswipe	11
Head On	6
Out-Of-Control	34
<b>Total Crashes</b>	<b>144</b>
Animal	14
Bicycle	0
Pedestrian	1

**Crash Summary  
SC 802  
From Ribaut Road to Sea Island Parkway  
Beaufort County  
1/1/05 – 04/01/08 (3.25 Years)  
ADT = 11100  
Approximately 1.97 miles**

Fatality Crashes	0
Injury Crashes	15
PDO Crashes	37
<b>Total Crashes</b>	<b>52</b>
Rear End	19
Angle	10
Sideswipe	1
Head On	3
Out-Of-Control	19
<b>Total Crashes</b>	<b>52</b>
Animal	2
Bicycle	0
Pedestrian	0

**Crash Summary  
US 21  
Beaufort County  
1/1/05 – 04/01/08 (3.25 Years)  
ADT = 20858  
Approximately 2.85 miles**

Fatality Crashes	0
Injury Crashes	44
PDO Crashes	176
<b>Total Crashes</b>	<b>220</b>
Rear End	120
Angle	50
Sideswipe	19
Head On	13
Out-Of-Control	18
<b>Total Crashes</b>	<b>220</b>
Animal	4
Bicycle	1
Pedestrian	0

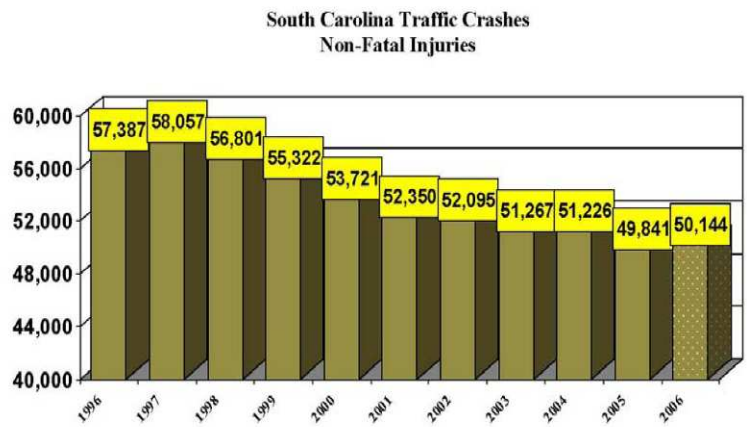
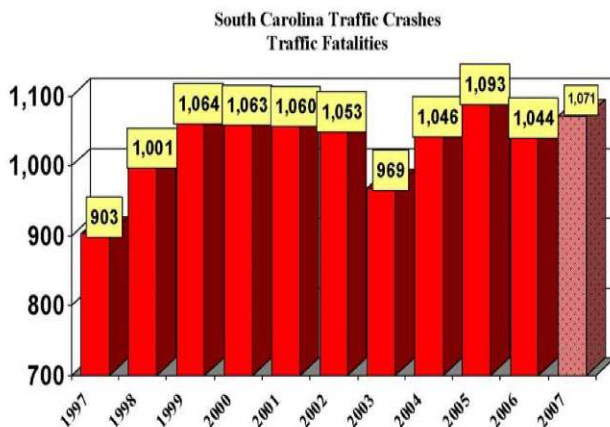
Three people die every day, on average, on South Carolina roadways. As shown in Figure 1, between 1997 and 2006, 10,297 people were involved in motor vehicle crashes in South Carolina that resulted in fatalities. As shown in Figure 2, during that same period, over half a million people were injured in motor vehicle crashes in South Carolina.

South Carolina has one of the highest mileage death rates in the nation (the number of traffic fatalities per 100 million miles traveled) and the annual roadway fatality count in the state has averaged 1,029 over the last ten years<sup>5</sup>.

Information taken from South Carolina Department of Transportation's Comprehensive Multimodal Long-Range Transportation Plan. Executive Summary, 2008.

Figure 1

Figure 2



Source: SCDOT Safety Office

Source: SCDOT Safety Office

**1.2 Urgency of Project**

**Bluffton Parkway:** The SCDOT recently published its 2008 Comprehensive Long Range Transportation Plan. The study identified areas of concern and developed a priority list based on the following factors: financial viability, safety, economic development, congestion, truck traffic, pavement quality, and environmental impacts. The report highlighted the area between Hilton Head Island and I-95 and designated it as a “potential intercity transit corridor,” which means the area is in need of attention<sup>6</sup>.

This project is of major importance to neighboring Jasper County as well. The next phase of the Bluffton Parkway (Phase 6) will connect the entire stretch to the future exit #3 on I-95. That project is a pressing highway project in the lowcountry and the current Phase 5 project is a crucial part of it. An Environmental Assessment has been completed for the Bluffton Parkway, a full copy of which is available upon request.

The Bluffton Parkway will also assist the Federal Highway Administration (FHWA) to relieve congestion on US 278 during evacuations. Some studies refer to the Bluffton Parkway as US 278-A in that it will serve as an alternate route to US 278 and provide another access route I-95 and to the future shipping port in Jasper County.

**SC 170:** This project also was referenced in the aforementioned SCDOT 2008 Comprehensive Long Range Transportation Plan. Part of the study identified vital non-interstate corridors and Beaufort County roads which made up the southern end of the Atlantic Coast Corridor. Two sections of SC 170 were referred to in the report as “deficient segments” based on future congestion, potential freight movement from a future planned port, and rapid development within the area. In addition, this project intends to preserve the shady, tree-lined environment common to many areas of the lowcountry.

**SC 802:** A significant portion of this project involves building a new bridge over the intracoastal waterway from the Town of Port Royal to Lady's Island. On April 26, 2007, a passing barge damaged a span of the existing J.E. McTeer bridge and required one lane of the bridge to be closed for six weeks and the entire bridge was closed from 10 a.m. until 2 p.m. and all night long to repair the damaged beams. During final phases of repairs, the bridge was closed entirely for weeks at a time. This being one of only two routes to the mainland for the 20,000 residents, the closing resulted in extreme delays leaving the islands. The next month, May 2007, bridge design specialist Collins Engineers, Inc. began design work on the new adjacent bridge and roadway widening. Work has been accelerated because of the heightened sense of urgency resulting from the McTeer Bridge incident. Right-of-Way acquisition began in June 2008, road construction is scheduled to begin in late 2008 and bridge construction should begin in early 2009.

Should a similar event occur in the future, traffic could be re-routed over the new bridge. According to SCDOT's most recent analysis, the bridge on SC 802 has a high security risk rating, 5% to 8%, when compared against other state owned bridges. Directly following the severe damage by the barge, the bridge project was declared an emergency because it was the only one of two bridges to get off of Lady's Island, Fripp Island and Dataw Island. These two issues serve notice as to how important the McTeer Bridge is to the local communities and the Beaufort lowcountry.

Another event which would warrant the use of the new bridge is hurricane evacuation. Currently, there are only four lanes of traffic on and off of Lady's Island, two on the J.E. McTeer Bridge and two on the Memorial Bridge. This project would increase the number of potential evacuation lanes by 50%.

An Environmental Assessment has been completed for SC 802, a full copy of which is available upon request.

**WITH McTEER UNDER CONSTRUCTION,  
SOME TAKE THE LOW ROAD TO SCHOOL**

By SANDRA WALSH  
swalsh@beaufortgazette.com  
843-969-5138  
Published Sunday, May 6, 2007

9 Comments | Email it | Print it | Share it | What are these?

For the Kopperman family, there's a silver lining around the dark cloud that hovers over golfcock on Lady's Island since the J.E. McTeer Bridge closed.

To avoid the morning rush, Christian and Robin Kopperman have been having their two children and five neighbors to school by boat.

And they also hang along their 3-year-old "tinkardoodle," Ollie, who stands at the bow and lets the breeze hit her furry face.

"The weather is so nice, we drink our coffee," Robin said.

The trip from the Koppermans' private dock on Pigeon Point Road across the Beaufort River to the New Point dock on Lady's Island takes about 8 minutes.

It's a scenic route, complete with plunging oysters and spatina grass gently swaying in the warm morning breeze.

"I think it's pretty cool," said Heyward Derrick, 13, one of the neighbor kids who has been riding in the Koppermans' 19-foot Makro to school, bundled up in a life preserver just before the ride at 7:20 a.m. Wednesday. "I like being in the boat, it just relaxes me a lot."

Once docked, it's a quick hop across S.C. 802 in a golf cart to Beaufort Academy.

The golf cart is courtesy of a friend who lives in New Point and leaves the cart parked in a wooded area near the dock for the Koppermanes to use.

Within 20 minutes, the kids are sitting comfortably in homeroom.

The Koppermanes started using the river route Monday and stuck with it through the week as reports from islanders' being stuck in traffic for up to four hours came in.

Robin said they plan to continue to use the river route until school is out May 17.

"Last year, we took the kids to school on the boat as a treat," Robin said. "I guess you just get in the routine — get in the car and go. But I'd like to maybe keep this up."

For one, the boat trips are eliminating five cars from the road.

And eighth-grader Callie Rhodin, Elizabeth Church and Maude Beckus said the boat ride has proved a good way to shake morning grogginess.

"I just feel more awake," Rhodin said. "It's prettier, too."

Finn Kopperman, 12, his brother, Dunnington, 9, and Crosson Derrick, 7, all agreed that the experience is "fun."

Leif Kopperman, 14, has been riding his bicycle across the Richard V. Woods Memorial Bridge to Beaufort Academy with a pack of about 10 other riders from T1 Point.

John Fessier, owner of Lowcountry Bicycles on Lady's Island, said that since the bridge closed, he's been seeing more "hybrid" bikes geared toward commuter use city traffic.



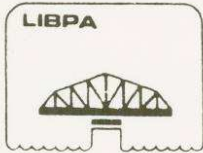
Photo: Tim Kopperman, left, chums aboard with his brother Dunnington and Beaufort Academy schoolmates Callie Rhodin and Maude Beckus on Wednesday morning. The Kopperman family ferried seven students to school, avoiding congested bridge traffic.  
Sandra Walsh/The Beaufort Gazette  
Enlarge Image  
Print This Photo



To avoid up to four hours of traffic on the McTeer Bridge, families resorted to travelling to school by boat. (Full Island Packet story located in Appendix 9)

**1.3 Resolutions from Local Governing Bodies**

Resolution letters can be found below and on the following pages.



**LADY'S ISLAND BUSINESS  
& PROFESSIONAL ASSOCIATION**

182-D SEA ISLAND PARKWAY  
LADY'S ISLAND, S.C. 29907  
LIBPA Website: [www.libpa.org](http://www.libpa.org)



June 12, 2008

Mr. Gary Kubic  
Beaufort County Administrator  
P.O. Drawer 1228  
Beaufort, SC 29901

Re: **One Percent Sales Tax Program**

Mr. Kubic,

The Lady's Island Business and Professional Association (LIBPA) would like to extend our sincere gratitude to you and the Beaufort County Council for your initiation and implementation of the 1% sales tax program through which many critical roadway projects in Beaufort County can become a reality. Obviously, as an organization, we supported approval of the 1% referendum, and all of the proposed roadway improvements ( SC 170, the Bluffton Parkway and US 278A) but for obvious we are most appreciative of the project to widen SC 802 and build an additional bridge parallel to the present McTeer Bridge. As you know every study to date has validated the need for additional road capacity on and off of Lady's Island to support the anticipated growth and to facilitate evacuation in case of hurricanes.

Our organization recently received a briefing by Mr. Dan Dennis of Dennis Corporation, who is overseeing the implementation of the 1% referendum projects for Beaufort County. The professional manner in which Beaufort County is implementing the program is most impressive. If our organization can be of any assistance to you or your staff in this undertaking please do not hesitate to contact us.

Sincerely,



Richard Tritschler  
President  
Lady's Island Business and Professional Association





917 bay street, suite 207, beaufort, sc 29902  
phone 843.379.3955 fax 843.379.3954  
lowcountrynet.org



June 12, 2008

Mr. Gary Kubic  
Beaufort County Administrator  
P.O. Drawer 1228  
Beaufort, SC 29901

Re: One Percent Sales Tax Program

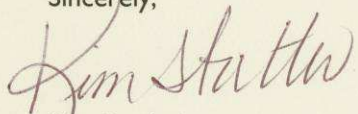
Dear Mr. Kubic,

On behalf of the Lowcountry Economic Network, I would like to take this opportunity to express our full support for the proposed roadway improvements of the Bluffton Parkway/US 278A, SC 170 and SC 802. These improvements are vital to public safety, especially during times of emergency such as a hurricane, a season which coincides with the region's busiest tourist season. The road improvements to US 278 will further improve access to and from Hilton Head Island and the heavily populated southern portion of Beaufort County that feed into SC 170 and SC 802.

Beaufort County is investing heavily to develop the county as an economic development hub for commerce in the Lowcountry. The planned Jasper Port terminal will drive much-needed industrial and commercial development and an adequate transportation infrastructure is critical to our ability to attract this type of investment. High-use roadways such as the Bluffton Parkway/US 278A will serve as a key artery necessary to support the tremendous increase in traffic that will result from the port expansion.

We are excited to be an integral part of this important period of economic development in Beaufort County. Each of these roadway projects in the one percent sales tax program is critical to our community's future.

Sincerely,



Kim Statler  
Executive Director  
Lowcountry Economic Network



## **Beaufort County Transportation Committee**

Joseph C. Harden, *Chairman*   Leon Bush   Paul Chisolm   Mark McCain   Robert G. Gross, Sr.   George Salgado  
1 Nautilus Road   Irvin Campbell   Patti Cowart   Jeffrey A. Gardner   Harvey Rivers   Dick Waltz  
Hilton Head, SC 29928  
(843) 785-3667

June 10, 2008

Gary Kubic, County Administrator  
Beaufort County  
P.O. Drawer 1228  
Beaufort, SC 29901

**Re: One Percent Sales Tax Program**

Gary:

As the County draws closer to starting the construction on the improvement of several roadway systems in the County, the Beaufort County Transportation Committee would like to let County Council know that the BCTC supports these efforts. The construction projects include the Bluffton Parkway/US 278A, SC 170 and SC 802. The 1% sales tax program roadway improvement projects will increase the safety and public benefits in the area and support economic growth in the county.

The BCTC is excited about the progress the County has made in obtaining funds through the sales tax program and other funding sources. Each of the projects listed above is critical to our County and its residents. Please do not hesitate to contact me or any member of the BCTC.

Sincerely,

Joseph C. Harden, Chairman  
Beaufort County Transportation Committee

BCTC/08-10





## Lowcountry Council of Governments

Phone (843) 726-5536  
Fax (843) 726-5165  
Email: office@lowcountrycog.org

P.O. Box 98  
Yemassee, SC 29945-0098  
Delivery Address: 634 Campground Rd.  
Office at Point South: I-95 Exit 33 at US Hwy. 17

Lowcountry Regional Development Corporation • Lowcountry Area Agency on Aging • Lowcountry Workforce Investment Area  
Lowcountry Regional HOME Consortium

June 24, 2008

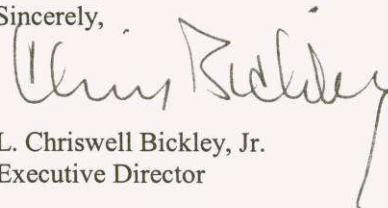
Mr. Gary Kubic  
Beaufort County Administrator  
P. O. Drawer 1228  
Beaufort, SC 29901

Re: One Percent Sales Tax Program

Dear Gary:

This letter is in support of the County's application for S. C. Transportation Infrastructure Bank funding of proposed improvements to SC 802, SC 107 and the Bluffton Parkway/US 278A. Traditional transportation funding in South Carolina is inadequate to meet the needs of growing areas such as Beaufort County, and the County is to be commended for undertaking its second one percent sales tax program. None of the proposed projects could be addressed with SCDOT STIP funding resources available in the Lowcountry Region. Please know that the COG stands ready to assist with these much-needed projects in any way we can.

Sincerely,



L. Chriswell Bickley, Jr.  
Executive Director

cc: Ginnie Kozak/Planning Director

**1.4 Certificate that Project is Essential to Economic Development in the Area**



Mark Sanford  
Governor

**SOUTH CAROLINA**  
DEPARTMENT OF COMMERCE

Joe E. Taylor, Jr.  
Secretary

September 4, 2008

Mr. Gary Kubic  
Administrator  
Beaufort County  
Post Office Box 1228  
Beaufort, South Carolina 29901

**Re: South Carolina Infrastructure Bank Application – The Bluffton Parkway, SC 170, and SC 802 Widening**

Dear Mr. Kubic:

Pursuant to the meeting of the Coordinating Council on September 4, 2008, I am pleased to inform you that the Council voted to support the above infrastructure project. The Council reviewed the project and determined that it will have a positive impact on economic development in the State.

The SC Coordinating Council for Economic Development appreciates the opportunity to serve the citizens of Beaufort County. If you have any questions, please feel free to contact us.

Sincerely,



Alan D. Young  
Executive Director  
Coordinating Council for Economic Development

cc: Dwight Cathcart, Dennis Corporation





**1.5 Current and Five-Year History of Unemployment Data for Beaufort County**

YEAR	CIVILIAN LABOR FORCE	EMPLOYMENT	UNEMPLOYMENT	UNEMPLOYMENT RATE (%)
2007	65,083	62,198	2,885	4.4
2006	63,279	60,297	2,982	4.7
2005	61,787	58,777	3,010	4.9
2004	59,135	56,214	2,921	4.9
2003	56,279	53,614	2,665	4.7

Source: US Department of Labor, Bureau of Labor Statistics

**3rd Qtr. 2007 (July, August, September)**

**Quarterly Census of Employment and Wages, Sector (2 digit) data for Beaufort, Total .**

Code	Industry	Average Establishments	Employment			Average Employment	Average Weekly Wage
72	Accommodation and Food Services	449	12,724	12,471	11,766	12,320	\$361
71	Arts, Entertainment, and Recreation	93	2,180	2,156	2,059	2,132	\$390
56	Administrative and Waste Services	355	4,801	4,720	4,523	4,681	\$463
44-45	Retail Trade	727	10,261	10,140	9,879	10,093	\$473
81	Other Services, Ex. Public Admin	428	3,972	4,007	3,967	3,982	\$517
48-49	Transportation and Warehousing	100	1,252	1,271	1,250	1,258	\$602
99	Unclassified	22	48	47	57	51	\$641
62	Health Care and Social Assistance	337	6,801	6,861	6,850	6,837	\$691
53	Real Estate and Rental and Leasing	442	2,937	2,938	2,826	2,900	\$717
61	Educational Services	44	2,348	3,706	3,869	3,308	\$718
23	Construction	884	5,564	5,515	5,497	5,525	\$727
31-33	Manufacturing	98	969	951	941	954	\$766
92	Public Administration	48	3,356	3,279	3,268	3,301	\$878
42	Wholesale Trade	156	703	696	712	704	\$972
22	Utilities	8	327	330	327	328	\$989
54	Professional and Technical Services	575	2,574	2,563	2,522	2,553	\$1,068
52	Finance and Insurance	238	1,608	1,615	1,604	1,609	\$1,131
51	Information	64	766	786	773	775	\$1,150

Source: US Department of Labor, Bureau of Labor Statistics

### 1.6 Local Support of Projects from Residents through Petitions or Comments at Public Hearings

**Bluffton Parkway:** Beaufort County citizens voiced their support for this project when they voted for a 1% sales tax in November 2006 to finance it. The sales tax is intended to raise \$152 million for road projects and of that total, this particular project is to receive \$50 million (33%).

**SC 170:** Residents of the surrounding Okatie community are very involved with the project and have actively campaigned to save as many existing trees as possible. The designers have spent months coming up with various scenarios both to save the most trees and to meet SCDOT specifications. The extra effort is much appreciated by the public, even as the potential solutions may increase the costs. The voters chose to allocate \$6 million (4%) of the total raised to finance the project.

**SC 802:** Beaufort County citizens voiced their support for this project as they voted for a 1% sales tax in November, 2006 to finance it. The sales tax is intended to raise \$152 million for road projects and of that total, this project is to receive \$42.7 million (28%), 28% of the total raised, to finance the project.

**Public hearing comments may be provided upon request.**

# Road, land referendum approved

## Voters boost sales tax

BY SCOTT DANCE  
The Beaufort Gazette

Beaufort County voters approved two local referendums Tuesday, authorizing more than \$200 million in county spending on land preservation and road improvements -- related measures that show voters concerns for smart growth, county officials said Tuesday night. Fifty-seven percent of voters favored

temporarily raising the county's sales tax from 5 percent to 6 percent to pay for \$152 million to be spent on 10 road projects, seven of which are north of the Broad River.

Voters overwhelmingly also supported the county's plan to borrow \$50 million to buy rural and open land for preservation, with 75 percent of voters approving the measure, according to unofficial results.

County Administrator Gary Kubic said voters' strong support of both measures

shows they had confidence in the county efforts to control growth and traffic and wanted to control it.

"I think they are indications the community wants to preserve land, fix our traffic problems and manage growth smartly. I think that's the mission they gave us tonight," he said Tuesday. "They're seeing some progress in the county along those lines and they're supporting it."

► REFERENDUMS, 9A

Beaufort Gazette Article Detailing the Referendum's Approval (November 8, 2006)





**1.7 Resolutions from Municipalities**

Council

Bill Rauch, Mayor  
George H. O'Kelley, Jr., Mayor Pro Tem  
Donnie Ann Beer  
Gary B. Fordham  
Mike Sutton

**City of Beaufort**

302 Carteret Street  
Post Office Box 1167  
Beaufort, South Carolina 29901

Scott F. Dadson  
City Manager

William B. Harvey, III  
City Attorney

Beverly W. Gay  
City Clerk

August 27, 2008

Mr. Gary Kubic  
Beaufort County Administrator  
P.O. Drawer 1228  
Beaufort, SC 29901

**Re: Beaufort County's One-Percent Sales Tax Program**

Mr. Kubic,

The Beaufort City Council adopted a resolution at their August 26<sup>th</sup> meeting in support of the proposed road improvement projects specifically SC 802, SC 170, Boundary Street (US21) at the northern crossing, and The Bluffton Parkway/US 278A. These projects will undoubtedly increase the safety, public benefits in the area and support economic growth for the entire county. These road projects are critical to the efficient flow of traffic as well as hurricane evacuation procedures for the City of Beaufort.

As I am sure you are aware, in the year 2000, Beaufort County's total population was over 120,000 people. In 2006, the population had rapidly grown to almost 158,000 people, not including the number of tourists that visit the City of Beaufort in the summer months. Given the current roadway conditions of SC 170, our main hurricane evacuation route, our residents and visitors are at a great risk if a hurricane were to hit the City of Beaufort, which statistically should happen in the near future. In order to maintain our rapidly increasing population and the influx of tourists during the summer months, it is imperative that these roadway systems be improved in order to support the growth of our city.

The City of Beaufort stands behind you and gives you full support as you move forward with these crucial projects. Please let us know if we can be of any assistance to you or the County.

