



Dorchester County
Comprehensive Plan Update

**Elected & Appointed Officials
Conference**

November 28, 2007

Tonight's Meeting...

✓ Presentation:

- What is comprehensive planning? How does it work?
- The vision for Dorchester County.
- How do zoning and APFOs fit in?

✓ Discussion

✓ Public Comment

What is Comprehensive Planning?



What is Comprehensive Planning?

- ✓ A good comprehensive plan is a vision for a community and a long-range policy to make that vision a reality.
- ✓ 3 basic components.
 - SNAPSHOT: Inventory of existing conditions.
 - SHAPE: The vision and a set of goals and policies to achieve it.
 - BUILD: Implementation strategies for said goals and policies.

What is the Comprehensive Planning Process?

- ✓ Research, exploration, data gathering.
- ✓ Public outreach and involvement.
- ✓ Constructing the vision.
- ✓ Policy formulation.
- ✓ Identification of tools, partnerships, funding.
- ✓ Plan implementation.

What is Comprehensive Planning?

- ✓ Comprehensive planning is NOT zoning!
- ✓ Nor is it an adequate public facilities ordinance.
- ✓ These are tools that can be part of plan implementation.

Dorchester County Comprehensive Planning Focus

- ✓ We must answer 2 questions to plan the best course for the community:
 - How do we grow?
 - Where do we grow?
- ✓ Once we've answered these questions, we can plan *how to provide public services.*

Dorchester County Comprehensive Planning Focus

- ✓ This is the population increase projected for Dorchester County between 2006 and 2030...
 - According to SC Office of Research and Statistics.

41,661

Dorchester County Comprehensive Planning Focus



- ✓ In-migration has most Lowcountry communities in a defensive posture.

Comprehensive Planning Approach



✓ The best defense is a good offense.

Comprehensive Planning Approach



Google?



Showa
Denko?

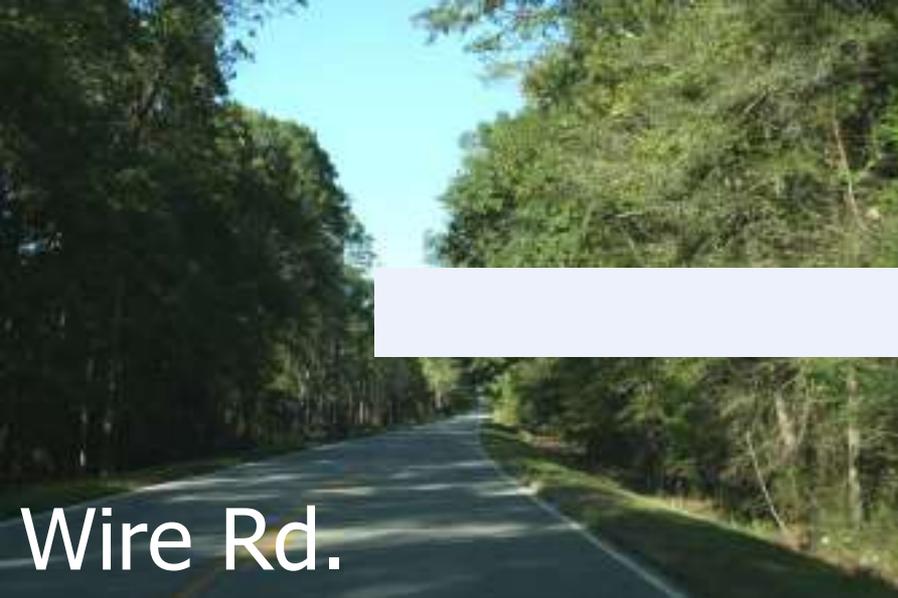


Vought?

- ✓ The BCD Region is a growing, prosperous metropolitan economy!



On what lands should new development occur?



Wire Rd.



What should cultural resources be protected?



Where can infrastructure support growth?



