The Burgess Community Area Plan

Horry County
SOUTH CAROLINA
Committed to Excellence

Horry County Planning and Zoning Department

Adopted May 15, 2012

INTRODUCTION TO AREA PLANS IN HORRY COUNTY

In an effort to keep pace with the changes that are occurring throughout Horry County, County Council has authorized the creation of area plans for a number of communities. This plan has been developed to address a community located in southern Horry County; the Burgess Community.

Area plans are designed to give members of the community the opportunity to discuss the direction that growth and development should take in their area. Area plans also allow citizens to make recommendations to County Council on how questions regarding development in their community should be approached. Area plans can be used to cover elements of the Horry County Comprehensive Plan, such as the land use element, in greater detail; they can also address issues that community members feel are important which are not discussed in the Comprehensive Plan.

The plan can then be revised and additional comments sought. Once an area plan has been finalized and accepted by County Council, it becomes a component of the Comprehensive Plan that may be referenced when decisions that affect the specified area are made.

THE BURGESS COMMUNITY PLANNING PROCESS

At the request of Horry County Council the Planning Department has undertaken a study of the Burgess Community; this plan represents the culmination of the planning effort.

Input was solicited and received from a multitude of individuals and groups within the Burgess area over a six month period including a Community Meeting in September. During this time, three surveys were conducted: an online survey, a topical survey and a visual preference survey. From these responses, this plan was developed.

The Burgess Community Area Plan addresses five broad topics:

- Transportation
- Community Identity & Heritage
- Stormwater Management
- Natural Resources & Open Spaces
- Land Use & Zoning

THE BURGESS COMMUNITY

Located on the coastal plain of northeastern South Carolina, Horry County has experienced significant growth over the past four decades. The Burgess community is an unincorporated area in Horry County, located on the southern boundary between Horry and Georgetown counties. The community is approximately 28 square miles in area and is flanked on the west by the Waccamaw River and the east by US Highway 17 Bypass. The northern boundary is an amalgamation of properties with no clear delineation, separate from

neighboring Socastee. *See Appendix One for a detailed map of the Burgess Community.*

Burgess has transitioned from a rural community to a predominantly suburban community during the last twenty years. Much of the western land mass is undevelopable due to the Waccamaw floodplain and numerous wetlands, making up nearly 30% of the entire Burgess Community. Since 1990, a majority of development has been suburban residential in nature with numerous master planned communities throughout the area. Many large undeveloped tracts of land remain in the community retaining some of the rural characteristics that preceded the rapid growth. These large parcels have a high potential to be developed.

The area has significant transportation infrastructure both built and planned. SC Highway 707 runs north and south through the community, with a dogleg to the east towards its southern reaches where it eventually meets with US Highway 17. Perpendicular routes between the two arterials include Holmestown Road, McDowell Shortcut, and Tournament Boulevard. Bay Road provides direct access to the Waccamaw River from SC 707.

In addition to the existing infrastructure, Burgess has major transportation improvements both planned and underway. Highway 707 is being enlarged to a 5-lane corridor; a grade separated interchange at US 17 Bypass and Holmestown Road will soon be constructed; Highway 31 will be extended to Highway 707; and efforts to build the Southern Evacuation Lifeline (SELL) are underway.

The human history of Burgess dates back to pre American Revolution. This area has been settled for centuries and the ancestors of these original settlers are scattered throughout the community today. Oral history is alive and well, the hallmark being the interpretive museum located at Burgess Elementary School. The community recognizes its cultural heritage and is well informed, but the built environment yields little physical trace of the community's history. What remains is found mostly in cemeteries and archaeological remnants of Burgess' past.

The western portion of the Burgess Community is dominated by the Waccamaw River and its immense floodplain, as noted. Additionally, Collins Creek is a major tributary to the Waccamaw that drains a significant expanse of the Community. However, development that feeds into Collins Creek nearing the capacity of this natural drainage system to handle stormwater; this is an increasing concern to Horry County and the Burgess community.

The Waccamaw River and Collins Creek form the foundation for the natural resources and open spaces in Burgess. However, State and Federally protected wetlands are found throughout the area, and manmade open spaces in the form of golf

courses are peppered throughout the Community. These open spaces and protected resources are a hallmark of the Community. Access to and interconnectivity between natural resources and open spaces enhances overall quality of life.

There remains a large expanse of developable land in Burgess. The Community can likely support future population growth, and it is clear that the Community would like future development to be suburban in nature, with large tracts devoted to residential neighborhoods and supporting commercial appropriately located along the existing corridors and anticipated nodes.

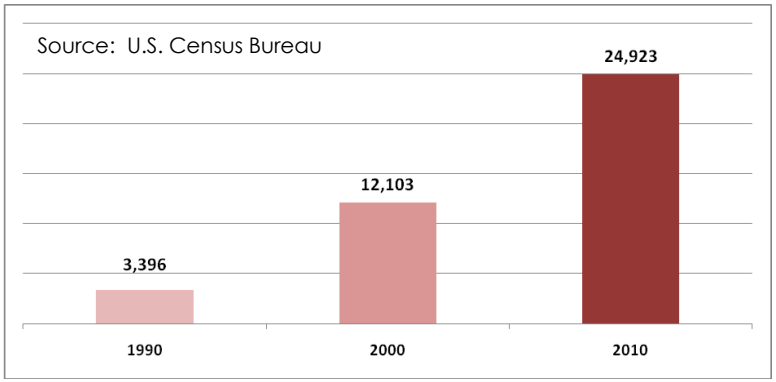
The Community clearly supports protecting ecologically sensitive lands and would like to see the Waccamaw floodplain remain undeveloped as flooding is an issue that many express concern over. Libraries, parks, a boat landing and the new South Strand Recreation Center are all located in the community. Freewoods Farm, a historic reconstruction of an early 20th Century African-American farmstead provides a history based land-use unique to Burgess.

Horry County School District has four campuses in Burgess, the largest being St. James High School. Burgess is well represented by businesses, large and small. Locally sourced farm stands, restaurants, professional firms, grocers, golf courses, neighborhood retailers and light industrial/manufacturing are all located in the community. In all, Burgess has a land use pattern typical of a rural town/suburban municipality.

POPULATION TRENDS IN THE BURGESS COMMUNITY

The Burgess Community has experienced significant population growth over the last decades. Since 1990, the population of Burgess has increased by 633%. According to the 2010 Census, the Burgess Community has a population of 24,923 persons. In 2000, the population in Burgess was 12,103, and in 1990 it was only 3,396. The total population increase between 1990 and 2010 for Burgess was 21,527 people.

Burgess Population (1990 – 2010)



The population growth in the Burgess Community has contributed to the transformation from a mainly rural community to a suburban community. Despite the recent slowdown in the real-estate market, the trend towards more development and population growth is certain.

EXISTING CONDITIONS

The transportation network within the Burgess Community is made up of a large system of roadways running parallel to US Highway 17, acting as alternative travel routes for commuters, local residents and tourists. Newer developments in the area have well planned interconnected road networks. A number of traffic and roadway improvements are underway which will further enhance these road systems, specifically, the widening of Highway 707, the extension of Highway 31 with a terminus at Highway 707, and intersection improvements at both Tournament Boulevard and Highway 17 and Holmestown/Glenns Bay Road and Highway 17. The recent widening of Holmestown Road further complements the road network perpendicular to Highway 17.

However, few other perpendicular roadways exist to US Highway 17, limiting the traffic flow between Highway 17 and Highway 707. The rapid growth discussed in the Introduction of this plan has necessitated the need for increasing roadway capacities. During these projects, the flow of the roadways will be further burdened. Moreover, the construction projects themselves impact the quality of life for the citizens of the Burgess Area, displacing some lifelong residents and traversing wetlands and other ecologically sensitive lands.