Sincerely,

Scott Dadson  
City Manager

Enclosure  
Cc: David Cathcart II

**RESOLUTION**

**WHEREAS**, Beaufort County plans to improve the roadway system, specifically SC 802, SC 170, Boundary Street (US 21) at the northern crossing, and the Bluffton Parkway/US 278A; and

**WHEREAS**, the population of Beaufort County has rapidly grown over the past few years, not including the influx of tourists during the summer months; and

**WHEREAS**, these projects are critical to the efficient flow of traffic as well as support the growth of the entire county; and

**WHEREAS**, these road projects will increase the economic growth for the county; and

**WHEREAS**, these improvements will increase safety as well as hurricane evacuation procedures.

**NOW, THEREFORE, BE IT RESOLVED**, the City Council of the City of Beaufort, South Carolina, hereby supports Beaufort County's One-Percent Sales Tax Program and the road improvement projects proposed by the County; and

**FURTHER**, that the City supports the County's application to the State Infrastructure Board for funding to complete these projects.

**IN WITNESS THEREOF**, I hereunto set my hand and caused the Seal of the City of Beaufort to be affixed this 26th day of August, 2008.



GEORGE H. O'KELLEY, JR., MAYOR

ATTEST:

BEVERLY W. GAY, CITY CLERK



HENRY "HANK" JOHNSTON  
*Mayor*

LISA SULKA  
*Mayor Pro Tempore*

W.D. WORKMAN III  
*Town Manager*

*Council Members*  
CHARLES WETMORE  
OLIVER BROWN  
FRED HAMILTON JR.  
SANDRA LUNCEFORD  
*Town Clerk*

June 10, 2008

Mr. Gary Kubic  
Beaufort County Administrator  
P.O. Drawer 1228  
Beaufort, SC 29901

**Re: Application to the South Carolina State Transportation Infrastructure Bank Board**

Mr. Kubic,

It is with great pleasure that I write you to inform you that you have full support from the Town of Bluffton for the proposed roadway improvements of the Bluffton Parkway/US 278A, SC 170 and SC 802 resulting from the one percent sales tax program. This program, which was implemented in 2006, will soon assist us in the development of our road systems, which is something the entire county will benefit from. This will undoubtedly increase the safety and public benefits in the area and support economic growth in the county.

Like many of the towns and cities surrounding the Town of Bluffton specifically the Town of Hilton Head, we rely greatly on tourism for further economic growth and development. With the existing roadway conditions people are more hesitant to come to our area for leisurely activities. The Bluffton Parkway/US 278A will soon provide our visitors and travelers much needed relief from the severely neglected roadways. This will also assist in the development of the area around the Bluffton Parkway, which will bring in more small business as well as more jobs. This will provide great opportunities to expand and enhance the job market, small businesses as well as the economy. In order to maintain acceptable levels of service, safety and promote growth, we have to enhance our roadway system.

We are very excited to know that the county has already raised 53% of the funds needed from the sales tax program. We hope to have all the funds necessary for the proposed improvements to the Bluffton Parkway/US 278A soon and are very excited about its completion. All these projects are critical to the growth of our Town and for the entire county. Please let us know if we can assist you in any way as we provide a stronger foundation for our county.

Sincerely,



Henry Johnston  
Mayor  
Town of Bluffton

20 Bridge Street • P.O. Box 386 Bluffton, South Carolina 29910  
Telephone (843) 706-4500 • Fax (843) 757-6720



*Town of Port Royal, South Carolina*

**Council**

Samuel E. Murray  
Mayor

Mary Beth Heyward  
Mayor Pro Tempore

Vernon H. DeLoach  
Joe Lee  
Henry Robinson



Van Willis  
Town Manager

James L. Cadien  
Chief of Police

Wendell O. Wilburn  
Fire Chief

Jeffrey S. Coppinger  
Daniel G. Lemieux  
Operations

Linda Bridges  
Planning

June 4, 2008

Mr. Gary Kubic  
Beaufort County Administrator  
P.O. Drawer 1228  
Beaufort, SC 29901

**Re: Application to the South Carolina State Transportation Infrastructure Bank Board**

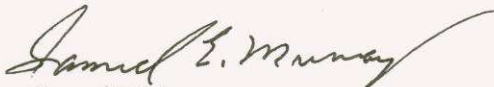
Mr. Kubic,

Please accept this letter on behalf of the Town of Port Royal and as our endorsement to the proposed improvements to SC 802, SC 170 and the Bluffton Parkway also referred to as US 278A. We are very pleased to know these road projects have been included in the one percent sales tax program. The improvements of these road systems will undoubtedly increase the safety and public benefits in the Port Royal area.

Port Royal's location between Beaufort River and Battery Creek creates a significant stress for the town's residents who rely on these roadways for hurricane evacuation routes, as well as daily travel. Our main roadways, SC 802 and SC 170, are daily compacted with local Port Royal residents as well as commuters to and from the Marine Corps Recruit Depot at Parris Island and the Naval Hospital. The additional bridge along SC 802 will provide us much needed relief in traffic congestion, evacuation procedures and the inability to increase development and growth.

The completion of these projects will greatly reduce traffic volumes in the main areas of the town. We are happy to know these road projects have been identified as crucial for the growth of Beaufort County and the Lowcountry. We thank you for initiating and supporting the need for these important road projects. We look forward to the great changes that will soon take place in our wonderful area.

Sincerely,



Samuel E. Murray  
Mayor  
Town of Port Royal

**TOWN OF HILTON HEAD ISLAND**

One Town Center Court, Hilton Head Island, S.C. 29928

(843) 341-4600 Fax (843) 842-7728

<http://www.hiltonheadislandsc.gov>

Thomas D. Peebles  
Mayor

Kenneth S. Heitzke  
Mayor ProTem

\_\_\_\_\_  
Council Members

Willie (Bill) Ferguson  
Drew A. Laughlin  
W. J. (Bill) Mottel  
John Safay  
George W. Williams

\_\_\_\_\_  
Stephen G. Riley  
Town Manager

July 17, 2008

Gary Kubic  
Beaufort County Administrator  
P.O. Drawer 1228  
Beaufort, SC 29901

RE: Beaufort County Application for State Infrastructure Funding

Dear Gary:

The Town Council for the Town of Hilton Head Island has been a partner and supporter of efforts to improve traffic circulation and evacuation routing in the Beaufort County area for many years. We have been a leader in the introduction of traffic impact fees and have been a supporter with Beaufort County in several referenda for traffic safety improvements in the region. We have committed Town funds to mainland road improvements that serve to bring workers and visitors to Hilton Head Island.

The Town Staff has worked cooperatively for many years with County officials, municipal officials, and SCDOT representatives to produce a prioritized list of needed road improvements for this region. Town Council has endorsed that list along with officials in the other affected jurisdictions.

For these reasons, and on behalf of the Town Council, I want to add our support to a State Infrastructure Bank application designed to assure completion of the SC 170 widening project, the extension of the Bluffton Parkway, and the completion of improvements to SC 802. All of these projects remain important to our region.

Sincerely,



Thomas D. Peebles  
Mayor  
Town of Hilton Head Island

cc: Town Council  
Town Manager









**1.8 Regional and Statewide Significance**

**Enhancement of Mobility and Safety**

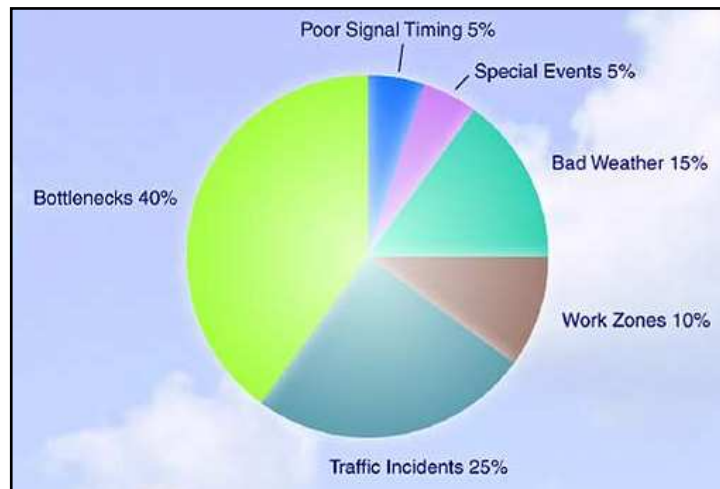
**Congestion:**

Congestion results when traffic demand approaches or exceeds the available capacity of the roadway system. Bottlenecks, traffic incidents (crashes, stalled vehicles, etc.) and intersection delays all contribute to congestion. Traffic congestion varies daily in Beaufort County due to increased use during peak hours of morning/evening commute periods and local school traffic. Level of Service (LOS) on over twenty miles of roads in Beaufort County is at LOS E or F, the worst category of service for vehicle speed, travel time, maneuverability, traffic interruptions, and convenience. LOS on US 278 and SC 802 over the Beaufort River are currently operating at LOS F. Capacity on US 278 east of Simmonsville Road currently exceeds the structural capacity of 60,000 vehicle trips per day on an arterial route that is the primary east/west connection in southern Beaufort County. The construction of the Bluffton Parkway would reduce traffic on US 278 in Bluffton by as much as 30 percent. The capacity of SC 802 over the Beaufort River (14,000-16,000 trips) is also greatly exceeded on a daily basis, causing further delays and congestion. Intersection analyses associated with the SC 802 widening project indicate that LOS at several existing intersections is also poor, resulting in longer idle times for the motoring public. The widening project would address intersections that need to be signalized, yielding a reduction in congestion. Widening SC 170 would also improve the capacity of this corridor in Southern Beaufort County. Traffic models show that LOS on this route, south of US 278 will be at level F soon if no planned transportation improvements are incorporated. Congestion at these levels leads to frustration for daily commuters as well as for visiting tourists<sup>7</sup>.

Congestion along arterial routes also causes off-system use by the motoring public as trips are re-routed through local roads. Off-system use can be inconvenient and frustrating to motorists and also causes accelerated degradation of local routes. This can have detrimental effects on local businesses and neighborhoods. Congestion along the main route can impact local businesses if travelers consistently avoid that route due to increased traffic. Congestion also impacts the local and regional air quality. There is a direct correlation between improved traffic operations and environmental improvements. When vehicles operate at the posted speed limits, they function more efficiently due to a decrease in stop-and-go actions that can decrease fuel efficiency. Less stop-and-go travel generally correlates to reduced vehicle pollutants being released into the atmosphere. A reduction in traffic congestion and vehicle idle times may lead to a reduction in emissions<sup>8</sup>.

<b>LEVELS OF SERVICE</b> for Multi-Lane Highways			
Level of Service	Flow Conditions	Operating Speed (mph)	Technical Descriptions
<b>A</b>		60	Highest level of service. Traffic flows freely with little or no restrictions on maneuverability. <b>No delays</b>
<b>B</b>		60	Traffic flows freely, but drivers have slightly less freedom to maneuver. <b>No delays</b>
<b>C</b>		60	Density becomes noticeable with ability to maneuver limited by other vehicles. <b>Minimal delays</b>
<b>D</b>		57	Speed and ability to maneuver is severely restricted by increasing density of vehicles. <b>Minimal delays</b>
<b>E</b>		55	Unstable traffic flow. Speeds vary greatly and are unpredictable. <b>Minimal delays</b>
<b>F</b>		<55	Traffic flow is unstable, with brief periods of movement followed by forced stops. <b>Significant delays</b>

Levels of Service Examples for Two-lane Highways. Source: 2000 HCM, Exhibit 20-2, LOS Criteria for Multi-lane Highways in Class 1.



**Major Sources of Traffic Congestion**

**Hurricane Evacuation:**

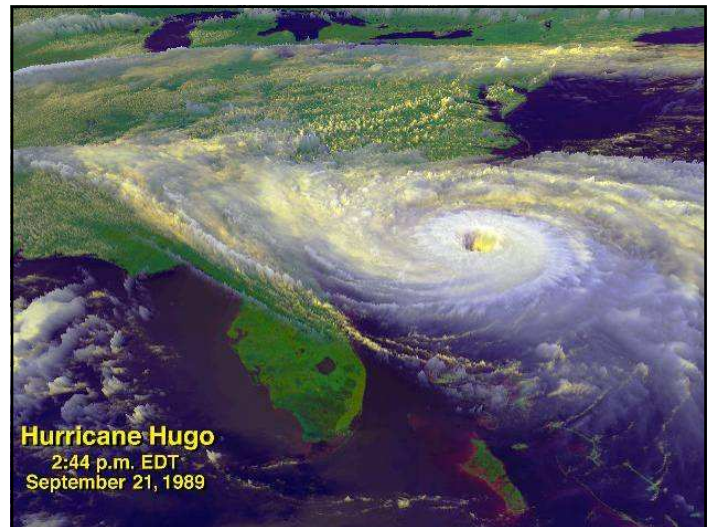
Of the twenty-five counties in South Carolina with 239 shelter locations for hurricane evacuees, Beaufort County has no shelters for its citizens. Only temporary shelter plans are available for Beaufort residents and these temporary shelters will only be able to sustain Category 1 storms. While there are a few shelters in Jasper County, they will be crowded and will have very limited facilities in the case that Beaufort County residents would need access to these facilities. During a hurricane evacuation, a significant number of vehicles have to be moved on the roadway network in a short period of time. Most evacuees in coastal areas go to inland counties and beyond to seek shelter. This often creates traffic backups and long travel times. Beaufort County is currently the only county, of the six that line the eastern coast of South Carolina, that issues a mandatory evacuation to all residents in the event of a category 3 hurricane due to the elevation of the area being subject to mass flooding. The one exception to this is in the Bluffton area of Beaufort County. A zone that previously would only be evacuated in a category 3 or above storm was changed to a category 2 or above due to its extensive pine tree coverage, wind vulnerability, and low-lying wetlands.

With the exception of two major east-west routes, the number of roads available for evacuation has not changed in the last 100 years. The limited number of roads presents evacuation managers with a challenging task when they must quickly move residents and visitors out of the path of an approaching hurricane. The Bluffton Parkway would be another exception to this as far as east-west roads that can be used for hurricane evacuations.

With a number of memorable hurricane threats and strikes, including Hurricanes Hugo in 1989, Bertha and Fran in 1996, and Floyd in 1999, the emergency preparedness officials in South Carolina continue to fine-tune their preparedness for more active hurricane seasons in the early 21st century. At a recent press conference held on June 11, 2008 at the Beaufort Emergency Management Department headquarters, Governor Sanford stated that the South Carolina coast has an “above average chance of getting hit this hurricane season” which lasts from June 1 to November 30. Beaufort County faces a significant storm surge and is extremely vulnerable to freshwater flooding in low-lying inland areas. The attraction of the area as a premier tourist destination during hurricane season complicates the hurricane threat, response and evacuation times.

For future hurricane threats, Beaufort County faces evacuations on inadequate road networks that provide limited westbound roadway capacity for evacuation movements. The difficulties for evacuees will occur during peak tourist seasons when inland hotel/motel space is used up and where many out-of-county evacuees try to leave the road network in a short period of time.

During a hurricane evacuation effort for Beaufort County, a significant number of vehicles will have to be moved across the local and regional road network. The magnitude of evacuating vehicles will vary depending upon the intensity of the hurricane and publicity and warnings given about the storm. Vehicles move across the road network from trip origin to destination at a speed dependent on the rate of traffic loadings on various roadway segments and the ability of the segments to handle a certain volume of vehicles each hour.



**Hurricane Hugo was a destructive Category 4 hurricane which struck South Carolina in 1989.**



Southern Conglomerate (taken from SC Hurricane Restudy)

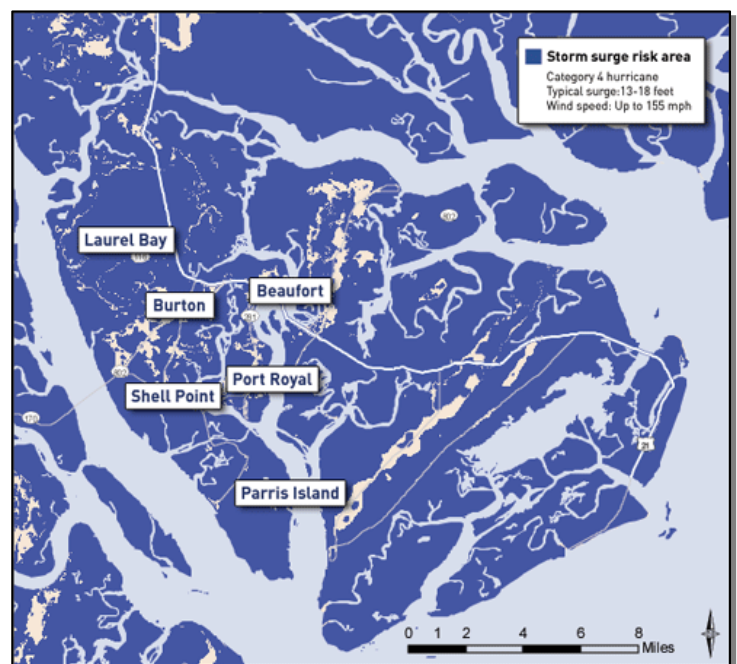
- For a Category 4-5 hurricane where there is a high occupancy of seasonal units on Hilton Head and where a rapid response is required on the part of the evacuating population due to changes in the meteorology of a storm (increase in forward speed, increase in intensity, etc.), state EPD, DOT, highway patrol and the local county should implement a third westbound evacuation lane between the Cross Island Parkway and Burnt Church Road to separate out evacuees who want to go south on I-95 and who are willing to use SC 46. The construction of the Bluffton Parkway and the widening of SC 170 and SC 802 will assist in these efforts.
- For a Category 3-5 scenario with a high tourist occupancy, worst household commute times could be as high as 10¼ to 14 hours. Even with the reverse lane operation on US 278, households leaving during the middle of the evacuation could have a 6¼ to 10 hour commute. Below is a chart of the average evacuation times done during a study in the area. Beaufort County starts increased readiness procedures when the storm is about five days out and starts operations procedures about four days from landfall. Absolute worst case for evacuation is 30 hours and an average time could be 24 hours.

**SOUTHERN CONGLOMERATE EVACUATION TIMES (IN HOURS)**

<b>Category 1 Hurricane</b>	8-18 hours
<b>Category 2 Hurricane</b>	10-21 hours
<b>Category 3-5 Hurricane</b>	11-22 hours

The desire to add additional evacuation routes and decrease evacuation times is very important to the communities that have exploded in growth and that are subject to constant storm threats. The South Carolina Department of Transportation (SCDOT) is evaluating and changing several of the designated primary routes to reflect lessons learned during the Hurricane Floyd evacuation (**see Appendix 8 for article on Hurricane Floyd Evacuation**). The past storm analysis of the Hurricane Floyd evacuation highlighted the need for reverse lane plans for key evacuation routes. However, the changes being discussed and implemented should not significantly change the clearance times developed in the study due to the location of the identified bottlenecks and origins of traffic. However widening SC 170 and SC 802 as well as completing the Bluffton Parkway will have a huge effect on evacuation procedures because it will allow emergency management divisions in the county the ability to re-route evacuees to other secondary road systems a term referred to as variable routing. These changes to the current plan will help the flow of traffic on secondary routes and the bottleneck effect will be minimal in areas like Jasper County and the Town of Fairfax, which see huge congestion problems during evacuation procedures from Beaufort County.

Recent studies show that hurricanes are becoming more powerful—for example, there are twice as many Category 4 and 5 hurricanes today than there were 35 years ago. This trend is expected to continue as global warming worsens. For coastal residents, another alarming consequence of global warming is the rise in sea level, which will affect storm surges. These powerful, fast-moving walls of water often accompany tropical storms and hurricanes, and can devastate coastal communities, taking lives and destroying property. Higher sea levels



**As hurricane intensity increases, the risk for flooding in the Beaufort area also increases.**

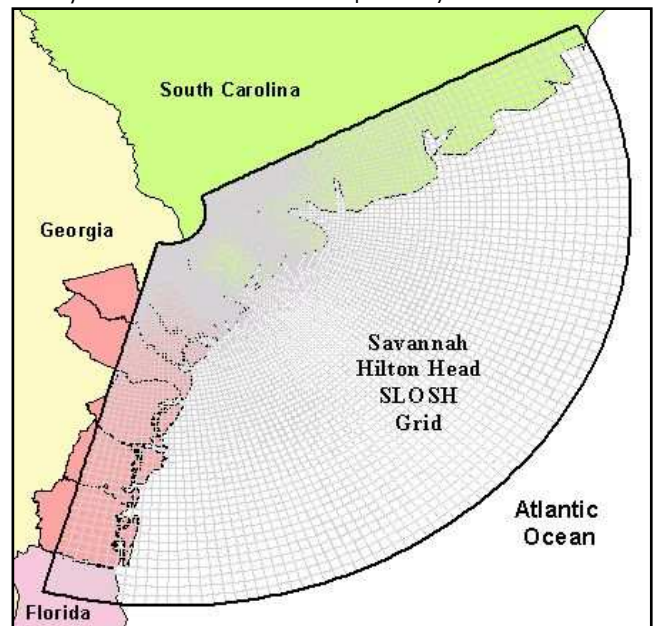
will mean higher storm surges that reach further inland. With most of Beaufort County's elevation level already as low as it is, this could produce devastating results in the event of flooding due to evacuation routes not being up to date. The map shown on the previous pages illustrate how increasing hurricane intensity can increase the risk of flooding in the Beaufort area. Note the areas in blue are the high risk areas.

Various storm events can cause abnormally high water levels along ocean coasts and interior shorelines known as storm surges. Storm surges can affect a shoreline over distances of more than 100 miles. Wind is the primary cause of storm surge. Wind blowing over the surface of the water exerts a horizontal force that induces a surface current in the general direction of the wind. The surface current, in turn, forms currents in subsurface water. In the case of a hurricane, the depth affected by this process of current creation depends upon the intensity and forward motion of the storm. As the hurricane approaches the coastline, these horizontal currents are impeded by a sloping continental shelf, thereby causing the water level to rise.