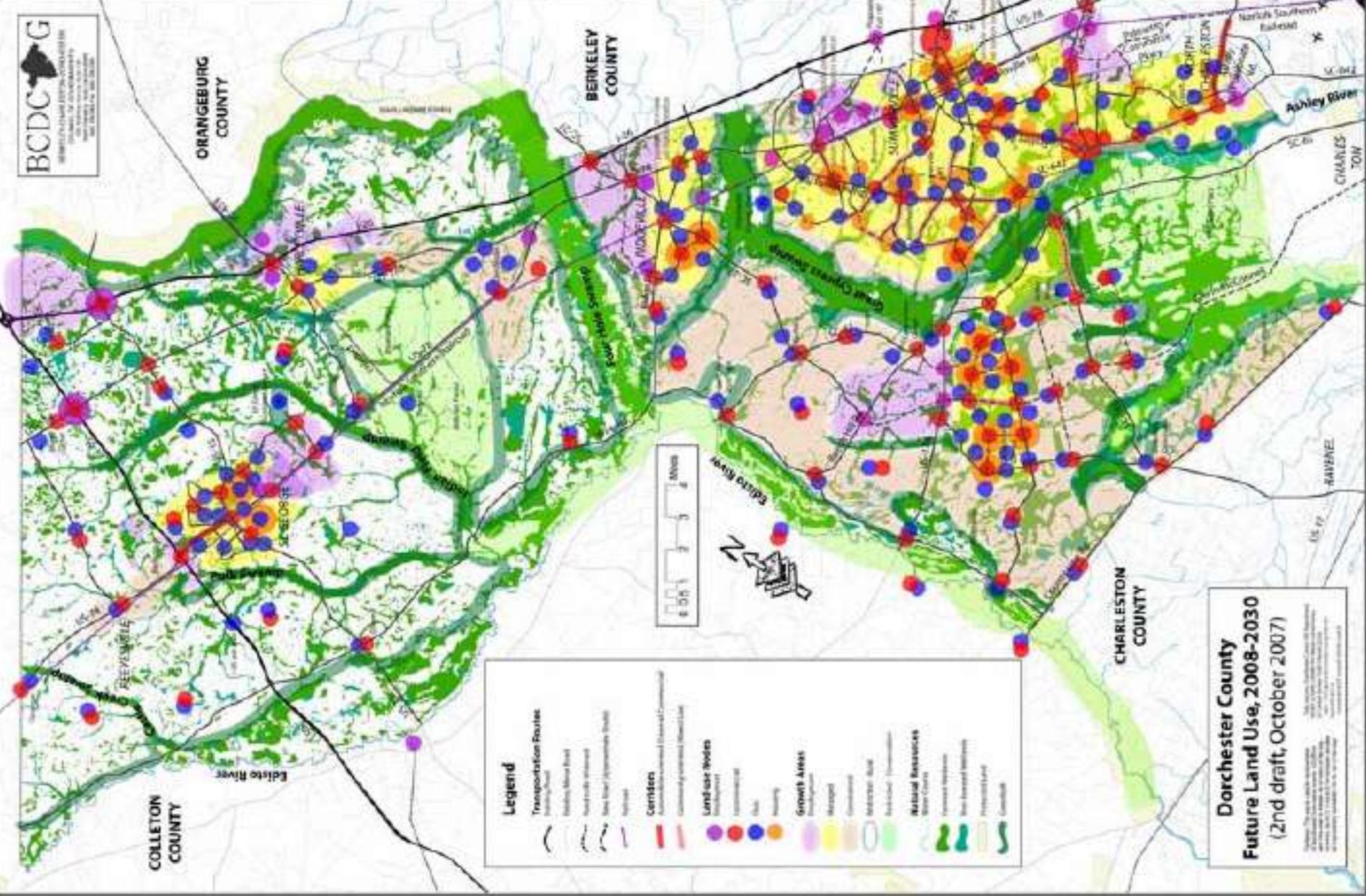
What is the carrying capacity of existing towns?

