Shem Creek
Area Management Plan
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Shem Creek
Area Management Plan

for the

Town of Mount Pleasant, South Carolina

July 17, 2019
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ACKNOWLEDGMENTS

Appreciation is expressed to the many citizens and officials who contributed to the creation of this Plan. Their participation, input, and suggestions were of critical importance in shaping the final recommendations.

The Plan was commissioned by the Town of Mount Pleasant, South Carolina.

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The findings and recommendations of this plan represent the opinions of Cranston Engineering Group, P.C. and its consultant team, informed by public comment as well as by input from the Town of Mount Pleasant’s appointed Study Advisory Committee.

1 Special thanks are due to Lauren Sims, who coordinated the interactions between the Consultant Team and the Town. She also facilitated logistics for Study Advisory Committee and public meetings and procedures for public input via the Town’s website.
List of Figures

Figure 1: The iconic character of Shem Creek has always captured the imagination of local artists. ......................... 1
Figure 2: “Shem Creek, Mt. Pleasant 1974” ........ 3
Figure 3: The iconic working Creek ...................... 4
Figure 4: Study Area Map ................................ 6
Figure 5: Different strokes; different folks ............. 7
Figure 6: Study Elements ................................. 9
Figure 7: Visual Features Map .......................... 12
Figure 8: The Urban Creek looking north ............ 12
Figure 9: Angling for spot-tail bass in the Natural Creek ......................................................... 13
Figure 10: Wando dock on the Working Creek ... 13
Figure 11: Issues and Possibilities Map ......... 13
Figure 12: Results of Public Meeting 2 and On-line Outreach ............................................... 16
Figure 13: Shrimping and recreational boats line the north bank ................................................. 17
Figure 14: A boisterous Friday afternoon on the south bank ....................................................... 18
Figure 15: Waterfront Uses Map .................... 18
Figure 16: Rafted boats of restaurant and bar patrons narrows the navigable channel .................. 19
Figure 17: Irregular kayak manoeuvres confuse boat traffic patterns ........................................ 19
Figure 18: Circling boats await their turns to take-out ................................................................. 20
Figure 19: Overall Actions - Shem Creek Use and Protection ................................................. 20
Figure 20: USCG Navigation Chart, detail ........ 21
Figure 21: Harry Hallman, Jr. Boat Landing and Parking .......................................................... 22
Figure 22: New Trailer Parking Area Plan .......... 23
Figure 23: The busy urban waterfront ................. 24
Figure 24: One of several water recreation businesses which occupy little land area .................. 24
Figure 25: Fuel dock on north side of Creek ....... 25
Figure 26: Overall Actions - Private Use and Development ...................................................... 25
Figure 27: Wando Dock site - Fishing Support Improvements .................................................. 26
Figure 28: Shrimpers at Wando Dock ............... 26
Figure 29: Office building looms over Shem Creek ................................................................. 27
Figure 30: Shem Creek Building Elevations ....... 28
Figure 31: Shem Creek Park wayside exhibit on shrimping industry ........................................ 28
Figure 32: Landside Public Walkway .................. 30

Appendix B:

Figure 1: Possible Public/Private Development and Parking Garage .............................. 2
Figure 2: Public Use of Wando Property - Long Term ......................................................... 3
I. EXECUTIVE SUMMARY

Shem Creek is a principal focus area for the Town of Mount Pleasant, a hub of activity on the water which has created a visual scene that is regarded as an iconic character area of local and state-wide importance. The Shem Creek Area Management Plan outlines a plan for the future of Shem Creek and its vicinity in a way that supports commercial fishing; organizes boating uses, traffic, and safety; encourages public access along the waterfront; provides cooperative parking management; maintains visual character; outlines supportive regulations; and respects critical natural and environmental resources. The Plan defines a shared vision and establishes a plan to manage varied interests along the creek effectively and cooperatively. The Plan is organized around five study elements, within which eighteen key objectives and supporting actions that comprise the Plan are summarized below:

Shem Creek Use and Protection – Retain the existing commercial fishing operations and other environmentally sound uses by enforcing watershed protection; purchasing the Wando Dock site to preserve critical docking and support facilities; continuing maintenance dredging; instituting specific water traffic regulations; establishing a management capacity on the waterfront; and adding new facilities, management, and parking for the Harry Hallman, Jr. Boat Ramp.

Private Use and Development – Support private uses that enhance the commercial fishing fleet by keeping the landside infrastructure at the Wando Dock and other key sites in service for supporting the fleet and processing and marketing the catch; and monitoring redevelopment projects in the vicinity of the Creek.

Community Character and Amenities – Maintain a visual character by setting criteria for redeveloped buildings, expanding public waterfront access, and adding a future historic exhibit venue.

Access and Parking – Manage overall parking aggressively by encouraging a cooperative central parking management system, utilizing remote parking and shuttles, and considering additional parking garages in the future.

Development Use and Regulations – Enact regulations specific to an expanded waterfront district wherein residential uses are prohibited, waterfront building envelopes and setbacks are established, and new parking requirements are included.

The recommended actions of the Management Plan, taken altogether and implemented, will result in preserving the unique history, nature, and economy of Shem Creek and maintaining its character as a working Creek.

Figure 1: The iconic character of Shem Creek has always captured the imagination of local artists. (D. Klewer, Artist, Shem Creek Inn)
II. INTRODUCTION

The Shem Creek Area Management Plan outlines a plan for the future of Shem Creek and its vicinity in a way that supports commercial fishing, organizes boat uses, traffic and safety, encourages public access along the waterfront, provides cooperative parking management, maintains visual character, outlines supportive regulations, and respects critical natural and environmental resources. The Plan is comprehensive, proactive, and strategic, while recognizing previous plans for preservation, development, and redevelopment in Mount Pleasant.

Shem Creek is a principal focus area for the Town of Mount Pleasant with facilities that provide public waterfront access, accommodate a historic commercial fishing and shrimping fleet, support thriving recreation and tourism establishments, and serve as a public gathering space, all in a compact area adjacent to the historic areas of the original village.

A. BACKGROUND

Shem Creek extends as a tidal estuary through the heart of Mount Pleasant from its mouth at the Charleston Harbor to the upper extent of its watershed near Mark Clark Expressway. The Creek serves differing functions within the distinct reaches of its length: harbor, highway, recreational venue, wildlife habitat, storm drainageway, and visual amenity. Shem Creek's history illustrates its importance for these functions.

The Sewee Tribe of Native Americans were the first to live on the Creek and gave it the name “Shemee.” The harbor soon attracted British settlers who established ship building as the first major industry, which continued along the banks of the Creek through the 1990s. Other supporting industries became rooted nearby, particularly the tide mill built by Jonathan Lucas in 1795 at the east end of what would become known as Mill Street. The vicinity became known as Lucasville. The mill used water power of the tides to drive a combination saw mill and rice mill, storing up water behind a dam on the flood tide and releasing it through water wheels on the ebb.

Plantations lined the Creek upstream, and the waterway provided a major highway for transporting their crops to market, beginning with indigo in the Colonial Period, replaced by cotton in the Antebellum era, and later by various kinds of produce.

Captain William C. Magwood introduced commercial shrimping to the Creek in the 1930s with his boat, Skipper. From this spark, Shem Creek became the main home port for the Charleston area fleet of shrimp trawlers and other commercial fishing vessels. By the 1960s working boats lined the Creek at six commercial docks, so crowded that they were tied up four or five a-beam. This hub of activity on the water created a visual scene that has come to be regarded as the iconic community character of Shem Creek.

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More recently the size of the United States market for domestic seafood has changed, with increased imports of foreign fish products and rising costs of domestic wild-caught seafood inducing large-scale market pressures. Although this situation has led to a decline in the size of the overall market, and a corresponding decline in the size of the Shem Creek fleet, the number of commercial fishing boats has stabilized at about a dozen or so. Many of them, shrimpers particularly, have found new niches and more direct methods for selling their locally-procured catch to nearby outlets, restaurants, and individuals. The possibility may exist of even increasing the size of the fleet in the future, provided that sufficient dock space and landside support is available.

In addition to actual docks, water-related businesses, such as restaurants, marinas and recreational boating businesses became established. The first waterfront restaurant, the Lorelei was built in 1960, followed in 1967 by the Trawler, beginning a succession that has led the urban waterfront at Shem Creek to become a very popular entertainment district, with a total of sixteen restaurants and bars in the area.

The special nature of Shem Creek area has been long recognized by the Town of Mount Pleasant and the State of South Carolina. The Town of Mount Pleasant has placed special value on the Shem Creek area as a unique economic resource – a source of employment and substantial tax revenue – and an important element of the quality of life of the Town. The South Carolina Coastal Council recognized the important wetlands resources found within and along the Creek and noted the shrimping fleet and commercial fishing industry as a resource of statewide significance, “which is deserving of a guarantee of space within which to effectively operate and if need be to expand.”

The Town and the Coastal Council collaborated on a Shem Creek Special Area Management Plan prior to 2002, which was adopted by the Town and South Carolina Department of Health and Environmental Control (DHEC) as an official “Special Area Management Plan” (SAMP). This designation means that the provisions of the plan are to be taken into account by the Office of Coastal Resource Management (OCRM) for actions within the coastal zone jurisdictional limits. Similarly, the provisions of the Special Area Management Plan are established to be observed as part of the land use regulations on the land-side by the Town of Mount Pleasant. Although only some of the provisions of that plan were implemented, many of the ideas remain valuable and have informed the development of the current planning process.

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3 The Town of Mount Pleasant & The South Carolina Coastal Council, Shem Creek Special Area Management Plan, n.d. [circa 2002], electrostatic copy in office of Mount Pleasant Planning and Development Department.

4 Ibid.
**Shem Creek Area Task Force and its Findings**

In the past several years, the Shem Creek area has become increasingly popular as an attractive residential address, a bustling entertainment venue, a busy watersports site, and a valuable business location. This mushrooming popularity for such a wide variety of purposes led the Town to appoint a Task Force to study appropriate actions to deal with the future of Shem Creek, as an iconic working creek that is an important cultural and economic resource to the Town. Sustained effort by the Mount Pleasant Shem Creek Task Force during 2016-2017 led to preparation of a special Task Force report, completed in June 2017, that recommended that a new management plan be developed, which resulted in the selection of the consultant team and the preparation of this Shem Creek Area Management Plan.