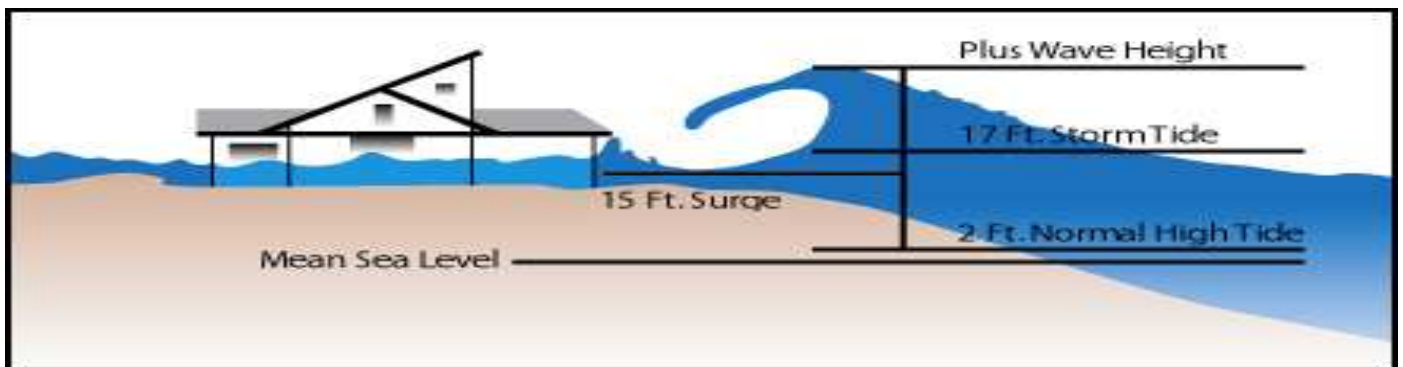
The amount of rise increases shoreward to a maximum level that is often inland from the usual coastline. With most of Beaufort's lands being wetlands and at sea level this could span through the entire county if strong enough (see picture to the right).

The Sea, Lake, and Overland Surges from Hurricanes (SLOSH) models were developed by the National Weather Service to calculate potential surge heights from hurricanes. The SLOSH models are used for real-time forecasting of surges from approaching hurricanes within selected Atlantic coastal basins. In addition to computing surge heights for the open coast, the SLOSH models have the added capability to simulate the routing of storm surge into sounds, bays, estuaries, and coastal river basins, as well as calculating surge heights for overland locations.

For evacuation planning purposes, it is perhaps most important to consider potential waves. If wave heights exceed the elevations of roads, bridges, or other critical areas near the coastline, evacuation could be stopped sooner than expected, increasing the pre-landfall hazards distance. Evacuation planners in Beaufort County should be aware that low-lying sections of highway could be subject to some wave action and over wash prior to the arrival of sustained tropical storm winds. Reversing the Bluffton Parkway could provide the county with an alternate route in the event there is flooding in the area along US 278. [For more information, see Appendix 6 which includes the South Carolina Hurricane Evacuation Restudy completed in June 2000.]



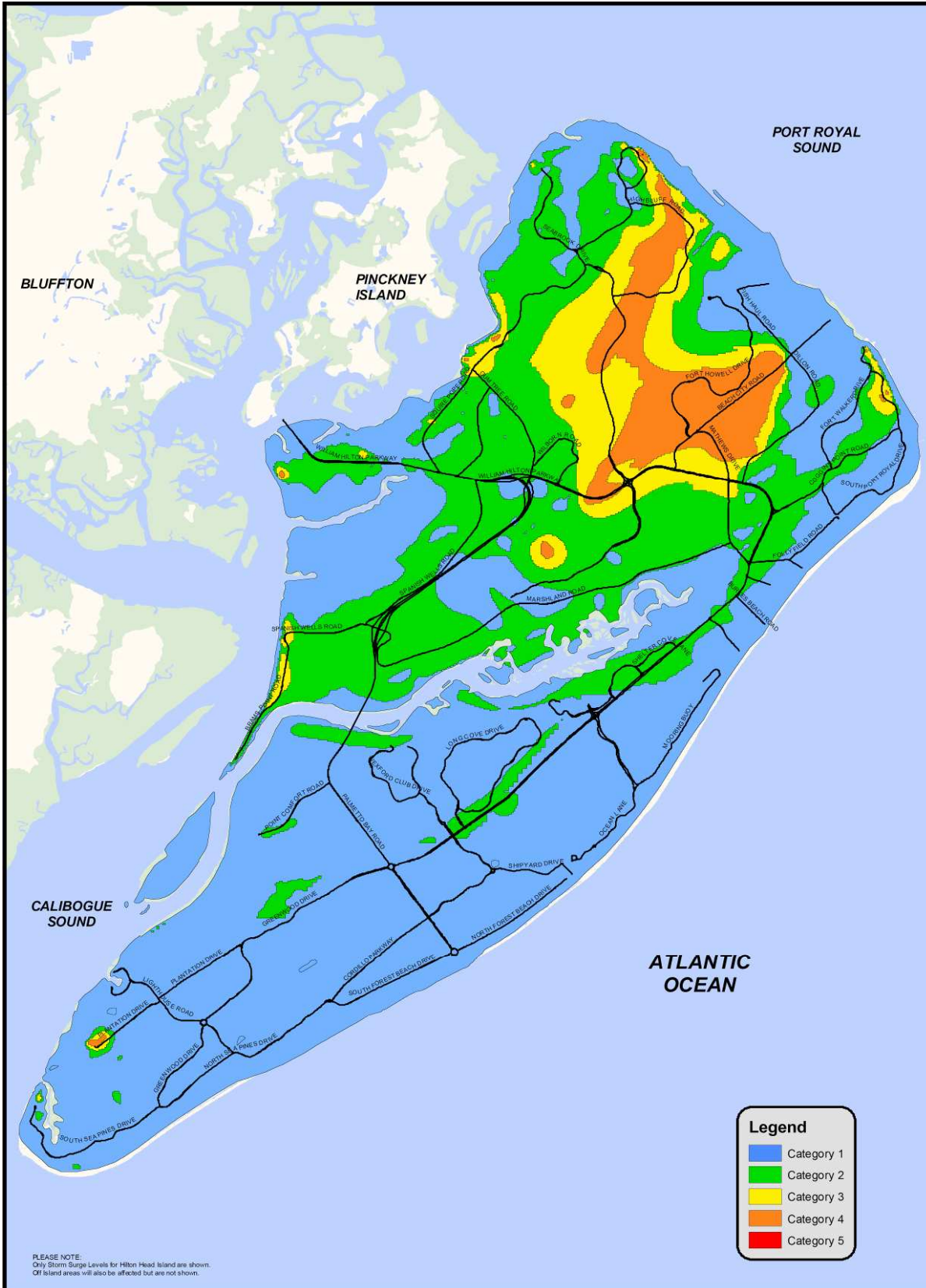
Savannah and Hilton Head SLOSH Grid



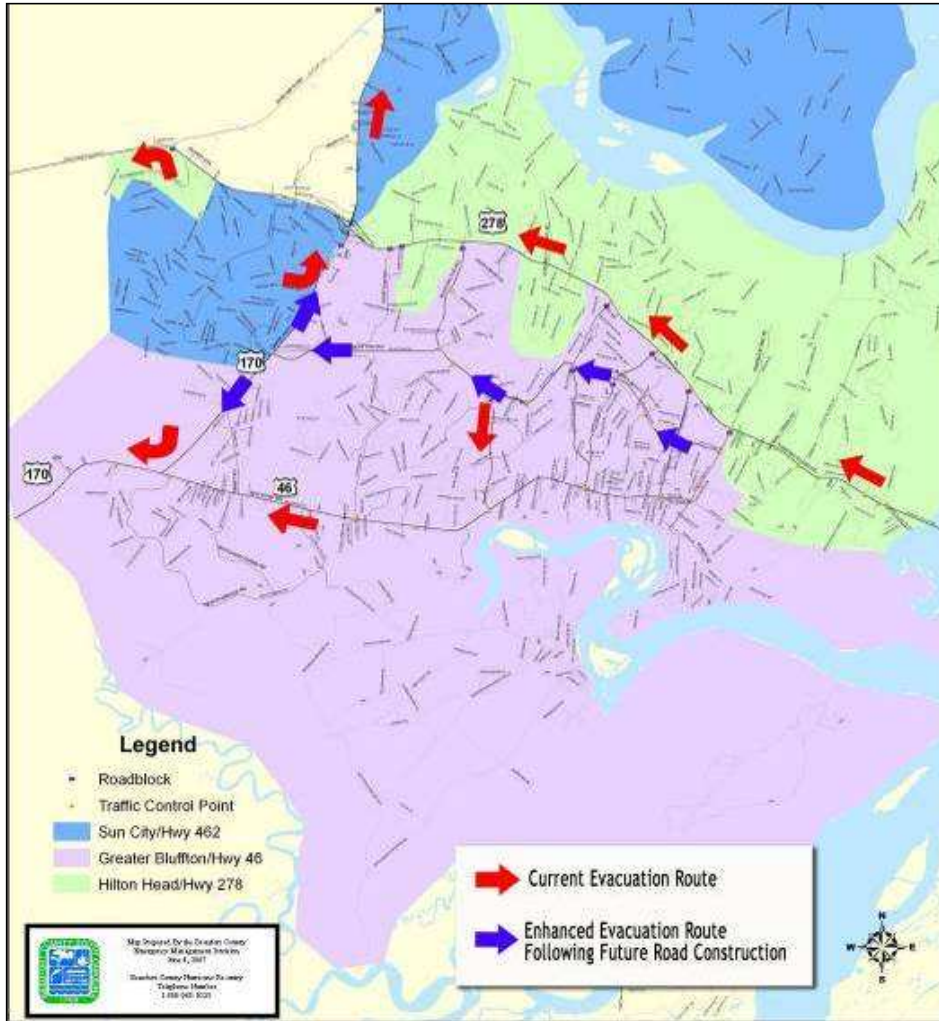
Storm events can cause abnormally high water levels along ocean coasts.



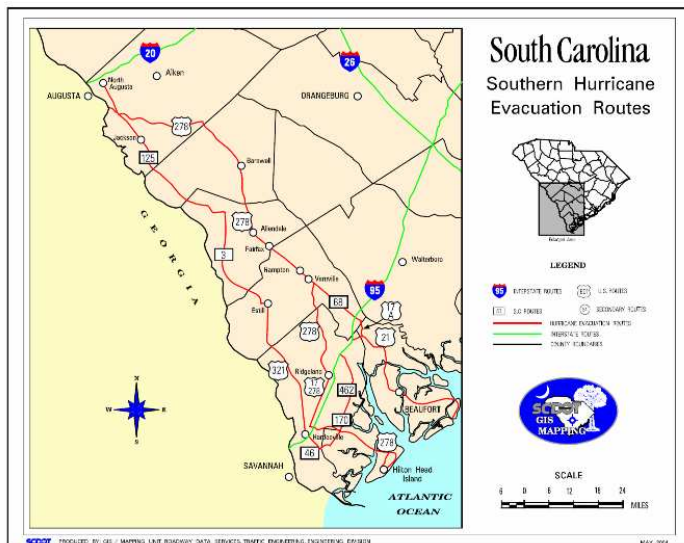
The following map and legend show areas that would be submerged by water during during different categories of hurricanes.



**Bluffton Evacuation Routes**



The enhanced evacuation route (shown in blue) will include the Bluffton Parkway.



The improvements on SC 170 are part of the SCDOT hurricane evacuation route.



**Waiting for the Next Big One**

South Carolina has approximately 190 miles of open coastline, but with its numerous bays, estuaries, inlets and rivers create an actual shoreline of over 3,000 miles. Between 1900 and 1999, fourteen tropical cyclones of hurricane intensity made direct hits on the South Carolina coastline. Of these fourteen storms, four were major storms. Since 1900, no category 5 hurricane has hit South Carolina, but two category 4's (Hugo, 1989 and Hazel, 1954) and two category 3's (Gracie in 1959 and another in 1945) have hit South Carolina. (Storms were not formally named before 1950.)



**Past Category 3 storms in the Beaufort area**

It is possible that the "Great Storm of 1893" struck the south coast at high tide, pushing an enormous storm surge ahead of it, creating a "tidal wave" that swept and submerged whole islands. On the night of August 27, 1893, a huge "tropical cyclone," made landfall just east of Savannah, Georgia. Maximum winds in the Beaufort area were reported at 125 mph; those in Charleston at 120 mph. Water from the first wave probably stacked up in the marshes, held there by the winds until the next high tide, which was after the storm had passed. Lowered barometric pressure and the amount of "stacked" water caused destruction equal to that of a "tidal wave." At least 2,000 people lost their lives, and an estimated 70,000 were left homeless with no means of subsistence. Losses in lives and property were most catastrophic among blacks who were former slaves or their descendants. Clara Barton and the American Red Cross launched a massive relief effort, the first after a hurricane in US history. Donations in 1893-1894 fed, clothed and sheltered thousands.



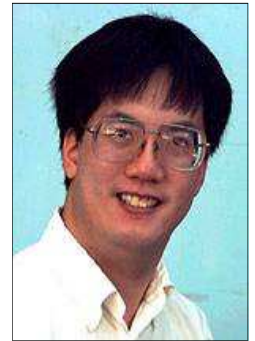
**The Great Sea Island Storm of 1893, which hit Beaufort County, was the most powerful storm to hit South Carolina until Hurricane Hugo.**

Hazel, (October 1954) and Gracie, (September, 1959), were the most memorable storms of the 50's. Hazel, A category 4 storm, made landfall near Little River, South Carolina with 106 mph winds and tides up to 16.9 feet. One person was killed and damage was estimated at \$1.7 billion. Gracie, a category 3 hurricane made landfall at St. Helena Island, and continued north-northwest maintaining hurricane strength for more than a hundred miles inland. Damage of disaster proportions occurred along the coast from Beaufort to Charleston. Heavy rains caused flooding through much of the state, crop damage was severe, but there was no loss of life.

The last storm that did major damage to the County was Hurricane Gracie in 1959 - there was minor damage from Hurricane David in 1979 and minor damage from Floyd in 1999. There have been five evacuations in the County since 1979. Hurricane Hugo was the largest storm system to hit South Carolina in modern history. As a Category 4 hurricane, Hugo's winds extended far inland. The storm surge from Hugo inundated eighty miles of coastline from Charleston to Myrtle Beach. Maximum storm tides reached 20 feet. Hugo was responsible for twenty-nine deaths in South Carolina. Twenty-four South Carolina counties were declared federal disaster areas. Damage was estimated at \$7 billion.

While Hugo stands out in its destructive power, South Carolina regularly suffers from severe weather systems from tropical storms and hurricanes that make landfall in other states.

Dr. Cary Mock, an associate professor at the University of South Carolina in the Department of Geography, has performed extensive research on atmospheric patterns and climate variations and submitted information to this application about when he thinks the next hurricane will strike Beaufort County. His findings note that the area is long overdue for a large scale storm. **[Dr. Mock's notes on the Beaufort area can be found in Appendix 11.]** The Atlantic basin is now in another upswing - as evidenced by the intensity and duration of the 2004 and 2005 hurricane seasons. Beaufort County has been very fortunate that it has not been directly hit by a hurricane since Hugo, especially since historical data suggests that hurricanes can and do occur back to back. For instance, in 2005, Rita (at its peak, the most intense hurricane ever recorded) followed Katrina by just a few weeks and nearly on the same track. In 1893, a June hurricane in the Beaufort area was followed by the devastating "sea islands storm" in August and then another Category 3 storm a few weeks later in the Charleston area, Dr. Mock says, while North Carolina recorded seven hurricanes that year. Much earlier, Charleston was hit by two very strong hurricanes in 1752, including one that may have been a Category 4<sup>10</sup>.



**Dr. Cary Mock**

**Economic Impact from Hurricanes:**

In addition to the loss of life and severe property damage, hurricanes also pose a threat to the economic stability of a community. When Hugo hit just north of Charleston, in September of 1989, it cost \$7.0 billion in collateral damage and 29 lives. Studies show that losses due to hurricanes are not caused by an increase in the number of hurricanes, but more from vulnerability arising from a variety of societal changes including a growing population in high risk coastal areas. Memories are short and since Hugo, the South Carolina coastal region has witnessed a dramatic growth in tourism, population and development around the coast. Much of the population growth has come from more affluent 'baby-boomers' looking for potential retirement property. They have discovered the area while on vacation or a business trip and want to move themselves and often their business to the region. However many of the coastal counties are made up of large rural areas with a much poorer population. Many of the 'poor' rely on the agricultural or tourism industries for a living. With the decline of the manufacturing industry in South Carolina, those in rural communities now make up a large part of the workforce supporting tourism. They travel, often on public transportation, to service the large resorts, hotels, restaurants, marinas and golf courses. Without tourists, there are no jobs but even with an available job, many cannot get to work because of lack of access or transportation. Sadly, these people generally live in trailers or poorly constructed homes, which traditionally suffer the most from wind and flood damage. They have an immediate need for county, state and Federal subsistence in order to exist.

**□ Promotion of Economic Development**

**Growth:**

Beaufort County has experienced rapid growth in recent years. Large-scale residential communities have been constructed and future developments are planned in numerous locations throughout the County. The population of Northern Beaufort County is projected to grow by approximately 53% and the population of southern Beaufort County is expected to grow 100% over the next twenty years.

South Carolina's total population grew just over 6% between 2000 and 2005, a total of 4,255,083 people. The largest growth occurred in the counties of Beaufort, Dorchester, Horry and York County, all of which grew between 14% and 17% for the six-year period. Counties incorporating urban areas generally grew between 6% and 8%<sup>11</sup>.

By 2030, the state's population is expected to rise to 5,407,890,

	Cost (\$billions)
Bridge Replacement	\$3.0
Highway System Maintenance	\$17.0
Highway System Upgrades	\$11.0
Interstate System Upgrades	\$11.0
Mass Transit	\$3.9
Premium Transit and Passenger Rail	\$1.4
Safety	\$1.0
<b>Total Needs</b>	<b>\$48.3</b>
Currently anticipated funding	\$19.0
<b>Shortfall</b>	<b>\$29.3</b>



about a 27% increase. In addition, the 65 and over population is expected to represent 22% of the state population, placing South Carolina 15th in the nation for highest percentage of senior citizens. The demographic trends in population and employment reflect a continuing demand on the transportation system for both mobility and accessibility of people, goods and services<sup>12</sup>.

Table 3  
**Population, Vehicle Miles of Travel (VMT),  
and State Highway Lane Miles**

	1990	2005	Percent Increase
Population	3,499,064	4,255,083	21.6%
Annual VMT (millions)	34,377	47,598	38.5%
State System Lane Miles	89,067	89,834	0.9%
Annual VMT per Capita	9,825	11,186	13.9%

Sources: SCDOT Road Data Services  
US Census Bureau

In the charts provided from the Corporate Survey 2007, respondents ranked highway accessibility as the number-one factor which was considered “very important” or “important” for locating or expanding facilities. Respondents to this survey included corporate executives who are concerned with the rising cost of fuel. Their companies need the shortest access to the highways that connect them to their markets. In fact, proximity to major markets jumped from 13th place in last year’s response rating to 10th place this year<sup>13</sup>.

This survey further illustrates that transportation remains a key issue for many South Carolinians because it impacts so many aspects of daily life. From mobility and accessibility, safety and security, economic development and the environment, transportation plays a significant role in every community in the state, including Beaufort County. Today's transportation planning choices will determine how effective the transportation system will be in supporting the needs of the state for years to come<sup>14</sup>.

**Area Development Magazine 2007 22nd Annual Corporate Survey**

SITE SELECTION FACTORS	Very Important %	Important %	Minor Consideration %	Of No Importance %
<b>Labor</b>				
Availability of skilled labor	61.4	27.3	7.6	3.8
Availability of unskilled labor	28.8	36.4	25.0	9.8
Training programs	20.5	36.1	36.1	7.4
Labor costs	51.2	41.1	6.2	1.6
Low union profile	50.4	30.2	15.5	3.9
Right-to-work state	37.2	34.9	20.2	7.8
<b>Transportation/Telecommunications</b>				
Highway accessibility	63.6	33.3	3.0	0.0
Railroad service	17.5	20.6	29.4	32.5
Accessibility to major airport	11.2	43.2	32.8	12.8
Waterway or oceanport accessibility	4.8	10.4	31.2	53.6
Availability of advanced ICT services	40.7	41.5	13.8	4.1
<b>Finance</b>				
Available of long-term financing	16.8	46.2	21.0	16.0
Corporate tax rate	38.8	45.0	10.8	5.4
Tax exemptions	41.8	41.0	13.4	3.7
State and local incentives	41.7	41.7	13.6	3.0
<b>Other</b>				
Availability of buildings	38.8	40.5	16.5	4.1
Available land	42.7	42.7	9.7	4.8
Occupancy or construction costs	32.8	55.4	10.9	1.0
Expedited or “fast-track” permitting	30.3	41.2	26.9	1.7
Raw materials availability	24.2	38.3	23.3	14.2
Energy availability and costs	45.7	43.3	9.4	1.6
Environmental regulations	43.7	39.5	14.3	2.5
Proximity to major markets	40.2	42.6	13.9	3.3
Proximity to suppliers	23.4	48.4	25.8	2.4
Proximity to technical university	10.9	21.8	48.7	18.5

SITE SELECTION FACTORS	2006	2007
<b>Ranking</b>		
1. Highway accessibility	90.9	96.9
2. Labor costs	95.0	92.3
3. Energy availability and costs	82.4	89.0
4. Availability of skilled labor	85.1	88.7
5. Occupancy or construction costs	85.5	88.2
6. Available land	73.3	85.4
7. Corporate tax rate	90.8	83.8
8. State and local incentives	88.6	83.4
9. Environmental regulations	68.9	83.2
10. Tax exemptions	86.7	82.8
10T. Proximity to major markets	76.9	82.8
11. Availability of advanced ICT services	N/A	82.2
12. Low union profile	78.4	80.6
13. Availability of buildings	N/A	79.3
14. Right-to-work state	67.1	72.1
15. Proximity to suppliers	49.3	71.8
16. Expedited or “fast-track” permitting	N/A	71.5
17. Availability of unskilled labor	65.3	65.2
18. Availability of long-term financing	64.1	63.0
19. Raw materials availability	64.1	62.5
20. Training programs	56.0	56.6
21. Accessibility to major airport	61.4	54.4
22. Railroad service	20.8	38.1
23. Proximity to technical university	30.0	32.7
24. Waterway or oceanport accessibility	17.0	15.2

\*All figures are percentages and are the total of “very important” and “important” ratings of the *Area Development Corporate Survey* and are rounded to the nearest tenth of a percent<sup>15</sup>.

The South Carolina Department of Transportation has developed a set of goals outlined in the *South Carolina Comprehensive Multimodal Long-Range Transportation Plan*. The projects listed within this application meet all of the following goals set forth by the SCDOT. These include:

**Mobility** - Promote efficient movement of people and freight and reduced travel times for all modes of transportation.

**Accessibility** - Ensure that transportation facilities and services are coordinated with land development patterns and community needs to ensure that all citizens easily can reach important destinations.

**Safety** - Minimize crashes and fatalities and ensure efficient coastal evacuation routes.

**Security** - Increase security of the transportation system for motorized and non-motorized users.

**Economic Vitality** - Provide an efficient, interconnected transportation system to maintain economic competitiveness.

**Community Vitality** - Minimize and mitigate community disruptions resulting from existing and future transportation facilities, and ensure citizens have appropriate, accessible, multimodal transportation choices to serve their mobility needs.

**Equity** - Develop a transportation system that meets the needs of all citizens, recognizing that variations in income, age, ability and regional location produce different mobility needs<sup>16</sup>.