ORANGEBURG COUNTY

BERKELEY COUNTY

CHARLESTON COUNTY

COLLETON COUNTY



Legend

Transportation Routes
 Interstate
 State Route
 County Road
 Local Road
 New Road / Improvement Study
 Airway

Certifics
 Administrative District of Columbia
 County of Incorporated Municipalities

Land-use Nodes
 Development
 Agriculture
 Other
 Industry
 Growth Areas
 Population
 Airport
 Recreation
 Interstate Rail
 Intermodal Transportation

Natural Resources
 Wetland
 Forested Wetland
 Non-forested Wetland
 Protected Land
 Openland

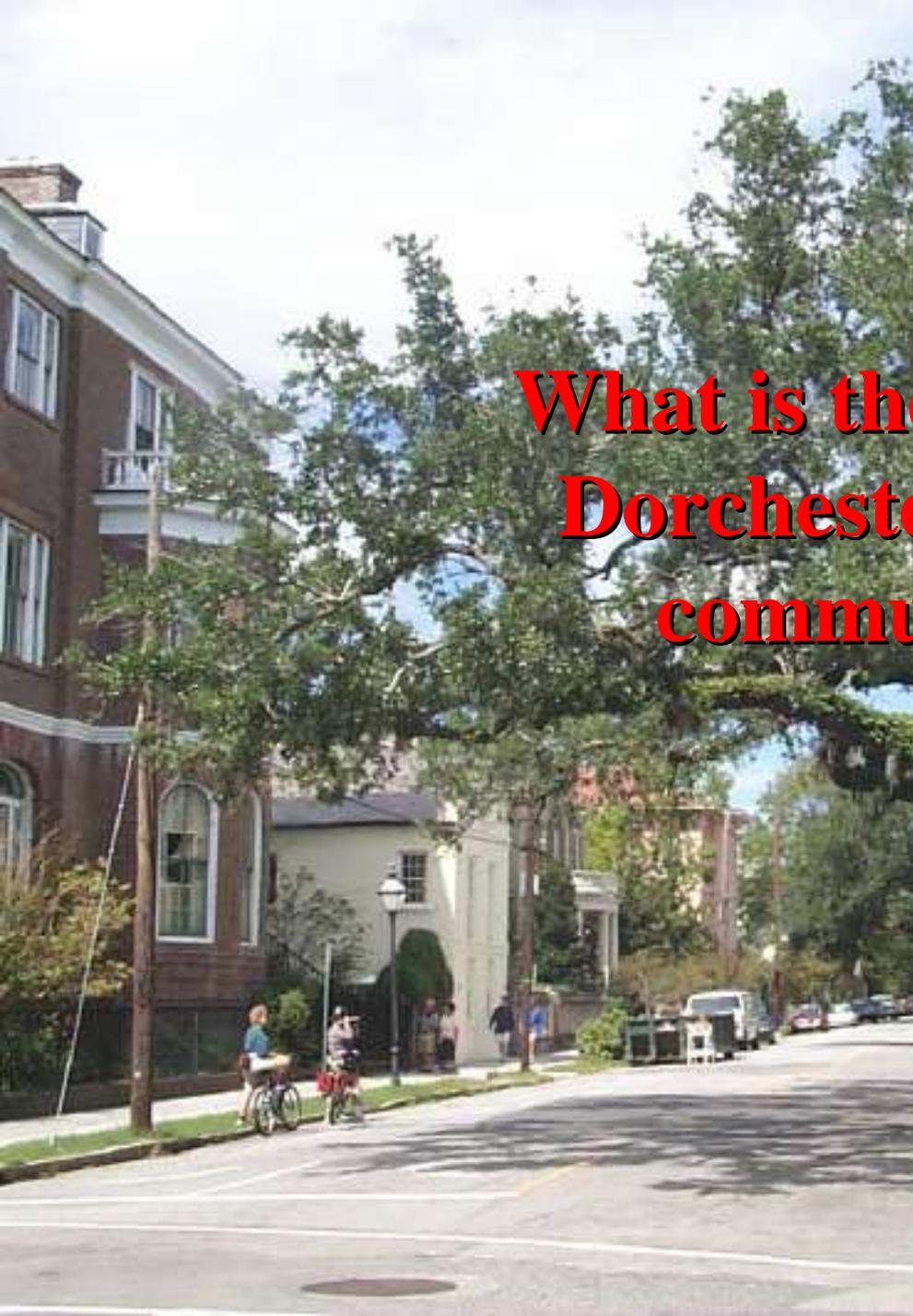


Dorchester County
Future Land Use, 2008-2030
 (2nd draft, October 2007)