The Burgess Community's proximity to the Atlantic Ocean, the ever-present threat of hurricanes and the potential for storm surge require the planning for evacuation of the residents. The growing population within the Burgess Community coupled with the large number of vacation travelers leaving the area prior to a storm event, may prevent the safe and efficient evacuation.

COMMUNITY GOALS

- Increase pedestrian and cycling infrastructure.
- Improve access to public transportation.
- Continue to improve network capacity and flow.
- Ensure future transportation projects consider the effects on existing social and environmental conditions.
- Improve traffic patterns at major intersections along heavily used roads.
- Provide adequate hurricane evacuation routes.

IMPLEMENTATION STRATEGIES

Increase pedestrian and cycling infrastructure.

- Consider the introduction of the Complete Streets concept into the Zoning and Land Development Ordinances.

- Encourage the construction of sidewalks and bike paths along newly constructed roadways.
- Identify and enhance important pedestrian routes.
- Identify gaps in the existing sidewalk network and where reasonable, fill the gaps.
- Coordinate with Neighborhoods and Horry County School District to implement the Safe Routes to School Program.
- Include pedestrian level traffic signaling devices and high-visibility crosswalks at all intersections frequented by pedestrian traffic.
- Develop bicycle routes connecting green and open spaces, commercial areas, schools, community centers, parks and other Burgess Area destinations.
- Consider locating bicycle racks at schools, community centers, and recreational facilities within the Burgess Community.
- Consider requiring developers to link neighborhoods with nearby public infrastructure such as schools and parks, with sidewalks or nature trails.

Improve access to public transportation.

- Work with Coast RTA to provide Public Transportation to the Burgess Community where needed.
- Encourage Transit supportive infrastructure and policy within the Burgess Community.
- Identify economically feasible transit routes/stops as well as park-and-ride locations.

Continue to improve network capacity and flow.

- Encourage development within areas where adequate public infrastructure already exists.
- Promote interconnectivity between developments.
- Expand roadway capacities by linking existing rear access and/or dead-end streets to form a secondary access system.
- Use access management to alleviate stop & go traffic jams by reducing curb cuts and requiring joint-access points where possible.
- Require connectivity between adjacent commercial developments.
- Encourage the use of alternative travel modes, including transit, pedestrian and bicycle in conjunction with educational institutions.

Ensure future transportation projects consider the effects on existing social and environmental conditions.

- Assure that the public is involved in all traffic and roadway projects within the Burgess Community.
- Consider social and environmental costs in addition to financial costs in traffic planning decisions.
- Assure that safe and effective travelways will be maintained during any new roadway construction.

- Assure that safe and effective access to all neighborhoods and commercial developments will be maintained during any new roadway improvements.
- Continue to coordinate with the Greater Burgess Community Association.
- Consider using landscaped medians and other roadway enhancements to beautify major corridors.

Improve traffic patterns at major intersections along heavily used roads.

- Continue to evaluate safety, capacity and flow at major intersections within the Burgess Community.
- Assure that traffic signals are timed to allow for maximum efficiency of travel.
- Assure that turn lanes, sight distances, intersection lighting and traffic controls maximize vehicular and pedestrian safety.

Provide adequate hurricane evacuation routes.

- Continue to explore funding and design options for the Southern Evacuation Lifeline (SELL) road project.
- Evaluate designed evacuation routing for the Burgess Community to assure that most efficient travelways are included.

Community Identity & Heritage

Burgess Community Area Plan

EXISTING CONDITIONS

The Burgess Community has been called the largest community in South Carolina that no one knows they live in. There is neither a Post Office in Burgess nor is the name "Burgess" an official postal location, leaving residents in the area to have Myrtle Beach, Murrells Inlet, Socastee and Surfside Beach mailing addresses. The large number of planned developments often leaves community residents identifying themselves more with their individual neighborhoods, than the Greater Burgess Community. Further of the four Horry County schools located within the Burgess Community, only one is named for the area, Burgess Elementary School.

The Burgess area is one of the earliest settled areas of Horry County. The northernmost rice plantations in the State, including Longwood, Oregon, and Woodstock Plantations, were once located along broad stretches of the Lower Waccamaw River. Descendants of the freed slaves still live in the Burgess area, but are facing dislocation from the rapid and expansive development.

Despite the rich history of the area, few historic structures remain standing. Of the remaining stock of historic structures, most date only to the mid 20th century.

The Burgess Community does benefit from a very active and dedicated citizenry. During the last decade, the Greater Burgess Community Association has engaged in an effort to educate the public and reach out to neighborhoods, individuals, and businesses on community wide issues such as road improvements, stormwater drainage, police and fire protection as well as development issues of current and long term significance.

COMMUNITY GOALS

- Recognize, preserve and promote the history of the Burgess area.
- Create a cohesive community identity.
- Involve the citizenry of the Burgess area in planning efforts within their community.

IMPLEMENTATION STRATEGIES

Recognize, preserve and promote the history of the Burgess area.

- Locate and seek to preserve all historic resources through the Horry County Board of Architectural Review.
- Coordinate with Burgess Elementary School and other partners to begin a Burgess Oral History Project.
- Locate and preserve historic photographs and artifacts from the Burgess Community in conjunction with the Horry County Museum.

- Continue to support and promote Freewoods Farm.
- Develop a website and/or social media page sharing the history of the Burgess Community.
- Coordinate with the Horry County Historical Society to assure that the Burgess Area is represented and that resources in the Burgess Community have been shared with the community.
- Identify potential archaeological sites and work with the Archaeology Department of Coastal Carolina University in future research and examination of local sites.
- Consider the creation of a memorial park to recognize and honor the Veterans from Burgess who served in all wars and conflicts.

Create a cohesive community identity.

- Install gateway signage at identified entrances to the community.
- Encourage the continued cooperative efforts of the various Home Owners Associations and the Greater Burgess Community Association.
- Work to educate the citizenry of the Burgess Community about the heritage of the area.
- Consider using the name Burgess in new public buildings within the Burgess Community.
- Encourage the creation of a *brand* for the Burgess Community, allowing residents of the area to better identify with and promote their community.

Involve the citizenry of the Burgess area in planning efforts within their community.

- Continue to work with the Greater Burgess Community Association on planning efforts within the Burgess Community.

Stormwater

Burgess Community Area Plan

EXISTING CONDITIONS

Stormwater and drainage issues are a major concern for large portions of the Burgess Community. Most of the community lies at or near 20 feet above sea level and suffers from poor soil characteristics that in many areas prohibit water from being quickly absorbed into the ground. This requires either digging individual stormwater retention ponds and/or an area-wide system that allows proper run-off to prevent major flooding with further build-out.

As development continues to convert undeveloped lands into commercial and residential neighborhoods, the amount of impervious surfaces, likewise grows. Further new transportation improvements such as the widening of Highway 707 and Holmestown Road and the extension of Highway 31 have or will increase the amount of impenetrable surfaces within the Burgess area.

Stormwater runoff within the Burgess area travels in two primary directions. Areas north of Holmestown Road drain north-westwardly toward the Waccamaw River, following Moss Creek. Areas south of Holmestown Road drain southwestwardly toward the Waccamaw River and Pee Dee River confluence, following Collins Creek.