Demand for easy travel in South Carolina is growing about twice as fast as the population, and has far outpaced the rate at which the highway system is being expanded. Table 3 shows that, although the state's population has grown by over 20% since the 1990's, Vehicle Miles of Travel (VMT) in the state grew by nearly 40%, though lane miles on the highway system increased by less than 1%. VMT is a measure of travel activity that considers traffic volume in relation to the length of the highway system<sup>17</sup>.

The Urban Mobility Report developed by the Texas Transportation Institute has developed a methodology to capture the inconvenience of delay in urban areas across the nation by calculating the cost of congestion. The SCDOT has used this same methodology and applied it to evaluate the economics of congestion in South Carolina. To take a measure of delay, one compares the length of time it takes to navigate a roadway at free flow speeds to the time it takes to navigate the same facility during a congested period. The difference between these two measures results in the "time lost to congestion."<sup>18</sup>

Table 4 illustrates the annual hours of time lost due to congestion in South Carolina based on 2006 Highway Performance Monitoring System numbers. The figure is organized using planning areas, both Metropolitan Planning Organization's (MPOs) and Council of Government's (COGs). As expected, the majority of congestion is located within the state's more populous urban areas and areas that experience a large amount of tourism<sup>19</sup>.

Tourism is another economic engine of the region. Statewide, the industry contributes \$9.4 billion to the Gross State Product and supports 207,000 jobs. One of the key goals of the Beaufort County Comprehensive Plan is that a strong, vibrant and healthy economy will be achieved through a successful economic development program. Beaufort County continues to be recognized for its quality of life and as a place to vacation, which has caused rapid growth in the tourism and service industries and in part has driven the surge in population. This population and visitor growth has provided opportunities for people in the rural areas who have seen a decline in the agricultural industry to find work in the tourism and service industries. In addition to Beaufort County residents, some 9,000 workers commute daily from neighboring counties to work in these industries.

**Table 4 : 2005 ANNUAL HOURS LOST TO CONGESTION**

	Urban Total (MPOs)	Urban Per- centage (MPOs)	Rural Total (COGs)	Rural Per- centage (COGs)	Grand Totals
Statewide	17,268,301	89.82%	1,957,300	10.18%	19,223,601
BCD, CHATS	6,032,275	98.26%	106,623	1.74%	6,138,898
Waccamaw, GSATS	5,396,962	99.62%	20,425	0.38%	5,417,386
Central Midlands, COATS	2,034,802	96.60%	71,698	3.40%	2,106,500
Appalachian, ANATS, GPATS, SPATS	1,857,445	91.96%	161,900	8.02%	2,019,345
Lower Savannah, ARTS	1,240,902	92.78%	90,536	7.22%	1,337,438
Lowcountry	-	-	1,249,042	-	1,249,042
Catawba, RFATS	357,446	88.08%	43,392	11.92%	400,837
Santee-Lyndries, SUATS	157,886	57.73%	115,602	42.27%	273,489
Pee Dee, FLATS	188,583	72.03%	73,216	27.97%	261,799
Upper Savannah	-	-	13,867	-	13,867

Source: US Census



Beaufort County relies heavily on residential tax revenue rather than taxes from income or commerce. 89% of the property tax base is derived from county residents. As the county's population increases, so does the need to diversify the tax base in order to ease the residential property tax burden. While the tourism and hospitality industry generates some \$1.2 billion annually to Beaufort County's economy, wage rates in these industries are some of the lowest, with wage scales that are often insufficient to provide basic needs.

To meet the goals of the Beaufort County Comprehensive Plan and help diversify the economy, it is imperative to attract new business and industry to the area that bring in capital investment from outside the county and South Carolina and which will pay at or above the state average wage. The Lowcountry Economic Network, acting as the economic development entity for Beaufort County, is aggressively marketing the area as a viable place for businesses - especially those in light manufacturing or warehousing and logistics - to relocate. The County's close proximity to Interstate 95 and access to the busy Savannah and Charleston ports, as well as the proposed Jasper Port terminal makes it attractive to site selectors and commercial or industrial real estate organizations as they look to identify property strategically located within easy access of these growing business hubs. However, a key criterion in the site selection process is a solid transportation infrastructure. (See Exhibit I – Area Development magazine 2007 21<sup>st</sup> Annual Corporate Survey rankings.) If ingress or egress appears likely to be impeded due to an inadequate road network, poor traffic flows, or high rates of vehicle congestion, site selectors will quickly eliminate the area from consideration. It is imperative that Beaufort County be able to offer quick and easy access to Interstate 95, and the major east coast rail corridor. Without this assurance, Beaufort County will fail to attract the kind of business and industry needed to alleviate the burden on residential taxes and generate employment.

Tremendous efforts and investments are being made to develop Beaufort County as the economic development hub for commerce in the lowcountry. Without adequate transportation infrastructure we cannot be competitive with neighboring Georgia counties vying for the same investments as a result of growth and the ports. Georgia calls the proposed port construction in Jasper County the "Cargo Beltway."

The need to diversify the tax base and attract new businesses that will create jobs that pay at or above the state average wage is equally important to the continued economic growth and health of Beaufort County. Its proximity to both the Savannah and Charleston ports and the development of the Jasper Port terminal makes this region a rapidly growing economic engine. The Jasper port will be of huge economic importance to the area. The I-95 corridor is the artery that drives economic activity to in this region. All of the proposed road projects ultimately feed into I-95.

Currently, Jasper County is permitted for 50,000 additional homes. The residents of those homes will only add to the road congestion that feeds into and out of Beaufort County and a good portion of them will need jobs. Without an adequate transportation infrastructure, Beaufort County will not be able to attract business and industries and will be relying on the residential tax base to fund its public facilities and services, including roads. Its existing roads can barely cope with the current volume of residents and tourists. Without the development of the proposed road projects, they will lag even further behind and likely never catch up, resulting in congestion, high maintenance and repair expenses<sup>20</sup>.



Georgia calls the proposed port construction in Jasper County the "Cargo Beltway."

## □ Increase in the Quality of Life

### **Public Recreation:**

Bicycle and pedestrian use would be improved and increased with the implementation of the SC 802 widening project and the Bluffton Parkway. The SC 802 project would involve pedestrian sidewalks

through the entire length of the project corridor. A bicycle lane also would be paved and striped from Ribaut Road to Sea Island Parkway. This will provide safe biking facilities where none currently exist, while also conforming to the Beaufort County Trails and Blueways Master Plan of establishing a spine trail in the area. Creating a walkway in this area should increase recreational opportunities such as oyster harvesting in the adjacent healthy headwaters of Distant Island Creek. The Bluffton Parkway and SC 170 widening projects will also provide a multi-use path for bicyclists and pedestrians. Alternative transportation modes such as biking and walking are made viable with safe facilities.



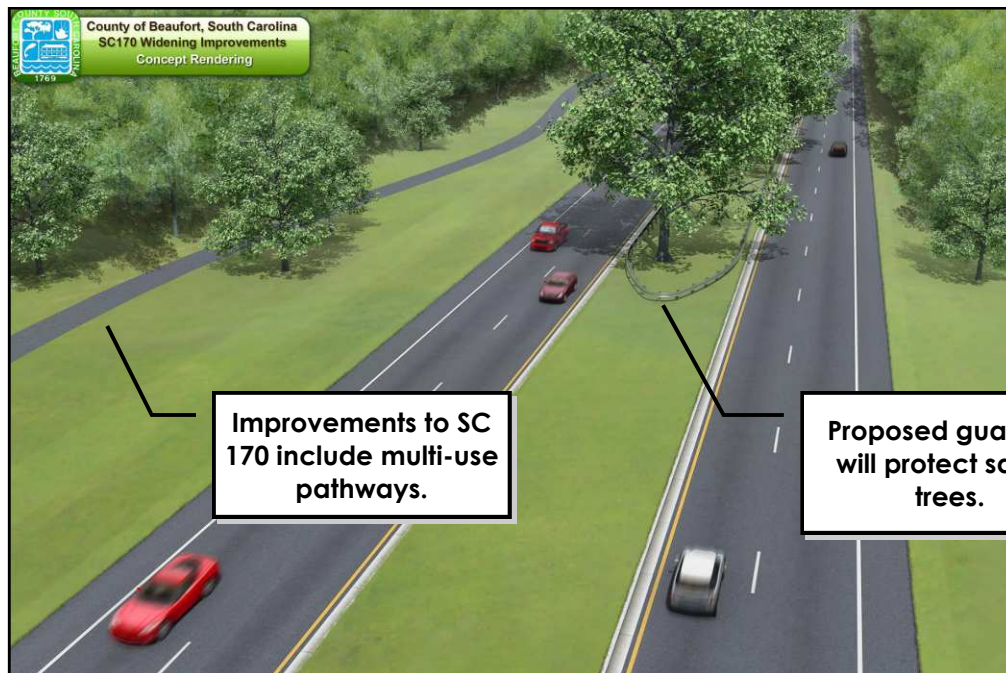
SC 802 will provide pedestrian sidewalks and bicycle lanes along new bridge.



SC 802 - Before



SC 802 improvements include sidewalks for pedestrians and bike lanes.



Improvements to SC 170 include multi-use pathways.

Proposed guardrail will protect saved trees.

Multi-use pathways on all three projects encourage alternate means of transportation and provide safety to bikers and runners.



**Air and Environmental Effects:**

Congestion impacts the local and regional air quality. There is a direct correlation between improved traffic operations and environmental improvements. When vehicles operate at the posted speed limits, they function more efficiently due to a decrease in stop-and-go actions which can decrease fuel efficiency. Less stop-and-go travel generally correlates to reduced vehicle pollutants being released into the atmosphere. The Environmental Protection Agency regulates air pollutants such as ozone, particulate matter, and carbon monoxide under the Clean Air Act. Ground-level ozone is formed by the reaction of oxides of nitrogen (NOx) and volatile organic compounds (VOC) in the presence of sunlight. The modernization of the vehicle engine has greatly improved emissions from vehicles, however the transportation sector still contributes negatively to these emissions.

❑ **Continued Military Presence in Area**

The military presence within Beaufort County plays an essential role in Beaufort's economy and the welfare of the area, as the Marine Corps Air Station (MCAS), the Naval Hospital and Marine Corps Recruit Depot Parris Island are all located within Beaufort County. These military entities represent \$375,000,000 of Beaufort County's economy, employ 1,800 citizens and bring 6,500 active duty personnel to the Beaufort area. The federal budget for military installations in Beaufort County is \$58,000,000 per year<sup>21</sup>.

**Marine Corps Air Station (MCAS) Beaufort**

MCAS Beaufort, also known as "Fightertown," is an important and historically colorful base. It is home to Marine Aircraft Group 31, one of the world's largest and most tactically proficient aircraft groups. Locally, MCAS pilots perform in air shows. They provide volunteers for numerous Beaufort community events, supporting the local Adopt-a-School programs, the Chamber of Commerce Military Family Appreciation Day in May, the Beaufort Water Festival in July, the Beaufort Shrimp Festival in October, and the Beaufort Veterans' Day Observance Memorial Ceremony in November. The main portion of the MCAS Beaufort remains at Merritt Field, 3.9 million square yards of runways and taxiways, which plays a key role in national and worldwide training exercises and operations. It has also been designated as an alternate landing site for the Space Shuttle. MCAS Beaufort is also the home of several other Fleet Marine Force units to include Marine Wing Support Squadron 273, Marine Air Control Squadron 2 and Combat Service Support Detachment 23. The Air Station covers 6,900 acres within Beaufort County and controls an additional 5,200 acres at the Townsend Bombing Range in Macintosh County, Georgia. This range is managed by the Georgia Air National Guard and provides Fightertown pilots the opportunity to train for air-ground combat. Air Station military members, their families and civilian employees number nearly 13,000 and have long been an integral part of the lowcountry community. Additionally, Parris Island graduations take place nearly every week, and graduation visitors alone contribute some \$7,000,000 to the Beaufort Economy<sup>22</sup>.

MCAS Beaufort hosts all active duty USMC F/A-18 air operations on the East Coast, assigned to MAG-31. The mission of the Marine Corps Air Station Beaufort is to provide support as an operational base for MAG-31, and the support units. The mission of the Marine Aircraft Group (MAG-31) is to conduct anti-air-warfare and offensive air support operations in support of Fleet Marine Forces from advanced bases, expeditionary airfields, or aircraft carriers and conduct such other air operations as may be directed. The population of the on-base "city" includes nearly 4,000 active-duty service members and more than 700 civilian workers<sup>23</sup>.

There are two runways at the air station in Beaufort. One is 12,000 feet long; the other is 8,000 feet. Another 8,000-foot runway could be added easily. In fact, there is room for expansion of all of the facilities. They currently have the second largest military runway on the east coast which also serves an alternative Space Shuttle landing site for NASA<sup>24</sup>.



**Improved infrastructure will help keep the military in the Beaufort area.**

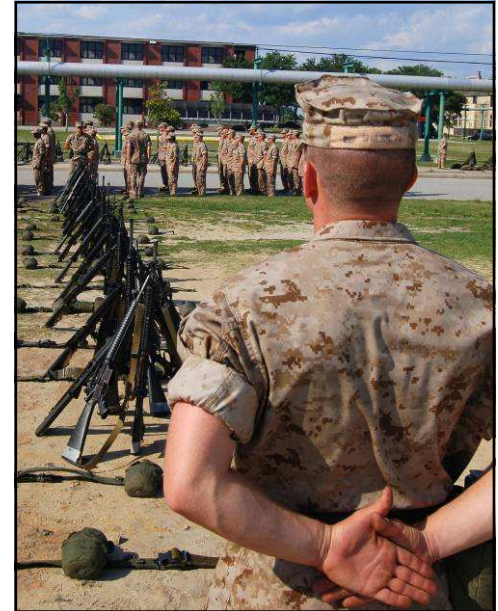
The installation is home to seven Marine Corps F/A- 18 squadrons. Two additional Navy F/A-18 squadrons joined the Fighter town community in March 2000, strengthening the installation's economic contribution to the local area<sup>25</sup>.

The Base Realignment and Closure Commission (BRAC) is a process the United States federal government directed at the administration and operation of the Armed Forces, used by the United States Department of Defense (DOD) and Congress to close excess military installations and realign the total assets inventory in order to save money on operations and maintenance, aimed at achieving maximum efficiency in line with Congressional and DOD objectives. More than 350 Installations have been closed in four BRAC rounds: 1989, 1991, 1993 and 1995. The most recent round of BRAC was completed in 2005. In the past five reports there has never been any form of a down grade to any of the military installations in Beaufort County. However with the closure of other bases many units have moved to the MCAS in Beaufort increasing the federal budget in Beaufort which in turn produces increases to the economic development of the area, as many new units and soldiers relocate to Beaufort. In the 2005 BRAC report they identified the Beaufort MCAS as one of the military installations to receive the technologically advanced Super Hornet to replace the current F-18 Hornet. This is a huge increase in the DOD presence in Beaufort County and will continue the economic drive military installations have caused in the lowcountry area. The Navy announced May, 18 1998 that its East coast F-18 squadrons would relocate to Naval Air Station Oceana in Virginia Beach, VA and to the MCAS in Beaufort following the closure of the Naval Air Station Cecil Field in Jacksonville, FL due to the 1995 BRAC report. This involved bringing 2 fighter pilot squadrons with large maintenance units to support the 24 plane increase to Beaufort. However in the 2005 BRAC report the Department of Defense (DOD) has decided to realign the Naval Air Station Oceana in Virginia Beach, Virginia to another air station on the east coast. Though it is still under debate the MCAS in Beaufort could potentially receive at least two more new squadrons with 24 planes from the Virginia base bringing with it the state of the art Super Hornet fighter jet and a multi-million dollar increase in the current DOD budget in Beaufort to fund the construction of several new housing facilities and other accommodations to support the large influx of soldiers to the area. So far a new Enlisted Club has been constructed, a \$17.4 million barracks construction project which has provided an additional 238 rooms has been constructed, and another barracks construction project to provide an additional 211 rooms is in the planning process<sup>26</sup>.

In addition to the proposed increases to the MCAS in Beaufort they are also in the process of developing the military installation to receive the new F-35 Joint Strike Fighter program (JSF). This program was a result of the Department of Defense's idea to build a multirole fighter optimized for the air-to-ground role with secondary air-to-air capability. The STOVL F-35B Joint Strike Fighter will provide the Marine Corps in Beaufort with a low observable, state-of-the-art, high performance, and multi-role offensive aircraft. The JSF is designed to replace the F-22 to maximize affordability. The MCAS in Beaufort could be one of the first military installations to adopt this new program and the F-35 fighter jet, which is already being used in combat operations all over the world to include missions supporting the War on Terror. The F-35 is thought by many to be the last manned aircraft that the



**Beaufort Marine Corps Air Station is one of the largest training facilities in the United States for F22 pilots and other highly technologically advanced aircrafts.**



**Parris Island contributes \$7,000,000 to the Beaufort economy through visitors to graduations.**





Department of Defense is likely to develop for some time and is projected to be used longer than other aircrafts ever have. This will make the MCAS in Beaufort one of the most state of the art military aviation centers in the country.

“The operational reliability, stealth and payload capability designed into the STOVL (short take off and vertical landing) JSF represents a great improvement in combat capability over existing legacy platforms...The STOVL JSF force is integral to our future war fighting capabilities. Its design and capabilities will fulfill all Marine Corps strike-fighter requirements in expeditionary operations. Continued support of the STOVL JSF is vital to the Marine Corps.” – **Gen Michael Hagee, Commandant, Marine Corps, February 2004**

The F-35 Joint Strike Fighter is a multi-Service/international cooperation warplane with full support from the United Kingdom, Denmark, Norway, The Netherlands, Canada and Italy who are all members of this advanced program. The Secretary of Defense for Acquisitions just approved a \$19 billion contract to develop and produce the new F-35 Joint Strike Fighter program to be used in the U.S. Air Force, Navy, and Marines, as well as the United Kingdom’s Royal Air Force and Navy. The Marine Corps alone will require 420 of these new aircrafts to sustain the program<sup>27</sup>.

Local officials in Beaufort have been working to ensure Beaufort is on the top of the list to receive the new F-35 and be selected for the pilot training program. Carlotta Ungaro, president and CEO of the Beaufort Regional Chamber of Commerce, which includes a Military Affairs Committee that works in the interest of Beaufort’s three bases, sees the MCAS a potential training center for this new program as an opportunity to bring pilots and military officials from around the world to Beaufort for training. “They’d be adding to our economy and maybe would come back as a tourist,” she said. “It also just secures Marine Corps Air Station Beaufort if BRAC (Base Realignment and Closure Commission) comes to pass. It would make it a stronger base to keep open.” Rep. Joe Wilson, R-S.C., said the air station is “well-equipped” to take on the training program for the JSF. The MCAS has a strong off-shore tactical command system and is strategically located near several bombing ranges that make it an ideal candidate for the program<sup>28</sup>.

**The Beaufort Naval Hospital at Port Royal**

The Beaufort Naval Hospital at Port Royal is ranked as one of the best Naval hospitals in the country and is a reason former military personnel elect to retire to the Beaufort area and to purchase Beaufort real estate<sup>29</sup>. The Beaufort Naval Hospital consists of the hospital itself and two Branch Medical Clinics - one at the Marine Corps Recruit Depot, Parris Island, and the other at Marine Corps Air Station, Beaufort. The Naval Hospital is one of the few military facilities which is a complete military facility itself, rather than a tenant of a larger command. The Naval Hospital provides general medical, surgical and emergency services to active duty from all branches of service as well as retired military personnel and military dependents residing in the Beaufort area. Located at the Naval Hospital are 53 family housing units, three Bachelor Enlisted Quarters, a Navy Exchange with Retail Store, Gas Station and Mini Mart. This Command also has its own Fire Department and a complete Public Works facility. Recreation facilities include a combined Hobby and Automotive Repair Shop, Special Services Office with boating and recreation equipment issue, two softball fields, swimming pool, lighted tennis and basketball courts, indoor and outdoor fitness course, fishing pier, children’s playground and a consolidated club. The total population served is approximately 31,000 beneficiaries. Active duty comprise approximately 10,863; Active duty family members, 10,747; Retirees and family members, 8,538<sup>30</sup>.



**Beaufort Naval Hospital**

The Defense Base Closure and Realignment Commission (BRAC) Report of 2005 written to the President of the United States does not include any fort or base near Beaufort County, which means there are no plans in the near future to relocate or decrease funding for the installations in Beaufort County. Therefore the military installations in Beaufort County are deep rooted and will continue to grow along with the expanding economy.

The military’s continued presence in the area will strengthen when the services put the new joint security force is put into service, making MCAS one of the premier bases in the country. This will create an influx of personnel and families to the MCAS and the community. Already, the City of Beaufort is attempting to be proactive by building more housing and apartments in the area for these increases which should be in place by 2011.