The Task Force recognized that Shem Creek is the iconic landmark of the Town. Its history as a community cornerstone and economic driver continues today, making it important to preserve the area for future generations. The fifteen-member Task Force began its work in June 2016, with Town staff facilitation provided by Lauren Sims. It met regularly as a group and issued its unanimously-supported final report on January 3, 2017. Town Council of Mount Pleasant adopted the report in the same month. The principal recommendation for action was to hire a professional consultant to create a master plan for the Shem Creek Study Area, keeping in mind its visual impact, quality of life, public safety, and preservation. The report recognized the need to balance the various uses, including preserving the Creek and creek-side businesses, and supporting the local seafood industry to maintain Shem Creek as a working creek.

With their principal recommendation in mind, the Task Force published a list of concerns to be considered in developing the master plan organized around the general categories of visual impact, quality of life, public safety, and preservation. The particular topics are listed below:
Visual Impact

- Urban Corridor Overlay District building heights and volume (size and number) of structures
- Visual inconsistency with properties in the Shem Creek Study Area
- Preservation of Creek as a working creek
- Preservation of recreational abilities in the Creek
- Provision of dock space for the shrimping/fishing fleet
- Preservation of operational location for the shrimping/fishing fleet, should the fleet leave Shem Creek
- Protection of cultural icon in the Creek when the shrimping/fishing fleet leaves
- Preservation of diversity in the Creek: uses, design, etc.
- Provision of adequate parking

Quality of Life

- Preservation of public access to the Creek, working waterfront & local seafood
- Provision of adequate parking and resulting impact to surrounding areas
- Protection of ecosystem
- Preservation of Creek as a working creek
- Provision of trucking/transport infrastructure to move product
- Need access points
- Impact of growing tourism industry
- Increased support and awareness for local seafood
- Concerns about access to the boat ramp in terms of the ramp's capacity
- Promotion of boater education
- Provision of secure dock space
- Protection of surrounding residential areas from disorderly conduct and noise originating from nearby commercial areas

Public Safety

- Conflicting uses on the Creek
- Explore need for additional enforcement in Shem Creek and surrounding areas regarding alcohol consumption and watercraft operation
- Pedestrians crossing Coleman Boulevard and Mill Street intersection
- Improved functionality and design of the Harry Hallman Jr. Boat Landing
- Insufficient number of parking spaces and failure to meet required parking regulations
- Increasingly unregulated use of public docks for private ventures
- Construction of physical barrier between the Shem Creek Park boardwalk and Coleman Boulevard
- Illegal use of golf carts on Coleman Boulevard
- Safety concerns regarding high level of activity on the Creek
- Commercial vs. recreational; motored crafts vs. non-motorized crafts

Preservation

- Preservation of the commercial character of the Creek
- Protection of the view corridor (building heights, building locations, setbacks, etc.) without negatively affecting the developable square footage under the current guidelines
- Encourage visual consistency and architectural styles of what has historically been built in the Study Area
- Retention of existing commercial square footage
- Preservation of the shrimping/fishing fleet
- Maintain public access: boat launch and other water vehicles
- Maintain the eclectic look of the area; structures should have marine-like design and look as though the structure belongs in the area/fits in with surrounding structures
- Maintain water quality to keep the uses of the Creek as they currently exist
B. STUDY AREA AND SIGNIFICANCE

The 2017 Report of the Shem Creek Task Force defined a Study Area, which encompassed approximately a 0.75-mile length of the Creek from its mouth at the harbor upstream beyond Simmons Street, plus land-side areas of influence to the northwest and southeast. “Figure 4: Study Area Map” shows this Study Area, slightly modified by the consultant team to include a few additional properties, plus its surrounding context. The area is at the westerly edge of Mount Pleasant, where the mouth of the Creek opens to Charleston harbor at Crab Bank and extends northeast and into the residential parts of the town. Key features include Coleman Boulevard, which crosses the Creek at the midpoint of the Study Area and is a traffic and commercial corridor of importance, connecting to the Ravenel Bridge, the Town Hall, Patriot’s Point, Sullivan’s Island, and Isle of Palms.

Figure 4: Study Area Map

Shem Creek has been a commercial and industrial hub for the Town of Mount Pleasant throughout its history. The Creek continues to be a principal focus area for the Town, with facilities that provide public waterfront access, accommodate a historic commercial fishing and shrimping fleet, support thriving recreation and tourism establishments, and serve as a public gathering place, all in a compact area adjacent to the historic areas of the original village. Thus, the area is a special place for many different reasons to a wide array of residents, citizens, and visitors. Some of these values can conflict with one another; hence, the need for a consensus plan to manage co-existing and competing interests in an even-handed way.
C. PARALLEL STUDIES

The Town has commissioned two separate specialized studies of other aspects of the Shem Creek environment that are complementary to and in parallel with this Plan. Upstream (landward) of the Study Area, the Town has continuing studies underway to assess the water quality in the Shem Creek watershed. The studies will identify sources of pollution, reduction goals, management measures and implementation of remedial improvements and long-term monitoring of water quality. The watershed area of Shem Creek is approximately 4.6 square miles, of which over thirty-seven percent is covered by impervious areas. Currently Shem Creek is an “impaired waterway,” due to elevated levels of particular bacteria that are used to indicate the overall safety of recreational waters. Bacterial levels are mostly acceptable, except following rainfall events. Even so, the Creek is designated as being suitable for primary and secondary contact recreation and for crabbing and fishing. The Town of Mount Pleasant is continuing to work with regulatory agencies and stakeholder groups on the two companion watershed plans for improvements to meet state water quality standards and to recommend community actions.  

The second parallel study involves Crab Bank, a sand spit opposite the seaward end of Shem Creek at its mouth and beyond. The Town of Mount Pleasant commissioned Applied Technology and Management, Inc. (ATM) to conduct an analysis of the potential impacts of the proposed restoration of Crab Bank in response to studies and plans by the U.S. Army Corps of Engineers. Crab Bank is a crescent-shaped shoal on the edge of Charleston Harbor opposite the mouth of Shem Creek, which the Corps of Engineers plans to use as a disposal location for dredge spoil from the Charleston harbor and related channels.

Studies by ATM show that Crab Bank is migrating northward on an annual basis at a rate which will be increased with deposition of additional silt, and the risk exists for blocking the Hog Island Channel leading southwest directly to the harbor or even for the bank to become attached to the mainland. There is also a risk of increased sedimentation in the Shem Creek channel southeast of the mouth along the Mount Pleasant waterfront at particular locations. The plan proposed by ATM poses an alternative solution for deposition of material that purports to mitigate the potential negative effects of depositing more materials. The outcome of a particular plan for Crab Bank and what the Corps of Engineers actions might be are uncertain at the time of this writing.

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D. PROJECT SCOPE

Purpose of the Plan

This planning project assignment is to formulate a special area management plan for the Shem Creek Study Area. The Plan includes recommendations addressing proposed land uses, building and setback requirements, density requirements, building height limits, building design and architectural requirements, parking, public recreational boating access to Shem Creek, proposed public areas and parks, and policies for preserving Shem Creek as a working commercial Creek, while maintaining compatibility with adjoining residential neighborhoods. The Town seeks to define a shared vision and establish a plan to manage these varied interests effectively to the best advantage of the citizenry. The final Plan is intended to become a section incorporated into The Town of Mount Pleasant Comprehensive Plan. While not within the stated purpose of the current project, the Plan may qualify as an official Special Area Management Plan (SAMP) under South Carolina OCRM policies.

Study Advisory Committee (SAC)

The Town of Mount Pleasant appointed a Study Advisory Committee (SAC) made up of members of the Shem Creek Task Force. Members of the SAC are listed inside the front cover of this report. The Study Advisory Committee participated with the planning consultant team in the formulation of the study goals, reviewed and commented on the planning work in process, reacted to the various future scenarios, and will likely become the basis of a constituency for implementing the plan recommendations over time. Throughout the project the planning team has found its interaction with the SAC to be highly productive, due to the depth of knowledge of its members, their commitment to Shem Creek, and their forthright collaboration in shaping the plan.

Mission

At the outset of the project the planning consultant team and the Study Advisory Committee agreed that the mission of the Shem Creek Area Management Plan is to

**Preserve, promote, and protect the unique history, nature, and economy of the Shem Creek Study Area and maintain the character of its working creek.**

Study Elements

The consultant team has organized its work around five study elements, based on work of the Task Force and experience of the consultant team, that capture the key aspects that have been explored, and used as a framework to arrive at policies and recommendations. These study elements are as follows:

Shem Creek Use and Protection. This element included current and projected utilization of the Creek by commercial and pleasure craft, including support facilities for these as well as suitability of existing facilities (e.g. -Harry Hallman, Jr. Boat Ramp) and possible need for new facilities or services. As part of this element

the study identified problems, possible solutions, and possible types of impacts on water quality and boater safety.

**Private Use and Development.** This element included existing private uses and future demand pressures for new commercial and residential development, including expansion of existing businesses. This element identified sites that have potential for additional private development as well as possible pressures on the Shem Creek area from adjoining zoning districts.

**Community Character and Amenities.** This element dealt with size, location, and character of buildings and streetscapes including compatibility with adjoining uses and districts, desired image for Mount Pleasant, and including amenities such as public walkways, boardwalks, and visitor facilities.

**Access and Parking.** This element included existing access and parking locations and adequacy relative to existing and future demand, including possible steps to reduce or mitigate traffic and parking pressures along sensitive areas of Shem Creek and adjoining neighborhoods.

**Development and Use Regulations.** This element included review of existing zoning and development regulations and also explored modification of current district boundaries or regulations to meet preferred directions of the Shem Creek plan.

The diagram that follows, “**Figure 6: Study Elements**” shows the relationship of these Study Elements to the principal phases of work in the planning process.

*Figure 6: Study Elements*
Goals of the Plan

An early step in the planning process with the Study Advisory Committee was to define goals for each Study Element. These goals were shared with the public and are listed in “Table 1: Goals of the Plan” below.