Fortunately for the area's residents, these natural creeks and adjacent wetland areas provide for flood storage capacity in large rainfall events. They are also home to a vast array of indigenous fauna and flora. Using low impact development techniques, such as infiltration and developing regional storm water runoff retention close to the source in existing developed areas will also lessen the likelihood of flooding and improve water quality in the area. *See Appendices Nine and Ten for maps of the Burgess Area Stormsurge and Floodzones.*

COMMUNITY GOALS

- Build stormwater system capacity to effectively manage volume, rate of flow and water quality.
- Work with new development and redevelopment projects in the Burgess Community to improve drainage and to implement innovative stormwater practices.
- Educate the community on best stormwater operation and maintenance practices.

IMPLEMENTATION STRATEGIES

Increase stormwater system capacity to effectively manage volume, rate of flow and water quality.

- Study and consider the development of a regional stormwater pond system.
- Adopt a regional approach to stormwater management for the Burgess Community.
- Adopt a watershed approach to stormwater management for the Burgess Community.
- Work with the Army Corps of engineers to improve the capacity of Collins Creek.

Work with new development and redevelopment projects in the Burgess Community to improve drainage and to implement innovative stormwater practices.

- Study and consider the implementation of a Stormwater Overlay District in areas of high stormwater concern.
- Consider the inclusion of Low Impact Development (LID) Standards within existing Holmestown Road and Highway 707 Overlays.
- Include improved drainage capacity with public infrastructure projects.

Educate the community on best stormwater practices.

- Coordinate area community groups with Horry County Stormwater Department and the Coastal and Waccamaw Stormwater Education Consortium for educational seminars within the Burgess Community.
- Expand Low Impact Development designs on public improvements such as the rain garden at Burgess Elementary with appropriate signage.
- Develop and promote additional website-based resources on the topic of green methods for managing rain water.

Natural Resources & Open Space

Burgess Community Area Plan

EXISTING CONDITIONS

The Burgess Community is an ecologically sensitive area. Large sections of the community are comprised of federally protected wetlands that fulfill many important natural functions ranging from stormwater storage to the cleansing and filtering processes of polluted water and replenishment of groundwater aquifers.

Despite the abundance of creeks, rivers and wetlands, public access to these resources is limited. Many residential developments lack pathways or bike trails that could connect the various green spaces, forests and wetlands to provide for healthy recreation and exploration of the immediate environment.

Along with the increase in population, came the necessary increase in housing options for the Burgess Community. Many of these residential developments included golf courses as an amenity, adding another layer of usable open space to the area. Currently, more than 1,100 acres within the Burgess Community are comprised of golf course activities.

In addition to preserving the many benefits that the natural environment provides to the area, the residents of Burgess also desire a more visually appealing locale.

COMMUNITY ISSUES

- Conserve sensitive natural resources
- Develop a green infrastructure network
- Improve public access to natural resources.
- Ensure future development and redevelopment projects consider incorporating existing natural resources and open spaces.

IMPLEMENTATION STRATEGIES

Conserve sensitive natural resources.

- Consider increasing the area of natural buffer around environmentally sensitive or flood prone areas.
- Consider requiring low impact development standards to lessen the effects of development upon the natural environment.

Develop a green infrastructure network

- Consider linking protected or conserved properties within existing developments and natural areas with trails, boardwalks, or pathways.

Natural Resources & Open Space

Burgess Community Area Plan

Improve public access to natural resources.

- Consider adding another public landing or access point to the Waccamaw River within the Burgess Community.
- Consider adding more nature trails within the area connecting to such places as the new recreation center and Collins Creek.

Ensure future development and redevelopment projects consider incorporating existing natural resources and open spaces.

- Consider requiring new developments incorporate existing natural landscape, drainage patterns and vegetation into site design.
- Consider encouraging environmentally-friendly development through incentives in exchange for reducing impact areas.
- Consider the creation of a Community-wide Wildlife Impact Study to assure that future development considers the impact that such development may have upon the local wildlife.

EXISTING CONDITIONS

Growth in the Burgess Community has been both immense and rapid during the last two decades. As discussed earlier, the population of the community has risen in staggering percentages. Thousands of residential homes have been built and planned within the area. Most of these units are within master-planned projects.

Commercial growth has primarily followed the Highway 707 and Holmestown Road corridors. The largest congregation of commercial development is located at the intersection of Highway 707 and Tournament Boulevard, also the location of the only grocery store in the Burgess Community.

Residents of the Holmestown Road area have actively opposed converting residentially zoned properties to commercially designated sites. Commercial developments are primarily located at Holmestown Road's terminus with Highway 707 and its intersection with Highway 17; however, multiple requests to rezone properties along the roadway have been submitted in recent years, several of which were successfully rezoned.

Overlays are in place along Highway 707 and Holmestown Road. These Overlays are intended to provide standards for accessibility, appearance, and safety in the development of commercial, industrial, multi-family residential, and office projects that utilize these roadways as their primary means of access. Furthermore, the overlays were established to provide unified development that promotes a sense of place and provides opportunities to develop projects engineered to be compatible with the carrying capacity of Highway 707 and Holmestown Road as major urban corridors.

COMMUNITY ISSUES

- Promote high quality residential and commercial development.
- Create aesthetically pleasing commercial and residential corridors.
- Minimize adverse effects of commercial development on adjacent natural and residential areas.
- Limit commercial development on primarily residential roadways, redirecting it to the identified commercial nodes.
- Promote alternative modes of transportation, interconnected neighborhoods and commercial areas.

IMPLEMENTATION STRATEGIES

Promote high quality residential and commercial development.

- Revisit the existing Holmestown Road and Highway 707 Overlays to assure that the concerns of the community are addressed, including appropriate design standards.
- Consider promoting mixed-use and Traditional Neighborhood Development(s)(TND) in the Burgess area.
- Encourage new residential development to be of appropriate density for the existing suburban community.

Create aesthetically pleasing commercial and residential corridors.

- Consider the aesthetic impact of ongoing transportation projects as they relate to future development in the Burgess Community.