**Financial Qualifications:**

1. Impact Fees. Has the County(s) or other political subdivisions benefited by the project adopted any impact fee(s) to assist in financing the project? If the response negative, please explain why no impact fee to assist in financing the project has been adopted. **YES. Beaufort County collects Road Impact Fees countywide in unincorporated areas and in incorporated areas through intragovernmental agreements with the City of Beaufort, Town of Port Royal, Town of Bluffton and Town of Hilton Head Island. Road Impact Fees were originally adopted in 2001 and have been updated in 2004 (for northern Beaufort County Service Area) and 2006 (for southern Beaufort County Service Area). Impact Fees are charged to new development (commercial and residential) based on anticipated daily trip generation and/or vehicle miles of travel. Fees are based on projects identified in the Beaufort County Road Capital Improvement Program that are intended to provide additional network capacity to serve anticipated growth and development. Impact fees are identified to fund \$78,580,000 in road improvements identified in the Beaufort County Road CIP. Impact fees are collected separately in the Northern and Southern portions of Beaufort County. A portion of the impact fee funds from the Southern portion of the County are designated to go towards the Bluffton Parkway and SC 170 projects.**
2. Local Accommodations Tax. Has the County(s) or other political subdivisions benefited by the project adopted any local accommodations tax dedicated to the project to assist in its financing? If the response is negative, please explain why no such tax has been adopted. **YES. Admissions fees currently are being collected with \$1 million per year going towards bond repayment for portions of the Bluffton Parkway. Hilton Head Island provides funding through their accommodations tax and hospitality tax, contributing \$2,100,000 to Beaufort County's road capital improvement program.**
3. Local Hospitality Tax. Has the County(s) or other political subdivisions benefited by the project adopted any local hospitality tax dedicated to the project to assist in its financing? If the response is negative, please explain why no such tax has been adopted. **YES. The Town of Hilton Head Island has designated \$400,000 of their hospitality tax fund to go towards the Bluffton Parkway project.**
4. Capital Project Sales Tax. Has the County(s) or other political subdivisions benefited by the project adopted any local sales tax dedicated to the project to assist in its financing? If the response is negative, please explain why no such tax has been adopted. **YES. A 1% sales tax for road improvement was approved by county voters in November, 2006. The sales tax will raise \$152 million over six years and of that, \$81,314,380 is committed to the three projects referenced in this application.**
5. Sales Tax or Toll for Transportation Facilities. Has the County(s) benefited by the proposed project adopted a sales tax or implemented any tolls dedicated to the project to assist in financing? If the response is negative, please explain why no such tax has been adopted or no toll has been implemented. **YES. Beaufort County adopted a one percent sales tax program in 2006 that will generate \$81,314,380 to be used to fund these projects.**
6. User Fee for Future Maintenance. Had the County(s) benefited by the proposed project adopted any user fee dedication to the project to assist in its financing or future maintenance? If the response is negative, please explain why no such user fee has been adopted. **YES. The county is raising funds from developers through a traffic mitigation process whereby a fee is determined based on the amount of traffic the developer will generate. At least \$100,000 has been designated from traffic mitigation fees to help fund the Bluffton Parkway project. Beaufort County adopted Admissions Fees in 2006 in order to provide roadway infrastructure improvements identified in the Road CIP that provide access to entertainment venues. The fee is anticipated to generate \$1,700,000 annually for future maintenance.**
7. Tax Increment Financing. Has the County(s) benefited by the proposed project implemented any Tax Increment Financing Districts to assist in financing or future maintenance? If the response is negative, please explain why no such user fee has been adopted. **YES. Tax Increment Financing is a method used to generate value to a given area in the hopes of increasing the tax base. Since property in Beaufort County is among the most expensive in the state, such a tax structure would not work.**
8. Public Works Improvement Assessments. Has the County(s) benefited by the proposed project implemented an assessment program to assist in financing the proposed project? If the response is negative, please explain why no such assessment program has been implemented. **YES. The 1% sales tax program was implemented in 2006 and Dennis Corporation has been hired to manage the program to assess all stages and find alternate means to assist in financing these projects to include in this application.**
9. Development Agreements. Has the applicant (and/or other political subdivisions benefited by the project) established any development agreement programs with developers or property owners or entered into any development or other agreements to assist in financing the project? If the response is negative, please



explain why no development agreement programs have been established or such agreements entered. **YES.** For the Bluffton Parkway, the right-of-way was donated for most of Phases 3 and 4 through a development agreement between the Town of Bluffton and the Buckwalter Development. Much of Phase 1 was donated as part of the Myrtle Park development agreement and TIF. Most of Phase 2 right-of-way was donated as per the Shultz Tract/Bluffton Park development agreement. For SC 170, approximately 100 feet of right-of-way has been donated between the SC 46 intersection and Bluffton Parkway intersection for the widening through a development agreement between the Town of Bluffton and the Jones Tract Development Agreement. Both the Kent Estates development agreement and Village of Verdier development agreement are supposed to donate right-of-way for widening of SC 170. These would also be in the Town of Bluffton.

10. Land Use Controls. What, if any, zoning or other land use controls has the applicant (and/or other political subdivisions benefited by the project) established to foster the use of existing roads to connect developments? If the response is negative, please explain why no such zoning or other land use controls have been established. **YES.** All the Beaufort County local governments strongly encourage interconnectivity at the site design level; particularly where new green field development borders on adjacent development. Beaufort County strongly encourages to the point of mandating connecting roads. Where new passive parks exist created from the green print (through the Rural and Critical Lands Program); the County will and has planned connector roads to other thoroughfares like the Bluffton Parkway.

Beaufort County has adopted access management plans, corridor plans and land use master plans for the following corridors that are identified in the County Road CIP: SC 170 (from SC 46 to Old Baileys Loop Rd), SC 170 (from SC 802 to SC 280), US 278 (from Jasper County line to Hilton Head Island), Bluffton Parkway, Buckwalter Parkway, US 21-Boundary Street (from SC 170 to Ribaut Road) and SC 802 (from SC 170 to SC 280). The access management plans, corridor plans and land use master plans identify proper spacing of driveways, limit the number of driveways, encourage shared-use driveways, encourage connectivity between developments, identify proper spacing of traffic signals and median openings, and development of a parallel network of local streets to reduce the demand on collector and arterial streets for local trips.

**Rural and Critical Lands:** Beaufort County has had 2 bonds over the last 7 years. The first was for \$40,000,000, the second is for \$50,000,000.

11. Discount Cash Flows. Please discount, to present value, any and all cash flows using a 5% discount rate to include, without limit:
- The value of the applicant's future payments or contributions to the proposed project: **\$126,648,494**
  - The value of all non-SIB third-party (e.g. SCDOT, COG, private party, etc.) future payments or contributions to the proposed project: **not applicable**
  - The value of future expenditures associated with the proposed project: **\$203,322,916**
12. Inflation Rate. For purposes of cost estimates associated with the proposed project, please set forth the inflation rate assumed. **YES.** Design estimates are based on current contract values and are not inflated. Right-of-way estimates are in the early stages and include a standard base-line contingency to cover unknown variables which include, but are not limited to, increase in land value. Due to the sharp rise in inflation for highway construction over the past several years and economic forecasts of continued growth, a 7% annual inflation rate was applied against current construction estimates.
13. Condemnation Proceedings. Should condemnation be needed to complete the proposed project, is the applicant and/or other political subdivisions benefited by the project willing to serve as the named party in such condemnation proceedings? If the response is negative, please explain why the applicant and/or other political subdivisions benefited by the project are unwilling to serve in such a role. **YES.** Beaufort County would willingly serve as the condemning party. The County only hires SCDOT approved attorneys to handle all condemnation actions. The County also employs SCDOT approved right of way acquisition firms. The County understands SCDOT wants to limit the amount of condemnations and limit expenses during the process. In the event of condemnation, SCDOT approved attorneys will handle the litigation process according to SCDOT regulations and procedures. Beaufort County has a signed intragovernmental agreement with the SCDOT.
14. Other Funding Sources. Has the applicant and/or other political subdivisions benefited by the proposed project utilized or sought sources of funding other than those listed here in above? If the answer is affirmative, please explain the status and amount of each other source of funding. If the answer is negative, please explain why such other sources of funding have not been sought or obtained. **YES.** Property owners have assisted in getting the Bluffton Parkway constructed by donating land. 8.01 acres of land have been donated for Phase I and 37.11 acres have been donated for Phase IV.



2.1 Total Cost of Projects: \$215,905,547

The requested letter from the SCDOT stating the projected cost is accurate and reasonable is provided below.

Letter to SCDOT Requesting Approval Letter for Cost of Projects and  
Letter from SCDOT stating the Projected Cost is Accurate and Reasonable

COUNTY COUNCIL OF BEAUFORT COUNTY  
ADMINISTRATION BUILDING  
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BEAUFORT, SOUTH CAROLINA 29901-1228  
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FAX: (843) 470-2751  
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D. PAUL SOMMERVILLE  
GERALD W. STEWART  
LAURA VON HARTEN

GARY T. KUBIC  
COUNTY ADMINISTRATOR  
KELLY J. GOLDEN  
STAFF ATTORNEY  
SUZANNE M. BAINEY  
CLERK TO COUNCIL

June 18, 2008

Mr. Tony L. Chapman  
Deputy Secretary for Engineering  
South Carolina Department of Transportation  
Post Office Box 191  
Columbia, SC 29201-0191

RE: State Infrastructure Bank Application

Dear Mr. Chapman:

The County of Beaufort has been working on a grant application to the State Infrastructure Bank Board to support our One Percent Sales Tax Road Program. Enclosed is a copy of our application for your review. I was advised to contact you, the Deputy Secretary of Engineering for the SCDOT, for any approval letters Beaufort County requires for the application from SCDOT. The following letters from SCDOT are required to verify some of the information in our application.

- 1) Letter from SCDOT stating the project cost is accurate and reasonable
- 2) Letter from SCDOT indicating disbursement timeframes are accurate and reasonable
- 3) Letter from SCDOT concurring with timetable in the project approach section

The main areas of importance you will find in the attached file are the Financial Plan and the Project Approach sections. I really appreciate your time and assistance with this matter. Should you have any further questions or require any additional information please do not hesitate to contact me. Thank you very much for your time.

Sincerely,  
  
Gary Kubic  
County Administrator

GK:ch

cc: Eddie Bellamy, Interim Public Services Director  
Robert Klmk, Engineer

Attachments: 1) Beaufort County State Infrastructure Bank Application

SCDOT  
South Carolina  
Department of Transportation

RECEIVED  
JUN 26 2008  
COUNTY ADMINISTRATOR

June 23, 2008

Mr. Gary Kubic  
County Administrator  
County Council of Beaufort County  
Administration Building  
100 Ribaut Road  
Post Office Drawer 1228  
Beaufort, South Carolina 29901-1228

Dear Mr. Kubic:

Thank you for your letter dated June 18, 2008, concerning Beaufort County's grant application to the State Infrastructure Bank Board in support of a One Percent Sales Tax Road Program and notification of the requested application verification letters from the South Carolina Department of Transportation.

The Department will review your letter and request for the three specified letters of verification. This review will take approximately three weeks; we will reply to you with a response at that time.

As always, please do not hesitate to contact should you need any additional assistance.

Yours very truly,  
  
Tony L. Chapman, P. E.  
Deputy Secretary for Transportation

TLC:de  
cc: John V. Walsh, Chief Engineer for Planning, Location, and Design  
File: DSE/TLC

Post Office Box 191  
Columbia, South Carolina 29202-0191  
Phone: (803) 737-2344  
TTY: (803) 737-3070  
AN EQUAL OPPORTUNITY  
AFFIRMATIVE ACTION EMPLOYER

SCDOT  
South Carolina  
Department of Transportation

RECEIVED  
AUG 15 2008  
COUNTY ADMINISTRATOR

August 13, 2008

Mr. Gary Kubic  
County Administrator  
Beaufort County Administration Building  
100 Ribaut Road  
Post Office Drawer 1228  
Beaufort, South Carolina 29901-1228

RE: Beaufort County Grant Application to the South Carolina  
State Transportation Infrastructure Bank

Dear Mr. Kubic:

South Carolina Department of Transportation (SCDOT) is in receipt of a grant application to the South Carolina State Transportation Infrastructure Bank (STIB) from Beaufort County. As outlined in the STIB's *Financial Assistance Application Process*, applications are required to contain letters from SCDOT regarding accuracy of project costs, verification of useful project life, and other considerations. SCDOT appreciates the opportunity to review this application and as requested in your letter of June 18, 2008, offers the following:

Item 2.1, under the financial plan portion of the process, requires a "letter from SCDOT stating the projected cost is accurate and reasonable." SCDOT has reviewed the projected costs and based on the information provided, has determined the estimated costs for the three (3) projects appear reasonable and in line with similar transportation projects in the State. The projects are in various stages of engineering and development and SCDOT understands that project estimates will be refined as the projects progress and as increasingly difficult to predict market forces affect construction activity.

Item 2.7, under the financial plan portion of the process, requires a "letter from SCDOT indicating disbursement timeframes are accurate and reasonable." SCDOT has reviewed the proposed timeframes for disbursement of project funds and based on the information provided has determined that the timeframes appear reasonable and realistic. The bulk of the STIB funds requested would not be required until the year 2010 and this is consistent with the projects in question and their respective levels of development.

Item 2.9, under the financial plan portion of the process, states that the application should "include from SCDOT letter verifying" the useful life of the project and the method of determination. SCDOT bases the useful life of a project on the selection of a design year. For new construction or reconstruction, SCDOT Design Manual recommends a design year of 20 years in the future. This means that the highway is developed to accommodate expected traffic volumes to a selected future year, in this case 20 years in the future. Each of the three projects is being developed under terms of the cooperative intergovernmental agreement (IGA) in place between SCDOT and Beaufort County, which requires compliance with the Highway Design Manual and a 20-year design.

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Phone: (803) 737-2344  
TTY: (803) 737-3070  
AN EQUAL OPPORTUNITY  
AFFIRMATIVE ACTION EMPLOYER

Mr. Gary Kubic  
Page 2

Item 2.10, under the financial plan portion of the process, states that the application should "include letter from SCDOT stating projected future maintenance costs." The Bluffton Parkway is currently a County facility and for the foreseeable future, will remain a County facility. SCDOT has no oversight regarding the design or construction and is, therefore unable to comment on the projected future maintenance costs for this facility. SC Route 170 and SC Route 802 are being developed with SCDOT oversight and during construction, SCDOT will provide quality assurance oversight services under the terms of the IGA. As such, these projects will add to SCDOT maintenance burden, however, due to SCDOT's involvement with their design and construction, this burden would appear to be limited to resurfacing and routine signage needs as the facility ages and can be expected to be in line with other state owned highways.

Item 3.1, under the project approach portion of the process, states that the application should "include letter from SCDOT concurring with the timetable" of events/milestones to implement phases of the project. SCDOT has reviewed the information provided regarding project timetables. The proposed schedules appear to be reasonable and realistic. SCDOT understands that unforeseen issues may arise that can alter the proposed schedules and may require revision to the schedules as the project progresses.

I trust this information is helpful. Please do not hesitate to contact Program Manager John Boylston at 803-737-1527, if you have questions or comments. SCDOT looks forward to a continued partnership in improving transportation in Beaufort County.

Sincerely,  
  
Tony L. Chapman, P. E.  
Deputy Secretary for Engineering

TLC:svg  
cc: Don Leonard, South Carolina Transportation Infrastructure Bank  
John V. Walsh, Chief Engineer for Planning, Location, and Design  
File: PC/JDB  
CT 29182

"SCDOT has reviewed the projected costs and based on the information provided, has determined the estimated costs for the three (3) projects appear reasonable and in line with similar transportation projects in the State. The projects are in various stages of engineering and development and SCDOT understands that project estimates will be refined as the projects progress and as increasingly difficult to predict market forces affect construction activity."





**2.2 Amount of Local Contribution**

<b>Project Cost:</b>	<b>Amount:</b>	
Local Match Funding	\$ 129,574,328	60%
Requested SIB Grant	\$ 86,362,216	40%
<b>Total Cost of Projects</b>	<b>\$ 215,905,547</b>	

**2.3 Source of Local Contribution or Loan Payment**

**Bluffton Parkway** has been under construction since April 2001. Phases 1 through 4 were funded through a combination of admission fees, developer impact fees, town contributions and bond issuance. As Phase 5A and 5B begin development, the Bluffton Parkway is becoming recognized as an alternate route to US 278, thus making it eligible for federal funding. While such funding is still being sought, Phase 5 currently has a \$10 million funding commitment of developer impact fees. The Town of Hilton Head Island has pledged \$400,000 as they identify the benefits to them. And the primary source of funding is \$32.6 million from the 1% Road Improvement Sales Tax.

**SC 170 (Okatie Highway)** has seen overwhelming growth during the past few years. Multiple developments have been built, all feeding into SC170 and significantly contributing to traffic. Further development is ongoing, including The Mills, The Crossroads, Sun City and other large developments currently under construction. Impact fees charged to developers are the primary source of funding for this project, anticipated at \$20 million. As development may experience a slow-down, there is always the danger of collections falling short of this goal. The 1% Road Improvement Sales Tax is contributing \$6 million toward the project also.

Funding for the **SC 802** road improvements and bridge addition project is coming solely from the 1% Road Improvement Sales Tax at this time, currently \$42.7 million. However, the County is examining the options of further funding from guideshares and congressional earmarks.

**2.4 Amount of Assistance Requested from the Bank**

Beaufort County formally requests **\$ 86,362,216** from the South Carolina State Transportation Infrastructure Bank Board to assist in the completion of these vital road and bridge construction projects. This grant would represent **40%** of the overall project cost.

**2.5 Form of Assistance Requested**

Beaufort County requests these monies in the form of a grant.

**2.6 Other Proposed Sources of Funds**

As the need for these road improvement projects increases, a great sense of urgency develops toward finding the funding to start them. The largest source of funding currently available to the County for these projects is the 1% Road Improvement Sales Tax. It was approved by voters in November, 2006 and began being collected in May 2007 with the intention of generating \$152 million dollars over six years. \$81,300,00 of those funds is designated specifically for these projects.

Other funding sources available to the County include impact fees, town contributions, and interest from the state and county treasuries. Each project has its unique funding circumstances, explained as follows. A spreadsheet is attached, on page 43, showing the funding sources, cash flow, and funding requirements.

## 2.7 Cash Flow Diagram



### SIB APPLICATION FINANCIAL CASH FLOW SUMMARY

Summary of Funding Plan:	
<b>Beaufort County Match :</b>	<b>\$ 129,543,328 60.0%</b>
Road Improvement Sales Tax :	\$81,314,380
Local Impact Fees :	\$27,220,000
Town of Hilton Head :	\$400,000
Town of Bluffton :	\$7,700,000
Admissions Fees :	\$3,200,000
ROW Donations Bluffton Pkwy :	\$4,512,000
Bonds :	\$5,196,948
<b>SIB Grant :</b>	<b>\$ 86,362,219 40.0%</b>
<b>Total:</b>	<b>\$ 215,905,547 100.0%</b>

### Estimated Cash Flow :

	< 2006	2007	2008	2009	2010	2011	2012	Total
Bluffton Parkway								
PE	\$ 2,008,445	\$ 652,834	\$ 2,808,523	\$ -	\$ -	\$ -	\$ -	\$ 5,469,801
ROW	\$ 7,688,370	\$ -	\$ 5,964,853	\$ 4,835,146	\$ -	\$ -	\$ -	\$ 18,488,369
CON	\$ 38,457,300	\$ -	\$ -	\$ 16,023,588	\$ 27,156,861	\$ 25,314,145	\$ -	\$ 106,951,894
<b>Total</b>	<b>\$ 48,154,114</b>	<b>\$ 652,834</b>	<b>\$ 8,773,376</b>	<b>\$ 20,858,735</b>	<b>\$ 27,156,861</b>	<b>\$ 25,314,145</b>	<b>\$ -</b>	<b>\$ 130,910,064</b>
SC 170 Widening								
PE	\$ -	\$ 238,854	\$ 578,692	\$ 576,484	\$ -	\$ -	\$ -	\$ 1,394,030
ROW	\$ -	\$ -	\$ 694,847	\$ 2,666,987	\$ 1,318,166	\$ -	\$ -	\$ 4,680,000
CON	\$ -	\$ -	\$ -	\$ 2,758,917	\$ 10,435,904	\$ 10,395,919	\$ 2,519,010	\$ 26,109,750
<b>Total</b>	<b>\$ -</b>	<b>\$ 238,854</b>	<b>\$ 1,273,540</b>	<b>\$ 6,002,388</b>	<b>\$ 11,754,070</b>	<b>\$ 10,395,919</b>	<b>\$ 2,519,010</b>	<b>\$ 32,183,780</b>
SC 802 Widening and New Bridge								
PE	\$ -	\$ 1,086,851	\$ 1,797,326	\$ -	\$ -	\$ -	\$ -	\$ 2,884,177
ROW	\$ -	\$ -	\$ 5,431,966	\$ 2,068,015	\$ -	\$ -	\$ -	\$ 7,500,000
CON	\$ -	\$ -	\$ 7,621,240	\$ 20,506,636	\$ 14,299,648	\$ -	\$ -	\$ 42,427,525
<b>Total</b>	<b>\$ -</b>	<b>\$ 1,086,851</b>	<b>\$ 14,850,552</b>	<b>\$ 22,574,651</b>	<b>\$ 14,299,648</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 52,811,702</b>
<b>TOTAL PROJECT COSTS</b>								
PE	\$ 2,008,445	\$ 1,978,539	\$ 5,184,541	\$ 576,484	\$ -	\$ -	\$ -	\$ 9,749,008
ROW	\$ 7,688,370	\$ -	\$ 12,091,666	\$ 9,570,148	\$ 1,318,166	\$ -	\$ -	\$ 30,668,370
CON	\$ 38,457,300	\$ -	\$ 7,621,240	\$ 39,289,142	\$ 51,892,412	\$ 35,710,064	\$ 2,519,010	\$ 175,489,169
<b>TOTAL</b>	<b>\$ 48,154,114</b>	<b>\$ 1,978,539</b>	<b>\$ 24,897,467</b>	<b>\$ 49,435,774</b>	<b>\$ 53,210,578</b>	<b>\$ 35,710,064</b>	<b>\$ 2,519,010</b>	<b>\$ 215,905,547</b>
<b>LOCAL MATCH</b>	<b>\$ 48,154,114</b>	<b>\$ 1,978,539</b>	<b>\$ 24,897,467</b>	<b>\$ 47,920,992</b>	<b>\$ 6,592,215</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 129,543,328</b>
<b>REQUESTED SIB GRANT</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 1,514,781</b>	<b>\$ 46,618,363</b>	<b>\$ 35,710,064</b>	<b>\$ 2,519,010</b>	<b>\$ 86,362,219</b>
<b>TOTAL FUNDING</b>	<b>\$ 48,154,114</b>	<b>\$ 1,978,539</b>	<b>\$ 24,897,467</b>	<b>\$ 49,435,774</b>	<b>\$ 53,210,578</b>	<b>\$ 35,710,064</b>	<b>\$ 2,519,010</b>	<b>\$ 215,905,547</b>





Letter to SCDOT Requesting Approval Letter for Disbursement of Funds and  
Letter from SCDOT Indicating Disbursement Timeframes are Accurate and Reasonable

COUNTY COUNCIL OF BEAUFORT COUNTY  
ADMINISTRATION BUILDING  
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GERALD W. STEWART  
LAURA VON HARTEN

GARY T. KUBIC  
COUNTY ADMINISTRATOR  
KELLY J. GOLDEN  
STATE ATTORNEY  
REXANNE M. RASNY  
CLERK TO COUNCIL

June 18, 2008

Mr. Tony L. Chapman  
Deputy Secretary for Engineering  
South Carolina Department of Transportation  
Post Office Box 191  
Columbia, SC 29201-0191

RE: State Infrastructure Bank Application

Dear Mr. Chapman:

The County of Beaufort has been working on a grant application to the State Infrastructure Bank Board to support our One Percent Sales Tax Road Program. Enclosed is a copy of our application for your review. I was advised to contact you, the Deputy Secretary of Engineering for the SCDOT, for any approval letters Beaufort County requires for the application from SCDOT. The following letters from SCDOT are required to verify some of the information in our application.

- 1) Letter from SCDOT stating the project cost is accurate and reasonable
- 2) Letter from SCDOT indicating disbursement timeframes are accurate and reasonable
- 3) Letter from SCDOT concurring with timetable in the project approach section

The main areas of importance you will find in the attached file are the Financial Plan and the Project Approach sections. I really appreciate your time and assistance with this matter. Should you have any further questions or require any additional information please do not hesitate to contact me. Thank you very much for your time.