Table 1: Goals of the Plan

<table>
<thead>
<tr>
<th>STUDY ELEMENTS</th>
<th>GOALS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shem Creek Use and Protection</td>
<td>Retain the existing scale of commercial fishing activities and related operations while supporting other recreational water uses that are compatible with the environmental quality, public safety, and functions of the working creek.</td>
</tr>
<tr>
<td>Private Use and Development</td>
<td>Support private use and development adjoining and nearby the Creek to the extent that such uses and developments maintain and enhance the special character of working waterfront activity in the Shem Creek area, encourage and expand access to and views of the Creek, can be supported by adequate access and parking, preserve and enhance value for property owners, and contribute to the visual character of the Study Area.</td>
</tr>
<tr>
<td>Community Character and Amenities</td>
<td>Maintain a visual character for development and public uses along and adjoining the Creek that is appropriate to Mount Pleasant and is enhanced by pedestrian access that supports public use, access, and enjoyment of its working waterfront.</td>
</tr>
<tr>
<td>Access and Parking</td>
<td>Provide for parking and access to the Creek and its adjoining uses that are adequate in scale to support these uses and will not adversely affect the unique character of the Study Area.</td>
</tr>
<tr>
<td>Development and Use Regulations</td>
<td>Enact regulations for the Study Area that will support the Mission for the Study Area, while recognizing current property rights within existing zoning districts and areas.</td>
</tr>
</tbody>
</table>
III. PLANNING PROCESS

The planning process has been conducted over a seven-month schedule from beginning to end, with considerable public involvement, so that the planners, to the greatest degree possible, could craft a consensus plan. During the course of developing the plan, several interim reports and graphic presentations have been developed and presented to the Study Advisory Committee and to the public. The contents of the reports are summarized in brief below. Full copies of the reports and all supporting documents are included in electronic format on the USB drive in Appendix D hereof; in addition, these materials are available in the Planning and Development Department of the Town of Mount Pleasant.

A. PUBLIC INVOLVEMENT AND INPUT

The Citizens Advisory Committee met with the planning consultant team each month to review the progress of the study. All meetings were open to the public and opportunities for comment from the citizens at large were afforded at the beginning of each meeting. The planning process also included two public meetings, designed as public workshops with extensive advertising, to solicit community involvement and participation. The first public meeting occurred during the third month of the study and involved reviewing the study purpose and findings up to that point and soliciting ideas, reactions, and comment from the public. The second public meeting occurred during the fifth month, wherein three future scenarios for Shem Creek were presented and reactions and comments solicited. The Town staff sought additional public participation using an on-line survey which was posted on the Town website immediately following the meeting.

B. PHASES OF THE PLAN

Inventory and Issues

The inventory report was the initial product of the consultant team, intended to provide base line information for subsequent steps in the planning effort, as well as to focus on initial issues and possible directions for the next phases of the work.

Report 1: Inventory and Base Line Data, completed in January 2019, presents a summary of existing conditions for each of the five study elements and contains assemblies of data on the Study Area, the usage of Shem Creek, market conditions for the seafood industry and upland land uses, description of the community character, parking and access, and a summary of development and use regulations that prevail in the area. Report 1 includes a series of analytical maps, highlighting key aspects of the Study Area, including parking, zoning, and waterfront uses. “Figure 7: Visual Features Map” defines the overall character of the segments of Shem Creek, including:
Figure 7: Visual Features Map

- The busy "Urban Creek" immediately downstream of Coleman Boulevard, characterized by multiple restaurants and commercial buildings and associated docks close to the edges of the Creek at its narrowest segment.

- The "Natural Creek" upstream of Coleman Boulevard where extensive marsh areas separate creek-related uses from most of the water edge in an area where boat size and height is limited because of the roadway bridge. This area also includes the Harry Hallman, Jr. Boat Ramp, a marina, and kayak outfitter.

Figure 8: The Urban Creek looking north (Google Earth)

Figure 9: Angling for spot-tail bass in the Natural Creek
• The “Working Creek” including multiple locations serving the shrimping and fishing fleet, including the Geechie and Wando Docks, the Simmons fueling station, and extensive commercial fishing dockage. In this area, where the creek widens approaching its mouth with the harbor, extensive relatively-new residential development is on the south side of the Creek and boardwalks cross Shem Creek Park providing public access on the north side of the Creek.

The Inventory report also outlines a series of issues, possibilities, and directions suggested by the background data that might become opportunities for formulating the plan. “Figure 11: Issues and Possibilities Map”, highlights some of the key areas and issues that emerged from the initial inventory. Annotations on Figure 11 highlight the major concern about each area noted and are not repeated here in the text.

Table 2 - Summary of Issues and Possibilities is a brief summary of the initial issues and directions that were identified for each of the Study Elements. It is related in part to Figure 11 and includes some items that are better described than mapped. Please refer to detail text in Report 1 for expanded discussions of these issues and directions.
### Table 2: Summary of Issues and Possibilities

<table>
<thead>
<tr>
<th>Study Elements</th>
<th>Issues and Possibilities</th>
</tr>
</thead>
</table>
| **Shem Creek Use and Protection**    | • Retain and/or expand current dock space for the fishing fleet to support the working creek  
• Continue maintenance dredging of the channel, while enforcing construction site siltation and erosion to protect water quality  
• Investigate management and/or facility options to reduce conflicts between motorized and non-motorized boats in the channel and enforce safe boating practices within the channel  
• Consider improvements to facilities and parking in the Harry Hallman Jr. Boat Ramp area |
| **Private Use and Development**      | • Support commercial fishing operations and encourage continued successful product distribution  
• Encourage additional collaborative efforts among local shrimpers and fishermen to produce needed ice for operations  
• Consider innovative ways to expand fishing product operations, including possible retail markets for local catch  
• Encourage effective redevelopment in the northeast triangle (Lucasville) of the Study Area |
| **Community Character and Amenities**| • Increase public access to the edges of Shem Creek as well as connections between the Creek edge and adjoining areas  
• Consider new public facilities to interpret the history and operations of the working creek and its fishing industry  
• Retain the architectural character of the urban creek by encouraging variation in building scales in the case of major expansion or redevelopment of buildings at the Creek edge  
• Anticipate future changes or additional development in parking areas serving the urban creek  
• Recognize that redevelopment of sites and smaller buildings along Coleman Boulevard is likely |
| **Access and Parking**               | • Encourage shared parking and incentives to use ride services (Uber, Lyft, etc.) to reduce parking pressures  
• Consider resident parking permits and related enforcement to limit parking spillover into adjoining residential districts  
• Investigate potential for remote parking and shuttle service to Shem Creek restaurants and businesses during peak season periods  
• Consider additional mixed-use parking garages  
• Consider parking surface alternatives that are both vehicle, pedestrian and environmentally friendly |
| **Development and Use Regulations**  | • Place priority on water dependent uses at sites in the Shem Creek Waterfront Overlay District (SCW-OD)  
• Develop specific design standards for the SCW-OD to protect the quality of the Shem Creek environment and for the entire district  
• Anticipate how to deal with contemporary waterfront flood protection and setback standards along the Creek in the case of redevelopment or substantial building replacement |
Opportunities

The Opportunities phase identified a series of potential actions to help shape the future of the iconic working creek, which is a critical and economic resource to the Town of Mount Pleasant. A total of twenty-seven opportunities were listed, described and illustrated so that the Study Advisory Committee, the Town staff and the consultant team could use them to formulate future scenarios for further study and consideration. At this stage of the project, the opportunities presented were conceptual in nature with financial and regulatory consequences that were not appropriate to define in detail at that stage of the project. Also many of the opportunities were not compatible with one another, as they implied different uses of land and resources and different policy assumptions. All of the opportunities were reviewed by the Study Advisory Committee and rated according to their perceived viability and level of support.

Report 2: Opportunities, completed in March 2019, outlines the twenty-seven potential opportunities to help shape the future of Shem Creek. The opportunities were reviewed by the Study Advisory Committee and presented at the first public meeting.

Alternative Scenarios

The most promising opportunities were assembled by the consultant team into three future scenarios. The purpose of the scenarios was to build on the initial opportunities, to assemble them into different alternative approaches whose consequences could be readily perceived, and to solicit feedback from the Study Advisory Committee and the public as to the desirability of each. The Scenarios and comments about them from the Shem Creek Advisory Committee and the public formed the basis for determining appropriate final planning recommendations.

Report 3: Scenarios for Shem Creek Area Management Plan contains three alternative future scenarios for the Shem Creek Study Area with a comparative analysis of advantages and disadvantages of each. These scenarios were presented to the Study Advisory Committee in April, to the citizenry at the second public meeting in May 2019, and via an on-line survey.

The substance of each of the Scenarios is summarized below:

Scenario 1: Existing Trends Extended.

This scenario is a benchmark to which other scenarios can be compared. It assumes a continuation of most existing policies and private actions and modest cooperation among private owners and operators. This scenario is based on the assumption that property owners will endeavor to maximize the value of their assets and there will be a continuation of present land use trends.

Scenario 2: Priority to the Working Waterfront.

This scenario assumes that the biggest priority of the Study Area will be to support and enhance maritime uses and related support. The Town would encourage and support joint actions of existing restaurant and business owners to deal with parking through central management and regulatory changes. The approach also considers improving public access, with pedestrian connections, acquisition of essential fishing industry infrastructure at the Wando Dock, expansion of trailer parking, and modifications to the Waterfront Overlay District regulations.
Scenario 3: Proactively Manage Study Area Growth.

This scenario assumes that the Town will make significant commitments to manage and direct area growth, while also taking a range of initiatives to maintain and enhance the working creek. This approach contains most of the features in Scenario 2 and builds upon it with more actions, including aggressive parking management, public/private acquisition and redevelopment of critical fishing support infrastructure, and a new parking garage and related development in the Lucasville area.

Following review by the Study Advisory Committee, the three scenarios were presented to the public where citizens’ opinions and preferences were captured. "Figure 12: Results of Public Meeting 2 and On-line Outreach" presents the results of these exercises from Public Meeting 2 and On-line comments that clearly favor Scenario 2 as the preferred path forward. Eighty-two percent of the participants could either “Support” or “Can Live With” Scenario 2. By contrast, a similar majority of eighty-three percent does not like the way things are headed now, as represented by Scenario 1. The Study Advisory Committee reached a consensus that Scenario 2 should be used as the basis for the Management Plan.

Report 4. Draft Recommendations, completed in June 2019, provides draft highlights of recommendations based upon the assumption that highest priority should be given to maintaining and enhancing the maritime uses and related support. The draft outlines specific objectives and actions for each element of the Study. Along with Report 4 a more detailed preview of the recommendations was presented and reviewed with the Study Advisory Committee in June 2019, as an opportunity for their early detailed comment prior to receiving the final Draft Plan.

<table>
<thead>
<tr>
<th>Scenario</th>
<th>Support</th>
<th>Can Live With</th>
<th>Oppose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scenario 1: Existing Trends Extended</td>
<td>21</td>
<td>24</td>
<td>80</td>
</tr>
<tr>
<td>Scenario 2: Priority to the Working Waterfront</td>
<td>79</td>
<td>27</td>
<td>23</td>
</tr>
<tr>
<td>Scenario 3: Proactively Manage Study Area Growth</td>
<td>30</td>
<td>42</td>
<td>52</td>
</tr>
</tbody>
</table>
A. OVERVIEW

This section presents recommendations for the Management Plan, based upon the approach wherein the highest priority for the planning area should be given to supporting and enhancing the maritime uses and related support.