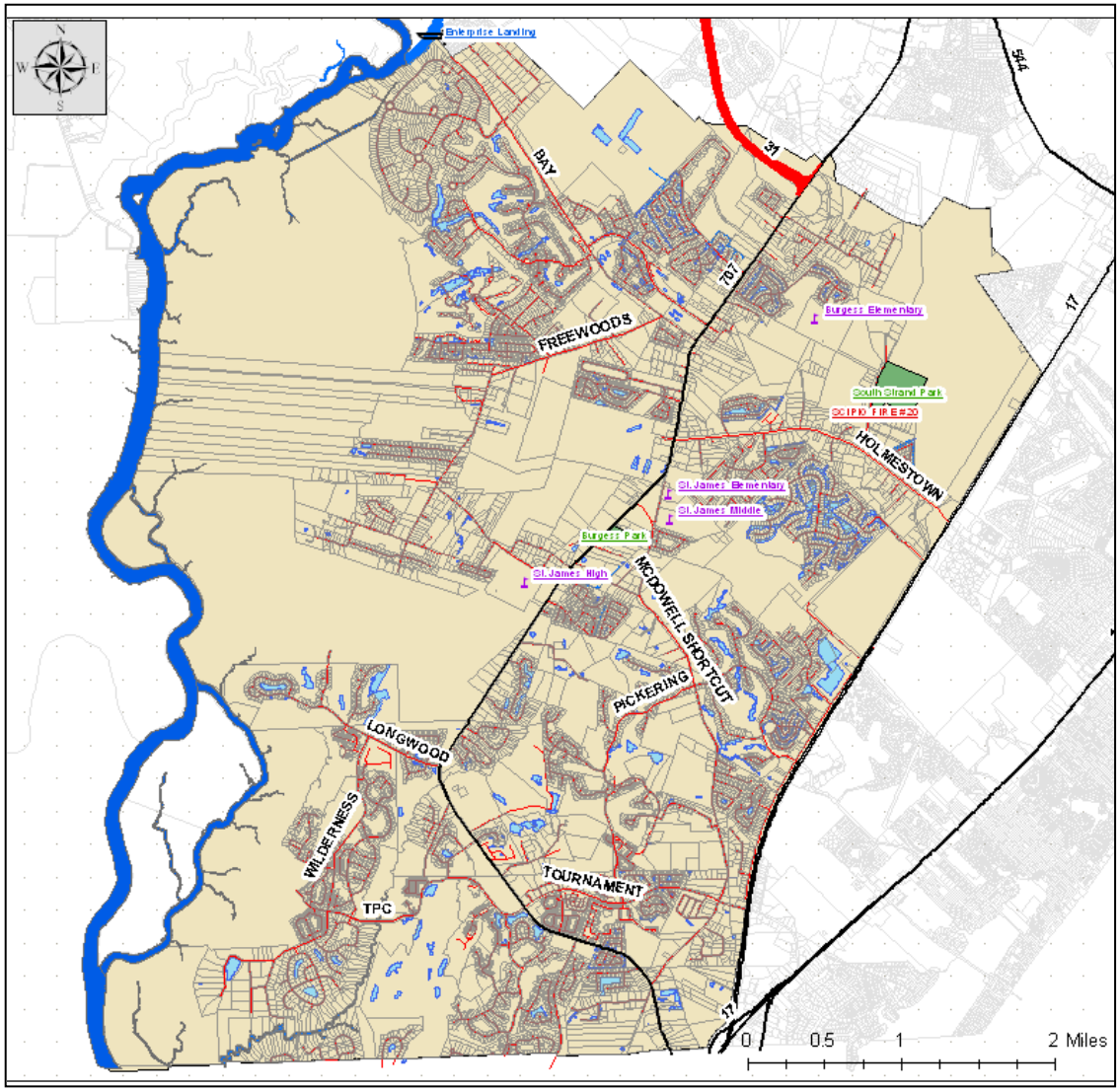
Minimize adverse effects of commercial development on adjacent natural and residential areas.

- Encourage the commercial development of property at transportation nodes, such as the intersections of Holmestown Road & Highway 707, Bay Road & Highway 707, and Tournament Blvd & Highway 707.
- Discourage linear commercial development along the Highway 707 and Holmestown Road corridors.

Limit commercial development on primarily residential roadways, redirecting it to the identified commercial nodes.

- Discourage the rezoning of existing residential properties to commercially zoned properties along Holmestown Road.
- Discourage rezoning to more intense commercially zoned properties and from residential to commercial along McDowell Shortcut Road.

The Burgess Community Area Plan – Burgess Delineated Area



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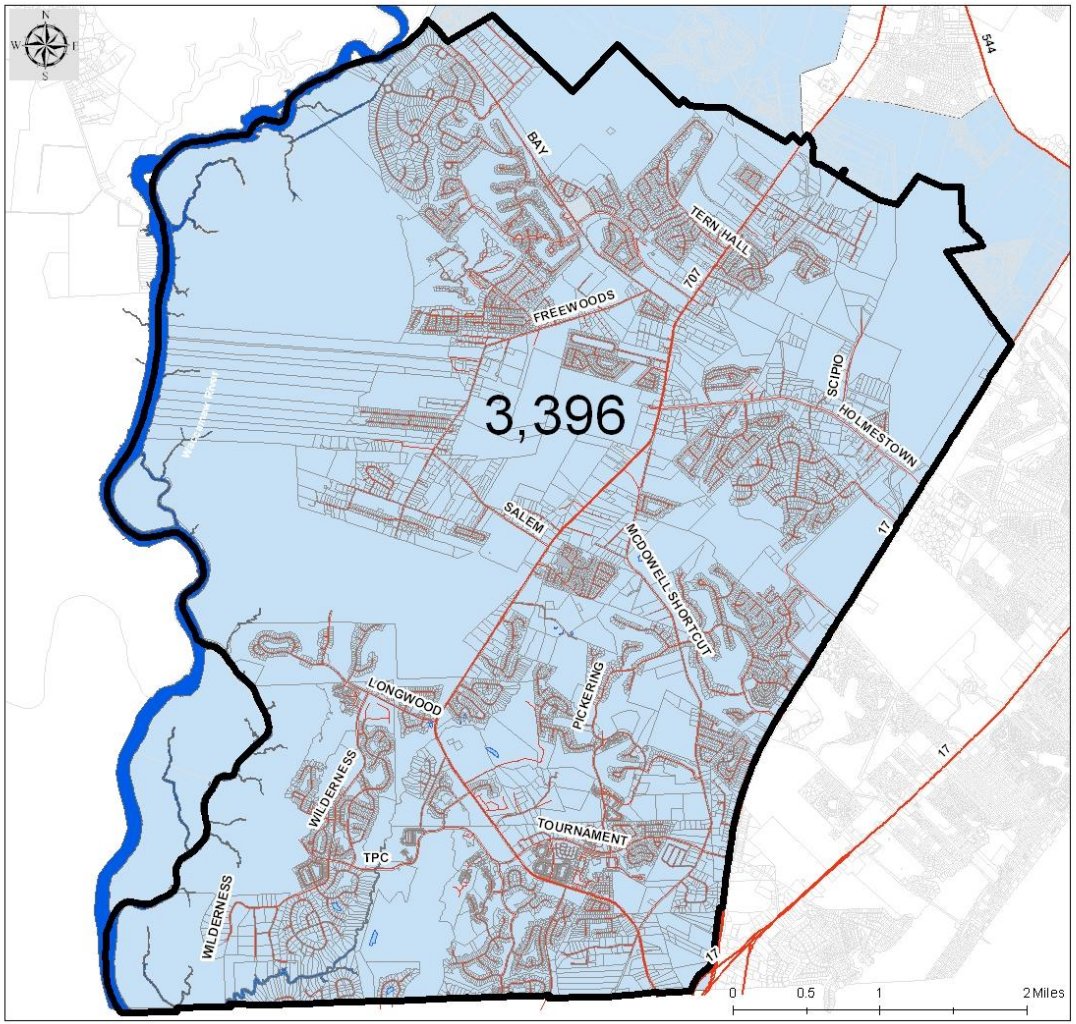
Burgess Community Census Map - 1990



Burgess Community
Horry County, SC

1990 Census Tract Population

Tract 516

3396 Total People

Census 1990 current population denoted in bold numbers on map.

Note: Tract 516.00 exceeds the established boundaries for the Burgess Community.