This map was prepared by the Dorchester County Planning Department. It is intended to provide a general overview of the future land use plan. It is not intended to be used for any other purpose. The map is subject to change without notice. The map is not a guarantee of any future development. The map is not a representation of any future development. The map is not a representation of any future development.

Future land-use map = what develops where.

**What is the vision for
Dorchester County
communities?**





What is Lowcountry residents' vision of growth?









Dorchester County central neighborhoods



Dorchester County central neighborhoods



Future Dorchester County central neighborhoods



Future Dorchester County central neighborhoods



Future Dorchester County activity centers



Future Dorchester County activity centers



Future Dorchester County activity centers



Future Dorchester County activity centers



Future Dorchester County roadways



Future Dorchester County roadways



Future Dorchester County roadways



Future Dorchester County roadways

7 Foundations of a Solution-driven Plan

- ✓ Foundation 1: Economic Development
 - Industrial and wholesale trade employers, especially in upper part of County.
 - Play on Dorchester County's strengths: promote climate, opportunities for heritage tourism and eco-tourism.

7 Foundations

- ✓ Foundation 2: Set Investment Priorities
 - Provide public facilities for economic development first.
 - Coordinate infrastructure and land-use planning with neighboring jurisdictions, especially municipalities.
 - Establish “transfer of development rights” program: allows developers to mitigate density increases by conserving important natural resources.

7 Foundations

✓ Foundation 3: Manage Traffic Congestion

- Improve commutes into North Charleston (includes Glenn McConnell and commuter rail).
- Improve circulation with the County: map new collector streets, new development to expand the road network.
- Ensure return on investment of taxpayer dollars: promote economic development, leverage County revenue.

7 Foundations

- ✓ Foundation 4: Workforce Housing
 - Keep Dorchester County affordable for everyone!
 - Establish “central neighborhoods” around planned commercial areas and institutions.
 - Streamline permitting process for projects that implement this Plan.

7 Foundations

✓ Foundation 5: Infrastructure Concurrency

- “Concurrent” means operating or occurring at the same time and place.
- County public facilities – sewer, roads, schools – will be expanded concurrently.
- Public facilities will keep pace with growth.
- Growth will pay for itself.

7 Foundations

✓ Foundation 6: Future Land Use

- The majority of growth will be focused in and around existing towns.
- New communities will be towns and villages, not large subdivisions.
- New town centers will be established to provide services closer to residents.

7 Foundations

✓ Foundation 7: Community Design

- Each new or improved road will be planned and designed to serve users and help the County manage growth through better land use and development patterns.
- Central neighborhoods and commercial activity centers will fit better into their communities.

Comprehensive Plan Implementation Strategies



Implementing Land-use Planning

Carrots

- ✓ Road planning, design, and construction.
- ✓ Sanitary sewerage.
- ✓ School location.
- ✓ Parks & other public facilities.
- ✓ Priority investment areas or urban service areas.
- ✓ Capital improvements programming.
- ✓ Tree planting plan (funded by "tree bank").
- ✓ Historic districts (redevelopment tax credit).
- ✓ Conservation easements (purchase or transfer of development rights).

Sticks

- Zoning.
- Parking requirements.
- Landscaping & tree protection standards.
- Design standards (incl. design review).
- Land development regs. (aka subdivision regulations).
- Floodplain management regs.
- Wetlands protection and other environmental standards.
- Civic land dedication.
- Impact fees.
- Infrastructure concurrency ("adequate public facilities").
- Urban growth boundaries.