Big actions should include the following:

- Management of boat use and traffic on the Shem Creek.
- Support for the fishing industry, including public purchase of the Wando Dock to protect and manage essential landside infrastructure.
- Encouragement of expanded public access along the edge of Shem Creek and associated marshes.
- Support joint actions of existing business owners and the Town to deal with parking through central management, addition of remote parking and shuttle services, and regulatory changes.
- Expansion of the Harry Hallman, Jr. Boat Ramp trailer and vehicle parking, as well as provision of information services to mitigate spillover parking.
- Modification of the Shem Creek Waterfront Overlay Zone to make it more specific and supportive of the Plan.

More detailed actions and policy recommendations are summarized according to the five Plan Elements in the ensuing sections.

B. PLAN ELEMENT: SHEM CREEK USE AND PROTECTION

Goal: Retain the existing scale of commercial fishing activities and related operations while supporting other recreational water uses that are compatible with the environmental quality, public safety, and functions of the working creek.

Context: Shem Creek is lined with water-dependent and water-related uses in the Study Area associated with the fishing industry, recreational boating, and businesses taking advantage of the interesting waterfront activities and scenic views. While each of these functions and uses contribute to the “iconic” scene valued by the Town citizenry, they are often in conflict which each other at particular times and in key locations.

Water-dependent uses include commercial fishing boats and docks, seafood processing and cold storage, charter and excursion boats, dry-stack marinas, power boat rentals, kayak and paddleboard rentals, water taxis,
docks (public and private), and boat ramps (public and private). Water-related uses include seafood sales, waterfront boardwalks, restaurants, and bars (some with dedicated waterside dining and access via private docks). Other properties bordering and near the waterfront of Shem Creek are used for non-water-related purposes of residences and offices, although these uses are certainly enhanced by the presence of waterfront locations and scenic views. “Figure 15: Waterfront Uses Map” shows the water-dependent features along Shem Creek and the water-related land uses and marshes that flank each bank.

The reach of Shem Creek from Charleston Harbor up to the Coleman Boulevard bridge serves as a linear harbor for commercial fishing craft, excursion services, charter vessels, and recreational boats. This area has sufficient dredged depth to accommodate vessels with deep drafts and tall masts. The width of the authorized dredged channel varies from 130 feet to 110 to a minimum of 90 feet wide. The height of the bridge limits dredging of the channel further inland and precludes tall vessel traffic beyond it.
The harbor is home port to approximately a dozen commercial fishing vessels, with the opportunity for this number to increase to sixteen or seventeen in the near term. The harbor serves as a base of operations for a diverse commercial fleet of excursion vessels, water taxis, deep sea and in-shore charter fishing boats, and smaller motorized and non-motorized boats for rent. These businesses benefit from exposure to the public within the urbanized waterfront area nearest and on both sides of Coleman Boulevard.

Shem Creek extends a total of approximately 2.5 miles from its mouth at the Hog Island Channel of Charleston Harbor to the headwaters near Bowman Road and Johnnie Dodd Boulevard. There are approximately fifty-nine private recreational docks in the upper reach landward of the Study Area and another seven within the Study Area landward of the Coleman Boulevard bridge. A commercial fuel dock is situated on the north bank of the Creek, providing diesel fuel for larger vessels and a limited supply of ice for the shrimpers. The Geechie and Wando docks provide land-based support infrastructure and marketing of local catch for fishing vessels that tie-up at each. Multiple private commercial docks support the water-related businesses within the Study Area, providing access for customers arriving by water. These transient boats are rafted along the docks up to six abreast at peak hours during the warm season. The constricted width of the channel for through traffic, plus the non-motorized traffic of kayaks, paddleboards and canoes, form a concentration of factors that has caused conflicts among the users, leading to fears that the waterway may be unsafe for the traveling public. The close physical quarters and public opinion of the lack of safety have become a perceived reality.

The presence of the commercial fleet in Shem Creek is a use that is not only economically and visually beneficial to the town, but it also supports continued authorization of physical dredging of the ten-foot-deep channel by the U.S. Army Corps of Engineers. In order to preserve the commercial fleet, it is necessary to maintain and preserve the channel. Conversely, in order to maintain the channel, using authorized federal funding, it is necessary to maintain and preserve the commercial fleet.

The Harry Hallman, Jr. Boat Ramp is owned and operated by Charleston County, and includes a two-lane concrete ramp, a boarding and staging dock, and an associated parking lot with twenty-eight parking spaces for trailers and towing vehicles. The ramp is heavily used, with boats often waiting in lines at peak periods. Car-top patrons and commercial outfitters add to the congestion.

The landside parking is insufficient to handle the number of launches at the ramp. Thus, trailer parking is a large
problem in the vicinity of the ramp and throughout the Lucasville area. Cars and trailers are parked along streets whose widths cannot safely accommodate them. Some spillover parking for trailers is available at Moultrie Plaza, but the area is not likely to be available in the long-term, if more intensive development occurs at this site.

**Objectives and Recommended Actions:** Key recommendations for Shem Creek Use and Protection are shown on "**Figure 19: Overall Actions - Shem Creek Use and Protection**" and are outlined under Objectives 1-6 below:

![Figure 19: Overall Actions - Shem Creek Use and Protection](image)

**Figure 19: Overall Actions - Shem Creek Use and Protection**

**Objective 1:** Limit siltation of the channels within and leading to the Shem Creek harbor and protect and/or improve the water quality of the Creek.

- a. Enforce existing erosion and sedimentation regulations for construction sites throughout the Shem Creek watershed by increased inspections to limit sedimentation of the Creek channel.
- b. Continue separate studies of watershed protection and dredging in the Crab Bank area and implement measures.
Objective 2: Retain and/or expand current dock spaces and landside facilities for the fishing fleet docks.

a. Purchase the Wando Dock site8 to enable a lease back to existing and future operators of fishing/shrimping, docking, and support facilities. Encourage dock extension of the fixed dock and other long-term improvements to the site, so that it can accommodate additional fishing vessels to help maintain or expand the present fleet.

Objective 3: Continue periodic maintenance dredging of the harbor channel to support the working creek.

a. Coordinate with the U.S. Army Corps of Engineers to perform continued periodic maintenance dredging of the Creek channel. Provide supplementary dredging funding for this work and other incidental dredging at specific transient, floating, and launch dock sites, as needed, along the entire reach of Shem Creek within the Study Area.

b. Support commercial dockage in the Shem Creek harbor to continue the activities of the working Creek and maintain public commitment for ongoing channel dredging.

Objective 4: Institute additional site-specific water traffic regulations to promote public safety and improved functions along the multi-use working creek.

a. Establish and mark an extended “no-wake” zone within Shem Creek from the vicinity of the Harry Hallman, Jr. Boat Ramp past the Wando Dock out to the mouth of Shem Creek at the intersection of Hog Island Channel and Mount Pleasant Channel near Crab Bank.

b. Enact regulations to limit rafting of recreational boats to areas outside of the designated dredged channel, approximately two boats abreast on each side in the narrowest reach. Pedestrian connections across the Creek will enable overflow tie-ups at the extended floating recreational docks.

c. Enact regulations to limit/promote movement of single-occupant paddled watercraft to double-file navigation along the left and right margins of the channel within the Study Area to function similarly to bicycle lanes along a highway.

Objective 5: Establish management capacity and improved facilities to reduce conflicts between motorized and non-motorized boats in the Creek and to enforce safe boating practices within the channel.

a. Establish an enforcement system dedicated to efficient management, operation, and maintenance of the port facilities and to enforcement of new regulations and established rules-of-the-road within Shem Creek.

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8 During the course of the planning process, the Town was engaged in a confidential process to explore potential public acquisition of the Wando Dock. This option was included as a key element of Scenario 2, which became the basis for many of these recommendations. Concurrent with the last phase of this plan, the Town voted to accomplish this acquisition. Although this action was considered by the Consultant Team and highlighted in the Scenarios, there was no communication between the Consultants or the Study Advisory Committee and the Town about negotiations for this purchase.
(1) Institute a new staff position of Harbor Master, to be an official responsible for enforcing the regulations and patrolling safe operations, navigation, and pollution within the Shem Creek harbor. The Harbor Master could be either a Town police officer who possesses appropriate management skills, or a new hire.

(2) Enter a memorandum of understanding among the U.S. Coast Guard, S.C. Department of Natural Resources, Town of Mount Pleasant Police Department, and the Harbor Master to provide continuous and seamless law and safety enforcement.

b. Add an extension to the floating dock on the north side of the creek to expand overflow space for recreational, transient, and sport fishing vessels.

Objective 6: Make improvements to facilities, management, and parking in the Harry Hallman, Jr. Boat Ramp area.

"Figure 21: Harry Hallman, Jr. Boat Landing and Parking" depicts improvements in the vicinity of the boat landing.

Figure 21: Harry Hallman, Jr. Boat Landing and Parking

a. Establish a memorandum of understanding with Charleston County Parks and Recreation Commission on cooperative management of the Harry Hallman, Jr. Boat Ramp and appurtenant facilities. Add a launch dock on ebb side of the boat ramp for laydown and boarding of non-motorized watercraft. Add support services potentially including a comfort station, on-site staff office, and a payment station. Establish a management capacity for the boat ramp operations (under the auspices of the Harbor Master or other official) to increase launching efficiency, handle conflicts, enforce parking limits, and license boat ramp use by commercial operators. Establish a public notification system to inform the public when trailer and car-top parking capacity is full and thus not available.

b. Expand boat trailer/vehicle parking area to approximately 60 or more trailer spaces and approximately 64 automobile spaces by closing a portion of Scott Street and maintaining a counter-clockwise
circulation of launch traffic, entering from Simmons Street and exiting to Scott Street. As part of this improvement, add spaces for parking of vehicles with car-top boats that could also provide supplemental evening parking for area businesses. Establish a parking fee and time limit, in coordination with an area-wide parking management system.

Figure 22: New Trailer Parking Area Plan

C. PLAN ELEMENT: PRIVATE USE AND DEVELOPMENT

Goal: Support private use and development adjoining and nearby the Creek to the extent that such uses and developments maintain and enhance the special character of working waterfront activity in the Shem Creek area, encourage and expand access to and views of the Creek, can be supported by adequate access and parking, preserve and enhance value for property owners, and contribute to the visual character of the Study Area.