Source: US Census Bureau

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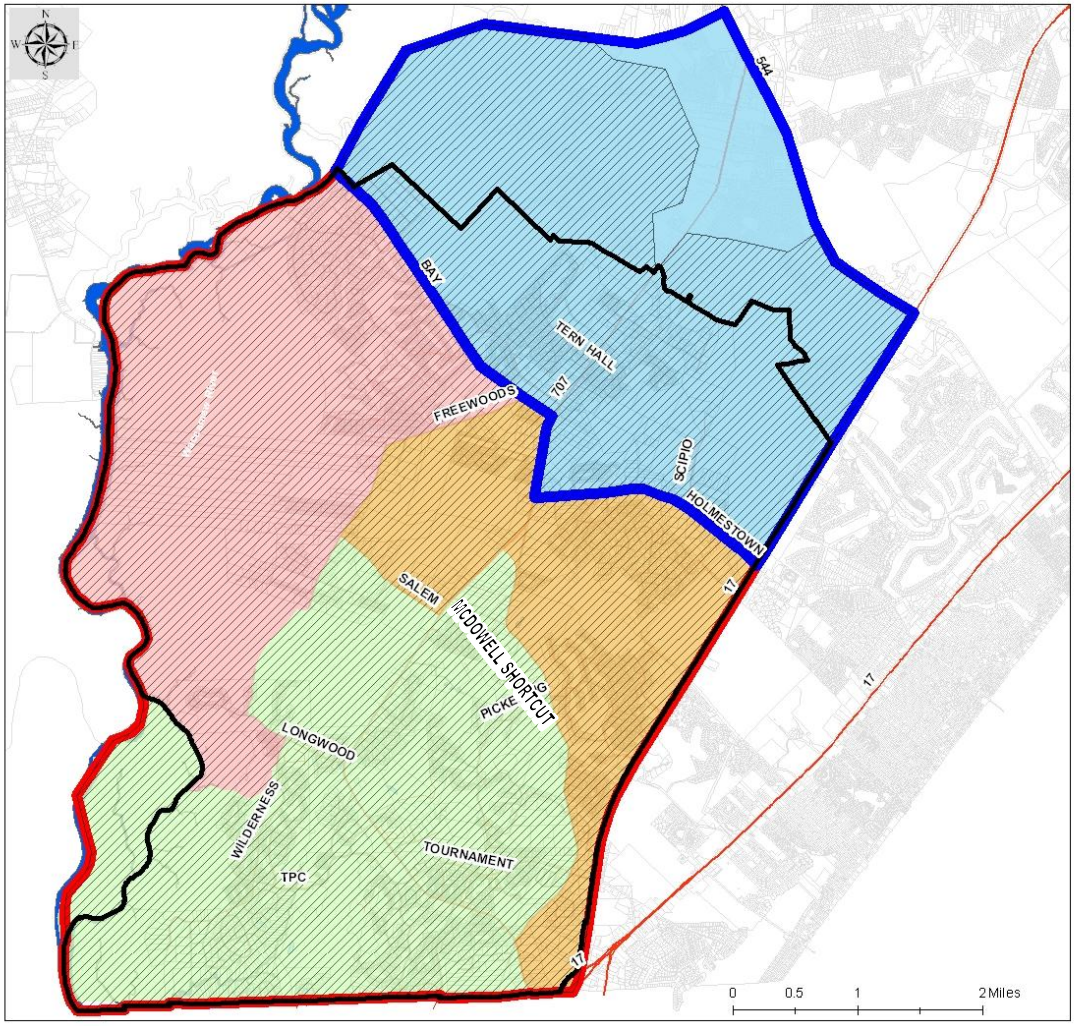
Appendix Two
Burgess Community Area Plan

Burgess Community Census Map – 1990 Tract Locations



Burgess Community
Horry County, SC

1990, 2000 and 2010
Census Tracts

1990 Tract

516.00

2000 Tracts

516.01

516.02

2010 Tracts

516.01

516.03

516.04

516.05

Note: Tract 516.01 exceeds the established boundaries for the Burgess Community.

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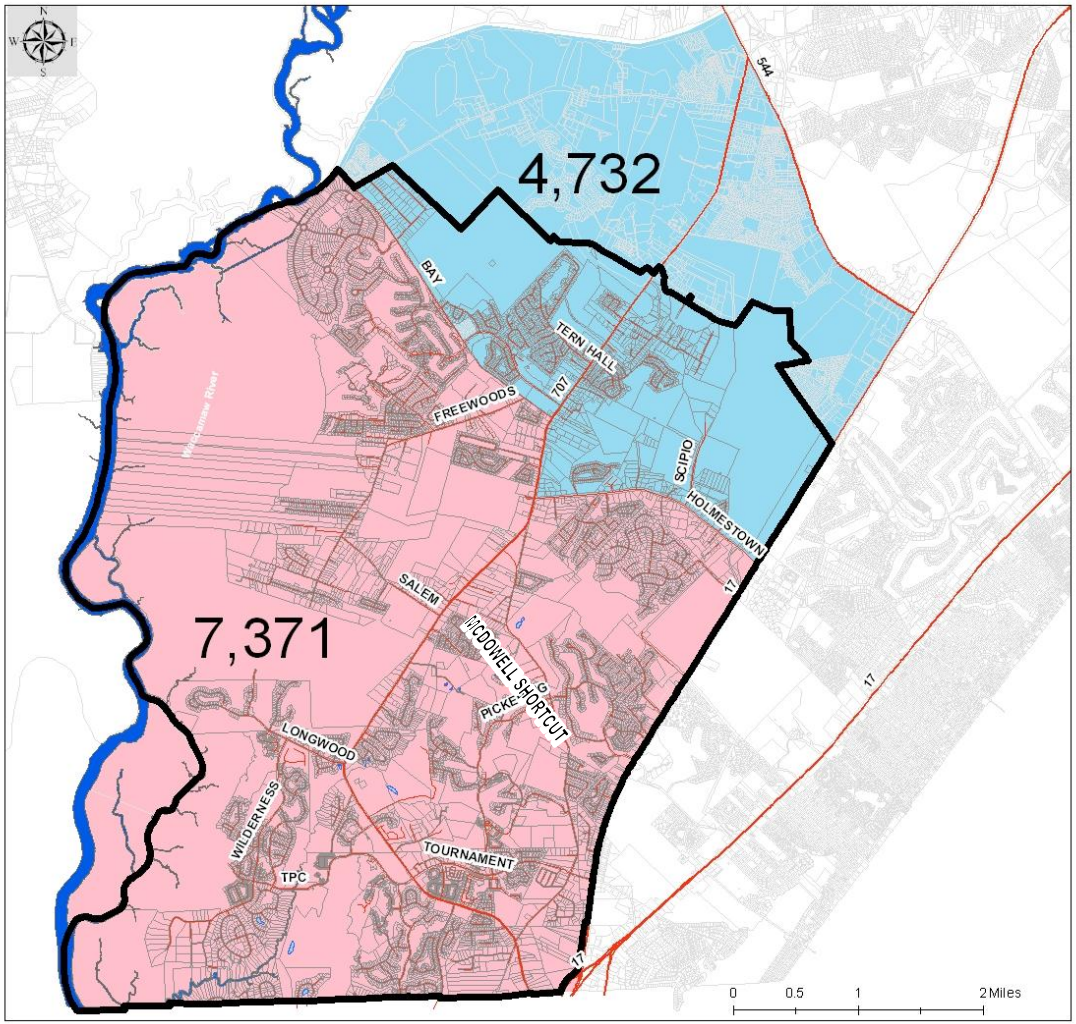
Source: US Census Bureau

Appendix Four
Burgess Community Area Plan

Burgess Community Census Map – 2000 Census



Burgess Community
Horry County, SC

2000 Census Tracts
Population

Tract
516.01
516.02

8,707 Additional People

256% total increase in population for all of Tract 516 from Census 1990 to Census 2000.

Census 2000 population denoted in bold numbers on map.

Note: Tract 516.01 exceeds the established boundaries for the Burgess Community.