Key Implementation Strategy: Zoning

- ✓ What is zoning?
 - The regulation of land use and intensity. Local government has the authority to specify what gets built where and how much gets built.
- ✓ Why zone?
 - Manage access to the transportation system.
 - Manage impacts to environmental resources.
 - Manage impacts on existing communities, including cultural and historic resources.

Key Implementation Strategy: Zoning

- ✓ Where did zoning come from?
 - Euclid, OH, zones industrial uses out of neighborhood. Upheld by US Supreme Court in 1926. Common zoning that segregates land uses is called “Euclidean” zoning.
- ✓ Notably...
 - A regulatory “taking” occurs only if virtually all use is eliminated by zoning.
 - Famously un-zoned, even Houston, TX, regulates units/acre (land use intensity).

Key Implementation Strategy: Zoning

- ✓ How does zoning work with the Comprehensive Plan?
 - The Official Zoning Map is updated over time (not all at once, but as infrastructure comes online) to reflect the Future Land-use Map.
 - Parcels or areas should be up-zoned as public facilities become available to them.
 - The landowner or the Planning Commission will apply for or recommend up-zoning.

Key Implementation Strategy: Zoning

- ✓ Are there negative side effects or unintended consequences of zoning?
If implemented incorrectly, it can...
 - Constrain housing supply and artificially inflate property values in a community.
 - Bar smaller, more affordable homes.
 - Accelerate development of raw land.
 - Increase commute times by dispersing residents.
 - Increase public service costs.

Key Implementation Strategy: Zoning

- ✓ Are there alternatives to Euclidean zoning?
 - Performance zoning allows almost any land use, provided site and development characteristics meet specified performance standards to mitigate impacts.
 - Form-based coding also allows most any land use if specific design criteria are met and the use fits into a specified building envelope. Notably more flexible regarding residential density (units per acre).

Key Implementation Strategy: Zoning

- ✓ 2007 Dorchester Plan strategies:
 - Performance zoning: Apply to rural areas where space mitigates impacts.
 - Form-based coding: Apply to street grids, new or proposed, where the road network can accommodate higher intensity. Especially useful in transit-oriented development.
 - Euclidean zoning: Apply to locations with infrastructure and environmental constraints, with some performance and design standards to appropriately mix land uses.

Key Implementation Strategy: APFO

- ✓ What is an APFO?
 - An Adequate Public Facilities Ordinance (APFO) requires each proposed development over a certain size to demonstrate that public facilities are available, or will become available as the project is phased, to serve the development at build-out.
 - If the proposed development fails the test, the applicant must upgrade the facilities needed to serve the development.

Key Implementation Strategy: APFO

✓ Notably...

- APFOs fit into the broader concept of infrastructure concurrency. That means that growth should not outpace the local government's installation of public facilities to meet the demands of growth.
- The first responsibility of infrastructure concurrency lies with local government. Sewer must not outpace roads. Schools must be located in concert with sewer and roads. Public facilities, services must be coordinated.

Key Implementation Strategy: APFO

- ✓ Why adopt an APFO?
 - An APFO directs growth to areas where public facilities can accommodate it.
 - An APFO can phase development in growing areas so that service demands do not outpace programmed improvements.
- ✓ Where did the APFO come from?
 - Ramapo, NY. US Supreme Court upheld Ramapo's APFO in 1969 as a legitimate exercise of local government police powers.

Key Implementation Strategy: APFO

- ✓ How does an APFO work?
 - County must determine what public facilities are covered by the ordinance.
 - County must determine what capacity or level of service it considers adequate.
 - County must determine what facilities are capital improvements vs. operational improvements vs. ongoing maintenance.
 - County must include the capital improvements in its CIP. If schools are involved, one or both school districts must prepare CIPs.