Context: Business activity in the Shem Creek Study Area is extensive and quite diverse, though many businesses do relate to the waterfront location. The commercial fleet based in the harbor consists of approximately eleven or twelve shrimp and fishing boats. Most boats tie up at the Wando Dock or the Geechie Dock, with several boats located along the Simmons docks on the west side of the Creek. Also located in the Study Area are five retail or wholesale seafood businesses (at least three directly related to specific shrimp or long-liner fishing boats), four water-related recreation businesses, and three boat stores and landing facilities.
These amount to twenty-three water-related businesses that provide a strong working waterfront character to the Shem Creek area; however, they utilize only a small fraction of the Study Area lands. The larger business uses, at least in terms of space utilized, provide a great variety of commercial activity, including sixteen restaurants and bars and a potpourri of office complexes, shopping centers, free-standing retailers and offices, and one hotel.

Redevelopment pressures over time have squeezed the commercial operations down considerably by replacing the working waterfront dockage with water-related business uses and private recreational piers. This economic pressure has brought Shem Creek to the point where the use and viability of the Creek as a working waterfront is in peril. The critical issues in preserving the presence of the fleet include the maintenance of adequate dock space and the provision of key fishing infrastructure – especially ice and fuel. During the course of this planning process, the Charleston Maritime Center shut down its ice facility, leading individual boats and docks to provide their own private sources. Marine diesel fuel is currently being furnished at the Simmons dock.

On the landside, the strongest real estate markets in the Study Area are for residential, restaurant, and office uses, as well as for parking to support restaurants and offices. With these multiple strong markets and limited land, it is anticipated that ongoing market pressures will result in continued new development. Public policy does not appear to be needed to stimulate the market, but rather to focus on shaping these market forces to meet public and civic objectives.

The area that exhibits the greatest susceptibility to change is the northeast triangle sector, the Lucasville area, where vacant lots and more modest homes have been converted to commercial uses, sold to create additional area parking, or perhaps purchased for speculation.

**Objectives and Recommended Actions:** Key landside recommendations for the Private Use and Development element of the Plan are shown on “Figure 26 – Overall Actions – Private Use and Development” and are outlined under Objectives 7 through 9 below:
Objective 7: Support existing or expanded commercial fishing operations and encourage continued successful product distribution, including possible new retail markets for local catch

a. This Plan Element is based on recent decision of the Town to purchase the Wando Dock (as recommended under Objective 2 of Shem Creek Use and Protection, with appurtenant footnote).

b. In at least the short term, the Town should lease the existing landside seafood facilities to the present operators (or other compatible seafood businesses) to encourage expansion of current operations, as illustrated on “Figure 27: Wando Dock site - Fishing Support Improvements” The priority of this site should be for servicing the fleet and processing and marketing the catch as long as such functions are viable.

c. Encourage development of a possible new cooperative seafood retail market featuring local catch.

d. Consider extending the existing fixed dock at this site to provide the maximum frontage for tying up additional boats.

e. In the longer term, part of the site could be partly or fully developed for public uses and access, such as a possible maritime interpretive site or park, depending upon the evolution of the fishing industry and operations. Appendix B illustrates how such a public facility might co-exist with fishing infrastructure.
**Objective 8:** Encourage continued collaborative efforts among local shrimpers and fishermen to produce needed ice and fuel for operations.

a. Maintain liaison with shrimping operators and related private sector entities regarding the adequacy of critically important supplies of ice and fuel. Although there have been problems with inadequate supply of ice, current operators seem to be addressing these supplies. Over the long haul, some type of public sector intervention in the future may be necessary to maintain the operations for the working Creek.

**Objective 9:** Monitor redevelopment projects in the northeast triangle of the Study Area east of Coleman Boulevard (Lucasville area).

a. Anticipate considerable redevelopment in the Lucasville (northeast) portion of the Study Area, which is located within the Boulevard Overlay District that encourages parcel assemblage and new building and has higher allowable height limits. While this transition will be governed mostly by private developers, the Town should take advantage of opportunities for public/private initiatives that benefit surrounding areas, particularly when those opportunities might increase the supply of available parking, especially during nights and weekends. **Appendix B** illustrates one example of how such a public/private development might occur.
E. PLAN ELEMENT: COMMUNITY CHARACTER AND AMENITIES

**Goal:** Maintain a visual character for development and public uses along and adjoining the Creek that is appropriate to Mount Pleasant and is enhanced by pedestrian access that supports public use, access, and enjoyment of its working waterfront.

**Context:** Based on experiences of other local jurisdictions after catastrophic fire or storm damage, the Study Advisory Committee was highly concerned that a more specific approach to protecting community character be used for the several restaurants and commercial structures that are located very close to the edge of the Creek — for these low buildings, which are very popular destinations, current practices will require greater setbacks from the Creek and will also require the lowest occupied floor to be located at level 8-10 feet above grade in order to protect against flood damage, qualify for insurance coverage, and enable rebuilding with comparable building area to existing structures. Setbacks and higher first floor levels will require modification of current standards and practices.

Although the Town has a detailed Commercial Design Review ordinance and process for any commercial structure that would apply to new construction or major rehabilitation or expansion, the criteria for such review are generalized to broad community-wide concerns and are not specific about building form for the most important parts of Shem Creek — the predominantly commercial areas immediately east and west of Coleman Boulevard. "**Figure 30: Shem Creek Building Elevations**" shows the existing north and south sides of the Creek in the area west of Coleman Boulevard, indicating the range of variation in height, setback, and frontage that contribute to the Shem Creek setting and to the character of this important community venue. To address these issues of community character and design review, detailed recommendations for a major modification of the Shem Creek Waterfront Overlay District are presented under the recommendations for the Study Element dealing with Development and Use Regulations, found in later sections of this Plan description. **Figure 30** is an analysis of the scale of existing building on the south and north sides of the central portion of Shem Creek. The red highlights show the key facade features of building facing the creek, indicating that the scale of these elements varies in height and also in building form. Although reconstruction or replacement of these building could not be expected to retain the existing heights, due to contemporary flood restrictions, it will be important to retain the sense of variety in scale that is characteristic of the current situation.
Shem Creek Park, the boardwalk connecting the park to the north side of Shem Creek, the boardwalk along the north side of Shem Creek and the pedestrian crossing of the Creek to the immediate west of Coleman Boulevard are important community amenities. However, despite these connections, there is no continuous public pedestrian way along the south side of the Creek, because many of the structures on this side are built too close to the edge of the Creek to enable sufficient right of way for such a facility. In the event of major new construction on the south side of the Creek, it is highly desirable that provisions be made to enable continuous pedestrian access, as well as to connect the many commercial uses on the west side of Coleman Boulevard to comparable uses on the east side of Coleman Boulevard. With such connections, pedestrians will not only have increased opportunity to experience the waterfront and its activities, but also will be able to walk between north and south sides of the Creek as well as along the commercial frontage of the creek on both sides of Coleman Boulevard via a safer, grade-separated route.

A final concern, raised during the study, dealt with interpreting the story of the history and methods of commercial fishing on Shem Creek. Although the current entry to Shem Creek Park and wayside exhibits along its boardwalk provide useful information about historical development of Shem Creek, they do not deal in depth with the fishing and maritime activities which contributed so importantly to its current character. Considerable interest was expressed in community meetings for an exhibit or venue that could tell this story. Although no specific venue is proposed in this Management Plan, opportunities for such an installation should be investigated in the future, once more acute issues are addressed.
Objectives and Recommended Actions: Key recommendations for the Community Character and Amenities element of the Plan are outlined under Objectives 10 through 13 below:

Objective 10: Modify setback and development standards for buildings and site improvements in relation to the critical line and along current edges of Shem Creek.

a. Modify Town zoning requirements within the Study Area for new development or substantial redevelopment (addition of more than 50% to existing structures) facing Shem Creek or marsh areas to be compatible with typical practices in coastal areas, while also recognizing the long-term relationship of restaurants and commercial uses adjoining the central part of the as defined in Items b and c, below.

b. Establish a minimum building setback defined as the greater of 15’ setback from the critical line (in place of the currently required buffer), or 10’ setback from the property edge.

c. Building facades should be no closer to Shem Creek or marsh frontages than the minimum building setback defined immediately above and no further away than 15’ feet beyond the minimum building setback.

Further definition and illustration of these guidelines are shown in “Figure 43: Building Envelope and Setback Requirements” under the Development and Use Regulations section.

Objective 11: Define criteria for future development facing the Creek and its marsh edges that retain the scale and massing articulation that are characteristic to Shem Creek and its community.

a. Expand zoning to define building form standards for new development or substantial redevelopment (addition of more than 50% to existing structures) facing Shem Creek or marsh areas to recognize that such development will have higher first floor requirements than many existing structures in order to clear wave action or flooding limits. Such standards should go beyond simple height restriction to specify maximum allowable building envelope limits in order to preserve views from the creek while enabling private owners to rebuild the square footage comparable to current buildings in the event of catastrophic loss or damage.

b. Exercise the Town’s Design Review process and criteria for Shem Creek development, using new, more specific criteria for the Shem Creek area.

Objective 12: Encourage and expand public access along the edges of the Creek and marsh to enable continuous pedestrian access where such access does not conflict with water dependent uses or existing riparian rights.

a. Establish a long-term policy to create continuous public access along the south edge of Shem Creek from the western edge of the current Saltwater Cowboy property to the western edge of the Shem Creek Marina, including the following initiatives:

b. West of Coleman Boulevard, current development is too close to the edge of the Creek to permit such access; so the creation of this pedestrian access will be feasible if and when current uses are substantially modified or redeveloped, through new setback requirements as specified in relation to Objective 10, and through private owners’ being encouraged to grant an access easement across their property to enable this public amenity.

c. Although the pedestrian way west of Coleman Boulevard will be across private property, it should be constructed by the Town, in segments, if necessary. Such construction should be done so as not impede access of the private property owners to floating docks serving their land and the uses on it.

d. Because of the likelihood that the waterfront walkway along the south side of Shem Creek is unlikely to occur in the near term, the Town should coordinate with private owners to implement an interim public
walkway as shown in “Figure 32: Landside Public Walkway”. This walkway should be connected to the new walkway under construction crossing the Creek nearest to the west side of Coleman Boulevard and along Ronnie Boals Boulevard to the existing parking garage.

e. East of Coleman Boulevard, the public access would connect under the existing bridge and be built on piers, similar to the boardwalk within Shem Creek Park. The route would extend either along the marshfront at the water’s edge or across the marsh itself similar to the alternate routes shown on “Figure 33: Shem Creek Boardwalk Extensions”.

f. Retain and use public rights of way perpendicular to the Creek, in order to connect the southern boardwalk to Mill Street via Church Street and the extensions of Lucas Street and Scott Street.