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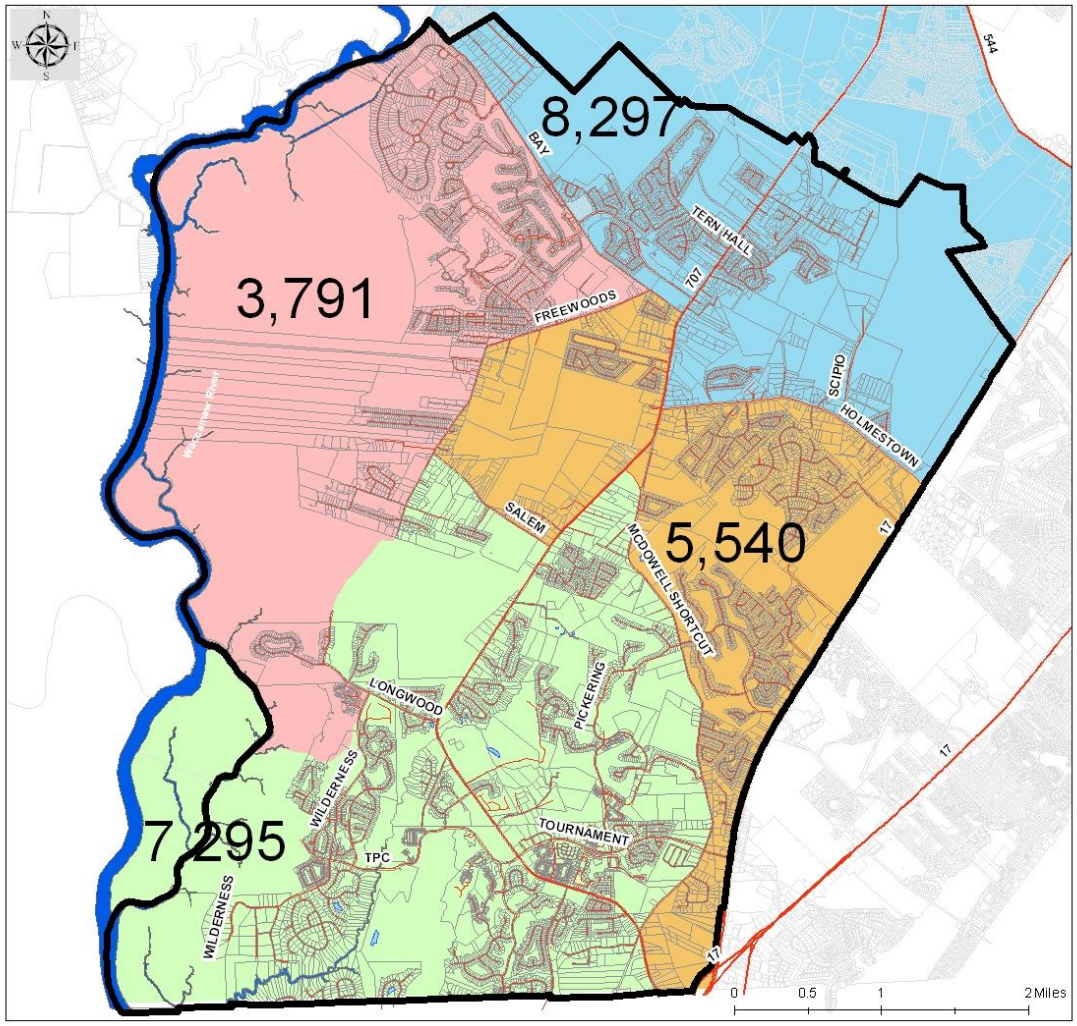
Source: US Census Bureau

Burgess Community Census Map – 2010 Census



Burgess Community
Horry County, SC

2010 Census Tracts
Population

Tracts

- 516.01
- 516.03
- 516.04
- 516.05

12,820 Additional People

106 % total increase in population for all of Tract 516 from Census 2000 to Census 2010.

Census 2010 current population denoted in bold numbers on map.

Note: Tract 516.01 exceeds the established boundaries for the Burgess Community.

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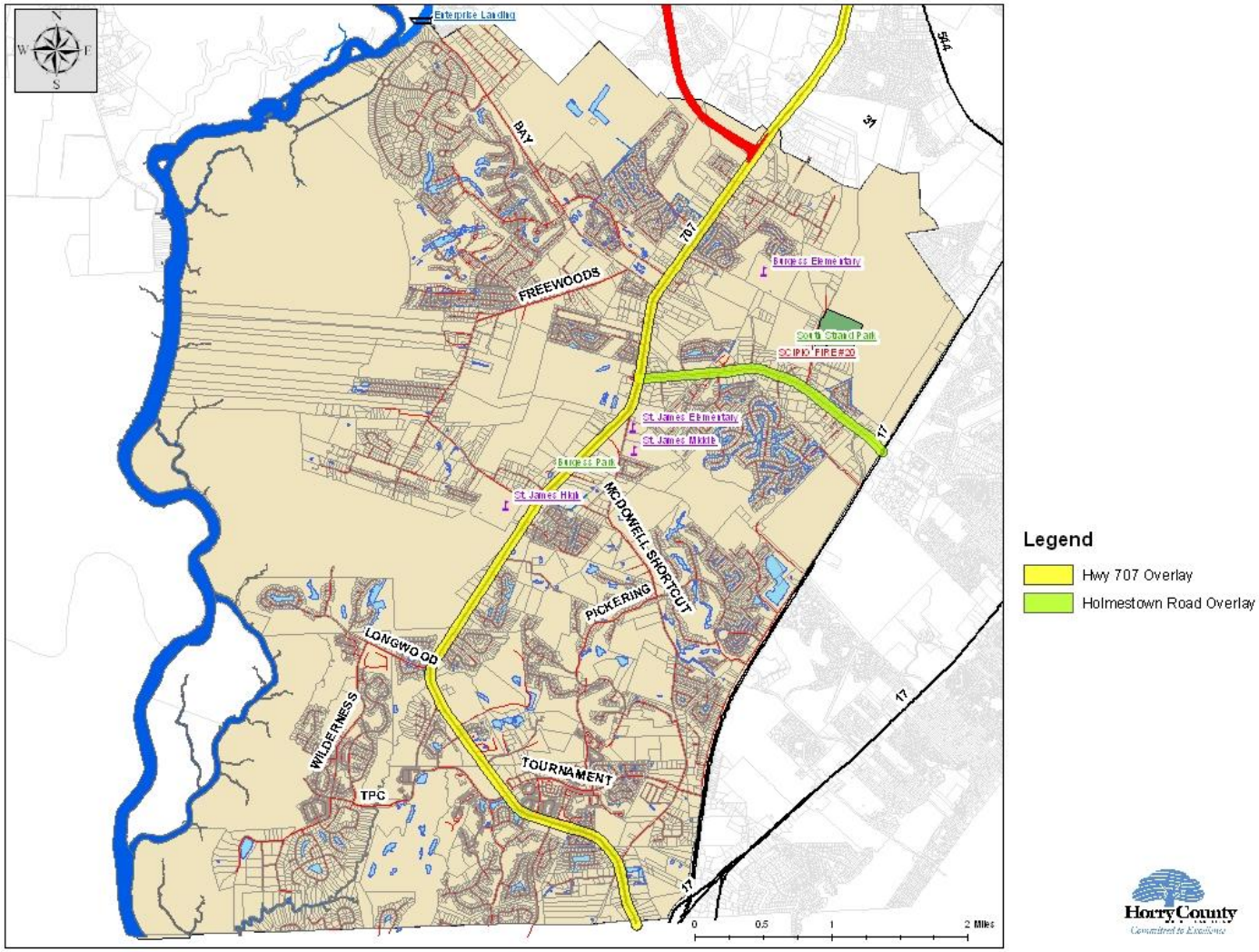
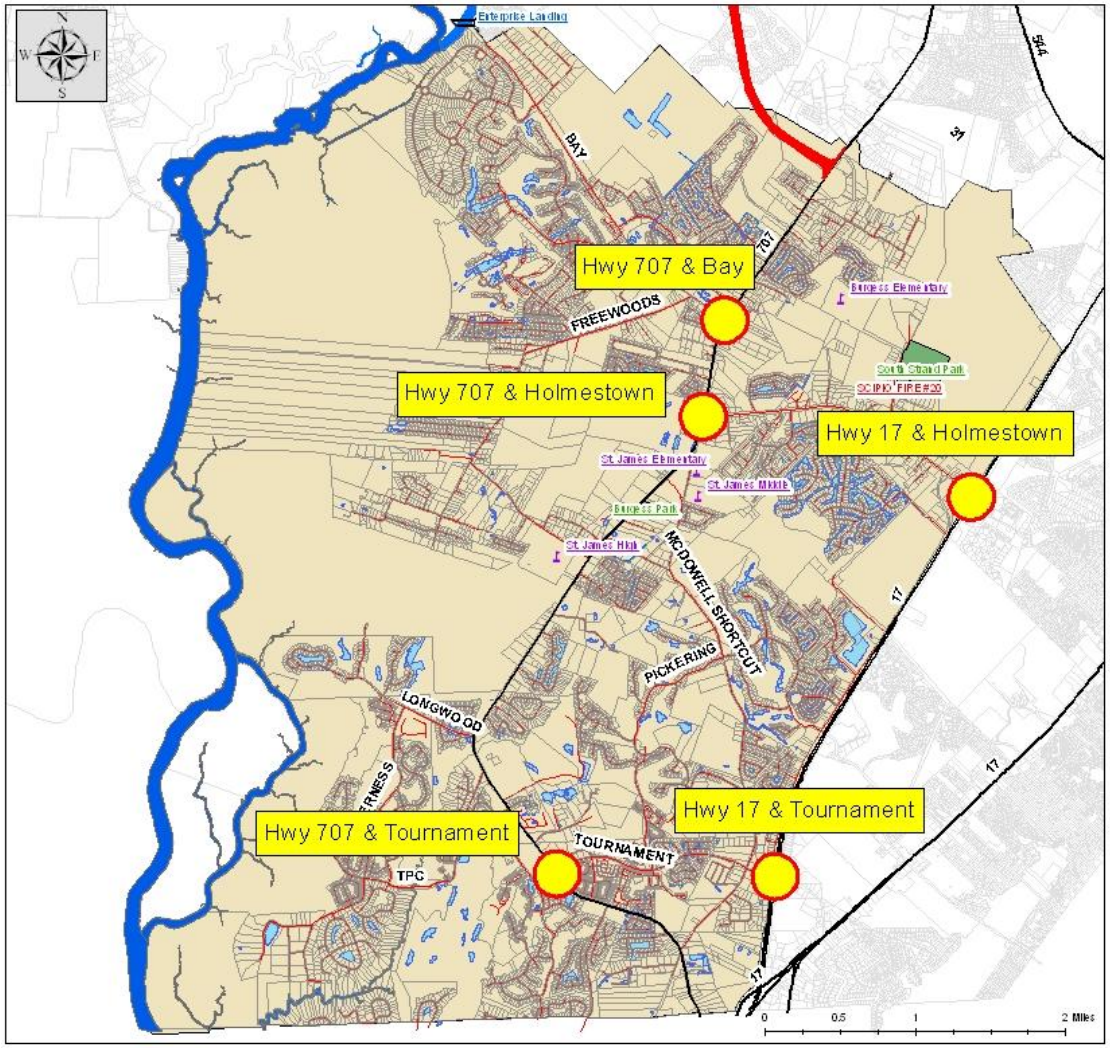
Source: US Census Bureau