Sincerely,  
  
Gary Kubic  
County Administrator

GK:ch  
cc: Eddie Bellamy, Interim Public Services Director  
Robert Klink, Engineer

Attachments: 1) Beaufort County State Infrastructure Bank Application

SCDOT  
South Carolina  
Department of Transportation

RECEIVED  
JUN 26 2008  
COUNTY ADMINISTRATOR

June 23, 2008

Mr. Gary Kubic  
County Administrator  
County Council of Beaufort County  
Administration Building  
100 Ribault Road  
Post Office Drawer 1228  
Beaufort, South Carolina 29901-1228

Dear Mr. Kubic:

Thank you for your letter dated June 18, 2008, concerning Beaufort County's grant application to the State Infrastructure Bank Board in support of a One Percent Sales Tax Road Program and notification of the requested application verification letters from the South Carolina Department of Transportation.

The Department will review your letter and request for the three specified letters of verification. This review will take approximately three weeks; we will reply to you with a response at that time.

As always, please do not hesitate to contact should you need any additional assistance.

Yours very truly,  
  
Tony L. Chapman, P. E.  
Deputy Secretary for Transportation

TLC:de  
cc: John V. Walsh, Chief Engineer for Planning, Location, and Design  
File: DSE/TLC

Post Office Box 191  
Columbia, South Carolina 29202-0191  
Phone: (803) 737-2014  
TTY: (803) 737-3610  
AN EQUAL OPPORTUNITY  
AFFIRMATIVE ACTION EMPLOYER

SCDOT  
South Carolina  
Department of Transportation

RECEIVED  
AUG 15 2008  
COUNTY ADMINISTRATOR

August 13, 2008

Mr. Gary Kubic  
County Administrator  
Beaufort County Administration Building  
100 Ribault Road  
Post Office Drawer 1228  
Beaufort, South Carolina 29901-1228

RE: Beaufort County Grant Application to the South Carolina  
State Transportation Infrastructure Bank

Dear Mr. Kubic:

South Carolina Department of Transportation (SCDOT) is in receipt of a grant application to the South Carolina State Transportation Infrastructure Bank (STIB) from Beaufort County. As outlined in the STIB's *Financial Assistance Application Process*, applications are required to contain letters from SCDOT regarding accuracy of project costs, verification of useful project life, and other considerations. SCDOT appreciates the opportunity to review this application and as requested in your letter of June 18, 2008, offers the following:

Item 2.1, under the financial plan portion of the process, requires a "letter from SCDOT stating the projected cost is accurate and reasonable." SCDOT has reviewed the projected costs and based on the information provided, has determined the estimated costs for the three (3) projects appear reasonable and in line with similar transportation projects in the State. The projects are in various stages of engineering and development and SCDOT understands that project estimates will be refined as the projects progress and as increasingly difficult to predict market forces affect construction activity.

Item 2.7, under the financial plan portion of the process, requires a "letter from SCDOT indicating disbursement timeframes are accurate and reasonable." SCDOT has reviewed the proposed timeframes for disbursement of project funds and based on the information provided has determined that the timeframes appear reasonable and realistic. The bulk of the STIB funds requested would not be required until the year 2010 and this is consistent with the projects in question and their respective levels of development.

Item 2.9, under the financial plan portion of the process, states that the application should "include from SCDOT letter verifying" the useful life of the project and the method of determination. SCDOT bases the useful life of a project on the selection of a design year. For new construction or reconstruction, SCDOT Design Manual recommends a design year of 20 years in the future. This means that the highway is developed to accommodate expected traffic volumes to a selected future year, in this case 20 years in the future. Each of the three projects is being developed under terms of the cooperative intergovernmental agreement (IGA) in place between SCDOT and Beaufort County, which requires compliance with the Highway Design Manual and a 20-year design.

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Mr. Gary Kubic  
Page 2

Item 2.10, under the financial plan portion of the process, states that the application should "include letter from SCDOT stating projected future maintenance costs." The Bluffton Parkway is currently a County facility and for the foreseeable future, will remain a County facility. SCDOT has no oversight regarding the design or construction and is, therefore unable to comment on the projected future maintenance costs for this facility. SC Route 170 and SC Route 802 are being developed with SCDOT oversight and during construction, SCDOT will provide quality assurance oversight services under the terms of the IGA. As such, these projects will add to SCDOT maintenance burden, however, due to SCDOT's involvement with their design and construction, this burden would appear to be limited to resurfacing and routine signage needs as the facility ages and can be expected to be in line with other state owned highways.

Item 3.1, under the project approach portion of the process, states that the application should "include letter from SCDOT concurring with the timetable" of events/milestones to implement phases of the project. SCDOT has reviewed the information provided regarding project timetables. The proposed schedules appear to be reasonable and realistic. SCDOT understands that unforeseen issues may arise that can alter the proposed schedules and may require revision to the schedules as the project progresses.

I trust this information is helpful. Please do not hesitate to contact Program Manager John Boylston at 803-737-1527, if you have questions or comments. SCDOT looks forward to a continued partnership in improving transportation in Beaufort County.

Sincerely,  
  
Tony L. Chapman, P. E.  
Deputy Secretary for Engineering

TLC:svg  
cc: Don Leonard, South Carolina Transportation Infrastructure Bank  
John V. Walsh, Chief Engineer for Planning, Location, and Design  
File: PC/JDB  
CT 29182

"SCDOT has reviewed the proposed timeframes for disbursement of project funds and based on the information provided has determined that the timeframes appear reasonable and realistic. The bulk of the STIB funds requested would not be required until the year 2010 and this is consistent with the projects in question and their respective levels of development."

**2.8 Schedule of Project Revenues for Local Contributions or Loan Payments and Assumptions of Risks of Such Payments such as Taxes, User Fees, Toll Rates, etc. (cite source or method used to determine project revenues)**

Please refer to cash flow diagram and charts below.

**Forecasted Revenue**

Fiscal Year	Forecasted Receipts	Actual Receipts (Including Interest)
2008, 1st Quarter	\$6,333,333	\$7,838,127
2008, 2nd Quarter	\$6,333,333	\$7,275,319
2008, 3rd Quarter	\$6,333,333	\$7,549,882
2008, 4th Quarter	\$6,333,333	\$7,783,702
	\$25,333,332	\$30,447,030

**C.I.P. Funding within Beaufort County**

Funding Source	Planned Contributions
Sales Tax	\$152,000,000
South County Road Impact Fees	\$69,250,000
North County Road Impact Fees	\$21,320,500
Congressional Earmark	\$30,700,000
Guideshare/SCDOT	\$78,850,000
Tag-CTC Funds	\$250,000
Enhancement Grants	\$200,000
Town of Hilton Head Island	\$1,100,000
Traffic Mitigation	\$1,733,000
Admissions Fees	\$1,733,000
	<b>\$358,688,500</b>

**Sales Tax Revenue Analysis**







2.9 The Useful Life of the Project and Method of Determination

The life of a road is determined by the amount and types of traffic which will be using it. Traffic projections are used to determine what the traffic will be like in future years and a road is designed accordingly. The Bluffton Parkway and SC 802 projects both are designed to function through year 2025 and the SC 170 project is being designed to function through year 2030. Each of the three projects is being developed under terms of the cooperative intragovernment agreement (IGA) in place between SCDOT and Beaufort County, which requires compliance with the Highway Design Manual and a 20-year design.

SCDOT Letter of Verification

Letter from Beaufort County Council to SCDOT dated June 18, 2008. Includes contact information for County Administrator Gary T. Kubic and Council members. Subject: State Infrastructure Bank Application.

SCDOT Letter of Verification dated June 23, 2008. Includes SCDOT logo, 'RECEIVED' stamp, and signature of Tony L. Chapman, P. E., Deputy Secretary for Transportation.

SCDOT Letter of Verification dated August 13, 2008. Includes SCDOT logo, 'RECEIVED' stamp, and detailed project information. Subject: Beaufort County Grant Application to the South Carolina State Transportation Infrastructure Bank.

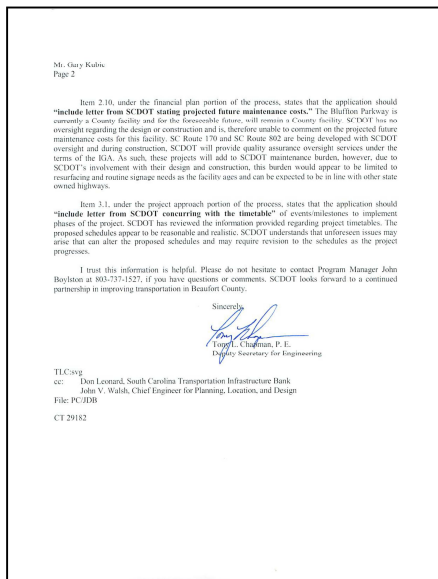
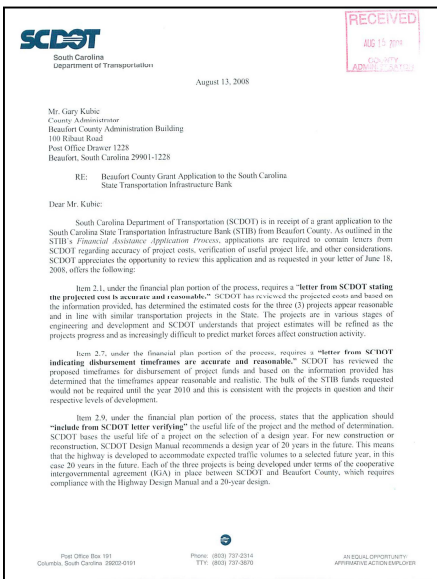
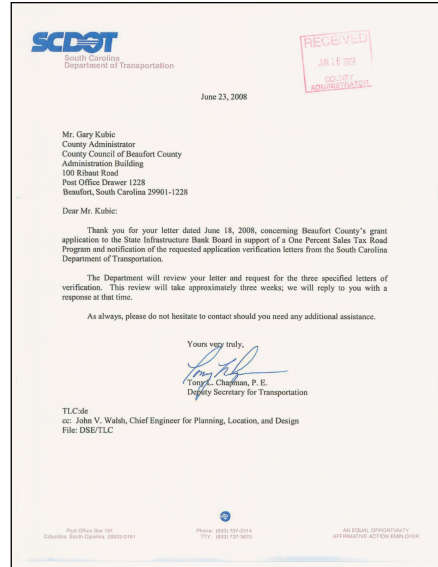
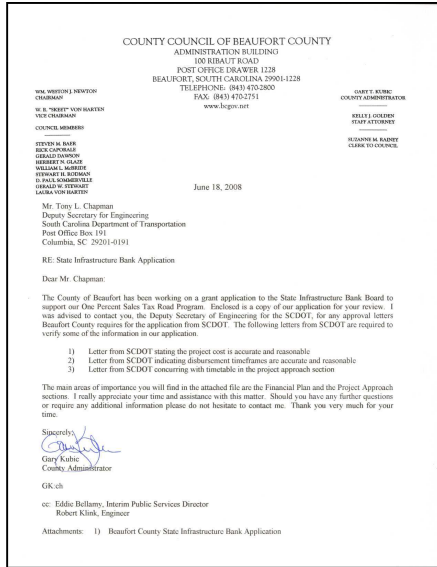
Continuation of SCDOT Letter of Verification dated August 13, 2008. Includes SCDOT logo, 'RECEIVED' stamp, and signature of Tony L. Chapman, P. E., Deputy Secretary for Engineering.

"SCDOT bases the useful life of a project on the selection of a design year. For new construction or reconstruction, SCDOT Design Manual recommends a design year of 20 years in the future. This means that the highway is developed to accommodate expected traffic volumes to a selected future year, in this case 20 years in the future. Each of the three projects is being developed under terms of the cooperative intergovernmental agreement (IGA) in place between SCDOT and Beaufort County, which requires compliance with the Highway Design Manual and a 20-year design."



2.10 Commitment to Assume Future Maintenance Requirements

As instructed by SCDOT in the letter below, "the Bluffton Parkway is currently a County facility and for the foreseeable future, will remain a County facility. SCDOT has no oversight regarding the design or construction and is, therefore unable to comment on the projected maintenance costs for this facility. SC Route 170 and SC Route 802 are being developed with SCDOT oversight and during construction, SCDOT will provide quality assurance oversight services under the terms of the IGA. As such, these projects will add to SCDOT maintenance burden, however, due to SCDOT's involvement with their design and construction, this burden would appear to be limited to resurfacing and routine signage needs as the facility ages and can be expected to be in line with other state owned highways."



Larger copies of these letters are located in Appendix 8.

2.11 Projects Priority List

Of the three projects referenced in this application, the one most important to the County is the SC 802 improvements. This project will provide an extra bridge over the intracoastal waterway between Lady's Island and the mainland. Second most important is the Bluffton Parkway; it will be providing an alternate route for traffic on US 278. The third most important is the SC 170 project.



## 3.1 Time Table Bar Chart of Events/Milestones to Implement Phases of the Project

Activity ID	Activity Description	Early Start	Early Finish	2006	2007	2008	2009	2010	2011	2012	2013
<b>Bluffton Parkway (US 278 Alt.)</b>											
0100	Planning & Engineering	01FEB06A	31DEC08	[Bar]			Planning & Engineering				
0101	Right-of-Way Acquisition	23JUN08	22OCT09			[Bar]		Right-of-Way Acquisition			
0102	Construction	02FEB09	30DEC11				[Bar]			Construction	
<b>SC 170 Widening (SC 46 to Tide Watch Dr)</b>											
0300	Planning & Engineering	01MAY07A	17FEB09		[Bar]		Planning & Engineering				
0301	Right-of-Way Acquisition	06NOV08	18MAR10			[Bar]		Right-of-Way Acquisition			
0302	Construction	02OCT09	02MAY12				[Bar]			Construction	
<b>SC 802 (Savannah Highway) Widening</b>											
1000	Planning & Engineering	01MAY07A	15JUL08		[Bar]		Planning & Engineering				
1001	Right-of-Way Acquisition	25APR08A	25MAR09			[Bar]		Right-of-Way Acquisition			
1002	Construction	05DEC08	22NOV10				[Bar]			Construction	
Start Date	01JAN06	SCPM	Beaufort County Program Management SIB Projects								
Finish Date	06NOV13										
Date Data	01JUN08										
Run Date	27JUN08 14:48										

## Letter to SCDOT Requesting Approval of Timetable and SCDOT Letter Verifying Timetable

COUNTY COUNCIL OF BEAUFORT COUNTY  
ADMINISTRATION BUILDING  
100 RIBAUT ROAD  
POST OFFICE DRAWER 1228  
BEAUFORT, SOUTH CAROLINA 29901-1228  
TELEPHONE: (803) 432-2800  
FAX: (803) 432-2111  
www.lgov.net

Mr. Tony L. Chapman  
Deputy Secretary for Engineering  
South Carolina Department of Transportation  
Post Office Box 191  
Columbia, SC 29201-0191

RE: State Infrastructure Bank Application

Dear Mr. Chapman:

The County of Beaufort has been working on a grant application to the State Infrastructure Bank Board to support our One Percent Sales Tax Road Program. Enclosed is a copy of our application for your review. I was advised to contact you, the Deputy Secretary of Engineering for the SCDOT, for any approval letters Beaufort County requires for the application to SCDOT. The following letters from SCDOT are required to verify some of the information in our application.

- Letter from SCDOT stating the project cost is accurate and reasonable
- Letter from SCDOT indicating disbursement timeframes are accurate and reasonable
- Letter from SCDOT concurring with timetable in the project approach section

The main areas of importance you will find in the attached file are the Financial Plan and the Project Approach sections. I really appreciate your time and assistance with this matter. Should you have any further questions or require any additional information please do not hesitate to contact me. Thank you very much for your time.

Sincerely,  
Gary Kubie  
County Administrator

cc: Eddie Bellamy, Interim Public Services Director  
Robert Klink, Engineer

Attachments: 1) Beaufort County State Infrastructure Bank Application

SCDOT  
South Carolina  
Department of Transportation

June 23, 2008

Mr. Gary Kubie  
County Administrator  
County Council of Beaufort County  
Administration Building  
100 Ribaut Road  
Post Office Drawer 1228  
Beaufort, South Carolina 29901-1228

Dear Mr. Kubie:

Thank you for your letter dated June 18, 2008, concerning Beaufort County's grant application to the State Infrastructure Bank Board in support of a One Percent Sales Tax Road Program and notification of the requested application verification letters from the South Carolina Department of Transportation.

The Department will review your letter and request for the three specified letters of verification. This review will take approximately three weeks; we will reply to you with a response at that time.

As always, please do not hesitate to contact should you need any additional assistance.

Yours very truly,  
Tony L. Chapman, P.E.  
Deputy Secretary for Transportation

TLC:ck  
cc: John V. Walsh, Chief Engineer for Planning, Location, and Design  
File: DSE/TLC

SCDOT  
South Carolina  
Department of Transportation

August 13, 2008

Mr. Gary Kubie  
County Administrator  
Beaufort County Administration Building  
100 Ribaut Road  
Post Office Drawer 1228  
Beaufort, South Carolina 29901-1228

RE: Beaufort County Grant Application to the South Carolina State Transportation Infrastructure Bank

Dear Mr. Kubie:

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Item 2.2, under the financial plan portion of the process, requires a "letter from SCDOT indicating disbursement timeframes are accurate and reasonable." SCDOT has reviewed the proposed timeframes for disbursement of project funds and based on the information provided has determined that the timeframes appear reasonable and realistic. The bulk of the STIB funds requested would not be required until the year 2010 and this is consistent with the projects in question and their respective levels of development.

Item 2.3, under the financial plan portion of the process, states that the application should "include from SCDOT letter verifying" the useful life of the project and the method of determination. SCDOT bases the useful life of a project on the selection of a design year. For new construction or reconstruction, SCDOT Design Manual recommends a design year of 20 years in the future. This means that the highway is developed to accommodate expected traffic volumes to a selected future year, in this case 20 years in the future. Each of the three projects is being developed under terms of the cooperative intergovernmental agreement (IGA) in place between SCDOT and Beaufort County, which requires compliance with the Highway Design Manual and a 20-year design.

SCDOT  
South Carolina  
Department of Transportation

August 13, 2008

Mr. Gary Kubie  
Page 2

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I trust this information is helpful. Please do not hesitate to contact Program Manager John Boynton at 803-737-1527, if you have questions or comments. SCDOT looks forward to a continued partnership in improving transportation in Beaufort County.

Sincerely,  
Tony L. Chapman, P.E.  
Deputy Secretary for Engineering

TLC:cv  
cc: Don Leonard, South Carolina Transportation Infrastructure Bank  
John V. Walsh, Chief Engineer for Planning, Location, and Design  
File: PC/STIB  
CT 29182

**"SCDOT has reviewed the information provided regarding project timetables. The proposed schedules appear to be reasonable and realistic. SCDOT understands that unforeseen issues may arise that can alter the proposed schedules and may require revision to the schedules as the project progresses."**



### 3.2 Current Status of the Project

**Bluffton Parkway:** Engineering design firm Florence & Hutcheson, Inc. has been working on the Phase 5 design since January 2006. The scope has grown to include the relocation of electrical transmission lines, increased examination of cultural resources, the introduction of a flyover bridge over the marsh, and the accompanying environmental work.

Currently, the project is progressing rapidly as a public hearing was held on March 18, 2008 and Right-of-Way plans are being developed. Negotiations have begun between Santee-Cooper and Beaufort County regarding relocating transmission lines at three different portions of the Phase 5A corridor. Bridge concept plans are being developed and plans are being prepared to begin Right-of-Way acquisition. Depending on how this acquisition progresses, construction is expected to begin in mid-2009.

**SC 170:** Thomas & Hutton Engineering Company has been working towards developing plans for SC 170 since May 2007. The corridor is currently two-lanes and heavily shaded and the community is adamant that no large trees be removed during the widening. SCDOT has standards based on safety and maintenance which would mandate the removal of any tree within ten feet of the roadway. 36-foot medians and guardrails were included in the design to protect the live oaks.

The project will likely be split up into three separate phases.

**SC 802:** Collins Engineers, Inc. has been working towards developing plans for SC 802 since May, 2007. Right-of-Way acquisition has begun. A public hearing was conducted on May 20, 2008 and a FONSI (Finding of No Significant Impact) was approved by the Federal Highway Administration. Once SCDOT issues their approval, negotiations can begin with the property owners. Ideally the final design will be completed, necessary property will be obtained, and all permits issued to allow the two road sections and the bridge work to be put out for construction as a single bid. If so, construction possibly could commence in late 2008.



Phases 1 - 4 of the Bluffton Parkway are complete.



Special efforts are being made to save trees and vegetation along SC 170.



Rendering of SC 802 Widening

### 3.3 Description and Explanation of Potential Obstacles and Methods Proposed to Manage these Obstacles

Currently Beaufort County has no legal issues related to these projects. There are no pending lawsuits against the County at this time. All environmental documents have been acquired for the Bluffton Parkway and SC 802 and thorough environmental assessments have been conducted for the Bluffton Parkway with no significant results that would hold up construction. No environmental permits have been approved at this time.

#### Method for Assuring Projects are Completed

Beaufort County has made the sales tax projects a top priority, especially the three projects highlighted in this application. In addition to each of these projects being designed by highly qualified engineers (Florence & Hutcheson Inc., Thomas & Hutton Engineering Company, and Collins Engineers Inc.), Beaufort County has contracted the help of Dennis Corporation to serve as program manager over all of the sales tax projects. Having a program manager ensures that lessons learned on one project can be applied to the other projects and also keeps similar mistakes from occurring. Having a program manager as well as an engineering firm oversee each project allows double the effort in moving the process along and sharing additional insight. Beaufort County officials make up yet another level of oversight guaranteeing that no projects are neglected.



These projects are in various stages of design as priorities have shifted and funding sources have been designated and confirmed. All three projects expect to have construction started no later than 2009 and completed by 2011.