Figure 32: Landside Public Walkway
g. Beyond the immediate Study Area, the Town should endeavor to link existing and future pedestrian ways to larger pedestrian and bicycle systems including extension of Shem Creek Park boardwalk system to Patriots Point and linkage to regional connections such as the East Coast Greenway, Battery-2-Beach Bike Route, and others, as suggested by "Figure 34: Regional Connections Map".
Objective 13: Leave flexibility to add an exhibit venue that can tell the story of the fishing industry on Shem Creek and explain the operations and methods uses on a typical shrimping vessel

a. Reserve one or more spaces within the Study Area where a permanent exhibit on the history might be located. The two best opportunities at this time would be to develop interpretation facilities at the entry to Shem Creek Park or at the Wando Dock, subject to the availability of space at this location if, in the future, fishing operations there need to contract. Refer to Appendix B for further information.

E. PLAN ELEMENT: ACCESS AND PARKING

Goal: Provide for parking and access to the Creek and its adjoining uses that are adequate in scale to support these uses and will not adversely affect the unique character of the Study Area.

Context: During the inventory and opportunity phases of the study, the consultant team made field counts of available parking spaces in the central part of the Study Area, totaling 1,147 spaces. These parking spaces are distributed over four specific zones, as shown on "Figure 35: Parking Study Zones". The team conducted several analyses of the required number of parking spaces based on one space per 100 square feet (SF) for restaurants and bars and one space per 200 SF for office use, resulting in a total number of spaces required by code of 1,379, or shortfall of approximately 130 spaces. Zones 1 and 2, the center of the urban waterfront, each has the approximate number of parking spaces necessary to cover the calculated demands in that zone. By contrast, Zones 3 and 4, located east of Coleman Boulevard, exhibited drastic shortfalls in the number of spaces, with a deficit totaling approximately 100 spaces. Refer to Report 1 for further parking analyses.
Figure 35: Parking Study Zones Map

Note that the estimated required parking numbers reflects no allowances for patrons of the boat rental outfitters, transient customers of excursion vessels, guided fishing expeditions, nor consideration of parking pressures from the Harry Hallman, Jr. Boat Ramp users, as parking requirements in Town zoning regulations do not address these activities. Nevertheless, the sum total of these activities places additional pressure on and competition for parking spaces leading to large deficiencies, particularly in the vicinity of Mill Street east of Coleman Boulevard, and overflow of on-street parking into adjoining neighborhoods at peak times. Figure 35 also highlights public streets where overflow parking problems have been identified by the consultant team and various observers. All of these results underscore the observation made by one community leader, “We are a victim of our own success.”

Parking surface materials in the Waterfront Overlay District are allowed to be of porous materials and all spaces in excess of the maximum are required to be porous town-wide. While these technical standards are positive from the point of view of protecting water quality of the Creek, they frequently lead to standing water as surfaces settle and tripping hazards when not continuously maintained or poorly constructed.
One of the causes of parking deficits stems from uses providing the minimum parking requirements in the Town regulations and from outfitter and excursion operators not being required to provide parking for their patrons at all. While changes in parking requirements would not be retroactive, future business and off-site users of the creek should furnish adequate parking to meet demand.

The deficit of parking spaces along the Creek is most acute in the Lucasville area northeast of Coleman Boulevard, where land values have escalated significantly during the past five years with sales of land for parking areas at very high unit prices. Moreover, this area is located within the Boulevard Overlay District and will be subject to redevelopment pressure, as the district supports assembling smaller parcels into larger ones and redevelopment at heights that range from 45 to 55 feet. Therefore, it is logical that parking sufficient to support these intensified uses may require significant increases in parking supply. One possible approach to address the lively future demand would be development of additional mixed-use parking garages in the future.

**Objectives and Recommended Actions:** Key recommendations for the Access and Parking element of the Plan are outlined under Objectives 14 through 17 below:

**Objective 14:** Manage overall parking aggressively to direct demand and also support appropriate development, utilizing a variety of means and methods, including shared parking, ride-share services, remote parking, and shuttle services, etc.

a. Establish a comprehensive central parking management system where all parking spaces within the Study Area are either fee-based or resident-restricted, by cooperation of private owners with assistance from the Town, using a coordinated payment system within the restaurant areas. “**Table 3: Central Parking Management System Concept**” concept in the box below provides further potential details.

![Figure 37: Pay parking examples](image-url)
The overall concept of shared parking can address the area’s parking problems. The basic idea is that businesses would enter their off-street parking lots and on-street spaces into a central shared parking management system that would collect revenues, police the system, and return a pro-rata share of the profits to each participating entity. All off-street commercial parking within a defined area is managed as a single system, such as the area suggested in "Figure 38: Managed Parking Map". All parking is user-paid-for, and the rules for on-street parking are coordinated with this system. The mechanics of getting the off-street lots into a single system are described below:

**Create a centralized parking entity** – This entity could be an authority or a non-profit corporation that would set pricing and manage all lots and garages, plus the boat trailer lots and on-street parking. This includes getting adequate insurance to protect all the property owners and hiring a professional management company.

**Enter continuously-rolling short-term leases for the parking lots/garages** – Perhaps ones that can be terminated with 24 months’ notice (more or less). The “return” to the property owners from the leases would need to be customized by individual circumstance. For instance, restaurants with their own lots might get stickers or electronic credit for a certain number of hours of free parking; others might get a share of net profits. The rules for operation and pricing would need to be embedded in each lease, thereby requiring lease amendments if the rules change. Profit sharing would basically be in proportion to the number of spaces put into the system by each owner.

**Develop a pricing system** – One that is higher for locations closer to the center of the action; cheaper at remote lots. Encourage employee parking at remote lots for which shuttle service might be provided. Shuttle service might also be provided to benefit long-term excursion users and to lessen parking pressure by these transient users. A first-hour-free rate would encourage parking space turnover, as well as providing income from transients. On-street rates would be set higher to encourage use of off-street lots. In residential areas, a well-policed permitting system would discourage overflow business use. Establishing a maximum time of parking for those without permits or requiring visitor permits would also reinforce the system.

**Parking requirements and development potentials** – Each parcel would have rights to the underlying parking in their lots/garages and would have the area of their parking as part of the “land” for things like Floor Area Ratio (FAR) for regulatory purposes.

**Commercial parking only** – An underlying assumption is that the shared system covers commercial parking in off-street lots. On-street parking could be included, but it comes with added complexities and physical issues, such as street widths and numbering spaces the shared system counts.

**Pricing and other operation issues** – A key issue is to employ a “sticker” system for restaurants to purchase and provide for their customers. This can be automated through mobile apps, kiosks, and other systems that do not require live persons as operators. Costs for free voucher “stickers” can be priced into the meal/service costs without fear of skewing competition, because everybody pays. Pricing could be on a sliding scale basis that flexes through peak and low-volume periods: for instance, a monthly rate for office workers that occurs before 5:30 or 6:00 pm during weekdays; differing daytime rates and evening rates. Special “daytime” locations might be set aside for those that work for shrimpers and fishermen, especially on north side of Shem Creek in the early morning hours with probably hourly pricing if they stay longer. Presumably charter boat operators and their patrons would fit within this system in a variety of ways, where employees might park at cheaper remote lots. The daytime daily rate might apply to excursion patrons at remote lots.
b. Institute a selective system of resident parking permits and related enforcement to limit parking spillover into adjoining residential districts, particularly the Old Village, where parking would be restricted by permit to residents and their visitors only. This might be limited to key streets that have experienced overflow problems. The system should consider methods of clearly defining parking spaces, as well as “no parking” areas.

c. Encourage businesses to provide financial incentives for patrons to use ride services (Uber, Lyft, taxicab, etc.) to reduce parking pressures.

d. Establish a cooperative system of remote parking lots and shuttle service for restaurant employees and outfitters, and excursion patrons within peak periods and seasons, by cooperation of private Shem Creek restaurants and businesses and with assistance from the Town. As an example, this system could be economically begun as a pilot program using existing publicly-owned parking areas to confirm feasibility. “Figure 34: Regional Connections Map” shows several remote lot possibilities for a pilot program.

Objective 15: Require parking surface alternatives in the Shem Creek Waterfront Overlay District that are vehicle, pedestrian, and environmentally friendly.

a. Require that all required parking spaces in the Waterfront Overlay District may be surfaced with pervious materials. All parking spaces provided in excess of the minimum number shall be surfaced with pervious materials. All pervious surfaces must be regularly maintained smooth and without dips and “birdbaths.” Materials should be actually porous granular materials sufficiently small-grained so as to provide a safe walking surface and sufficiently large so as not to blind over.
Objective 16: Require new development of commercial businesses and off-site users of the Creek to furnish off-street parking spaces commensurate with their demands.

a. Revise the schedule of off-street parking requirements in the Zoning Ordinance according to “Table 4: Off-Street Parking Space Requirements Changes” below to be specifically as applicable to the Shem Creek Waterfront Overlay District, as recommended to be modified elsewhere in this Plan.

Table 4: Off-Street Parking Space Requirements Changes

<table>
<thead>
<tr>
<th>Use Description</th>
<th>Spaces Required, Existing Zoning</th>
<th>Unit of Measure</th>
<th>Proposed Spaces Required (Note 1)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Restaurant, bar, nightclub, lounge, including associated outdoor service area, decks, or plazas</td>
<td>Min. – 1.0 Max – 2.0</td>
<td>100 ft²</td>
<td>Minimum throughout – 1.25 per 100 ft²</td>
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<tr>
<td>Office</td>
<td>1</td>
<td>200 ft² to 300 ft²</td>
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<td>Lodging</td>
<td>1 – 2</td>
<td>Per room</td>
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<tr>
<td>Outfitters Kayaks/paddleboards (Note 2)</td>
<td>No current requirement</td>
<td>Per user and employee</td>
<td>1 space per 4 individual watercrafts (kayaks, paddleboards, etc.), plus 1 per 2 employees; or provide offsite shuttle</td>
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<td>Excursion/Sport Fishing/Charter Vessels (Note 2)</td>
<td>No current requirement</td>
<td>Per user and employee</td>
<td>1 space per 4 passengers, plus 1 per 2 employees; or provide offsite shuttle</td>
</tr>
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Note 1: All current land uses would be exempt from new parking space regulations as long as continuously occupied, unless enlarged or rebuilt.

Note 2: This category is not a “land use;” these parking standards would require some coordination with business licensing or other municipal ordinances.

Note 3: Required parking spaces may be located entirely within or adjacent to the Waterfront Overlay District.

Objective 17: Consider additional mixed-use parking garages in the future, if and as needed to meet existing and new demands.

a. Anticipate the need for future parking supply additions, particularly as redevelopment occurs along Coleman Boulevard in the Lucasville area and areas beyond the Study Area. Consider Town support or participation in appropriately-scaled, public/private, mixed-use ventures that support the goals of this plan and that have the potential to alleviate parking shortages during evening or weekend periods of intensive use. A possible example is presented in Appendix B.