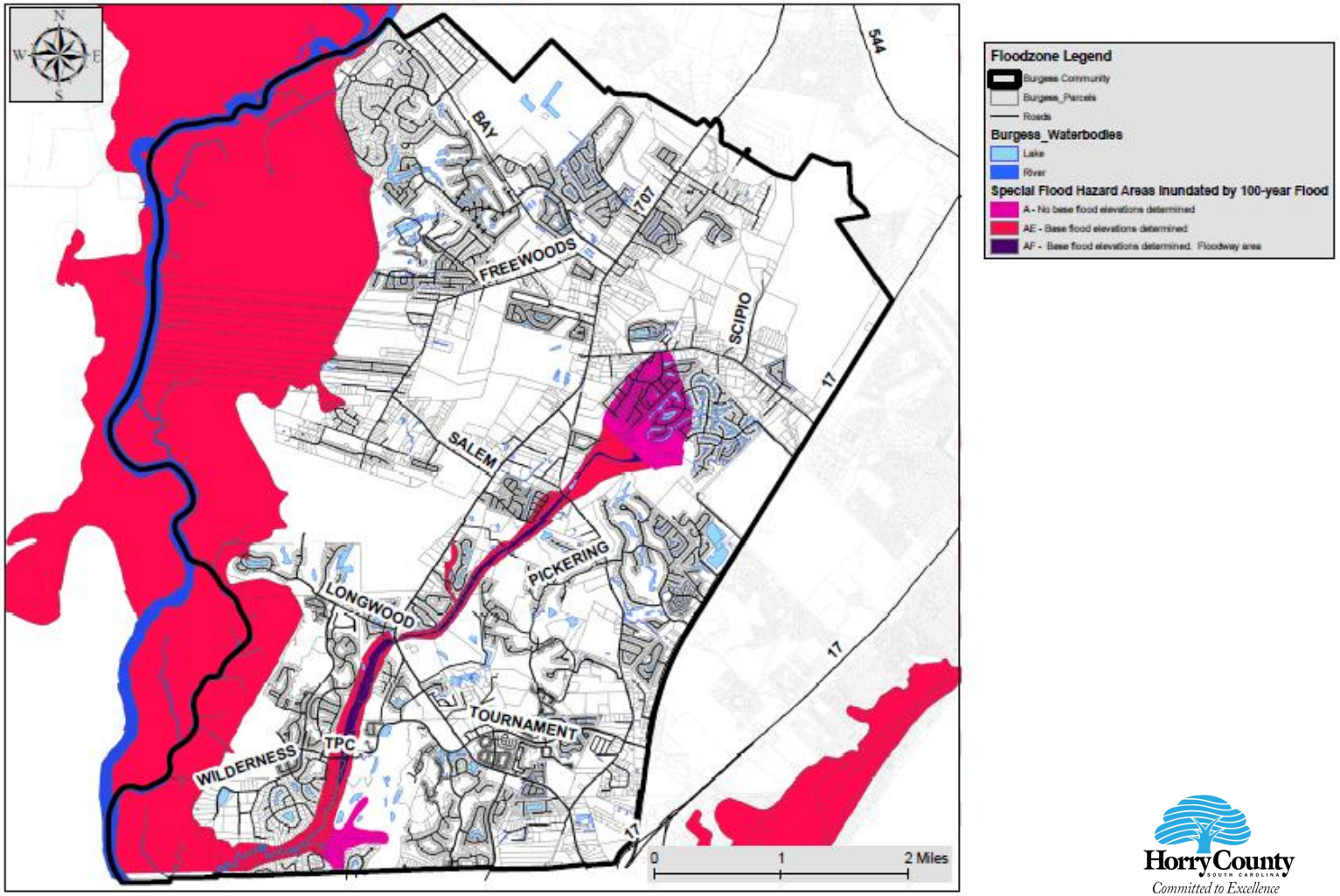
Existing Overlays within the Burgess Community