	<b>Design Consultant Notice to Proceed</b>	<b>Environmental Approval Letter</b>	<b>Start Purchasing Right-of-Way</b>	<b>Construction Contractor Notice to Proceed</b>	<b>Substantial Completion</b>
<b>Bluffton Parkway Phases 5A &amp; 5B</b>	January 2006	June 2008	July 2008	February 2009	December 2011
<b>SC 170 Widening</b>	May 2007	October 2008	November 2008	October 2009	May 2012
<b>SC 802 Widening</b>	May 2007	June 2008	April 2008	December 2008	November 2010

**3.4 Letters from Entities Agreeing to the Responsibilities**

	<b>Environmental</b>	<b>Design</b>	<b>Right-of-Way</b>	<b>Construction</b>	<b>Construction Management</b>	<b>Operation/ Maintenance</b>	<b>Ownership</b>
<b>BLUFFTON PARKWAY</b>	Florence & Hutchenson, Inc.	Florence & Hutchenson, Inc.	PAN, Inc.	To Be Determined	Dennis Corporation	Beaufort County	Beaufort County
<b>SC 170</b>	Thomas & Hutton Engineering Company	Thomas & Hutton Engineering Company	Thomas & Hutton Engineering Company	To Be Determined	Dennis Corporation	SCDOT	SCDOT
<b>SC 802</b>	Tidewater Environmental	Collins Engineers, Inc.	THC, Inc.	To Be Determined	Dennis Corporation	SCDOT	SCDOT

**Contract documents from entities agreeing to the responsibilities available upon request.**

**Thomas & Hutton Engineering Company**

Doyle Kelley, (912) 721-4160; 50 Park of Commerce Way; PO Box 2727, Savannah, GA 31402

**Florence & Hutcheson, Inc.**

David Beaty, (803) 254-5800; PO Box 50800, Columbia, SC 29250

**Tidewater Environmental Services, Inc.**

Kally McCormick, (843) 762-3750; PO Box 865, Johns Island, SC 29457

**Collins Engineers, Inc.**

Jim O'Connor, (843) 763-1576; 1180 Sam Rittenberg Boulevard, Suite 105; Charleston, SC 29407

**PAN, Inc.**

David Link, (803) 708-4721; 1607 Augusta Road; West Columbia, SC 29169

**THC, Inc.**

John Terry, (803) 951-0744; 606 Northwood Road; PO Box 1473; Lexington, SC 29071

**Dennis Corporation**

Dan Dennis, (803) 252-0991; 5000 Thurmond Mall, Suite 114; Columbia, SC 29201

**SCDOT**

Tony Chapman, (803) 737-1302; Deputy Secretary for Engineering; PO Box 191; Columbia, SC 29201 **50**

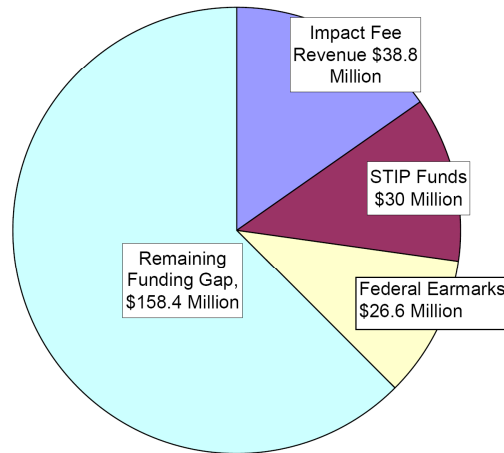
**Innovative Solutions and Financing**

In the past, the primary funding source for road projects has been the Statewide Transportation Improvement Program (STIP). In addition to this program, Beaufort County and the Town of Hilton Head Island have established a road impact fee program. Unfortunately, these two funding programs will not be enough to fund the road improvement needs during this period of extreme growth. The diagram below illustrates the transportation funding crisis.

**Funding Gap**

Historically, the principal source of dedicated road funding for southern Beaufort County has been Statewide Transportation Improvement Program (STIP) dollars through the South Carolina Department of Transportation (SCDOT). In addition to STIP monies, both the Town of Hilton Head Island and Beaufort County have implemented road impact fee programs. These two sources of revenue for road funding will not be adequate to fund the capital road improvement needs for the Regional Road Network to address either existing deficiencies or projected needs at buildout. In order to illustrate the magnitude of the transportation funding shortfall, **Figure 11** compares the region’s needs in terms of the costs to make the needed capital improvements as compared to anticipated revenues from SCDOT and local road impact fees.

Figure 11: Transportation Funding Gap (for southern Beaufort County)



If the Regional Road Network in southern Beaufort County is going to operate at LOS “D,” it will be necessary for the Participating Local Governments to develop a strategy to find additional dedicated revenue sources to address the \$158.4 million funding gap for the Regional Road Network.

**(This information is taken from the Southern Beaufort Regional Plan, a portion of which can be found in Appendix 2.)**

Due to the size of the funding gap, Beaufort County determined they had to establish and create an additional funding source if they were to keep up with the increasing demand for road improvements. The County continued using existing revenue sources but determined that a new strategy had to be created. Following several studied scenarios Beaufort County chose two options that would require changes to the state enabling legislation. First, they adjusted already existing impact fees so they would cover the rising cost of road projects. Then they established the 1% sales tax road improvement program to generate a completely new form of revenue over a predetermined time period which could be used to assist in funding



prioritized road projects. This program was established at no cost to the SCDOT and was supported by the public when they voted to approve it in November 2006. The program will almost completely fill in the funding gap, raising \$152 million over the course of six years. The program has unanimous support from the Town of Bluffton, the Town of Hilton Head Island, the City of Beaufort and the Town of Port Royal.

**Multi-Use Paths / Bicycle and Pedestrian Enhancements**

All three of these projects will encourage alternate means of transportation as well as provide safety to bikers and runners through the expansion of multi-use paths. With so many important road projects and with scarce funding, Beaufort County realized they also had to reduce vehicle miles traveled on a daily basis. Beaufort County plans to spearhead this in the future, incorporating these paths into their road projects. In Bluffton, the County plans to construct a multi-use path intended for pedestrians to travel from anywhere on the completed Bluffton Parkway to Hilton Head Island and the multi-use paths along the beach.



**Multi-use pathways on all three projects encourage alternate means of transportation as well as safety to bikers and runners.**

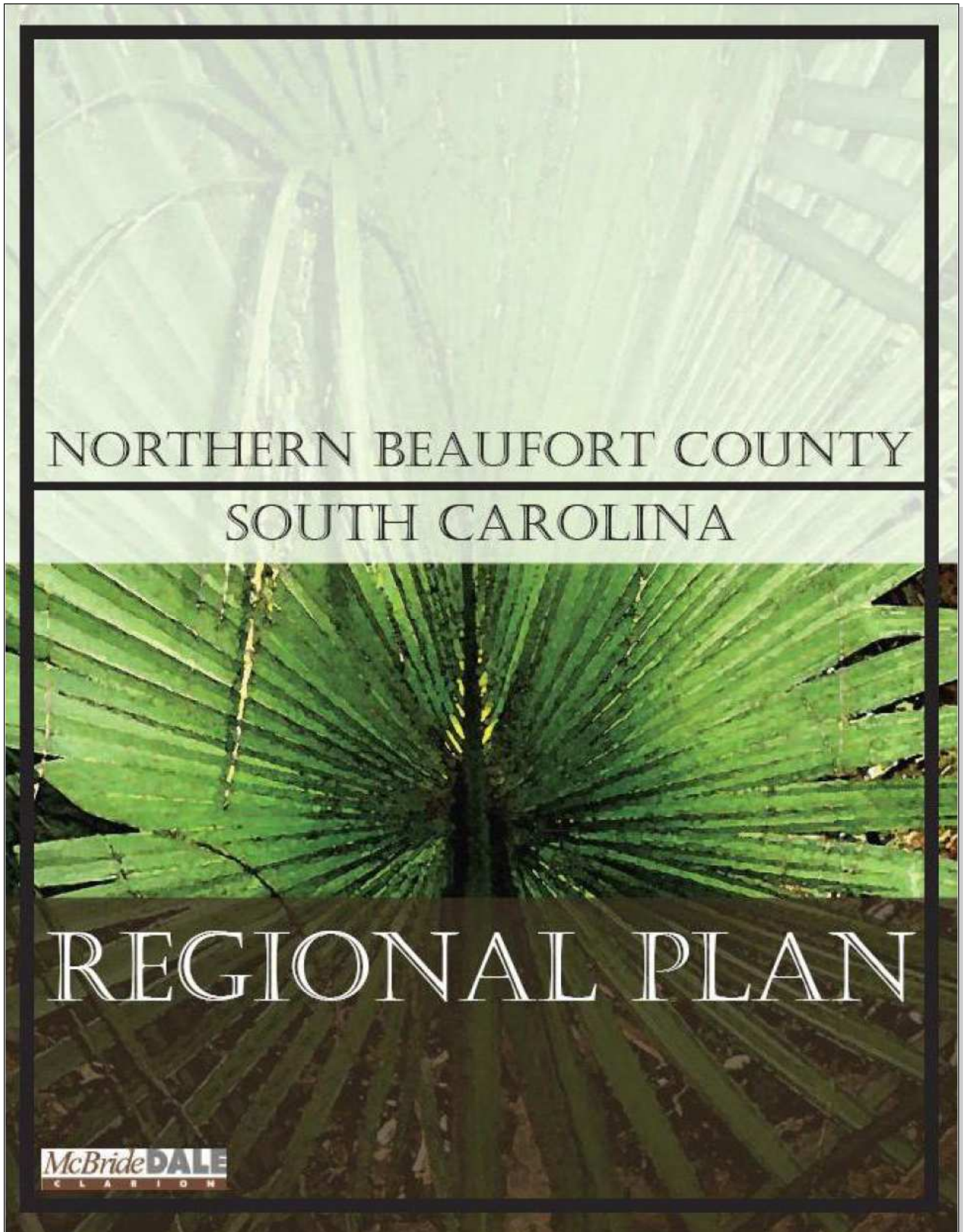


1. American FactFinder. United States Census Bureau. Retrieved on 2008-04-25.
2. Ibid.
3. Northern Regional Plan.
4. American FactFinder. United States Census Bureau. Retrieved on 2008-04-25.
5. South Carolina Department of Transportation Comprehensive Multimodal Long-Range Transportation Plan. Executive Summary. 2008.
6. Ibid.
7. Information compiled by Tidewater Environmental Services, Inc.
8. Ibid.
9. Hilton Head Monthly Magazine. June, 2008.
10. Rapport, Marc. *Hurricane Warning: Winds and Waters on the Rise*. 2006 Land, Water and Conservation – State Climate Office.
11. South Carolina Department of Transportation Comprehensive Multimodal Long-Range Transportation Plan. Executive Summary. 2008.
12. Ibid.
13. Gambale, Geraldine. Area Development Magazine. *2007 Corporate Survey*. 2007. "Beaufort Marines Corps Air Station – South."
14. Ibid.
15. Ibid.
16. South Carolina Department of Transportation Comprehensive Multimodal Long-Range Transportation Plan. Executive Summary. 2008.
17. Ibid.
18. Ibid.
19. Ibid.
20. Information Compiled by the Lowcountry Economic Network.
21. <http://beaufort.locale.com/>.
22. Ibid.
23. [www.jsf.mil](http://www.jsf.mil).
24. Ibid.
25. Ibid.
26. Ibid.
27. Ibid.
28. Ibid.
29. <http://beaufort.locale.com/>.
30. Beaufort Online





APPENDIX 1 - NORTHERN BEAUFORT COUNTY REGIONAL PLAN







# Executive Summary

## Introduction

---

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

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

## The Planning Process

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

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



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

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

The Steering Committee worked its way through the planning process in a logical and orderly manner. It began by working with the planning staff team to develop a series of “guiding principles” that set the scope and tone of the planning process. Those guiding principles were eventually translated into the Common Goals that are in Chapter 1 of this plan. The Steering Committee worked with staff to understand possible growth forecasts and alternative future growth scenarios, and ultimately focused in on a particular growth scenario that evolved into what is now embodied in the growth boundaries and land use plan.

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

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

## The Plan

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

**Chapter 1 – Regional Growth and Common Goals:** This chapter contains a series of Common Goals that were derived from the initial Guiding Principles created by the Steering Committee early in the process. These Common Goals are in effect the regional planning “values” that are the foundation for the plan. They include a series of regional planning themes, including:



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

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

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





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

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

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

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



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

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

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

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





# 4

## Transportation and Other Public Facilities



### Introduction

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

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

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





## Transportation

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

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

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

### **Planned and Committed Transportation Projects in Northern Beaufort County**

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

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

#### **Committed Widening Projects**

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



Chapter 4 | Transportation and Other Public Facilities

**Planned Widening Projects**

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

**Planned New Roadway Alignment**

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

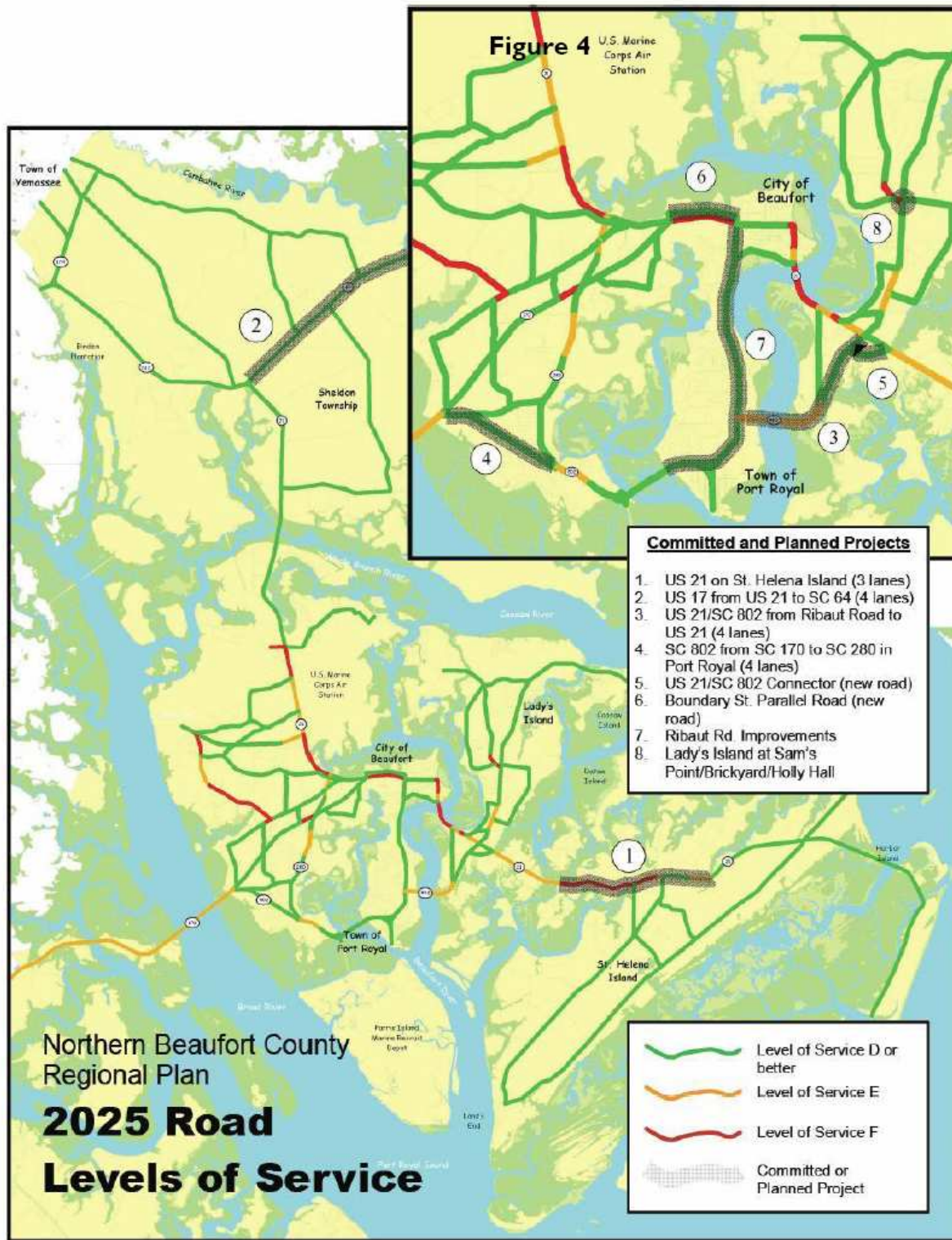
**Planned Intersection Improvements**

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





Chapter 4 | Transportation and Other Public Facilities







### **Recommended Additional Transportation Solutions**

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

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

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

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

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

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



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

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

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

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

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

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

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



Chapter 4 | Transportation and Other Public Facilities

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

**Intersection and Roadway Operational Improvements –**

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

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

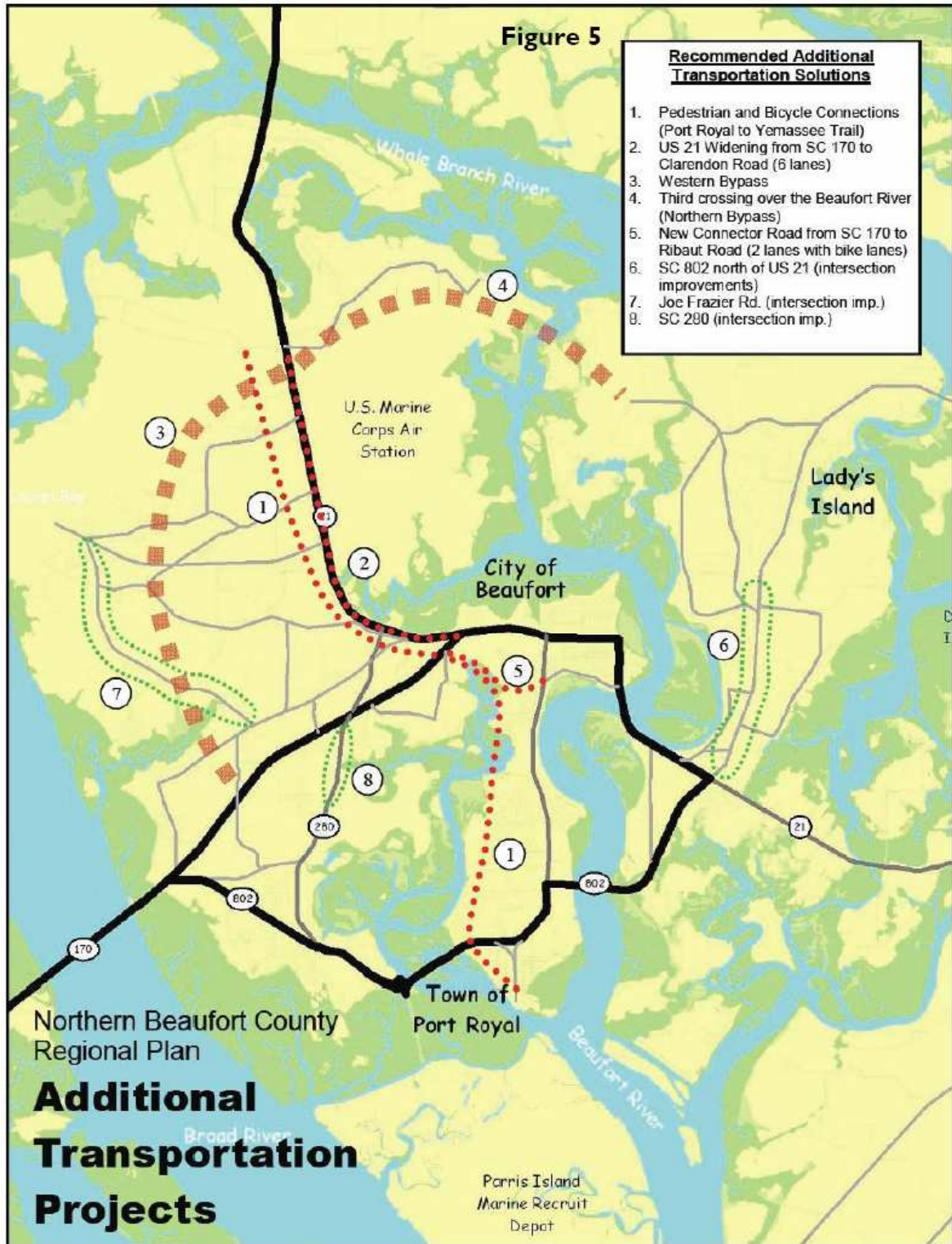
The Recommended Additional Transportation Solutions are illustrated in Figure 5.







Chapter 4 | Transportation and Other Public Facilities





**Transportation Cost Estimates**

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

**Committed and Planned Roadway Improvements**

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

***Committed Widening Projects***

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

***Planned Widening Projects***

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

***Planned New Roadway Alignment***

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

***Planned Intersection Improvements***

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

**Additional Transportation Improvements**

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



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

**Transit and Travel Demand Management - \$20.3 million**

**Pedestrian and Bicycle Connections – \$10.9 million**

**Access Management - \$6.9 million**

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

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

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

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

**Intersection and Roadway Operational Improvements - \$17.6 million**

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

**Other Public Facilities**

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





## Chapter 4 | Transportation and Other Public Facilities

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

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

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

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

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



## Chapter 4 | Transportation and Other Public Facilities

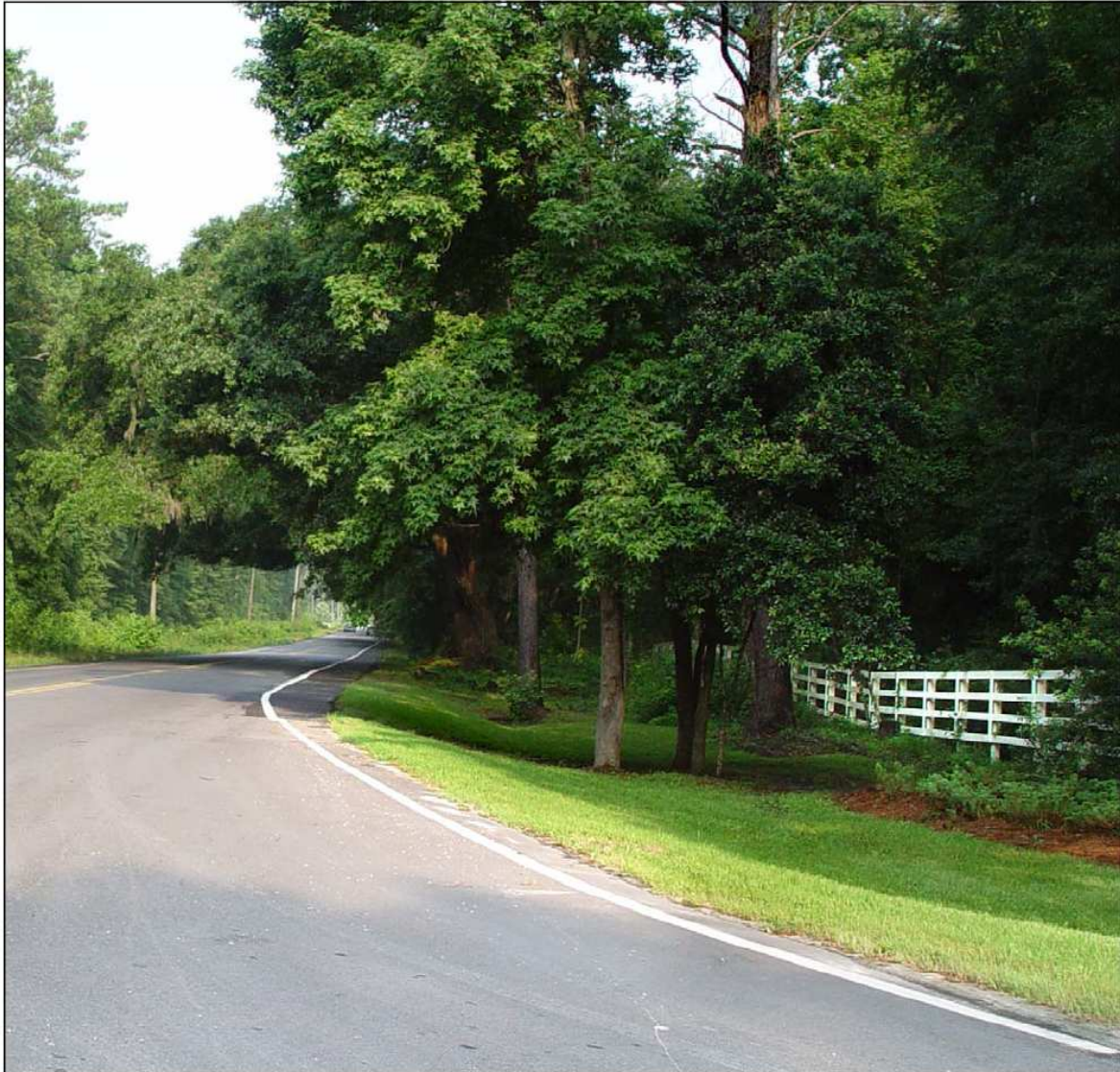
- *Health and Human Services (\$2.8 million)*
  - 3,709 square feet of additional Health Department office space would need to be constructed
  - 8,390 square feet of Human Services space would need to be constructed

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





## APPENDIX 2 - SOUTHERN BEAUFORT COUNTY REGIONAL PLAN



# **Southern Beaufort County Regional Plan**

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## EXECUTIVE SUMMARY

**B**eaufort County has experienced phenomenal growth over the last decade, primarily in the area of the county located south of the Broad River. This growth and its associated pressures on public services, infrastructure and quality of life is anticipated to continue into the foreseeable future. For this reason, the three local governments - the Town of Bluffton, the Town of Hilton Head Island and Beaufort County agreed to coordinate and prepare a regional plan to guide the growth of southern Beaufort County.