F. PLAN ELEMENT: DEVELOPMENT AND USE REGULATIONS

Goal: Enact regulations for the Study Area that will support the Mission for the Study Area, while recognizing current property rights within existing zoning districts and areas.

Context: As revealed in the planning process, the Study Area is covered with several overlapping overlay districts as illustrated on “Figure 40: Current Overlay Districts”. The current Shem Creek Waterfront Overlay District includes little or no guidance for future development. It does enable uses allowed in the Marine District throughout, although some of these uses would be incompatible in certain locations; for example, enabling restaurants to be located in areas now zoned for Light Industrial. Additionally, it prohibits jet skis and allows
pervious paving, both of which are reasonable. However, the SCW-OD as configured makes no distinction among very different parts of its area, gives no guidance regarding building form or character, and does not extend to developed parts with marsh frontage, especially east of Coleman Boulevard.

**Objectives and Recommended Actions:** Key recommendations for the Development and Use Regulations element of the Plan are outlined under Objective 18 below:

*Figure 39: Varied architecture contributes to iconic character, but also raises scale and design questions*

*Figure 40: Current Overlay Districts Map*
Objective 18: Modify Town of Mount Pleasant zoning to recognize the unique nature of Shem Creek and its environs as a special and highly valued area within Town of Mount Pleasant, including provisions that will be tailored to the particular needs and resources of areas within the Study Area.

a. The Town of Mount Pleasant should replace the current Shem Creek Waterfront Overlay District (SCW-OD) with a larger district comprising all areas that front on Shem Creek or its marshes where new design criteria should apply, divided into sub-areas as shown in "Figure 41: Boundary of Proposed New Shem Creek Waterfront Overlay District and its Sub-Areas".

b. The new SCW-OD should prohibit residential use within the entirety of the new district, except where the underlying zoning is residential, in order to avoid replacing important water frontage properties that serve water dependent uses with higher value development that will inevitably privatize.

c. Implement and adopt detailed provisions for each sub-area of the new SCW-OD that will encourage implementation of the provisions of this plan and guide the private sector as well as public-private partnerships, as appropriate. The diagrammatic cross-section shown in
“Figure 43: Building Envelope and Setback Requirements” shows the typical standards and limits defined for frontages along Shem Creek and its marshes throughout the proposed Overlay District. “Figure 44: Building Envelope and Setback Example” shows a typical cross-section of the existing buildings on both sides of Shem Creek with the proposed building envelopes and setbacks superimposed.

d. The Town of Mount Pleasant should review with care the proposed detailed provisions for the new SCW-OD district as presented more fully in Appendix A.
The full implementation of the Management Plan will require actions of multiple parties. It is recognized that the scope of some of the elements is complex, will require cooperation of affected stakeholders, and, in some cases, may reach beyond the boundaries of the Study Area proper. Further, it is acknowledged that significant time may be required to bring the entire Plan to fruition. The Plan may, and in all likelihood will, be modified and amended from time to time in the future to meet changing needs of the community or changing factors affecting the Creek. However, this long-term vision is offered in the interest of enhancing the Shem Creek area and preserving its character as an iconic community asset. Key commitments that are recommended to launch this process include the following actions:

A. **Plan Adoption by Town of Mount Pleasant**
   
   Integration with *Comprehensive Plan*
   
   Pursue with DHEC possible adoption of the Management Plan as an official SAMP.

B. **Phasing of Recommendations**
   
   **Immediate Priorities (6 months)**
   
   - **Expansion and modification of Waterfront Overlay Zone**
     
     - Translate recommendations into form of an ordinance amendment
     
     - Adopt ordinance
   
   - **Improvements to Harry Hallman Boat Ramp facilities and operations**
     
     - Coordinate with County regarding a cooperative approach to expansion, operations, and funding
     
     - Determine the feasibility of acquiring necessary property
   
   - **Retention of Wando Dock as a major commercial fishing venue**
     
     - Acquire Site (Completed in June 2019)
     
     - Negotiate continuing lease and conditions for fishing operations
   
   - **Town of Mount Pleasant initiatives to address parking improvements and management strategy**
     
     - Designate Town of Mount Pleasant responsible entities to reach out to private participants
     
     - Decide how to address technical and organizational aspect of parking management strategy. Commission a detailed parking feasibility study to determine details and costs of the strategy, as needed.
Adopt Ordinance on rafting and non-motorized traffic rules

- Appoint Shem Creek Harbor Master – designate police responsibility and coordination with USCG.

**Short term (1-2 years)**

Pilot project for remote parking and shuttle for employees and outfitter/charter customers

- Test Town Hall and Visitor Center parking sites
- Designate pick up locations on north and south sides of the Creek
- Determine shuttle operations and funding source(s)

Implement parking management system

Work with property owners to designate a land-side pedestrian walk connecting between all south-side restaurants, from the new pedestrian bridge at Coleman Boulevard, and extending along Ronnie Boals Boulevard to the existing parking garage.

Implement payment method for Town of Mount Pleasant Shem Creek parking

Floating dock extension on north side of Creek.

**Longer term (3+ years)**

Boardwalk extension to east side of Coleman Boulevard

Consider additional parking, potentially as public-private (as shown in Appendix B or at other sites that may become available)

Plan for and make clear commitment to develop south-side Creek walkway in case of major renovation or replacement of existing south side restaurants.

Work in cooperation with others on bike-pedestrian connections beyond the Study Area (Patriots Point, East Coast Greenway, etc.)
VI. APPENDICES

Appendix A: PROPOSED SHEM CREEK WATERFRONT OVERLAY DISTRICT REVISION

Appendix B: LONGER TERM OPPORTUNITIES
Possible Public/Private Parking Garage
Possible Public Facilities at Wando Dock

Appendix C: INVENTORY MAPS
Map 1 - Study Area Context
Map 2 - Study Area Map
Map 3 - Issues and Possibilities
Map 4 - Waterfront Uses
Map 5 - Visual Features
Map 6 - Existing Land Use
Map 7 - Existing Parking
Map 8 - Existing Zoning
Map 9 - Overlay Districts
Map 10 - Parcel Index

Appendix D: USB DRIVE OF PLANNING DOCUMENTS
(See also https://www.tompsc.com/1129/19062/Shem-Creek)
Report 1: Shem Creek Report 1 - Inventory and Base Line Data (January 11, 2019)
            Powerpoint - Shem Creek Report 1 - Inventory and Base Line Data - PPT (January 15, 2019)
Report 2: Shem Creek Report 2 - Opportunities (March 15, 2019)
            Powerpoint - Shem Creek Report 2 - Opportunities - PPT (March 19, 2019)
            Powerpoint - Shem Creek Report 2 - Opportunities Public Meeting 1 - PPT (March 18, 2019)
            Powerpoint - Shem Creek - Future Scenarios Options Public Meeting 2 - PPT (May 16, 2019)
            Powerpoint - Shem Creek Report 3 - Scenarios - PPT (May 17, 2019)
Report 4: Powerpoint - Draft Recommendations - Mount Pleasant, Town Council (June 10, 2019)
            Powerpoint - Shem Creek Report 4 - Draft Recommendations (June 13, 2019)
Report 5: Shem Creek Area Management Plan (July 17, 2019)
APPENDIX A:

PROPOSED SHEM CREEK WATERFRONT OVERLAY DISTRICT REVISION
Proposed Shem Creek Waterfront Overlay District Revision

This section presents the recommended approach for revision to the Shem Creek Waterfront Overlay District (SCW-OD).

A. BOUNDARY:

This revision enlarges the boundary of the prior overlay zone east of Coleman Boulevard as shown in the attached Exhibit 1: Boundary of Proposed New Shem Creek Waterfront Overlay District and its Sub-areas.

Exhibit 1: Boundary of Proposed New Shem Creek Waterfront Overlay District and its Sub-areas

B. Purpose:

   (1) Retain water dependent maritime uses that support the working waterfront and commercial fishing activities of Shem Creek.

   (2) Foster and maintain the water-dependent character of Shem Creek by allowing businesses that are closely related to waterfront activity as well as small-scale uses that are compatible with existing marine industries and adjacent neighborhoods.

   (3) Increase public access along and adjacent to Shem Creek and its environs.

   (4) Provide appropriate setback and flood protection along Shem Creek consistent with best practices of coastal zone protection.
(5) Maintain the visual and community character of along Shem Creek through appropriate building location and form guidelines.

C. Permitted and Conditional Uses:

(1) As an overlay district, permitted and conditional uses shall be those of the underlying zoning district classification, as modified herein and further amplified in Exhibit 2.

(2) Additional permitted and conditional uses shall include those allowed in the MD, Marine District, as further amplified in Exhibit 2.

D. Use Limitations:

The rental and sale of jet-propelled personal watercraft shall be prohibited within the SCW-OD.

E. Building Form and Site Development Limitations and Requirements:

Except as explicitly modified by the detailed requirements of the Shem Creek Waterfront Overlay District, as provided in Exhibit 2 and illustrated in Exhibit 3, all other dimensional requirements associated with the underlying zoning shall apply.

F. Parking:

(1) Parking requirements for permitted or conditional uses shall be as defined in the current zoning ordinance, except as modified by the requirements given in Exhibit 4. Special Off-Street Parking Requirements for Shem Creek Waterfront Overlay District, described in the Access and Parking section of the Plan.

(2) Required parking spaces may be constructed of pervious materials.