Commercial Nodes within the Burgess Community



Floodzones within Burgess Community



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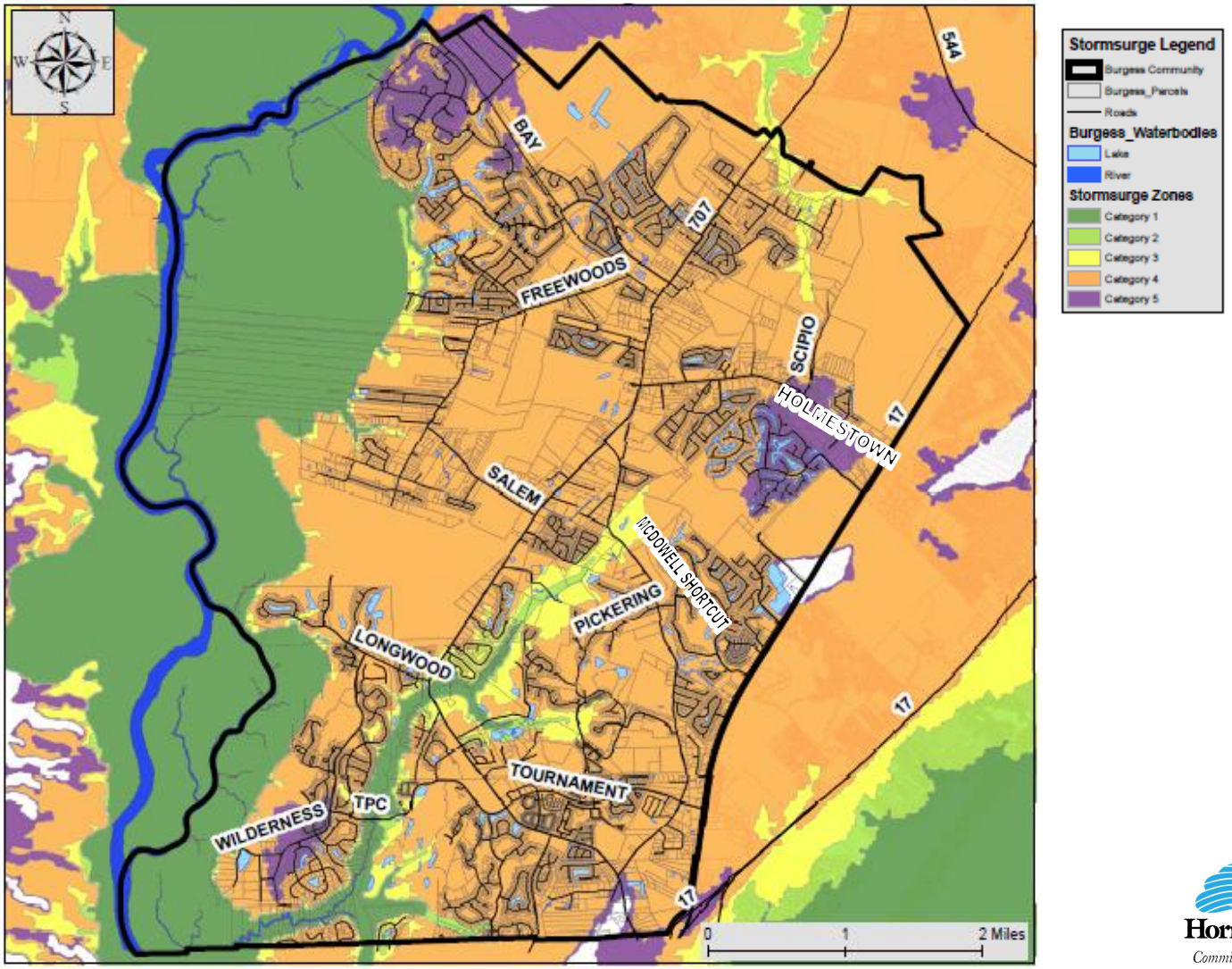
Appendix Eight
Burgess Community Area Plan

Stormsurge within the Burgess Community



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Appendix Nine
Burgess Community Area Plan

Existing Zoning along Holmestown Road

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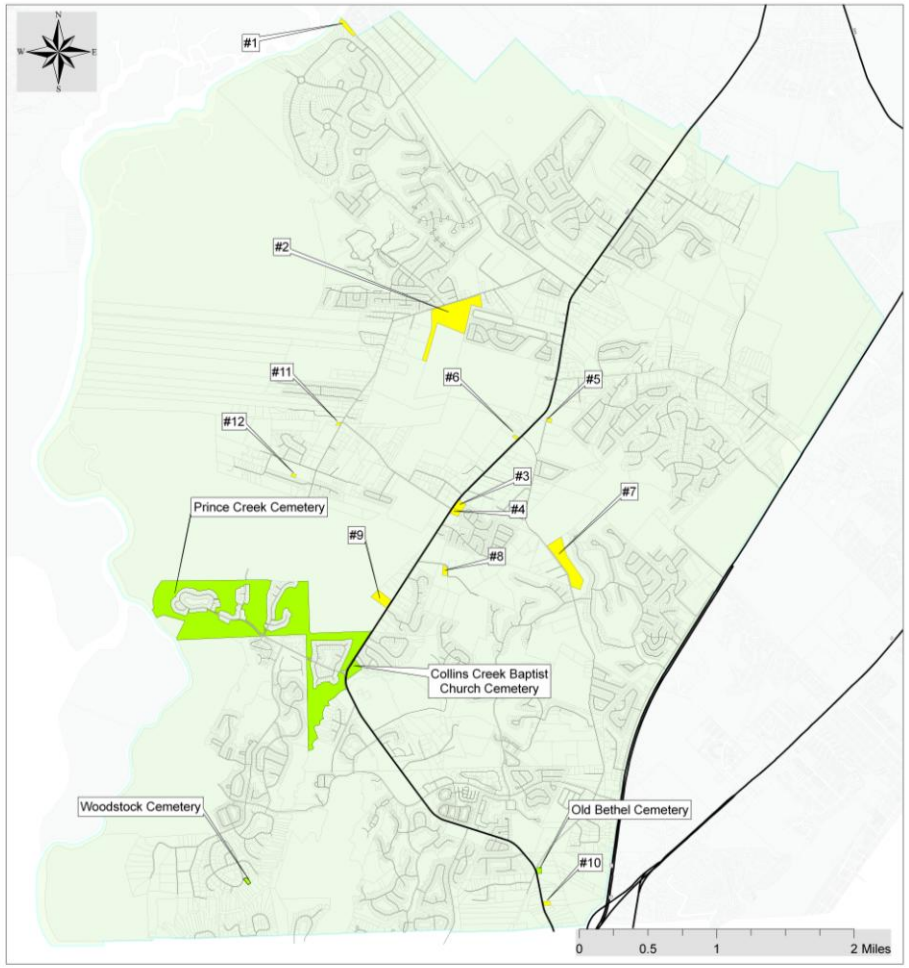
Appendix Ten
Burgess Community Area Plan

Historic and Potentially Historic Parcels in the Burgess Community



Potentially Historic Parcels

#1 - Enterprise Boat Landing - Transportation Related Historic Site
#2 - Freewoods Farm - Agricultural Related Use - Historic Buildings moved to this site
#3 - Mt. Zion AME Church - Religious Use - circa 1955 with alterations in 2002
#4 - Staff of Life Lodge 341 - Civic Use - circa 1945-1955
#5 - St. James United Methodist Church - Religious Use - circa 1964
#6 - Campground - Recreational Use - circa 1951
#7 - McDowell Farm - Agricultural Use - circa 1880 - 1950
#8 - Home - Residential Use - circa 1950
#9 - Home - Residential Use - circa 1940
#10 - Home - Residential Use - circa 1950
#11 - Salem Missionary Baptist Church - Religious Use - circa 1952 with alterations in 1960 and 2000
#12 - St. Peter Missionary Baptist Church - Religious Use - circa 1947 with alterations in 1970

Potentially Historic Parcels - Burgess
Horry County Historic Property Register Listings

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Appendix Eleven
Burgess Community Area Plan