The Southern Beaufort County Regional Plan focuses on the amount of growth anticipated over the next two decades and the impacts of that growth on traffic, recreation, other public services and ultimately the region's quality of life. The plan explores how the three jurisdictions can work together as a region to keep up with the demands of growth, to protect the fragile coastal environment and to continue to make





southern Beaufort County a desirable place to live and work.

## **The Planning Process**

The Southern Beaufort County Regional Plan is a joint effort between Beaufort County, the Town of Bluffton and the Town of Hilton Head Island, referred to throughout this document as the Participating Local Governments. The plan evolved over an 18-month period that started in September 2004 with the first Steering Committee Meeting.

### **The Steering Committee**

The Steering Committee of the Southern Beaufort County Regional Plan was appointed by the Participating Local Governments to oversee the progress of the planning effort, act as policy makers, approve goals and objectives and make recommendations to the local elected officials. The voting members of the Steering Committee consist of representatives from the three local governments, the three local planning commissions and a land owner representing property owner interests in southern Beaufort County. In addition to the voting members, there were ex-officio representatives from the Beaufort County School District, Beaufort-Jasper Water Sewer Authority, the Greater Beaufort Chamber of Commerce, the Hilton Head Island/Bluffton Chamber of Commerce, the Lowcountry Council of Governments, the City of Hardeeville, Jasper County, and the South Carolina Department of Transportation.

### **Preparation and Review of Background Reports**

After the September 2004 kickoff meeting of the Steering Committee, the planning process focused on the presentation of background information on key issues related to growth and development in southern Beaufort County. The staffs of the Participating Local Governments and the consultant, Clarion Associates, prepared the following background reports:

- Natural Assets and Natural Constraints to Growth;
- Land Use Patterns and Trends;
- Transportation and Other Public Facilities; and
- Fiscal Constraints and Opportunities Relating to Growth.

### **Common Goals and Objectives**

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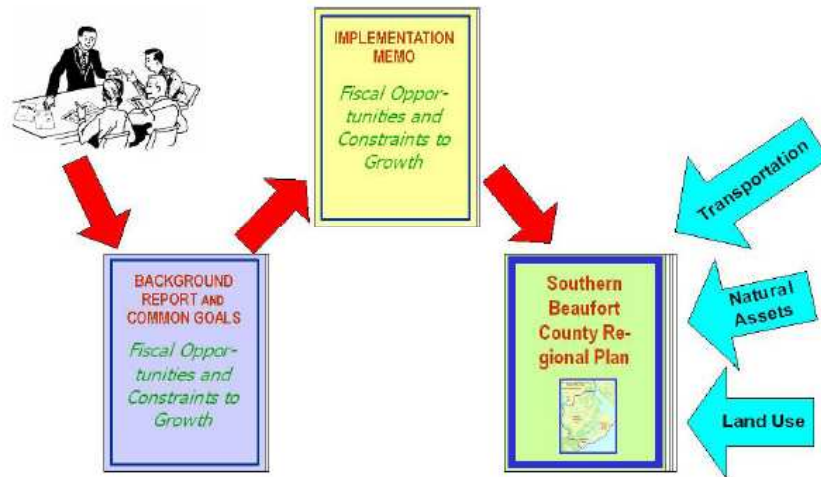


For each report, the Steering Committee met to review the information and to set common goals and objectives for each subject area. These common goals and objectives became the foundation on which the plan was built.

### Meetings with Elected Officials

After the common goals and objectives were agreed upon by the Steering Committee, meetings were held in June 2005 with the elected officials of each of the Participating Local Governments. The purpose of these meetings was to gauge whether the elected officials, who bear the ultimate responsibility to adopt and implement the plan, were in general agreement with the direction of the planning effort at that point in time.

Figure 1: Steps of the Process



### Preparation and Review of Implementation Reports

Once the background reports and the common goals were approved by the Steering Committee and embraced by the local elected officials, the consulting team began the process of researching and evaluating a wide range of alternative implementation strategies and actions for achieving the common goals. The team presented its findings in three Implementation Reports:

- Public Facilities Coordination, Management, and Funding (which addressed the Transportation and Other Public





facilities Background Report and the Fiscal Constraints and Opportunities Relating to Growth Background Report);

- Natural Assets and Natural Constraints to Development; and
- Land Use Patterns and Trends.

### **Plan Finalization**

After the Implementation Reports were reviewed by the Steering Committee, the final plan was drafted. The plan will be reviewed by the Steering Committee, and then the elected officials from the Participating Local Governments prior to forwarding the plan to each of the Participating Local Governments for adoption.

### **Structure of this Plan**

This plan is an encapsulation of the four background reports, the four sets of common goals and objectives, and the three implementation reports. The plan is organized into the following chapters:

Chapter 1: Natural Assets and Natural Constraints to Growth

Chapter 2: Land Use Patterns and Trends

Chapter 3: Cost of Growth

Chapter 4: Transportation

Chapter 5: Parks and Recreation

Chapter 6: Public Schools

Chapter 7: Plan Implementation

Chapters 1, 2, 4, 5 and 6 conclude with a set of Common Goals, Objectives and corresponding Implementation Actions. The common goals and objectives establish a set of guiding principles for planning and growth management upon which the Participating Local Governments can agree. The implementation actions are specific recommended strategies and actions to achieve the common goals.

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## Natural Assets and Natural Constraints to Growth



The following natural assets were recognized as regionally significant and, therefore, worthy of multi-jurisdictional protection.

- Salt Marshes, Coastal Waters, Marine Resources, and Marsh Islands;
- Open Space;
- Trees, Forests, and Wildlife;
- Beaches and Dunes; and
- Freshwater Wetlands.

Great efforts have been made at the local level to protect the region's key natural assets. In order to build on these past successes and to guarantee the future protection of these natural assets the Participating Local Governments will:

- Pursue intergovernmental cooperation and planning to identify and protect these important natural assets;
- Address gaps and inconsistencies in local ordinances by setting "baseline" standards for protecting natural assets;
- Implement the remaining recommendations of the Beaufort Special Area Management Plan (SAMP); and
- Coordinate environmental protection with land use policies and the provision of roads and other public facilities.

## Land Use Patterns and Trends

Today, roughly 89% of the land area in southern Beaufort County is committed for future development through previously approved planned unit developments (PUD's) and development agreements. Buildout of this previously approved development will likely double southern Beaufort County's population over the next 15 to 20 years from 67,179 to 134,842.

Following a pattern initially established by Sea Pines on Hilton Head Island, much of the developed landscape of southern Beaufort County consists of large, low-density, master planned

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communities. The planning of these communities has been primarily a private sector endeavor with great care given to internal road networks, the delivery of services, and private covenants that set high development standards within the communities.

Outside of the master planned communities, local governments have been faced with the challenge of providing roads, infrastructure, and land use regulations to connect the rest of the community together.



Local land use regulations have reflected this trend toward large master planned communities. Planned unit development (PUD's) zoning has been commonly used to provide the site design flexibility desired within these communities. Architectural, landscaping, site, lighting and signage standards have been employed on the major commercial corridors outside the master planned communities to complement the high development standards within the communities.

The land use recommendations center on identifying effective regional land use approaches that still respect the autonomy of each of the local governments. The Participating Local Governments will:

- Focus on the design and aesthetic quality of new development and redevelopment;
- Promote a positive relationship of land uses to each other, including connections, pedestrian-friendliness, and the encouragement of a mix of uses and higher-density development at identified nodes;
- Coordinate the timing and relationship of development with the provision of public services and facilities;
- Encourage the protection and preservation of open space where it exists in the region; and
- Implement a regional system to monitor and measure progress in achieving regional land use goals.



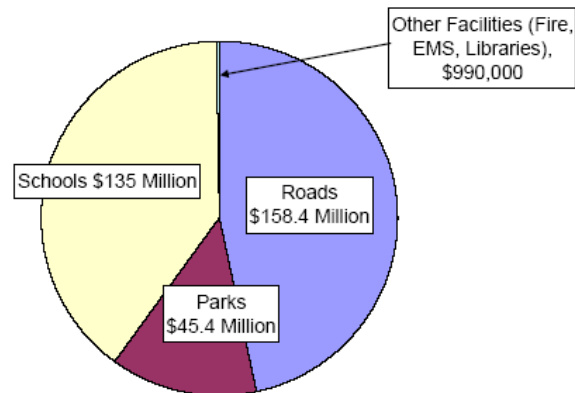


## Cost of Growth

The doubling of southern Beaufort County's population over the next 15 to 20 years will have considerable impact on the region's public facilities. The cost of providing the capital improvements for roads, parks, schools, libraries, and public safety to keep up with this growth is estimated at over \$495.6 million. However, dedicated funding sources (impact fees, State Highway Improvement Program, federal earmarks, etc.) only account for \$150.6 million, leaving a "funding gap" of over \$344.9 million. The magnitude of the price tag and funding gap to provide these facilities necessitates regional solutions to solve these challenges.

Roads, parks and schools represent the majority of the funding gap that the region will face over the next 15 to 20 years.

Figure 2: Summary of Funding Gap – 2005 to Buildout



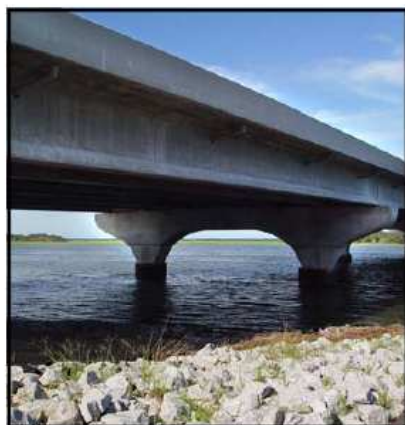
Given the importance of these public facilities to the region's quality of life and the magnitude of this revenue gap, the Participating Local Governments need to work collectively to plan for and coordinate the funding of these facilities. The Participating Local Governments will:

- Adopt regional levels of service (LOS) standards for roads and parks and use them to identify existing deficiencies and future capital improvements needs;
- Develop an appropriate mix of existing and new funding tools to address the funding gap;
- Work cooperatively with the school district to plan and provide for its capital needs;

- Cooperate with Jasper County and the City of Hardeeville to coordinate revenue funding strategies for the regional road network and other facilities that serve the greater region.

## Transportation

Southern Beaufort County's fast rate of growth is placing a strong demand on the region's roads. The Participating Local Governments have decided as a matter of policy that conditions on the Regional Road Network should not fall below LOS "D". Based on this level of service, southern Beaufort County's Regional Road Network is already deficient in certain locations. Portions of



U.S. 278 are failing with traffic volumes far exceeding capacity on the segments between S.C. 46 and the bridges to Hilton Head Island. It has been estimated \$31 million worth of capital improvement projects are needed simply to address existing needs. The estimated doubling of southern Beaufort County's population over the next 15 to 20 years will cause most of the region's major roads to fail. Various plans and studies indicate that an additional \$222.9 million in capital improvements will be needed to accommodate population at buildout. Yet even with the implementation of this extensive list of capital improvements, it is estimated that 20 miles of roads will still be failing.

If current fiscal conditions do not change, over the next 15 years only about \$95.5 million is anticipated in revenues for road capital improvements from SCDOT and local road impact fees, leaving an estimated funding shortfall for the planned facilities of over \$158.4 million.

Addressing this significant funding shortfall is a challenge the Participating Local Governments cannot solve individually. The issue must be addressed on a regional level, through a broad-based effort of:

- Cooperative efforts to plan and fund transportation capital improvements; and
- Cooperative land use initiatives to reduce vehicle miles traveled on the regional roads through the use of alternative modes of transportation, the application of transportation management

techniques, and the use of land use and growth management tools.

## Parks and Recreation

Southern Beaufort County's active and passive parks and recreation facilities are an important component of the region's quality of life and economy, and an important means of making the natural assets accessible to both residents and tourists. Those parks that serve regional active and passive recreation needs make up the Regional Park Network. The Participating Local Governments have decided that to maintain the region's quality of life, its network of parks should not fall below the following level of service standards:

- Hilton Head Island  
12.2 acres of land per 1,000 residents  
\$722 of park and recreation facilities per capita
- Bluffton and unincorporated Beaufort County  
13.0 acres of land per 1,000 residents  
\$722 of park and recreation facilities per capita

Southern Beaufort County's rapid rate of growth is projected to cost the region over \$66 million dollars in the next 15 to 20 years to maintain an acceptable level of service for park land and facilities. Existing revenue sources projected for this time period only account for approximately \$21 million dollars leaving a \$45 million dollar funding gap. Included in this funding gap is the cost for acquiring approximately 525 additional acres of parkland. As the region continues to grow, the availability of land for future parks becomes scarcer and more expensive to acquire giving immediacy to this issue.



Given the pressing needs facing the region's park network and its interrelated nature, the Participating Local Governments should work cooperatively to:

- Establish consistent techniques to measure needs and examine conditions within the region's park network.





- Plan for how to address these needs. This includes providing a strategy on where and how to acquire the 525 acres needed for park land.
- Address the funding gap to ensure future capital improvement needs are met within the Regional Park Network.

### Public Schools

In order to keep up with projected population growth, the School District will need to construct 7 new schools along with additions to existing facilities with a price tag ranging from \$125 to \$135



million. In addition to the overwhelming capital costs, 174 acres is needed to accommodate future school sites. As more of southern Beaufort County becomes developed or committed for future development, the task of finding suitable sites for future schools will become more challenging.

Because of the shared interests of the Participating Local Governments and the School District, the following cooperative efforts are recommended:

- Cooperatively develop strategies to find the needed revenue to meet the School District’s capital needs;
- Collaborate in locating future school facilities that accommodate predicted growth and that are consistent with local land use plans; and
- Coordinate efforts and support policies to use public policy and public infrastructure commitments to build more livable neighborhoods and communities.

### Plan Implementation

The Southern Beaufort County Regional Plan recommends a structure and process to facilitate the implementation of the plan recommendations. Once the plan is adopted, it is recommended that the Participating Local Governments appoint the Southern Regional Plan Implementation Committee. The committee would have representation from the Participating Local Governments, Jasper County, the City of Hardeeville, the School District, Beaufort Jasper Water Sewer Authority and the Lowcountry



Council of Governments. The Implementation Committee would be charged with the following:

- Prioritize implementation actions from the plan; and
- Oversee and advocate the implementation of the plan.

The plan implementation tasks would be assigned to three Working Groups appointed by the Participating Local Governments and made up largely of staff. Each task would be prepared by the Working Groups and presented to the Plan Implementation Committee, which would then evaluate and decide whether to forward to the governing bodies for adoption.



## COST OF GROWTH

**T**he previous chapter forecasts the doubling of southern Beaufort County's population over the next 15 to 20 years. This plan estimates that the cost of providing the capital improvements for roads, parks, schools, libraries, and public safety to keep up with this growth will be over \$495.6 million (see Fiscal Opportunities and Constraints to Growth Background Report). However, dedicated funding sources (impact fees, State Highway Improvement Program funds, federal earmarks, etc.) only account for \$150.6 million, leaving a "funding gap" of over \$344.9 million. The magnitude of the price tag and funding gap to provide these facilities necessitates regional solutions to solve these challenges.

Roads, parks and schools, which are covered in more detail in the next three chapters, represent the majority of the estimated capital improvement costs and the funding gap that the region will face over the next 15 to 20 years. Specific funding strategies for each of these facilities are addressed in each of the subsequent chapters. The purpose of this chapter is to provide a common framework and point of reference for which the cost of growth issue is addressed in the goals and objectives for the next three chapters.

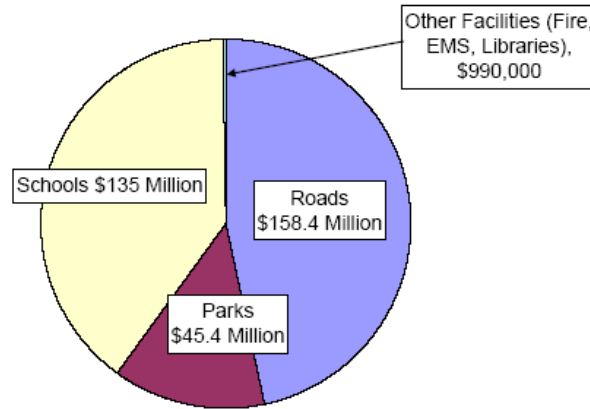
### **Concentrate Regional Funding Efforts on Roads, Parks and Schools**

Figure 10 below illustrates that the facilities where capital funding needs are the most pressing at the regional level are transportation, parks and recreation, and public schools. Given the importance of these public facilities to the region's quality of life and the magnitude of this revenue



gap, the Participating Local Governments need to work collectively to plan for and coordinate the funding of these facilities.

Figure 10: Summary of Funding Gap for Capital Needs in Southern Beaufort County



## Plan Strategically and Regionally

Toward this end, it is agreed as part of this regional planning process that the Participating Local Governments will focus strategically on regional approaches to funding roads and parks, and cooperate and support the School District in funding public school needs. These regional efforts will focus on a limited range of regional tools and efforts that are sufficient, effective, and practical to supplement local financing initiatives. They include:

- **Adopt Regional Level of Service (LOS) Standards:** In order to establish a foundation for coordinating transportation and parks planning across the region, each of the Participating Local Governments will adopt the same level of service standard for these facilities, that is consistent and coordinated with the LOS adopted by the other Participating Local Governments.
- **Identify Existing Deficiencies and Future Capital Improvements Needs:** Using the agreed upon LOS standards, the Participating Local Governments will then work cooperatively to identify needed capital projects, determine their costs and identify revenue sources to fund the projects.
- **Work Cooperatively with the School District:** While the School District has the responsibility to plan and provide funding for its capital needs, a framework needs to be established where the Participating Local Governments can work cooperatively with the School District and



support its efforts to plan for the future deficiencies and future capital improvement needs for public schools.

## **Develop an Appropriate Mix of Existing and New Funding Tools to Address the Funding Gap**

As part of this regional planning effort, the Participating Local Governments have also agreed to work cooperatively to develop strategies to address the funding gap for each of the identified public facilities of regional importance (roads, parks, and schools). Toward the achievement of this overarching goal relating to funding, during the regional planning process, different potential funding sources were reviewed and ultimately identified as the most appropriate. They are identified and discussed in detail in Chapters 4 and 5. In making decisions about the most appropriate funding sources to use, the following considerations were made:

- **Develop an Overall Funding Strategy:** The following factors guided the selection of revenue sources to address the funding gap:
  1. Revenue Potential: Whether the tool can generate substantial sums of monies to fund capital infrastructure;
  2. Geographic Application: Whether the tool can be applied across the region;
  3. Legislative Authorization: Whether the tool requires legislative authorization;
  4. Technical/Administrative Ease: The ease of administering the tool; and
  5. Public Acceptability: How citizens will accept the tool.
- **Focus First on Available Funding Tools:** In order to take immediate action on addressing capital funding needs, it was determined that it was important to concentrate first on revenue sources that the State of South Carolina enables local governments to use to fund capital improvements. These include property taxes, impact fees and local sales taxes.
- **Consider Funding Tools that Require Changes in State Legislation:** It was also determined that if the available funding tools are not adequate to address the funding gap, it may be necessary to lobby the state to initiate legislation that would enable new funding sources.
- **Explore New Institutional Arrangements:** In addition, it was determined that where appropriate, new institutional arrangements to



facilitate multi-jurisdictional cooperation on funding issues should be explored.

- **Cooperate with Jasper County and the City of Hardeeville:** It was also determined that where appropriate, revenue funding strategies for the Regional Road Network and other facilities as applicable will be coordinated with Jasper County and the City of Hardeeville.

Finally, given the size of the funding gap, particularly for transportation, it was determined that one funding tool or a one-dimensional funding strategy for either transportation or parks and recreation is not realistic. Instead, it was agreed that the Participating Local Governments must take a broad-based and multi-dimensional approach to funding these needs. It is also recognized that, given the size of the funding gap and the existing funding options in the region, the funding strategy will evolve over time.

As is mentioned above, the specific funding recommendations are included in chapters 4 (transportation) and 5 (parks and recreation) for each of those facilities.





Chapter

4



# TRANSPORTATION

**T**he most visible consequence of southern Beaufort County's fast rate of growth is the demand it places on the region's roads. The rapid rate of growth has already caused portions of U.S. 278, the region's primary east-west arterial, to fail with traffic volumes far exceeding capacity between S.C. 46 and the bridges to Hilton Head Island. It has been estimated that over \$31 million worth of capital improvement projects are needed simply to address existing needs.

This situation will be far worse at buildout, when it is estimated the entire stretch of U.S. 278 from the Cross Island Parkway to the Jasper County line will be over capacity. Various plans and studies have recommended an additional \$222.9 million in road improvements to accommodate population at buildout. Yet even with the implementation of this extensive list of improvements, it is estimated that 20 miles of roads will still be failing (due to local policies that discourage road widenings on certain roads).

While the needs are substantial (over \$250 million), if current fiscal conditions do not change, it appears that over the next 15 years only \$95.5 million is anticipated in revenues for road capital improvements from SCDOT and local road impact fees, leaving an estimated funding shortfall for the planned facilities of over \$158.4 million.

Addressing this significant funding shortfall as well as planning for and developing management strategies to