G. Ordinance Drafting

Recognizing that the Town of Mount Pleasant has a sophisticated and complex zoning ordinance, the description of the approach recommended is limited to major concepts; preparation of detailed text for suggested changes should be done by entities with detailed knowledge of the current ordinance and specialized expertise in ordinance amendment codification and legal preparation.
Exhibit 2: Detailed Requirements in Shem Creek Waterfront Overlay District

<table>
<thead>
<tr>
<th>Sub-Areas</th>
<th>Existing Uses and Conditions</th>
<th>Proposed Zoning Revisions</th>
</tr>
</thead>
<tbody>
<tr>
<td>SCW-OD Overall</td>
<td>Currently allows permitted and conditional uses in underlying zoning categories as well as those allowed in Marine District.</td>
<td><strong>General Provisions:</strong>&lt;br&gt;The SCW-OD shall be divided into sub-areas as shown on Exhibit 1. Special provisions and conditions associated within each sub-district are amplified in the remainder of this chart. Within the SCW-OD, notwithstanding any other zoning provisions, all Residential Uses shall be prohibited except in parts of the SCW-OD where the underlying zoning is residential. Within the SCW-OD, notwithstanding any other zoning provisions, Eating and Drinking Establishments shall be prohibited on any property whose underlying zoning is Light Industrial.</td>
</tr>
<tr>
<td>SCW-OD Sub-Area 1</td>
<td>Uses: Existing restaurants, some commercial and office uses, and mostly marine-related business and related parking and access&lt;br&gt;<strong>Current Zoning:</strong> Marine District, on both sides of the Creek. Area-wide Business to the north edge of this sub-area.</td>
<td><strong>Key Provisions:</strong>&lt;br&gt;&lt;br&gt;&lt;br&gt;&lt;strong&gt;Building Location:&lt;/strong&gt;&lt;br&gt;1. The minimum building setback along Shem Creek or marsh frontages shall be the greater of 10 feet from the parcel edge closest to the water or 15 feet from the OCRM Critical Line. (This setback takes the place of the currently required 15’ buffer.)&lt;br&gt;2. Primary building along Shem Creek or marsh frontages shall be set back no greater than 15 feet beyond the minimum building setback, as defined in “1” above. Building edges shall be maintained for at least 75% of any frontage on Shem Creek.&lt;br&gt;3. Decks for outdoor dining or to enable connections from upper building levels to Shem Creek shall not be considered “buildings” for setback purposes, as long as they are built on piers to minimize their environmental impact on areas between the critical line and the Shem Creek edge.&lt;br&gt;4. Between the critical line and the building frontage, balconies from the building, steps, and open shade structures will be allowable, but their structure must utilize a pier type of footing similar to those on boardwalks over marshes and wetlands.</td>
</tr>
<tr>
<td>Sub-Areas</td>
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<tr>
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<td><strong>Public Access:</strong></td>
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<td>5. Public access along Shem Creek and marsh frontages and on the parking lot entry side of buildings shall be determined during the design review process with the Town.</td>
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<td>6. Development plans shall include provision of an easement with a minimum width of 10 feet along the edge of Shem Creek to enable continuous pedestrian access open to the public. Such easement will enable future construction of a public way by the Town. The definition and location of such easement is not intended to interfere with the riparian rights of private owners and their access to docks and waterside access.</td>
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<tr>
<td></td>
<td></td>
<td><strong>Building Envelope and Design:</strong></td>
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<tr>
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<td></td>
<td>7. Building facades on Shem Creek and other exposures shall have a maximum height of 25’, as measured from existing grade.</td>
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<tr>
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<td></td>
<td>8. A view plane for Shem Creek or marsh frontages shall be defined, beyond which no building element shall penetrate, determined by the maximum facade height (&quot;7&quot;, above) at the minimum building setback line (&quot;1&quot;, above), starting at the height of 25’ along this line, at an angle of 30 degrees upward from the horizontal.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>9. Maximum building height as measured from existing grade shall be 45’, as limited by other provisions of these and other zoning requirements.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>10. Flat roof areas shall be limited to areas at the center of the building that may be required for mechanical equipment or small service areas not typically used by the public.</td>
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<td></td>
<td>11. Building form and massing shall be designed to achieve the following principles: (a) avoid monolithic massing and create visual variety, particularly along Shem Creek; (b) variation in cornice and/or eave height along Shem Creek, consistent with provisions above; (c) variation in building elevation, with step-backs or other changes in building massing to limit continuous repetitive facades to 50 feet in length; (d) variation of building height, roof slope, and roof details, and (e) incorporation of sloped and/or gabled roof for 100% of the Creek and other exterior façades.</td>
</tr>
</tbody>
</table>
## Sub-Areas

<table>
<thead>
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<tr>
<td><strong>SCW-OD Sub-Area 2</strong></td>
<td>Uses: This sub-area includes all parts of the existing Shem Creek Waterfront Overlay zone east of the Coleman Boulevard bridge, including marshland areas in front of existing buildings facing the Creek and the office of Coastal Expeditions and the Shem Creek Marina. This proposal recommends extending the Shem Creek Waterfront Overlay Zone landward to Mill Street.</td>
<td><strong>Parking:</strong> Specific parking requirements are to be negotiated as part of the Design Review process, but in no case will be less than the greater of the minimum existing requirements as defined by current underlying zoning for the proposed use or the specific standards applying to the SCW-OD as shown in Exhibit 4.</td>
</tr>
</tbody>
</table>
| South side of Shem Creek upstream of Coleman Boulevard to the end of Mill Street | **Current Zoning:** The underlying zoning of Coastal Expeditions and the Shem Creek Marina is Marine District, whereas the remainder of this proposed sub-area is zoned for Areawide Business. The buildings and properties along Mill Street are also part of the Boulevard Overlay Zone and are not currently in the Waterfront Overlay District, although all these buildings face directly on marshlands that adjoin Creek and benefit from their views over the marshes and proximity to Shem Creek. | **Key Provisions:** Within this sub-area, provisions for Building Location, Building Envelope and Design, and Parking shall be identical to those defined for Sub-Area 1, above. Provisions for public access within Sub-Area 2 include the following:  
1. Where feasible, an easement for public access should be maintained along marsh frontages, excepting locations where such easement would be hazardous due to marine activities.  
2. In the event that the Town is successful in providing a boardwalk along the marsh fronting on Shem Creek, development of property within this sub-area will endeavor to connect public access along their property with such boardwalk. Details of such connections will be determined during the design review process with the Town. |
### Sub-Areas

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<td>SCW-OD Sub-Area 3</td>
<td><strong>Uses</strong>: This area includes a mix of uses with water frontage, including important commercial fishing operations at Geechie and Wando Docks, a drystack marina, one restaurant, the waterfront edges of residential uses within the Boatyard development, and several parcels that are wetlands and not developable. <strong>Current Zoning</strong>: The underlying zoning for the Geechie, Wando, and Magwood Drystack areas is Light Industrial (LI), which permits fishing operations and related uses consistent with current use. The zoning for the Wreck restaurant is Marine District. Within the Overlay District, remaining areas or parts of parcels are typically not developable but are zoned R1, R2, or LI.</td>
<td><strong>Key Provisions</strong>: In this area, dimensional requirements for setback, height, and buffers remain those defined by the underlying property zoning category. In the Town’s design review process, care should be taken to consider special characteristics of this sub-area: 1. A particular priority within this sub-area is retention of water dependent uses that contribute strongly to the working waterfront of Shem Creek. 2. Public access to the waterfront of Shem Creek remains a desirable goal. In this sub-area, due to existing environmental conditions, public safety concerns, and the character of adjoining uses, no specific public access requirements are specified. However, where possible, public access should be encouraged in the case of major changes to current uses within this sub-area or redevelopment in the future. 3. This sub-area includes a mix of residential and non-residential uses. Due to this mix, development of non-residential uses should include appropriate measures to achieve compatibility with adjoining neighborhoods.</td>
</tr>
</tbody>
</table>

*Exhibit 3: Building Envelope and Setback Requirements*
### Exhibit 4: Special Off-Street Parking Requirements for Shem Creek Waterfront Overlay District

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<tr>
<th>Use Description</th>
<th>Spaces Required, Existing Zoning</th>
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<td>Restaurant, bar, nightclub, lounge, including associated outdoor service area, decks, or plazas</td>
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**Note 1:** All current land uses would be exempt from new parking space regulations as long as continuously occupied, unless enlarged or rebuilt.

**Note 2:** This category is not a "land use;" these parking standards would require some coordination with business licensing or other municipal ordinances.

**Note 3:** Required parking spaces may be located entirely within or adjacent to the Waterfront Overlay District.
APPENDIX B:

POSSIBLE PUBLIC/PRIVATE DEVELOPMENT AND PARKING GARAGE

POSSIBLE PUBLIC FACILITIES AT WANDO DOCK - LONG TERM
Possible Public/Private Development and Parking Garage

The Plan recommends that the Town anticipate the need for future parking supply additions, particularly in the Lucasville area and areas beyond the Study Area, where opportunities might present themselves for the Town to support or participate in appropriately-scaled, public/private, mixed-use ventures that have potential to alleviate parking shortages in that area, especially during the evening or weekend periods of intensive use. Such additional supplies might be particularly attractive, because the parking supply studies identified the Lucasville area as being the most critically short of parking. Moreover, that area seems likely to be redeveloped, as it is within the Boulevard District, which encourages parcel assembly and urban form building.

If a parking garage were to be considered in the longer term, it could be done independently, in conjunction with the expanded trailer parking for the Harry Hallman, Jr. Boat Ramp, or, more likely, as part of a mixed-use or retail development. “Figure 1: Possible Public/Private Development and Parking Garage” shows a possible configuration of a mixed-use project that could enable retail or other commercial development along Mill Street and possible office development above all or a portion of the garage. Inclusion of private uses as part of the garage development would create a revenue source that would offset some of the public expenditure associated with site acquisition and construction. To make a fee-based garage work in this location, a method to charge for on-street parking in Lucasville would be beneficial.

Figure 1: Possible Public/Private Development and Parking Garage
Possible Public Facilities at Wando Dock – Long Term

Preserving the function of the Wando dock site and its associated fishing industry support infrastructure was recognized in the planning process as a singular key to maintaining Shem Creek as a working Creek. Upon learning that the site was being considered for sale to private interests, the consultant team highlighted in the Scenarios, alternatively, various private, public, and public/private approaches to its retention. Ultimately, the Plan included recommending a public purchase. During the course of the planning process, the Town of Mount Pleasant had been engaged, without communication with the Consultant team or the Study Advisory Committee, in a confidential process to explore possible public acquisition of the Wando Dock. Concurrent with the last phase of this Plan, the Town actually consummated the purchase. The final Plan recommended leasing the facilities to existing and future operators of the docking and landside support buildings, under the assumption that the fishing industry would remain constant or even expand. This leaves open the question of what might the future of the property be if the industry should contract or evolve differently.

“Figure 2: Public Use of Wando Property - Long Term” shows a concept where the Town would lease back the existing buildings now used for fishing and related activities to maritime operators on the eastern part of the site and would remove the buildings on the western part of the site in order to create a public use there, consistent with the public purchase. On the eastern half the commercial fishing operations could continue or could be improved. The western part could become a park or, as the sketch implies, the site of a small museum, perhaps incorporating all or part of a decommissioned shrimp boat that could be treated as an explanatory exhibit, illustrating the elements of the shrimping process to visitors. The site might incorporate a viewing dock where visitors could observe live shrimp boats and operations without intruding within the working waterfront.

Figure 2: Public Use of Wando Property - Long Term
APPENDIX C:

INVENTORY MAPS
APPENDIX D:

USB DRIVE OF PLANNING DOCUMENTS