Key Implementation Strategy: APFO

- ✓ How does an APFO work?
 - A CIP is a schedule of capital improvements the County will make in the next 4 to 6 years, based on forecasted demand. It can be updated annually to reflect changing needs.
 - County must enact impact fees for all capital improvements covered by APFO. This enables the County to generate revenue for improvements. Otherwise, the County risks an indefinite moratorium, which could be construed as a regulatory taking.

Key Implementation Strategy: APFO

- ✓ A few words about capacity and types of improvements: SEWER.
 - Is capacity measured system-wide or at the treatment facility?
 - If system-wide, then all pump stations and mains must be scheduled in the CIP. More commonly, these are operational improvements. The County can administratively deny access or require the developer to upgrade the facility.

Key Implementation Strategy: APFO

- ✓ About capacity: ROADS.
 - Capacity = LOS targets, perhaps from Comprehensive Plan. LOS reduction triggers project phasing, delay, or down-scaling.
 - What is the extent of study? Is the system inadequate for the development if sections of regional highways would fail? Typically, study areas ranges to nearest arterial.
 - Are there exempt areas? Does economic development trump the APFO?

Key Implementation Strategy: APFO

- ✓ About capacity and types of improvements: SCHOOLS.
 - Capacity sets (LOS target pupil:teacher ratio + 10-20%) as maximum pupil:classroom ratio. Breach triggers APFO.
 - Is capacity measured district-wide or by school? Should the school board redistrict to ensure adequate capacity?
 - Do portable classrooms count as capacity? If a developer donates them under a development agreement, can the he proceed?

Key Implementation Strategy: APFO

- ✓ How does an APFO work with the Comprehensive Plan?
 - The Plan recommends levels of public services; useful for planned development district proposals and development agreements as well as APFOs.
 - Strong adherence to Future Land-use Map is needed to ensure that APFO does not direct development to rural areas. The FLU Map must delineate rural and urban areas.

Key Implementation Strategy: APFO

- ✓ How does an APFO work with the Comprehensive Plan?
 - The County must ensure that public facilities are adequate and/or the County must waive the APFO test in priority growth areas specified in the Comprehensive Plan. These could include economic development districts, redevelopment districts, and a commuter rail corridor.

Key Implementation Strategy: APFO

- ✓ What are the limitations or negative side effects of an APFO?
 - Could direct growth to environmentally sensitive or rural areas, effectively trumping the local government's land-use plans.
 - Could direct growth away from areas in need of investment.
 - Could result in an indefinite moratorium if the local government does not keep up with service demands.

Key Implementation Strategy: APFO

- ✓ What are the limitations or negative side effects of an APFO?
 - The traffic study and the APFO cannot account for pedestrian activity. The County might not be able to approve high-quality mixed-use project in spite of the APFO.
 - County staff must keep careful records of various capacity commitments. Adequacy tests are made based on projected capacity when build-out occurs, not current capacity.

Key Implementation Strategy: APFO

- ✓ Are there alternatives to an APFO?
 - Planning commissions can require operational public facilities upgrades (e.g., turn lanes) as a condition for land development approval.
 - Needed capital improvements can be required via development agreement, coupled with zoning that reflects existing capacity of public facilities.
 - Impact fees can be collected to fund needed capital improvements.

Key Implementation Strategy: APFO

- ✓ 2007 Dorchester Plan strategies:
 - Master plan sewer.
 - Master plan roads on Official Map
 - Schedule roads, sewer improvements in CIP.
 - Enact impact fees for capital improvements, especially roads (already in place for sewer).
 - Coordinate school sites with school districts. County will secure sites from developers.
 - County will require large developments to provide needed capital improvements.

Whew! What's Next?

- ✓ First draft of Plan is due to Planning Commission in December.
- ✓ County Council will consider the Plan in early 2008.
- ✓ Public engagement will continue: public hearings will be held for the document during its consideration.

Questions?

To keep up with the Plan's progress, click on the "Dorchester County Comprehensive Plan" link on our home page, WWW.BCDCOG.COM

Alec Brebner, AICP

Assistant Planning Director, BCDCOG

843.529.0400 or alecb@bcdcog.com